

12-1-2008

# Development of a normative model for cultural tourism on the Cape Flats

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## Recommended Citation

Ismail, Reedwaan, "Development of a normative model for cultural tourism on the Cape Flats" (2008). *CPUT Theses & Dissertations*. Paper 9.  
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**DEVELOPMENT OF A NORMATIVE MODEL FOR CULTURAL TOURISM  
ON THE CAPE FLATS**

by  
**Reedwaan Ismail**

**THESIS SUBMITTED  
IN FULFILMENT OF THE REQUIREMENTS  
FOR THE DEGREE**

**DOCTOR TECHNOLOGIAE ( D Tech )  
(TRAVEL AND TOURISM MANAGEMENT)**

**IN THE FACULTY OF BUSINESS  
AT THE  
CAPE PENINSULA UNIVERSITY OF TECHNOLOGY**

**PROMOTORS: PROFESSOR M S BAYAT  
ASSOCIATE PROFESSOR I W FERREIRA**

**CAPE TOWN  
December 2008**

## **DEDICATION**

All praise belongs to Allah for granting me the wisdom and strength to complete this research.

## DECLARATION

I, the undersigned, hereby declare that this thesis is my own work, that all sources used and quoted have been cited and acknowledged by means of complete references and that this thesis was not previously submitted to any other university or university of technology for degree purposes.

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Reedwaan Ismail

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Date

## **ACKNOWLEDGEMENTS**

I wish to thank :

- My supervisor and mentor, Prof M S Bayat, for his support, inspiration, encouragement, vision, guidance and words of wisdom.
- My assistant supervisor and mentor, Prof I W Ferreira, for his guidance, friendship, support, encouragement, vision and words of wisdom.
- My sincere gratitude to my statistician, Ms Corrie Strümpfer for her guidance.
- My language editor, Ms Shamila Sulayman for proofreading the thesis.
- The Research Department at the Cape Peninsula University of Technology for financial assistance for this research study.
- My beloved wife, Waheeda, daughters Bilqees and Aaliyah for their prayers, support, compassion and understanding.
- My mother, Fatima Ismail, brothers, Hoosain and Nazeem, sisters Fahmieda and Najma for their prayers and support.
- My late father, Mohammed Vallie Ismail, for instilling in me the value of knowledge.

## **ABSTRACT**

This study is aimed at developing and proposing a normative model for cultural tourism, which should be implemented on the Cape Flats. Normative criteria for cultural tourism were identified through a literature search, followed by an empirical study.

Responses to various questions and statements were statistically analysed, interpreted and presented.

Tourism stakeholders such as tour operators, travel agents, accommodation establishments and cultural tourism suppliers, including the community of the Cape Flats, can benefit from implementation of the normative model for cultural tourism.

This study traces the roots of philosophy in the social sciences, provides a philosophical basis for cultural tourism, followed by a discussion of relevant national, provincial and local legislative frameworks for cultural tourism on the Cape Flats.

In addition to the above, a comparative conceptual analysis of cultural tourism in The Gambia is made in order to gain a better understanding of successes and challenges that face destinations, which intend to offer cultural tourism as a tourism product.

Developing a normative model for cultural tourism on the Cape Flats should seek to invite active participation from the community from inception phase until implementation.

The research identifies and explains elements of model theory, discusses models that are applicable to the research area, and presents an adapted normative, input-output systems model with a feedback mechanism. The normative model proposes an implementation mechanism against various external and internal environmental factors as means to ensure sustainability of cultural offerings on the Cape Flats.

The normative model proposes an approach that will facilitate employment in the tourism sector on the Cape Flats, as well as poverty alleviation initiatives as part of corporate social responsibility undertakings by tourism stakeholders.

Variables identified in the normative model will assist tourism stakeholders, including the Cape Flats community, to develop cultural offerings for consumption by tourists, the cultural market and sustain cultural tourism, which should improve standards of living for people on the Cape Flats.

The normative model for cultural tourism addresses the critical shortage of skills amongst tourism practitioners and offers recommendations to alleviate this shortcoming within the tourism industry.

The normative criteria, which is identified in the model, addresses the fact that attention should be given to improvement and provision of cultural tourism infrastructure on the Cape Flats.

An objective of the normative model for cultural tourism is to facilitate the proposal of guidelines for National, Provincial and Local government policy initiatives regarding tourism and, in particular, cultural tourism on the Cape Flats. This model identifies aims and objectives of the White Paper on Sustainable Tourism Development (1996), the Cape Flats Tourism Framework (2005) and the Tourism Development Framework for the City of Cape Town (2006).

Finally, the Cape Flats' diverse community displays a host of unique cultural experiences and offerings in terms of folklore, history, experiences, food, song and a host of other activities that should be shared with tourists.





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## LIST OF ABBREVIATIONS

**AMCEN:** African Ministerial Conference on the Environment

**APPA:** Atmospheric Pollution Prevention Act

**AQA:** Air Quality Act

**AQM:** Air Quality Management

**ASGISA:** Accelerated and Shared Growth Initiative for South Africa

**ASLME:** Agulhas and Somali Large Marine Ecosystem

**AU:** African Union

**BB BEE:** Broad Based Black Economic Empowerment

**BBWW:** Boat Based Whale Watching

**BCLME:** Benguela Current Marine Ecosystem

**BEE:** Black Economic Empowerment

**BENEFIT:** Benguela Environment, Fisheries Interaction Training

**BRICS:** Brazil Russia India China and South Africa

**BRICS+G:** Brazil Russia India China South Africa and Germany

**BWI:** Bretton Woods Institutions

**CBD:** Convention on Biological Diversity

**CBO:** Community Based Organisation

**CC:** Climate Change

**CEC:** Committee for Environmental Coordination

**CITES:** Convention on International Trade in Endangered Species of Wild Fauna and  
Flora

**COP:** Congress of the Parties

**CPUE:** Catch Per Unit Effort

**CSD:** Commission for Sustainable Development

**CIS:** Corporate Social Investment

**DBC:** Departmental Bargaining Council

**DBSA:** Development Bank of Southern Africa

**DDGs:** Deputy Directors-General

**DEAT:** Department of Environmental Affairs and Tourism

**DME:** Department of Minerals and Energy

**DPSA:** Department of Public Service and Administration

**DTI:** Department of Trade and Industry

**DWAF:** Department of Trade and Industry  
**E:** Etreameus  
**EC:** East Coast  
**ECA:** Economic Commission for Africa  
**ECOSOC:** Economic and Social Committee  
**EDMS:** Electronic Document Management System  
**EE:** Employment Equity  
**EIA:** Environmental Impact Assessment  
**EIM:** Environmental Impact Management  
**EIP:** Environmental Implementation Plan  
**EMCA:** Environmental Management Cooperation Agreement  
**EMF:** Environmental Management Framework  
**EMI:** Environmental Management Inspector  
**EPVs:** Environmental Protection Vessels  
**EPWP:** Expanded Public Works Programme  
**EQ&P:** Environmental Quality and Protection  
**EU:** European Union  
**EW:** Employee Wellness  
**FIFA:** Federation of International Football Association  
**G20:** Group of 20 countries  
**GEAR:** Growth Employment and Redistribution  
**GEF:** Global Environment Facility  
**GHG:** Green House Gas  
**GIS:** Geographical Information System  
**GMO:** Genetically Modified Organisms  
**GPSSBC:** General Public Service Sectoral Bargain Council  
**GSLWP:** Greater St Lucia Wetlands park  
**HCFC:** Hydro-Chloro Fluoro Carbon  
**HDE:** Historically Disadvantaged Enterprise  
**HDI:** Historically Disadvantaged Individual  
**HIV/AIDS:** Human Immune Virus/ Acquired Immune-Deficiency System  
**HR:** Human Resource  
**IBSA:** India Brazil South Africa  
**ICLEI:** International Council for Local Environment Initiatives

**ICSI:** Internal Customer Satisfaction Index  
**IDC:** Industrial Development Cooperation  
**IDP:** Integrated Development Plan  
**IEG:** International Environmental Governance  
**IEM:** Integrated Environmental Management  
**IGWP:** iSimangaliso Greater Wetlands Park  
**IRPS:** International Relations, Peace and Security  
**ISRDP:** Integrated Sustainable Rural Development Programme  
**IUCN:** World Conservation Union  
**JCPS:** Justice, Crime Prevention and Security  
**JE:** Job Evaluation  
**JPOI:** Johannesburg Plan of Implementation  
**KZN:** Kwa Zulu Natal  
**M&E:** Monitoring and Evaluation  
**MCM:** Marine and Coastal Management  
**MDG:** Millennium Development Goals  
**MDG7:** Millennium Development Goal No7  
**MEA:** Multilateral Environmental Agreement  
**MINMEC:** Minister and Members of Executive Council  
**MINTECH:** Technical Committee of Minister and Members of Executive Council  
**MISS:** Minimum Information Security Standards  
**MLRA:** Marine Living Resources Act  
**MLRF:** Marine Living Resources Fund  
**MoA:** Memorandum of Agreement  
**MOP:** Meeting of the Parties  
**MoU:** Memorandum of Understanding  
**MP:** Member of Parliament  
**MPA:** Marine Protected Area  
**MTEF:** Medium-Term Expenditure Framework  
**MWW:** Municipal Waste Water  
**NA:** National Assembly  
**NAQIS:** National Air Quality Information System  
**NBF:** National Biodiversity Framework  
**NBSAP:** National Biodiversity Strategy and Action Plan

**NCOP:** National Council of Provinces

**NEAF:** National Environmental Advisory Forum

**NEAS:** National Environmental Authority System

**NEM: AQM:** National Environmental Management: Air Quality Management Act, 2005

**NEMA:** National Environmental Management Act

**NEMPA:** National Environmental Management: Protected Areas Act, 2003

**NEPAD:** New Partnership for Africa's Development

**NGO:** Non Governmental Organisation

**NSDP:** National Spatial Development Perspective

**NSDS:** National Skills development Strategy

**NSOER:** National State of the Environment Report

**NSSD:** National Strategy for Sustainable Development

**ODS:** Ozone Depleting Substances

**OECD:** Organisation for Economic Co-operation and Development

**OHASA:** Occupational Hygiene Association of Southern Africa

**OHS:** Occupational Health and Safety

**OSDP:** Office on the Status of Disabled Persons

**PA:** Protected Area

**PDIs:** Previously Disadvantaged Individuals

**PEI:** Prince Edward Island

**PET:** Polyethylene Terephthalate

**PFMA:** Public Finance Management Act

**PGDS:** Provincial Growth and Development Strategy

**PI:** Perception Index

**PIPS:** People-Centred, Integrity, Performance and Sustainability

**PMDS:** Performance Management Development System

**POA:** Programme of Action

**PSCBC:** Public Service Co-ordinating Bargaining Council

**PWD:** People with Disabilities

**R&D:** Research and Development

**RA:** Risk Assessment

**RAF:** Resource Allocation Framework

**RISDP:** Regional Indicative Sustainable Development Plan

**SA:** South Africa

**SABS:** South African Bureau of Standards  
**SACU:** Southern African Custom Union  
**SADC:** Southern African Development Community  
**SANAE:** South African National Antarctic Expeditions  
**SANBI:** South African National Biodiversity Institute  
**SANCOR:** South Africa Network for Coastal and Oceanic Research  
**SANPARKS:** South African National Parks  
**SAPS:** South African Police  
**SARS:** South African Revenue Services  
**SAT:** South African Tourism  
**SAWS:** South African Weather Service  
**SEA:** Strategic Environmental Assessment  
**SEAFO:** South East Atlantic Fisheries Organisation  
**SITA:** State Information Technology Agency  
**SMME:** Small Micro and Medium Enterprise  
**SMS:** Senior Management Services  
**S-N:** North- South Cooperation  
**SWIOPF:** South West Indian Ocean Fisheries Project  
**TAC:** Total Allowable Catch  
**TBCSA:** Tourism Business Council of South Africa  
**TEP:** Tourism Enterprise Programme  
**TFCA:** Trans Frontier Conservation Area  
**TGCSA:** Tourism Grading Council of South Africa  
**THETA:** Tourism and Hospitality Sector Education and Training Authority  
**TISA:** Trade and Investment South Africa  
**TSA:** Tourism Satellite Account  
**UN:** United Nations  
**UNCTAD:** United National Conference on Trade and Development  
**UNECA:** United Nations Economic Commission for Africa  
**UNEP:** United Nations Environment Programme  
**URP:** Urban Renewal Programme  
**WHS:** World Heritage Sites  
**WSCD:** White Shark Cage Diving  
**WSSD:** World Summit on Sustainable Development

## CHAPTER 1

### 1.1 INTRODUCTION AND BACKGROUND TO THE STUDY

According to the Country Roads website, the term Cape Flats refers to a flat sandy stretch of land that is located to the south east of the central business district of Cape Town (Country Roads, n.d.). A unique atmosphere exists on the Cape Flats, which has emerged as a result of communities forging links with each other (ibid). According to the above mentioned website, the Cape Flats is the birthplace of its indigenous art, crafts and music.

The Cape Flats comprises the following areas: Athlone, Belhar, Bonteheuwel, Elsies River, Epping, Grassy Park, Khayelitsha, Langa, Lansdowne, Lotus River, Mannenberg, Mitchells Plain, Nyanga, Ottery, Phillippi and Wetton ([Wikipedia, n.d.](#)).

District Six was declared the Sixth Municipal District of Cape Town in 1867 and in 1966 was declared a white area under the Group Areas Act, No. 41 of 1950 (District Six, n.d.). The website further explains that this piece of legislation resulted in communities being uprooted from, amongst other areas, District Six, Constantia, Claremont and was forcibly located to the Cape Flats. The idea to locate people to the Cape Flats was, according to the Nationalist government, to allow people who share the same culture, language and race groups, to interact with each other. With time the Cape Flats became notorious for its gang activities, crime, poor housing, poverty, drugs and other social evils. However, there are also several areas on the Cape Flats where people have managed to seek out acceptable standards of living and have overcome poverty to a greater degree.

The Department of Economic Development and Tourism for the Western Cape undertook a feasibility study in order to explore potential cultural heritage tourism on the Cape Flats (South Africa, 2005: 29). The findings of the feasibility study culminated in a document entitled "Cape Flats Tourism Framework", which was officially launched on 1 December 2005.



An objective of this research is to develop a normative model for cultural tourism, which should be implemented on the Cape Flats in accordance with the objectives of the White Paper on tourism, the Cape Flats Tourism Framework and the Spatial Tourism Framework.

This chapter shows various components of the research, including a problem statement, key questions, study objectives, delimitations of the study field, research methodology, design of a normative model, as well as a summary at the end of the chapter.

## **1.2 STATEMENT OF THE RESEARCH PROBLEM**

Currently, a dynamic tourism industry does not exist on the Cape Flats.

### **1.2.1 Sub-problems**

A number of sub-problems emanate from the above main problem statement, and each are explained in the paragraphs that follow.

#### **1.2.1.1 Sub-problem 1**

Tourism and, in particular cultural tourism is non-existent on the Cape Flats. Currently, the Athlone area lacks tourism infrastructure, which is required to develop and promote the area as a cultural destination. However, the Department of Economic Development and Tourism envisages the district of Athlone to have great potential to develop into a cultural hub of activity, which will attract tourists to the area.

#### **1.2.1.2 Sub-problem 2**

According to the Cape Flats Tourism Framework, the Cape Flats has not been able to capitalise on opportunities, that are offered by the tourism sector as a result of policies of under-development in the past (2005:8). Athlone has been identified as a nodal point of development for cultural tourism on the Cape Flats (2005:8).

### 1.2.1.3 Sub-problem 3

In addition, the Cape Flats Tourism Framework points out that a historical lack of development has resulted in the absence of tourism economic nodes on the Cape Flats where the community's contributions to and benefits from the tourism industry, is marginal (2005:34).

## 1.3 RESEARCH OBJECTIVES

A primary objective of the research is to gain an understanding of the research problem, which exists on the Cape Flats.

A second objective of the research is to develop a normative model for cultural tourism for the Cape Flats, which is based on the normative criteria extracted from the literature search, as well as results of the statistical analysis of the responses to the empirical survey. The model presents recommendations, which address issues of poverty, unemployment, lack of tourism infrastructure, rampant crime, community participation, developing entrepreneurs and developing capacity building amongst tourist guides.

A further objective of the study is to assess whether tour operators, local/provincial/national government departments, artists, cultural activities and tourism entrepreneurs could promote the Cape Flats as a cultural destination.

It is envisaged that implementation of the normative model for cultural tourism will serve as a catalyst to promote the Cape Flats as a cultural tourism destination.

## 1.4 KEY QUESTIONS PERTAINING TO THE RESEARCH

The following key questions emanate from the research problem and, therefore, require an investigation into the following:

### **1.4.1 Key question 1**

To what extent can tourism-related infrastructure on the Cape Flats be developed and marketed as a cultural tourism destination for the Western Cape?

### **1.4.2 Key question 2**

What security measures should be established to ensure safety of tourists when undertaking a cultural tour of the Cape Flats?

### **1.4.3 Key question 3**

What measures could be introduced to determine the success rate of the spatial framework on tourism by the City Council of Cape Town with respect to addressing issues of unemployment, sustainability and development of cultural sites on the Cape Flats?

### **1.4.4 Key question 4**

Do tourism stakeholders such as tour operators, accommodation suppliers, restaurant owners, tourist guides, travel agents and transport providers envisage the Cape Flats to become a cultural tourism destination?

## **1.5 DELIMITATIONS OF THE RESEARCH**

The research focuses on the Cape Flats area which according to Wikipedia (n.d), comprises areas such as Athlone, Gatesville, Crawford, Bridgetown, Mountview, Surrey Estate and Lansdowne, which form part of the Western Cape Province.

An objective evaluation of the Cape Flats Tourism Framework, which was launched by the Department of Economic Development and Tourism, as well as the spatial framework on tourism by the City Council of Cape Town, respectively, is undertaken to determine whether these address objectives of the research.

## **1.6 RESEARCH METHODOLOGY**

In order to develop a normative model for cultural tourism on the Cape Flats, a literature study was undertaken, which include, amongst others, relevant books, journals, legislation on secondary sources, as well as public policy documents.

### **1.6.1 Literature search**

An overview of available existing literature on cultural tourism was undertaken, as well as those developed by other tourism associations in various parts of the world. The researcher has investigated The Gambia and City of Cape Town's cultural tourism framework, as well as the Cape Flats Tourism Framework, which was launched by the Department of Economic Development and Tourism in partnership with Cape Town Routes Unlimited and the District Six Museum.

Books that deal with developing frameworks for cultural tourism were consulted, while tourism journals that discuss cultural tourism were also examined. Newspaper articles on cultural tourism on the Cape Flats were referenced, and web sites on the World Wide Web that address cultural tourism in certain parts of the globe, were also reviewed.

#### **1.6.1.1 Extracting selected normative criteria from the literature**

A set of normative criteria was extracted after an extensive literature search, which was then incorporated into the normative model for cultural tourism for the Cape Flats. Elements that were identified from the literature search and, which are connected to cultural tourism but non-existent on the Cape Flats, were included in the normative framework for cultural tourism on the Cape Flats.

Upon identifying the normative criteria from the literature search, it was compared to results obtained from the empirical data as means to verify existence of any correlations between the normative criteria extracted from the literature and those obtained from the empirical data.

Inferences were made from the normative criteria, which were obtained from the literature search and those obtained from the empirical data. The normative criteria arrived at through this process were included in the normative framework for cultural tourism on the Cape Flats.

### **1.6.2 Empirical survey**

An objective of the empirical survey of this research is to undertake an attitudinal survey of views of various stakeholders, which represent a randomly selected target population from the identified research population, as indicated below, to collect inputs on whether the Cape Flats could be transformed into a cultural tourism destination within the Western Cape.

A number of different methods can be used to collect data from the sample of respondents. The data collection method, which was adopted for this research, involved administering questionnaires to respondents.

When the questionnaire was designed, the researcher consulted a qualified and registered statistician who provided guidelines on a suitable method and technique, which was adopted for formulating questions for the questionnaire.

A sample size, which comprised 60 tour operators, 60 tourist guides, 100 travel agents, 40 conference organisers, 100 hospitality establishments, 50 tourism marketing agents, 150 bed & breakfast establishments, 30 cultural tourism attractions, 30 tourism information centres, 40 Department of Environmental Affairs and Tourism administrators in the Western Cape and 2 000 residents from the Cape Flats, were approached to complete questionnaires. These stratifications were decided on and were randomly selected in collaboration with the registered statistician.

The data that was collected was analysed by the registered statistician by means of appropriate statistics software.

#### **1.6.2.1 Description of the research population**

The total possible research population comprises of tourism stakeholders that offer or sell a service within the tourism industry in the Western Cape. The total possible research population constitutes inbound and outbound tour operators, travel agents, accommodation suppliers, tourism attraction companies, event organisers, catering companies, restaurants, tourist guides, transport companies and tourism information centres, which form part of the research population. In addition, to these residents in selected areas of the Cape Flats such as Athlone, Gatesville, Crawford, Bridgetown, Mountview, Surrey Estate and Lansdowne were approached to form part of the total possible research population.

#### 1.6.2.2 Description of the target population

Directories obtained from INDABA 2006 were used to select the target population of travel agents, accommodation suppliers, tourism attraction companies, event organisers, catering companies, restaurants, tourist guides, transport companies and tourism information centres. Information brochures and tourism directories, which were obtained from the South African Tourism offices, were used to randomly select the target population as a randomly selected segment of the total research population. Identification of the target research population, which, in collaboration with the supervisor, co-supervisor and statistician, can be a pre-determined percentage of a scientifically acceptable representative sample of the total research population mentioned above.

In collaboration with the statistician, a scientifically accepted target population was randomly selected to comprise individuals who reside on the Cape Flats, tour operators, accredited tourist guides, owners of bed and breakfast establishments, managers of travel agencies and events companies that could potentially offer services to tourists who visit the Cape Flats to experience cultural attractions.

An empirical survey was conducted among the target population in the form of a questionnaire that consisted of dependent and independent variables, and was structured in a quantitative research approach, which comprised of closed ended questions. This approach was predetermined in collaboration with the statistician.

### 1.6.2.3 Description of the response population

In consultation with the supervisor, co-supervisor and statistician, a final response population figure was decided upon, which, at the time, represented a given percentage of the target population whose responses were the subject of the statistical analysis.

### 1.6.3 Statistical analysis

In collaboration with the statistician, appropriate response percentages were determined by determining relative values from the empirical data and transferring such values in a codified form to a computer database. The data, which was analysed, was interpreted by utilising selected statistical methods and analytical instruments. A description of the analysis methodology design is provided in Chapter 7. A quantitative survey approach was adopted and a relevant numerical evaluation scale was used, while methods, which determine analysable trends in the responses, were described.

### 1.6.4 Interpretation of results

Upon receiving the statistical analysis of the empirical data from the statistician, the results were interpreted by the researcher and the findings were articulated in terms of various analytical instruments such as tables, figures and bar graphs, followed by a brief textual explanation of each analysis event.

### 1.6.5 Articulation of findings

The researcher has reported the findings at forums where tourism industry stakeholders and government representatives regularly meet to deliberate on tourism issues.

The researcher intends to produce and publish articles, which are based on the findings and recommendations of this research in accredited tourism journals.

Community radio stations that are based on the Cape Flats will also be used to disseminate the research findings to the broader community on the Cape Flats.

## **1.7 CONSTRUCTION OF A NORMATIVE MODEL**

Following the literature and empirical survey, a combination of the two data streams, namely data stream one, as the normative criteria extracted from the literature study, and data stream two, findings of the statistical analysis of the empirical survey as a basis for recommendations, a normative model was constructed and presented as a possible mechanism to address the problem statement pertaining to the research topic, which is reflected in the research title. This section entails a detailed analysis of model construction theory, as well as the design and proposal of a proposed model for the stated purpose, with detailed descriptions of each variable in the normative model.

## **1.8 SUMMARY**

This chapter outlines the research problem, objectives of the study, key research questions, as well as the research design that was used. A number of key questions and hypotheses were raised in this chapter, which are addressed in subsequent chapters. An in-depth literature search was undertaken to extract a set of normative criteria for cultural tourism on the Cape Flats. An empirical survey, in the form of a qualitative approach, was adopted to solicit results and make recommendations. In addition, steps followed in the design of a normative model with pertinent recommendations to address the dysfunctional situation on the Cape Flats with respect to cultural tourism, was also outlined.

The following chapter explores a philosophical basis for cultural tourism on the Cape Flats.



## CHAPTER 2

### A PHILOSOPHICAL BASIS FOR CULTURAL TOURISM

#### 2.1 INTRODUCTION

For the past 300 years, South African history had witnessed a number of changes within governments that ruled South Africa. The first change occurred from Dutch to British rule and thereafter, authority to rule and promulgate laws for the country and its inhabitants, was rested with South Africa's minority white population group until 1994. Following democratic elections in 1994, a democratic dispensation came to power. With the number of governments changing hands over a period of time, a question that arises is: to what extent is the South African system of government and administration influenced by previous imperialist philosophies (Hanekom & Thornhill, 1983:11)? According to Cameron (1999:17), history is a major determinant, with reformed systems following areas established for colonial administration and post-colonial administration.

In an attempt to answer the above question, an understanding of the history of British philosophy of democracy, British foreign and colonial policy, British imperialism, transfer of ideologies, practices and prescription of rules and regulations for the government and administration of the South African colony, should be outlined (Hanekom & Thornhill, 1983:11). Laleye and Olowu (1989:117) state that there has been a tendency towards creating large-sized African local governments that have a higher average unit size than those in most nations.

This chapter outlines the influence of British imperialism on the South African system of government and administration. This, in turn, will inform a philosophical basis for a normative framework for cultural tourism.

## 2.2 NATURE AND EXTENT OF PHILOSOPHY

According to Copi (1969:286), the word "philosophy" is derived from two Greek words, namely **philos**, meaning "love", and **sophia**, meaning "wisdom". It can, therefore, be inferred that the word "philosophy" literally translated, means "the pursuit of wisdom". Copi (1969:286) states that philosophy began in the sixth century B.C. in Greek colonies on the western coast of Asia Minor. The earliest philosophers regarded all knowledge as their responsibility. They were the first scientists and also the first philosophers. They undertook to both describe and to explain the world around them and also presumed to give advice on matters of conduct, both personal and social. During the time of Plato (427-347) and Aristotle (384-322), philosophers were concerned not only with logic, mathematics and natural science, but also with literary criticism and aesthetics (Copi, 1969:286).

Philosophy, as a concept and subject encompasses all knowledge and all that can be known including the means by which such knowledge can be acquired. Ancient Greeks organized the subject into five basic categories: metaphysics, epistemology, ethics, politics and aesthetics. This organisation of the subject is still largely in use today and can be profitably used regardless of where one's answers to specific philosophical questions lie.

- Metaphysics is concerned with the nature of existence in the most fundamental sense. It attempts to answer the question, which relate to what are the most fundamental attributes that all existing things share, if any, as well as fundamental questions concerning how they relate to one another.
- Epistemology is concerned with the nature of knowledge and how humans can know things. As such, certain aspects of the functioning of a human's mind, is included.
- Ethics is concerned with the nature of values and, in particular, how this concept applies to humans and their relationship with the external world and to other humans.
- Politics is concerned with behaviour of humans towards one another in a social context. Hence, the first question of politics, as a philosophical subject, might be: how *should* humans deal with one another in such a social context?

- Aesthetics is concerned with human artistic creations. It also involves choice, namely value criteria and, as such, can also be viewed as a sub-category of ethics.

A philosophy of administration, as explained by Hanekom and Thornhill (1983:12), is a view of administrative concepts and practices as they are manifested in the executive organs of government. The role of the public administrator is to study activities undertaken by government institutions, followed by executing government policies. According to Hanekom and Thornhill (1983:12), the type of administration is shaped by the political ideology of the present government, therefore, politics and administration cannot be separated.

According to Hughes (1987:1-2), the social sciences, since developing as autonomous disciplines, have tended to re-examine their philosophical foundations only during periods of crisis when familiar and trusted methods no longer seem to justify the faith originally invested in them. Such periods force scholars to reconsider fundamentals and to re-evaluate the philosophical bases of their disciplines.

The above viewpoint also applies to the discipline of Public Administration and Tourism Management. Philosophy will, therefore, according to Hughes (1987:11), attempt to explain phenomena that are conceived in terms of basic concepts that characterise a discipline, whatever it may be.

Tourism stakeholders should, therefore, reconsider cultural tourism fundamentals and re-evaluate their philosophical bases of the tourism discipline. Role players in the tourism industry should undertake to study tourism policies and execute these government policies. As mentioned above, politics and administration cannot be separated, hence one could, therefore, infer that politics and tourism cannot be separated. The philosophy of tourism stakeholders and tourism policy legislators will shape the norms of the normative model for cultural tourism on the Cape Flats.

## **2.3 BRITISH INFLUENCE ON SOUTH AFRICAN PHILOSOPHY OF ADMINISTRATION**

According to Hanekom and Thornhill (1983:15), prominent characteristics of the British philosophy of government and administration, can be summarised as follows:

- Rule of law, which provides for limited discretion of the executive authority, equality before the law, and a court of law independent of both the legislative authority and the executive authority;
- Division of government authority into legislative, executive and judicial authorities;
- Parliamentary responsibility of ministers, which implies that ministers who function jointly as the Cabinet, are responsible to Parliament for the governance of the country and may govern only as long as they enjoy the trust of elected members of Parliament, that is, of parliamentary representatives of the electorate. This is particularly relevant to the development of a normative framework for cultural tourism on the Cape Flats.

## **2.4 BRITISH SYSTEM OF GOVERNMENT**

According to Hanekom & Thornhill (1983:28-31), Sir John Cradock, who was the Cape governor for the period 1811 to 1814, wrote to the British government and stated that he wished to assimilate institutions in the Cape with those of Britain. British parliamentarians expressed opinion that English laws and principles (philosophy) should be introduced to the colonies in such a way that the conquered nations would not be offended. Lord Charles Somerset, following the Peace of Paris, was appointed to implement British policy at the Cape for the period 1814 – 1826. One of the first institutions that was changed, was the judicial system in the Cape. The Dutch judicial system was abolished and replaced by the British system and the English language was used to plead a case. When the Cape Colony was granted self-government in 1853, an Upper House and Lower House, based on the British system, was established in the Cape. The appointed governor in the Cape served as a representative of the British Government and had to execute his duties in consultation with the ministers. This practice later became a philosophy where the British

Parliament believed that governmental systems would function optimally if the Executive Committee were the Cabinet and consisted of political office-bearers. The philosophy underlying the system of government by the British Government was to make the colonies interdependent with one imperial interest. Therefore, the system of government and administration of the colonies had to be based on the British model. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

## **2.5 BRITISH SYSTEM OF ADMINISTRATION**

On 1 April 1967, the first Parliamentary Commissioner for Administration was appointed in the United Kingdom in accordance with the Parliamentary Commissioner Act, 1967 (Roux *et al.*, 1997:388). The goal, according to Roux *et al.* (1997:388) is to help people with complaints about the central administration.

Procedure followed when complaints are received by the public, is that it should be submitted to members of the Lower House who, in turn, will submit the complaint to the Parliamentary Commissioner for Administration for investigation (Roux *et al.*, 1997:388).

The Lower Houses have become unicameral legislatures since a Parliament Act of 1949 reduced its powers to become an advisory and delaying body with little or no legislative powers (Gildenhuys & Knipe, 2000:138).

The British Government was able to maintain a common system of government within various colonies through issuing specific rules and regulations regarding the budgetary system (Hanekom & Thornhill, 1983:31).

The South African Act of 1909 created a three-tier unitary system of government. According to Cameron (1999:75), parliament was based on the British Westminster system in terms of structure, procedure and practice. The second tier consisted of four provinces, whereby power was shared between a centrally appointed Administrator and an elected provincial council. The third tier of government was local government.

Compliance with this regulation meant that each department's expenditure was presented in the form of a vote, while that same department was held responsible for the administration of its allocated finances (Hanekom & Thornhill, 1983:31). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

## **2.6 A SOUTH AFRICAN PHILOSOPHY OF ADMINISTRATION**

South Africa became a Union in 1910 and by then all four colonies had a well-developed form of local government (Cameron, 1999:75). According to Meyer (1978:179), a uniform policy existed with regard to control measures in terms of capacity of local administration authorities.

The philosophy held by British politicians and public officials were embodied in the approach followed towards the introduction of governmental and administrative institutions and practices in the British colonies (Hanekom & Thornhill, 1983:34).

According to Norton (1994:46), if the nature of the functions of administration should be minimal, then decentralisation should occur. In the case of South Africa, British officials appointed in administrative duties, were responsible for transferring British ideology, practices and systems and thereby ensured loyalty to the mother country, Britain (Hanekom & Thornhill, 1983:35).

The above mentioned authors further contend that colonies were forced to accept the system of government and administration that had the following characteristics: (1983:34)

- The colony had to benefit the mother country;
- The system of government, that was applied, was made to understand that the sovereign power of England was paramount;
- The diffusion of civilisation and Christianity throughout Southern Africa; and
- The process of establishing a government and administration in the colonies was to introduce a military government, followed by a crown colony

government, thereafter a representative government was established and, finally, a full self-government was reached.

The initiative, "Towards a Ten Year Review", was overseen by a steering group comprised of ministers who received inputs from individual departments in government. The review suggests that the capacity and performance of all spheres of the State should be more critically assessed and that national or provincial government should intervene much more quickly where there is evidence of poor performance (South Africa, Policy Co-ordination and Advisory Services, 2003:107).

## **2.7 A THEORETICAL BASIS FOR PUBLIC ADMINISTRATION**

According to Cameron (1999:34), the need for flexibility to social, economic, demographic and technological changes, should be adopted as a theoretical basis for public administration.

Theoretically, the basis for public administration is to utilise resources efficiently, which is at the disposal of officials and employees, therefore, government should adopt a form of administration that will achieve the aim of maintaining peace and order, protection of all inhabitants and their welfare (Hanekom & Thornhill, 1983:125).

According to Allen (1990:50), it has become increasingly accepted that there is a limit to the size of a municipal bureaucracy beyond which serious inefficiencies and diseconomies occur.

According to Hanekom and Thornhill (1983:217), public administration, therefore, is concerned with the "functioning of government institutions engaged in the execution of public policies framed specifically with the promotion of the general welfare in mind". Due to the nature of public administration, efforts to identify a theoretical basis, are hampered, however, this does not mean that a theoretical basis cannot be developed. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

## **2.8 GOVERNMENT INVOLVEMENT IN COMMUNITY AFFAIRS**

According to Anderson (2003:134), a task of government is to serve and promote public interest. Government's involvement in outreach programmes within a community results in a number of related services being offered. Accompanying involvement by government, will result in additional rules and regulations that will be promulgated in order to ensure successful participation of community members.

Hanekom and Thornhill (1983:153) list a number of government interventions in community life:

- Safeguarding consumers against exploitation;
- Protection of individuals against the sale and use of dangerous drugs;
- Road safety measures;
- Safeguarding investments of investors in financial institutions;
- Drought relief for farmers; and
- Building standards.

When government undertakes to involve themselves in community activities, it is followed by "extensive rules and procedural prescriptions in order to give effect to the policy objects" (Hanekom & Thornhill, 1983:153). Officials should be empowered with discretionary powers in order to effect rules and procedural prescriptions. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

## **2.9 ROLE OF PUBLIC ADMINISTRATION IN COMMUNITY DEVELOPMENT**

The role of the state via public administration is to protect, regulate, enforce laws and provide welfare services in conjunction with changing needs of society (Hanekom & Thornhill, 1983:54). Public administration should endeavour to be efficient and economical in all its services to the community.



According to McCarney (1996:10), the weakness of local government in developing countries should be seen within a broader context of the declining capacity of state structures to provide basic services and infrastructure.

Another consideration for Public Administration is justness and fairness in the execution of government business. According to Bahl and Linn (1992:415), economies of scale exist for services such as public utilities and transportation.

Employees in the employ at national, provincial and local level within a tourism government department, has a similar role to a public administrator. Their role is to protect, regulate, enforce laws, be efficient and economical, as well as just and fair when applying the law or when rendering a service to tourism industry role players.

At a national level an employee will be employed with the Department of Environmental Affairs and Tourism, at a provincial level an employee will be employed with Cape Town Routes Unlimited, and at a local level the employee will be employed with the City of Cape Town's tourism division.

From the above it is clear that characteristics of fairness, efficiency, economy and force of tourism legislation will not only be applicable to public administrators, but, also to tourism employees who work at national, provincial and local level. Tourism role players deal directly with such tourism employees on a daily basis in their line of work.

Tourists will consult a travel agent or visit an information kiosk to obtain travel information. Tourists will not obtain information or require assistance or service from a public official who works at a national or provincial level of government. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

Therefore, tourists will not come into contact with government employees who were responsible for drafting tourism legislation, but will come into contact with tourism role players who offer the service to them.

Theoretically, if tourism stakeholders adopt characteristics of being just, fair, efficient and economical, it should assist development of a community because more tourists will visit the area and spend and invest their money in the community.

## **2.10 COMMUNITY VALUES**

South Africa and, in particular the Cape Flats, is inhabited by people who are affiliated to different religions, cultural, ethnic and language groups. Communities on the Cape Flats should take into account that people from around the globe who visit their neighbourhood, also has religious, cultural, ethnic and language affiliations. Tourism stakeholders within and from outside the community of the Cape Flats should be aware that different religious, cultural, ethnic and language orientations exist and should, therefore, respect and cooperate with these different communities. Therefore, public officials and politicians should ensure that their actions are aimed at attainment of goals, which are established in accordance with community expectations. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

According to Hanekom and Thornhill (1983:129), public officials should honour the community value systems through proper utilisation of its financial and human resources and offer the following guidelines:

- Pursue a clearly identified and quantifiable object;
- A clear definition of rigours is required to attain the stated goal;
- Authority assigned to each official allowing him/her to perform his/her duties efficiently;
- Establish standards of performance to measure the results obtained;
- Sufficient resources to carry out prescribed duties; and
- Devise control measures commensurate with the nature of the object pursued.

An awareness of the need to consider community values could continue to meet ever-changing requirements of each community, which could be adopted as a normative factor for public administration.

## **2.11 A THEORY FOR CULTURAL TOURISM**

In research of this nature it is impossible to discuss the nature of theorising or the mental processes involved in the formulation of theories and policies. However, the need for theory and policies become apparent if it is borne in mind that it enables the researcher to:

- Orientate available knowledge regarding the subject by being able to explain administrative phenomena;
- Establish a framework within which facts and values could be systemised;
- Obtain guidelines for future action; and
- Obtain knowledge within a broad framework.

It is obvious that theory and policy is necessary to find a basis on which to discuss general characteristics of phenomena. Theory and policy should, therefore, not be seen as only a formula or philosophical statement. According to Williams and Shaw (1991:263), theory is merely a mental representation of a system of ideas or statements that are used to explain categories of facts or phenomena.

Tourism policies attempt to develop policy around cultural tourism. In this regard literature on policy and, in particular, tourism policy on cultural tourism, has been consulted in order to find relevant policy perspectives for cultural tourism. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

## 2.12 NEED FOR CULTURAL TOURISM THEORY AND POLICY

Cultural tourism is an all-year-round activity and is not restricted by seasonality when compared to a sporting activity or conference. In terms of conferences, it will last for a few days and delegates will return to their countries abroad. According to Williams and Shaw (1991:263), the aim of policy is to influence the number of visitors that are attracted and to modify their spending capacity and the timing of their visits to their destination of choice.

Theory is an essential tool for the progress of human beings. As symbolic representation of the real, it enables people to communicate quickly and effectively. As human beings learn more and more, their vocabulary expands and their theories change considerably. Theorists who have confused their facts or misinterpreted and distorted them, are eventually ignored. Their unreal and untenable theories are abandoned as pure tautology or specialized jargon, dressed to state the obvious. In contrast, verifiable theories - stated relationships ordering observable data or experience - have much to offer.

**Firstly**, they tell something meaningful about the real world that can be applied to real life situations.

**Secondly**, by ordering otherwise disjointed or overwhelming data, they give perspective to the real world and convey something important to the observer.

**Thirdly**, by revealing a reality that may not be readily self-evident from the facts themselves, they stimulate new ways of looking at familiar things and different actions. This may be especially helpful in problem solving.

**Fourthly**, they form a solid base from which further theorising can take place.

**Fifthly**, definite relationships imply a possibility of controlled relationships and prediction. For these reasons, the value of administrative theory cannot be underrated within organisational society. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

### 2.13 OBSTACLES IN DEVELOPING A THEORY FOR CULTURAL TOURISM

Bearing in mind limitations of theories in the human sciences, attention could now be devoted to efforts to develop cultural tourism theories. However, it should be emphasised that theory should not be developed only to establish whether it conforms to general rules or expectations. It should also be an effort to explain, predict and evaluate cultural tourism phenomena. Theory should, therefore, be formulated to indicate the divergence between an expected or ideal situation and an actual situation, which makes it possible to explain why a difference occurs.

Various types of theory can be identified. However, a brief summary of well-known ethical theories will suffice, namely:

- Impartial theory relating to observable reality, namely to the phenomena perceived in the actual situation;
- Rational theory, arguing that deductions could be made mainly through reasoning;
- Intuitive theory, which is based on the argument that human beings can establish intuitively what is right and wrong; and
- Revelation theory, which states that the establishment of right and wrong is derived from a higher source for example, Holy Scriptures.

Theorising may be attempted in various ways. However, an investigation into respective approaches to formulate theory will not enable tourism practitioners to perform their duties efficiently and effectively. The crux of the matter is the manner in which tourism practitioners integrate theory with the real world. However, as a framework is required to perform duties rationally and effectively, attention should be devoted to formulating cultural tourism theory.

The need for policy underpins extraction of normative criteria for cultural tourism on the Cape Flats. The challenge is to locate appropriate tourism policy since it is not an easy task to formulate a policy. The difficulty for tourism policy writers is to separate the object of study with respect to cause and effect determinants.

A number of factors are raised in the literature regarding development of a cultural tourism policy. Cultural tourism on the Cape Flats is in its infancy stages and is faced with various challenges. One of these is absence of a policy for cultural tourism on the Cape Flats.

Another obstacle that faces development and implementation of a tourism policy for the Cape Flats is that local government departments may interpret national tourism policies contrary to what the White Paper on Tourism intends. One level of government may view job creation as a priority, whilst another level of government may view tourism as improving the balance of payment, diversification of the economic base, raising state revenue or developing infrastructure.

It is difficult to predict the impact of a devalued rand on the economy of the country with special reference to cultural tourism on the Cape Flats. Therefore, no policy representing a generally accepted prediction of the outcome of such changes and effects could be made in a social science such as Tourism Management.

For a meaningful investigation, sufficient and reliable statistical data should be available to make a valid prediction. Tourism stakeholders are in agreement that there exists a lack of reliable data on cultural tourism for the Cape Flats. Furthermore, information obtained for cultural tourism policy may change continuously as a result of social changes. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

## **2.14 A THEORETICAL BASIS FOR CULTURAL TOURISM**

It has been argued that theory provides an explanation and understanding of phenomena. Therefore, it is imperative for a science such as Tourism Management to construct theories to be able to transfer knowledge and to explain probable results with particular actions or predict reactions under particular conditions.

A theoretical theory, as a basis for cultural tourism, should enable one to understand, explain and predict events within a particular frame of reference. Limited available

information and practise of cultural tourism on the Cape Flats is currently experienced and, for that reason, it will be premature to claim that a theory for cultural tourism on the Cape Flats exists. Formulation of a theory for cultural tourism is dependent on availability of sufficient data on the field of activity.

According to Williams and Shaw (1991:264), development of tourism for tourists has only two prerequisites. The first prerequisite is generation of demand and the second is provision of food and accommodation for tourists. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

Policymaking is a course of action, it thus means work, which involves participants, namely the inhabitants, elected politicians and appointed officials. In order to succeed in promoting general welfare, the starting point will always be an effective policy and a co-operative, interactive partnership between participants. Excellence in rendering services to promote general welfare cannot be achieved without maintenance and strengthening of high standards of conduct and behaviour. Behaviour of politicians and officials is based on various factors such as ethics, attitudes and perceptions. However, it is also imperative that clear normative guidelines are established to ensure that policy makers, both politicians and officials, act and behave within limits of acceptable norms and values.

Cultural tourism consists of policy making, organising, personnel provision, training and development, determination of work methods and procedures, as well as financing (Hanekom, & Thornhill, 1983:110). The proposed normative model enables theorists to arrange information on cultural tourism in an orderly manner and thereby develop a theory for cultural tourism. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

## **2.15 SUMMARY**

This chapter provides an understanding of the history of British philosophy of democracy, British foreign and colonial policy, British imperialism, transfer of

ideologies, practices and prescription of rules and regulations for governance and administration of the South African Government. Furthermore, a philosophy of administration is explained with regard to administrative concepts and practices as they are manifested in the executive organs of government. Prominent characteristics of the British philosophy of government and administration, was also summarised above. Finally, the need for cultural tourism theory and policy underpins the extraction of normative criteria for cultural tourism on the Cape Flats, while challenges that are associated with this, are added.

The next chapter explores a legislative framework for cultural tourism on the Cape Flats.



## **CHAPTER 3**

### **A NATIONAL AND PROVINCIAL LEGISLATIVE FRAMEWORK FOR CULTURAL TOURISM**

#### **3.1 INTRODUCTION**

Page (2007:337), quotes Elliot who states that four questions should be asked in relation to government's involvement in tourism. Firstly, why are governments important to tourism, and why do governments get involved in tourism management? Secondly, who are the main participants in the tourism policy system? Thirdly, how is management of tourism policy carried out, and how do such managers manage? Finally, why are governments involved in tourism, what are the effects on tourism, and has it led to success or failure?

The Minister of Environmental Affairs and Tourism appointed an interim Tourism Task Team (ITTT) with a mandate to draft a tourism discussion paper. The ITTT was represented by business, labour, provincial government, community organisations and national government (South Africa, 1996:5). The tourism Green Paper was developed at these meetings, while the European Union provided technical assistance to develop the Tourism White Paper (South Africa, 1996:5).

#### **3.2 CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA, ACT 108 OF 1996**

The South African Constitution was promulgated on 18 December 1996 and officially commenced on 4 February 1997 (South Africa. Parliament, 1996:1241). The South African Constitution was subsequently amended on a number of occasions, as indicated in the document.

The table of contents of the Constitution Act 108 of 1996 includes headings such as Founding Provisions, Bill of Rights, Co-operative Government, Parliament, The President and National Executive, Provinces, Local Government, Courts and Administration of Justice, State Institutions Supporting Constitutional Democracy, Public Administration, Security Services, Traditional Leaders and Finance.

The Constitution is the supreme law of the Republic and, therefore, any law or conduct that is inconsistent with it is regarded as invalid, and the obligations imposed by the Constitution, must be fulfilled (South Africa. Parliament, 1996:1243).

The South African Constitution states that the Bill of Rights forms the cornerstone of democracy in South Africa. It enshrines the rights of all people in South Africa and affirms democratic values of human dignity, equality and freedom (South Africa. Parliament, 1996:1247). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

### **3.3 THE MEANING OF GOVERNMENT**

Government refers to the body responsible for governing the State. In South Africa the body responsible for governing the State will comprises the President and his cabinet at a national level, followed by provincial Premiers and Executive Councils at provincial level (Theunissen, 2000:118).

#### **3.3.1 System of government in South Africa**

According to the Constitution of the Republic of South Africa (1996), South Africa is sovereign, democratic state with the division of power between legislative, executive and judicial authorities. All legislative bodies in the three spheres of government, that is, Parliament in the national sphere, the nine provincial legislatures in the provincial sphere and the 284 local government legislatures in the local sphere of government, are subject to all conditions contained within the Constitution (South Africa. Department of Public Service and Administration, 2003:14).

#### **3.3.2 Spheres of government in South Africa**

Spheres of government within the Republic of South Africa are national, provincial and local spheres of government. According to the Department of Public Service and Administration, national government is responsible for policy formulation, developing national standards and norms, rules and regulations. Conversely, provincial government is responsible for provincial planning, provincial cultural matters,

provincial roads and traffic. Furthermore, local government takes care of local government matters, which include local amenities, municipal abattoirs, municipal roads, noise pollution and street trading (2003:15). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

### **3.4 ROLE OF NATIONAL GOVERNMENT**

The Constitution of the Republic of South Africa (1996), stipulates under section 31 that “persons belonging to a cultural community may not be denied the right to enjoy their culture or maintain their cultural associations with other organs of civil society” (1996:15).

National Government is required to drive tourism growth and should ensure that it is sustainable. The White Paper of 1996 and the Tourism in GEAR (Growth, Employment and Redistribution) development strategy of 1997 proposes that tourism should be led by government and driven by the private sector, whilst it should be community-based and labour-conscious.

National government has an ability to exercise influence and authority to effect decisions and changes in respect of tourism. According to Elliot (1997:10), governments are required to perform statutory tasks such as immigration and negotiating aviation rights, however, more importantly, it is the degree of involvement and commitment that it has to tourism.

The Department of Environmental Affairs and Tourism released a public document in 1999 entitled “INSTITUTIONAL GUIDELINES FOR PUBLIC SECTOR TOURISM DEVELOPMENT AND PROMOTIONS IN SOUTH AFRICA”, which it outlines the responsibilities and role of National Government.

The role of National government is to:

1. Set clear policy and strategic guidelines concerning the future direction and a development framework for tourism.
2. Utilise taxes and public funds allocated to tourism to the maximum advantage of the greatest number of South Africans.
3. Establish a macro-economic environment that is conducive to a flourishing tourism economy, namely one that is sensitive and responsive towards the marketplace.
4. Guide, monitor and, where necessary, regulate the industry to ensure responsible tourism development, namely tourism that is socially equitable and environmentally sustainable.
5. Promote the inherent and generic attractiveness of the country, tourism regions and particular destinations among potential travellers in order to facilitate an increased market for commercial tourism products.
6. Rectify historical industry imbalances, resulting from a discriminatory political system by promoting tourism entrepreneurship, human resources development, equity and ownership amongst disadvantaged individuals and communities.
7. Establish public environment that is conducive to freedom of movement and exploration by providing tourists with appropriate public infrastructure, public amenities and safe travelling.

When governments use tourism to attract investment opportunities for potential investors and thereby improve infrastructure to grow tourism, then it is society and the economy that benefits from this concept of leverage. The World Tourism Organisation released a document entitled "Guide for Local Authorities on Developing Sustainable

Tourism” (1998:29), which raises the question of benefits and effects of government intervention in tourism. The guide states:

*“Tourism requires that adequate infrastructure such as roads, water supply, electric power, waste management and telecommunications be developed. This infrastructure can also be designed to serve local communities so that they receive the benefits of infrastructure improvements. Tourism development can help pay for the cost of improved infrastructure. Tourism can provide new markets for local products... and thereby stimulate other local economic sectors. Tourism stimulates development of new and improved retail, recreation and cultural facilities ... which locals as well as tourists can use.”*

### **3.4.1 Facilitation and implementation**

In addition, National Government also has an additional five key roles to play in the development and promotion of tourism in South Africa. The key functions are:

- Facilitation and implementation;
- Coordination;
- Planning and policy making;
- Regulation and monitoring; and
- Development promotion.

Each of the above key roles are outlined in greater detail further in the chapter.

The White Paper on Tourism lists ten points with respect to facilitation and implementation (1996:26). National Government undertakes to ensure:

- A safe and stable political and economic environment;
- Safety and security of residents and visitors;
- Facilitate incentives for private sector investment in tourism;
- Facilitate legal and fiscal frameworks for the tourism industry;
- Supply skilled manpower for the tourism sector;
- Facilitate an active labour market policy;
- Provide financial resources for tourism development;
- Promote tourism as a national priority;
- Facilitate the marketing and promotion of South Africa; and
- Encourage foreign investment.

### **3.4.2 Co-ordination**

With respect to coordination, National Government undertakes to:

- Liaise with international, regional and provincial governments with regard to aspects of tourism development;
- Coordinate tourism related efforts of government departments and government related institutions;
- Coordinate and liaise with non governmental organisations;
- Coordinate and liaise with labour and community organisations; and

- Coordinate and liaise with training institutions and universities.

In order to further encourage coordination between different tiers of government, the document entitled “Institutional guidelines for public sector tourism development and promotions in South Africa”, suggests general guidelines for Co-operative Government (South Africa, 2003:9).

The above mentioned document encourages government or semi-government organisations that are involved in tourism to operate according to properly devised business plans, which are formulated during the budgeting cycle and are finalised prior to commencement of each financial year.

A further guideline for provincial authorities is to have their draft business plans for the following financial year, which should be discussed with national tourism agencies (DEAT and SATOUR) at workshops. This should be done before and after commencement of the financial year in order to ensure synergy. The document attempts to foster collaboration and coordination of actions amongst provincial authorities (South Africa, 2003:9).

Institutional guidelines for public sector tourism development and promotions in South Africa make suggestions to local authorities to have their draft business plans for the following financial year, which should be discussed with provincial government tourism workshop agencies before and after the financial year.

Lastly business plans of local authorities should be provided to provincial governments before these authorities incur tourism-related expenditures. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

### **3.4.3 Planning and policymaking**

National Government is responsible for planning and policymaking. It should:

- Formulate, monitor and update national tourism policy and strategy; and
- Develop integrated national tourism plans in collaboration with relevant stakeholders

Government tourism agencies are directed by political leaders who are responsible for the MINMEC forum, which is a joint forum of ministers responsible for tourism, matters within respective provinces and is chaired by the minister responsible for tourism at national level.

MINMEC Tourism meets regularly to discuss and agree on tourism policies and is supported by a technical committee of senior national and provincial tourism officials. This committee co-ordinates strategies of various government agencies in accordance with MINMEC instructions. Its terms of reference are to:

- Act as an intergovernmental forum of senior tourism officials, which will advise the minister and MECs on strategic tourism issues;
- Implement and process instructions by MINMEC;
- Assist the Minister in structuring an agenda for MINMEC and prepare relevant documentation;
- Mobilise and effectively utilise public resources;
- Co-ordinate offers of national and provincial governmental tourism structures in order to avoid duplication to promote synergy;
- Discuss tourism issues, which are of mutual interest and strategic importance to national and provincial governments;
- Formulate national tourism policies and strategies and support their implementation; and



- Develop clarity on the roles and responsibilities of governmental institutions involved in tourism (South Africa, 2003:23-25).

#### **3.4.4 Regulation and monitoring**

The White Paper on Tourism further outlines responsibilities of National Government with respect to regulation and monitoring, (1996:26):

- Environmental management principles in land use;
- Formulate regulatory measures that will sustain development of the tourism industry; and
- Establish and maintain standards of facilities and services.

The Tourism in Growth, Employment and Redistribution (GEAR) 1998 – 2000 policy stipulates that government, at all levels, should demonstrate that it places priority on tourism as a growth sector by effecting policies and allocating funding in order to create an environment in which private enterprise can flourish.

#### **3.4.5 Development promotion**

The White Paper on Tourism further outlines the responsibilities of National Government with respect to development promotion, (1996:26):

- Promote all destinations with tourism potential;
- Promote involvement of communities in tourism activities;
- Promote responsible tourism amongst stakeholders; and
- Promote development of tourism projects that has a county wide appeal.

### **3.4.6 Consequences if National Government fails to legislate the tourism framework**

According to the “institutional guidelines for public sector tourism development and promotions in South Africa” (1999:24), should National Government fail to legislate tourism directives, it will lead to the following negative outcomes.

Firstly, it will create spatial disparities in the delivery of services, which will detract from the overall tourist experience.

Secondly, it will create confusion in the marketplace by confronting tourists with uninformed, incompatible and fragmented travel opportunities.

Failure by the National Government to legislate tourism directives will lead to duplication of efforts and, therefore, waste and dilute scarce resources. Another resultant, which will be evident, is that it will result in “cracks” and “gaps” that will develop within the tourism delivery system.

Finally, failure by National Government to provide directives, which guide tourism, will create confusion amongst tourism partners, the private sector, other sections of government, communities served and the tourism labour force, concerning their potential contributions to and benefits that are derived from tourism. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

## **3.5 TOURISM LEGISLATION ON NATIONAL, PROVINCIAL AND LOCAL LEVELS**

The mandate and core business of the Department of Environmental Affairs and Tourism is underpinned by the Constitution and all other relevant legislation and policies that are applicable to the government (South Africa. Department of Environmental Affairs and Tourism, n.d:5). According to the Strategic Plan 2005-2010 released by the Department of Environmental Affairs and Tourism (n.d:5), relevant legislation and policies applicable to tourism are:

- Cabinet and ministerial directives and policy decisions;
- White Paper on Tourism Development and Promotion, 1996;
- Tourism in GEAR;
- Second Tourism Amendment Act, 2000; and
- World Heritage Convention Act, 1999.

The institutional guidelines document for public sector tourism development and promotions in South Africa provides specific guidelines and conditions for tourism legislation on a national, provincial and local level (South Africa, 1999:24).

On a National level the Department of Environmental Affairs and Tourism (DEAT) introduces legislation concerning issues of significance to the country as a whole (in the national interest), particularly those, which are aimed at maintaining and enhancing tourism standards, as well as establishing a safe and accessible environment and furthering national economic interest.

A condition which is stipulated in the above mentioned document is that where legislation affects provincial and local authorities, they should be consulted (South Africa, 1999:24).

With respect to international relations and agreements, DEAT represents South Africa on intergovernmental organizations such as the World Tourism Organisation.

The Department of Environmental Affairs and Tourism (DEAT) also represents South Africa on the Regional Tourism Association of South Africa (Retosa).

The Department of Environmental Affairs and Tourism (DEAT) is mandated to facilitate all bilateral tourism agreements. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

A condition stipulated in the above mentioned document is that the Department of Environmental Affairs and Tourism (DEAT) should keep all provinces informed throughout.

The institutional guidelines document for public sector tourism development and promotions in South Africa, as mentioned earlier, provides specific guidelines and conditions for tourism legislation, particularly on a provincial level (South Africa, 1999:24).

The above mentioned document considers provincial departments to be responsible for tourism and to introduce legislation concerning issues of significance only to the particular province (South Africa, 1999:24).

A condition stipulated in the above mentioned document is that there should be no conflict with or duplication of the national legislation and should not deal with issues of national economic significance or compromise national service and facility standards (South Africa, 1999:24).

With respect to international relations and agreements, provincial departments are responsible for tourism and can reach agreements with regions and provinces of other countries, but not with National Government.

A condition is stipulated in the above mentioned document, namely that all international agreements should be concluded with the ongoing knowledge and information of the national department. The Department of Environmental Affairs and Tourism (DEAT) should be informed of all working agreements undertaken by committees with its neighbours (South Africa, 1999:24).

The institutional guidelines document for public sector tourism development and promotions in South Africa, as mentioned earlier, provides specific guidelines and conditions for tourism legislation, particularly on a local level (South Africa, 1999:24).

Local government should regulate local by laws and ensure that regulations are aligned to national and provincial tourism policy.

The above mentioned document considers local authorities to be responsible for reaching agreements with cities or local authorities in other countries.

A condition that is stipulated in the above mentioned document is that all internal agreements should be concluded with the ongoing knowledge and information of the provincial department (South Africa, 1999:24).

The Department of Environmental Affairs and Tourism (DEAT) should be informed of all working agreements undertaken by committees with its neighbours.

### **3.6 DEPARTMENT OF ENVIRONMENTAL AFFAIRS AND TOURISM (DEAT)**

According to the website of the Department of Environmental Affairs and Tourism (DEAT), its aim is to lead environmental management and tourism in the interest of sustainable development for all by:

- Promoting sustainable development, and protection of our natural and cultural resources;
- Establishing responsible tourism that ensures environmental sustainability and, which contributes to job creation and a better quality of life;
- Harnessing the skills, experience and knowledge of the environment of all South Africans;
- Fostering equitable access to the benefits derived from our natural and cultural resources;
- Empowering the South African public, through participation, environmental education, capacity building, research and information services;
- Working together with all relevant stakeholders and spheres of government in the spirit of good governance; and
- Ensuring that all international participation and obligations are undertaken in the context of South Africa's environmental policies and principles.

The Department of Environmental Affairs and Tourism (DEAT) also offer a number of services such as the poverty-relief programme that was established by government to alleviate poverty in South Africa. Community trusts or Section 21 companies that have adequate community representation will be considered for funding.

The fund is aimed at:

- Creating jobs through development of tourism infrastructure;
- Developing new tourism products;
- Providing training and capacity-building;
- Ensuring that projects are sustainable in the long-term.

In addition, the Department of Environmental Affairs and Tourism (DEAT) also offers assistance such as the International Tourism Marketing Assistance Scheme (ITMAS), which provides partial compensation to businesses for certain costs incurred in respect of activities that are aimed at promoting tourism to South Africa.

Priority overseas exhibitions that the scheme will sponsor are:

- ITB – Germany;
- Indaba – Durban; and
- WTM - London.

Another important service offered by the Department of Environmental Affairs and Tourism (DEAT), according to its website, is that a new start-up or growing business can register its details with the black business database. The Department of Environmental Affairs and Tourism, through the Tourism Enterprise Programme (TEP), is engaged in the establishment of a black business database in collaboration with South African Tourism. This database ensures that these businesses are marketed, that they receive necessary capacity-building intervention and that they secure procurement opportunities from government. TEP also assumes responsibility to undertake quality assurance on HDI products through the facilitation of grading by the Tourism Grading Council of SA (TGCSA) on a cost sharing basis between TEP, TGCSA and the enterprise. Once the database has been quality assured, the graded establishments will obtain the benefit of being accessed first on the SA Tourism website.

### **3.6.1 Strategic objectives 2005 – 2010 of the Department of Environmental Affairs and Tourism**

The Department of Environmental Affairs and Tourism's goal of its medium term strategy is to create conditions for sustainable tourism growth and development for the benefit of all South Africans (South Africa. Department of Environmental Affairs and Tourism, n.d:9). In order to achieve this goal, three strategic objectives are outlined in the strategic plan, namely:

- Effectively market South Africa as a tourism destination;
- Ensure the competitiveness of the South African tourism industry; and
- Advance transformation of the tourism industry.

Another key focus area for the Department of Environmental Affairs and Tourism is to promote the conservation and sustainable utilisation of natural resources to enhance economic growth and poverty eradication (South Africa. Department of Environmental Affairs and Tourism, n.d:9). In order to promote this goal, five strategic objectives are outlined in the strategic plan, namely:

- Ensure equitable and sustainable use of natural resources to contribute to economic development;
- Conserve biodiversity, its components, processes and functions and mitigate threats;
- Build a sound scientific base for effective management of natural resources;
- Ensure compliance and enforcement to protect biodiversity; and
- Promote South Africa's interests globally.

A further key goal for the Department of Environmental Affairs and Tourism is to promote a global sustainable development agenda (South Africa. Department of Environmental Affairs and Tourism, n.d:9). In order to achieve this strategic objective, DEAT should:

- Pursue South Africa's sustainable development agenda in DEAT's international responsibilities;
- Implement NEPAD and SADC tourism; and
- Lead a national sustainable development agenda.

Regarding the key focus area around transformation, the Department of Environmental Affairs and Tourism outlines four strategic objectives, as outlined in the strategic plan (South Africa. Department of Environmental Affairs and Tourism, n.d):

- Cooperative and corporate governance;
- Improved service delivery;
- Promote empowerment; and
- Develop and retain a representative and performing team.

### **3.7 TOURISM IN GROWTH, EMPLOYMENT AND REDISTRIBUTION (GEAR) 1998 – 2000**

According to the Tourism in Gear – tourism development strategy 1998 – 2000, an increase in tourism occurred after the 1994 democratic elections in South Africa. The document reveals that the strength of tourism in South Africa is that it has a diverse and unique selling feature. Tourism infrastructure has been able to absorb and accommodate the growth, however it is largely deregulated and privately operated, but offers good value for money owing to a favourable currency for tourists (South Africa. Department of Environmental Affairs and Tourism, 1998:3). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

The policy document highlights weaknesses in the current state of tourism in South Africa. Amongst the weaknesses outlined is the absence of a clear product branding and marketing strategy. A poor international promotion coverage exists owing to a lack of marketing funds and a weakening currency. Furthermore, poor product diversification and a lack of institutional capacity have been identified at all tiers. Amongst other weaknesses cited is the fragmentation and a lack of partnerships, access and tourism activity in several parts of the country owing to past policies. The



Tourism in Gear document further highlights that a lack of ownership and spread of benefits to disadvantaged communities exists, poor service ethics and culture, a lack of skilled human resources, poor perception of safety and a lack of sustainable management practices (South Africa. Department of Environmental Affairs and Tourism, 1998:3).

The Tourism in Gear – tourism development strategy 1998 – 2000 highlights opportunities that exist to grow tourism in South Africa. The document refers to a growing world tourism market that could be developed. The tourism product base compliments global trends and market needs. An increase of freedom of airspace allows for affordable access. New markets have emerged since the 1994 democratic elections. The tourism sector is conducive to SMME development and major opportunities abound for human resource development (South Africa. Department of Environmental Affairs and Tourism, 1998:3).

Amongst the threats highlighted in Tourism in Gear – tourism development strategy 1998 – 2000, is that an increase in crime against tourists will have a negative impact on the tourism industry, as well as overpricing of tourism offerings by unscrupulous industry people. A further threat is the potential degradation of services and product quality (South Africa. Department of Environmental Affairs and Tourism, 1998:3).

### **3.8 WHITE PAPER ON SUSTAINABLE TOURISM DEVELOPMENT**

The purpose of the White Paper is to provide a policy framework and to postulate guidelines for tourism development in South Africa (South Africa. Department of Environmental Affairs and Tourism, 1996:5).

#### **3.8.1 Role of Tourism in South Africa**

According to the White Paper on Tourism, accessible wildlife, varied and impressive scenery, unspoilt wilderness areas, diverse cultures, sunny and hot climate, no 'jet lag' from Europe, a well developed infrastructure and virtually unlimited opportunities such as whale watching, wild water rafting, hiking, bird watching, bush survival, deep sea fishing, hunting, diving, archaeological sites, battlefields, conference facilities and

medical services, make South Africa an attractive tourism proposition. South African tourism competes with other tourism destinations around the globe. The White Paper on Tourism makes mention that tourists are attracted to South Africa for the following reasons:

- South Africa has well established national parks and nature reserves;
- Some tourism establishments are leaders in 'best practice' in ecotourism; and
- The successful political transformation after 1994 opened the country's tourism potential.

### **3.8.2 Role of tourism in the economy**

In 1994 the Economic Intelligence Unit concluded that the tourism Gross Domestic Product (GDP) was not more than 2%. In 1995 SATOUR projected the tourism GDP to be in the region of 4%, which, when compared to world standards, is low. Despite the low tourism GDP, SATOUR estimates that 480 000 jobs are directly and indirectly created (South Africa. Department of Environmental Affairs and Tourism, 1996:7).

### **3.8.3 Key constraints in the economic development of tourism**

The White Paper on Tourism refers to a number of factors that limit effectiveness of the tourism industry in the national economy. An evaluation of a number of these limitations within the tourism industry, is discussed in the following text.

### **3.8.4 Inadequately resourced and funded tourism industry**

The Tourism in Growth, Employment and Redistribution (GEAR) 1998 – 2000 policy proposes that funding should be derived from government – business partnerships. In addition, government grants, tourist levies, donor funds and contributions by private sector bodies should be solicited to fund the tourism industry.

### **3.8.5 Myopic private sector**

Tourism establishments tend to have a limited view of the product that they offer (South Africa. Department of Environmental Affairs and Tourism, 1996:7). Tourism establishments should extend their involvement with the community and environment in which it operates. Tour operators, for example could take tourists to a crèche on the Cape Flats and show off the human conditions that these learners have to endure and, at the same time, request tourists to adopt a child by way of a sponsorship.

Another example of involvement by tourism establishments could be that hotels on the Cape Flats adopt an area of one square kilometre in its vicinity and ensure that the environment is litter free and aesthetically appealing.

Government should offer incentives or rebates or concessions to tourism establishments so that the burden is not placed solely on the concerned tourism institution.

### **3.8.6 Limited involvement of local communities**

In May 1996, when the White Paper on Tourism was adopted, it identified a lack of participation from local communities in tourism (White Paper, 1996:8). The Government Department responsible for tourism should undertake an assessment of the current situation to establish if any attempt was made by the tourism industry to involve local communities and previously neglected groups within the tourism industry.

### **3.8.7 Inadequate training, education and awareness**

The White Paper on Tourism identifies the lack of adequate education, training and awareness opportunities (White Paper, 1996:9). This is a result of a lack of access to primary and high school education for a large proportion of the population. Training in tourism and hospitality services is offered at a limited number of public and private institutions (South Africa. Department of Environmental Affairs and Tourism, 1996:9). A survey of the number of institutions that offer tourism and hospitality education

should be undertaken to establish if since 1996 until 2006, the situation has improved or deteriorated. The White Paper estimated that for five years after 1996 the tourism industry would require 100 000 qualified tourism personnel per annum (White Paper, 1996:9). The data suggests that South Africa is not capable, with its present output, of satisfying more than 10% of its training needs (South Africa. Department of Environmental Affairs and Tourism, 1996:9). Another concern raised by the White Paper on Tourism is that the training capacity is unevenly spread amongst the nine provinces within South Africa (White Paper, 1996:9).

### **3.8.8 Inadequate environmental management**

Some environmental inadequacies outlined by the White Paper on tourism include problems of soil erosion, deforestation and environmental pollution (White Paper, 1996:10).

### **3.8.9 Poor service delivery**

Another key constraint in relation to economic development of tourism, which is highlighted in the White Paper on Tourism, is the issue of service delivery. The White Paper on Tourism identifies that there exists a “general culture of poor service in the tourism industry and related sectors” (White Paper, 1996:10).

The Department of Environmental Affairs and Tourism (DEAT) underpins its service delivery based on the principles of Batho Pele (South Africa. Department of Environmental Affairs and Tourism, n.d:37). These principles refer to poverty alleviation, Black Economic Empowerment and SMME development. As part of DEAT’s service delivery intervention strategy, it has undertaken to respond to customer needs and requests through a system of electronic document management systems in order to improve the turn around time on documents from the public.

A further strategy to improve service delivery is to manage stakeholder relations and in this regard a stakeholder engagement strategy, should be established.

A third approach to improve service delivery is to increase South Africans' knowledge of the environment and tourism. As means to achieve this, a national environmental awareness campaign should be undertaken. The campaign could take the form of stakeholder management meetings, road-shows, as well as media monitoring (South Africa. Department of Environmental Affairs and Tourism, n.d:37).

The Department of Environmental Affairs and Tourism (DEAT) has undertaken to provide support to tourism SMMEs by establishing a one-stop-shop access to a range of SMME support services, which include marketing assistance, business linkages and business skills development (South Africa. Department of Environmental Affairs and Tourism, n.d:41). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

### **3.8.10 Lack of infrastructure**

The White Paper on Tourism places emphasis on the fact that rural areas lack "infrastructure and thereby limits the participation of rural communities in the tourism industry" (White Paper, 1996:10). A lack of efficient transport in rural areas also hampers participation of communities in respect of participating as a supplier of service or products to the tourism industry.

The Institutional guidelines document for public sector tourism development and promotions in South Africa provides specific guidelines and conditions for the provision of tourism infrastructure.

The document stipulates that various national government departments, in co-operation with the Department of Environmental Affairs and Tourism (DEAT), should provide:

- Infrastructure of national tourism importance, for example, national roads, airports, railways and other bulk infrastructure.

A condition is stipulated in the above mentioned document that the process should be co-ordinated and prioritised within a national tourism infrastructure framework.

In addition, relevant national departments and provincial authorities should be involved in the formulation of the framework.

The Institutional guidelines document for public sector tourism development and promotions in South Africa provides specific guidelines and conditions for the provision of tourism infrastructure.

The document stipulates that various provincial government departments, in co-operation with the provincial tourism authorities, should provide required infrastructure for provinces, for example, provincial roads, structure and guide plans, airports, water electricity and other bulk infrastructure

A condition is also stipulated that the provision should be prioritised within the national infrastructure framework where appropriate, and with full participation from local government structures.

The Institutional guidelines document for public sector tourism development and promotions in South Africa provides specific guidelines and conditions for the provision of tourism infrastructure.

The document stipulates that Local authorities' primary responsibility is to provide local infrastructure such as recreation areas, signage, urban design, amenities at tourism attractions, public transportation, water, electricity and sewerage.

A condition stipulated in the above document is that an infrastructure development program should be developed, whilst taking cognisance of the provincial tourism strategy.

### **3.8.11 Lack of appropriate institutional structures**

At national Government level, tourism shares the portfolio with Environment under a Ministry of Environmental Affairs and Tourism. According to the White Paper on Tourism, the Environmental division of the Department has a staff component of 1000 whilst the tourism division, until July 1995 was a 'one man show' (White Paper,

1996:10). In order to further compound the problem, provincial autonomy creates a situation where each province promotes itself.

### **3.8.12 Tourism safety and security**

According to Kessel Feinstein (1996:11), as reported in the White Paper on Tourism, “the major constraint to overseas tourism growth is the actual and perceived levels of ongoing violence and crime”.

The Institutional guidelines document for public sector tourism development and promotions in South Africa provides specific guidelines and conditions for the provision of tourism safety and security on a National level. The document stipulates that the Department of Environmental Affairs and Tourism (DEAT) should undertake the following responsibilities on a National level:

- Establish and co-ordinate a representative Tourism Safety Task Group, including the South African Police Services (SAPS);
- Facilitate establishment of special tourism safety programmes;
- Communicate the nature and extent of tourism safety to stakeholders, including tourist markets, industry and the media;
- Establish victim support programmes; and
- Gather, manage and monitor information relating to tourist safety.

A condition stipulated in the above mentioned document is that all stakeholders should participate in the process.

The Institutional guidelines document for public sector tourism development and promotions in South Africa provides specific guidelines and conditions for the provision of a Tourism Safety Task Group and security on a provincial level.

On a provincial level, provincial tourism authorities should establish and manage provincial Tourism Safety Task Group programmes.

A condition stipulated in the above mentioned document is that it should be conducted in close consultation with local authorities, communities and the private sector. The Institutional guidelines document for public sector tourism development and promotions in South Africa provides specific guidelines and conditions for the provision of tourism safety and security on a local level.

Local tourism authorities should lead the establishment of local tourism safety programmes in collaboration with local business, South African Police Services (SAPS) and local communities.

Two requirements are stipulated in the above mentioned document, namely that it should consult and involve local communities and should link up with the provincial Tourism Safety Task Group. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

### **3.9 ROLE OF PROVINCIAL GOVERNMENT**

Provincial Government has the same responsibilities as National Government, which is:

- Facilitation and implementation;
- Coordination;
- Planning and policy making;
- Regulation and monitoring; and
- Development promotion.



In addition, Provincial Government should ensure that national policies, strategies and objectives are implemented. Thereafter, through provincial tourism organisations, Provincial Government is responsible for marketing the province to the domestic market, as well as to the other provinces.

With regard to marketing South Africa internationally, national and provincial tourism organisations are required to promote strong product lines of the country such as culture tourism rather than promoting a province.

Therefore, growth of the tourism market should be a strategic priority of the provincial tourism authority. The Tourism in Growth, Employment and Redistribution (GEAR) 1998 – 2000 policy lists the following market segments, which should be prioritised:

- Visitation of sights of domestic importance;
- Nature tourism;
- Beach and coastal tourism;
- Holiday recreation, entertainment and festivals;
- Sport participation and spectatorship; and
- Educational and youth tourism.

International marketing efforts should be funded from the private sector, national and provincial resources. In addition, Provincial Government should participate in tourism development activities such as environmental management and safety and security of tourists (South Africa. Department of Environmental Affairs and Tourism (DEAT), 1996:27).

### **3.10 NEED FOR A CULTURAL TOURISM POLICY FRAMEWORK AND STRATEGY BY PROVINCIAL GOVERNMENT**

The Department of Economic Affairs, Agriculture and Tourism Western Cape raises a concern that tourism in the Western Cape and its related components and activities have not managed and developed in accordance with a clear, collective policy and strategy (DEAT, 2001:16).

The above scenario has led to fragmented strategies being adopted and implemented by various government departments and, as a result, has failed to benefit from diverse tourism resources at its disposal. This failure has directly impacted on the ability of the tourism sector to provide employment and skills development opportunities to people in the Western Cape (DEAT, 2001:17). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

### **3.11 GUIDING PRINCIPLES FOR THE TOURISM VISION**

The vision of the Department of Environmental Affairs and Tourism is to develop the tourism sector as a national priority in a sustainable manner (DEAT,1996:16). The following guiding principles aims to direct development towards this vision.

- Tourism will be private sector driven;
- Government will provide the enabling framework for the industry to flourish;
- Effective community involvement will form the basis of tourism growth;
- Tourism development will be underpinned by sustainable environmental practices;
- Tourism development is dependent on establishing close partnerships with key stakeholders;

- Tourism will be used as a development tool for the empowerment of neglected communities and women; and
- Tourism development will support economic, social and environmental goals and policies of the government.

### **3.12 ECONOMIC OBJECTIVES OF TOURISM**

Economic objectives of the Department of Environmental Affairs and Tourism include development of the tourism sector as a united, sustainable and competitive tourism industry in South Africa (DEAT, 1996:16). The following guiding principles aim to direct development towards achieving the following economic objectives.

- Generate economic growth and foreign exchange through developing and promoting tourism;
- Establish tourism as a national priority;
- Create sustainable employment opportunities and contribute to the wellbeing of all the people of South Africa;
- Optimise opportunities for SMMEs, specifically emerging entrepreneurs;
- Use tourism to aid the development of rural communities;
- Promote domestic tourism amongst all South Africans;
- Encourage tourism growth and cooperation in southern Africa;
- Facilitate balanced tourism development in South Africa;
- Create a conducive tourism investment climate;

- Encourage linkages between tourism and other industries to curb leakages and stimulate the multiplier effect; and
- Lengthen the tourism season to minimize the negative effects of seasonality on the industry.

The Tourism in Gear policy document outlines the following growth targets for the period 1998 – 2000 :

- Increase the GDP from 4.7% to 8% by the year 2000;
- Increase tourism foreign exchange earnings from R 14 billion per annum to R 23 billion per annum;
- Increase tourism arrivals from overseas to 2.2 million per annum;
- Increase tourism arrivals from the continent to 4.8 million per annum;
- Increase domestic holiday trips to 19,5 million trips per annum;
- Increase direct sustainable employment opportunities in the sector from 550 000 to 860 000; and
- Increase the number of tourism ventures owned and operated by disadvantaged entrepreneurs.

### **3.13 TOURISM INCENTIVES, INVESTMENTS AND FINANCING PROGRAMMES**

The Institutional guidelines document for public sector tourism development and promotions in South Africa provides specific guidelines and conditions for the provision of tourism incentives, investments and financing programmes on a national level (South Africa, 1999:24).

The Department of Environmental Affairs and Tourism (DEAT) should establish and manage tourism taxation and grant incentives and concessions, whilst this they are also required to establish tourism financing schemes, as well as promote foreign investment in tourism.

A condition stipulated in the above mentioned document is that investment promotion should be done in conjunction with other state investment promotion agencies and provincial tourism authorities (South Africa, 1999:24).

The Institutional guidelines document for public sector tourism development and promotions in South Africa provides specific guidelines and conditions for the provision of tourism incentives, investments and financing programmes on a provincial level (South Africa, 1999:24).

It is a requirement of provincial tourism authorities to:

- establish tourism financing schemes;
- promote investments within provinces; and
- provide advice and assistance to emerging entrepreneurs.

A condition is stipulated in the above mentioned document that foreign investment promotion should be conducted in conjunction with provincial investment promotion agencies and the national department (South Africa, 1999:24).

The Institutional guidelines document for public sector tourism development and promotions in South Africa provides specific guidelines and conditions for the provision of tourism incentives, investment and financing programmes on a local level (South Africa, 1999:24).

It is a requirement of local tourism authorities to:

- provide advice and assistance to emerging entrepreneurs; and

- formulate and manage local incentives, for example, rebates on land and infrastructure.

A condition stipulated in the above mentioned document is that investment opportunities should be co-ordinated within the provincial investment framework (South Africa, 1999:24). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

### **3.14 CULTURAL RESOURCE MANAGEMENT**

South African society comprises of diverse cultural groups. The cultural environment includes facilities such as museums, archeological sites, mission settlements, ritual facilities, rock art sites and natural landscapes that have cultural significance attached to them (Department of Environmental Affairs and Tourism (DEAT), 1996:22). According to the White Paper (1996:22), Government is committed to effectively managing and conserving South Africa's cultural resources.

The White Paper (1996:22) stipulates that the following guidelines should apply:

- Ensure that tourism takes note of cultural heritage resources within specific communities and environments;
- Cultural resources should be managed to benefit all interested parties within communities;
- Access to management of cultural resources should be as broad as possible; and
- Land use planning and development projects for tourism should include effective protection and sustainable utilisation.

### **3.15 PRODUCT DEVELOPMENT**

Tourism product development can contribute to the promotion of tourism within an area. The White Paper on Tourism (1996:22) provides guidelines in this regard by postulating the following:

- Emphasise the diversity of the South African product;
- Deregulate the industry to encourage wider access by previously neglected groups;
- Emphasise development of products that offer good potential for development such as cultural forms of tourism;
- Foster development of community-based tourism products;
- Foster innovation and creativity in products that are developed;
- Ensure that local people and their cultures are not over-commercialised or over-exploited;
- Highlight previously neglected areas of tourism development as a result of political influences; and
- Consider the role of the private sector in the provision of tourism facilities and services.

### **3.16 GROUND TRANSPORTATION**

When further developing the ground transportation sector in South Africa, the White Paper (1996:23) stipulates that the following guidelines should apply.

- Train disadvantaged transport operators so that they may enhance their services to the tourism industry;
- Encourage entrepreneurship in the provision of transportation services;
- Encourage strategic alliances with other stakeholders in the industry;
- Expand the range and accessibility of different transportation options to visitors; and
- Consider the safety and standards of ground transportation services.

### **3.17 MARKETING AND PROMOTION OF CULTURAL TOURISM**

In order to market and promote cultural tourism on the Cape Flats, strategic and creative marketing ingenuity on the part of provincial government, is required.

The White Paper (1996:24) stipulates that the following guidelines should apply.

- Aggressively market and promote tourism to all South Africans;
- Market and promote attractions to visitors who are already in South Africa;
- Adopt a consumer sensitive pricing strategy;
- Cooperative advertising and promotion opportunities should be pursued;
- More resources should be devoted to market and promote tourism; and
- Encourage travel by school children.



### **3.18 SUMMARY**

This chapter has outlined challenges and responsibilities, which national and provincial governments face in order to promote tourism in South Africa. A number of strengths, weaknesses, opportunities and threats were identified as challenges that should be addressed by national and provincial departments. Core responsibilities and duties, as outlined by the Constitution and the White Paper on Tourism (1996) highlighted the need for government to address these challenges.

The system of government currently in South Africa was outlined to form a basis for an understanding with respect to the several challenges that lie ahead with respect to tourism in South Africa.

Some of the core responsibilities of the national government were highlighted such as facilitation and implementation of tourism, a safe and stable political and economic environment, regulation and monitoring tourism development and growth in South Africa.

The role of provincial governments was highlighted such as coordination, planning and policy making, regulation and monitoring, as well as development and promotion of tourism.

Finally, the need for a tourism policy framework and strategy by provincial government, was also outlined.

In order for the South African Government to achieve the above aims, the three tiers of government (national, provincial and local) should work together to develop cultural tourism.

The following chapter explains a local government legislative framework for cultural tourism on the Cape Flats.

## **CHAPTER 4**

### **LOCAL GOVERNMENT LEGISLATIVE FRAMEWORK FOR CULTURAL TOURISM**

#### **4.1 INTRODUCTION**

The previous chapter outlined a national and provincial legislative framework for cultural tourism on the Cape Flats. This chapter explores the role of local government legislation for cultural tourism on the Cape Flats.

Local authorities have been in existence as part of holistic governance by governments for a long time where they have provided several basic services for citizens in their areas of jurisdiction. It was possible, for example, for communities to expect local authorities to issue items such as birth certificates and travel documents. Presently, these functions fall within the scope of central government.

Perhaps the most important function for local authorities in the early days of citizen government - as they were appropriately referred to - was tax collection. As civilisation and industrialisation patterns took their course, local government was handed a more specific brief. The debate, which shaped future functions of local government, was given impetus by a desire to perform those functions, which are local in both their nature and content. In other words, local government would have a defined and limited role in the development and promotion of the well-being of citizens.

However, in contrast to its early governance days, service provision by local governments has evolved to intricate structures that exist at present.

This chapter explores the role of local government with specific reference to a normative model for cultural tourism on the Cape Flats.

## **4.2 ROLE OF LOCAL GOVERNMENT**

Local government performs provincial functions of policy implementation, environmental planning, land use and marketing. Services provided by the private sector are not provided by local government.

The White Paper on Tourism (1996:27), lists specific functions local government engages in:

- Land use planning;
- Control over land allocation;
- Provision and maintenance of tourist facilities;
- Provision of road signs;
- Promote local attractions through dissemination of information;
- Control public health and safety;
- Facilitate participation of local communities in the tourism industry;
- Own and maintain certain plants such as the harbour;
- Provide adequate parking for tour buses;
- Establish appropriate public transportation;
- Issue licenses according to guidelines outlined in the national framework; and
- Financially support local publicity or community tourism associations.

One of the functions of the local authority is to provide community services such as construction and maintenance of streets, refuse removal, maintenance of parks and sport grounds, passenger transport, water supply and electricity (Cloete, 1997:98).

## **4.3 MINISTERIAL PROVINCIAL TOURISM FORUM**

The White Paper on Tourism refers to co-operative governance and in this regard the Provincial Parliament has proposed that a committee, called the Ministerial Provincial Tourism Forum should be established.

The following is a list of some of the functions that the Ministerial Provincial Tourism Forum should undertake.

The functions of the Ministerial Provincial Tourism Forum will be to promote a tourism policy for the province, which takes full account of the tourism needs of the local authorities, the provincial government, the tourism industry and tourists ( DEAAATWC : 57).

Another function of the Ministerial Provincial Tourism Forum will be to share information and views on all aspects of tourism in the province ( DEAAATWC : 57).

With regard to the provincial tourism database, the added function of the Ministerial Provincial Tourism Forum will be to deliver a unified policy with respect to marketing and new product development ( DEAAATWC : 57).

#### **4.4 PROPOSED LOCAL GOVERNMENT INSTITUTIONAL ARRANGEMENTS FOR THE METROPOLITAN AND DISTRICT COUNCILS**

Local government recommends to the metropolitan council and district councils that their tourism marketing efforts should be integrated with the proposed provincial marketing strategy (DEAAATWC : 58). The purpose of this recommendation is to avoid duplication and fragmentation within the tourism marketing effort in the province (DEAAATWC : 58).

The White Paper on Sustainable Tourism Development and Promotion in the Western Cape has outlined the functions of the metropolitan council and district councils. Metropolitan council and district councils should lead tourism development in their areas in close consultation with provincial authorities. With respect to providing tourism information, the metropolitan council and district councils should provide adequate financial support for establishment of regional tourism offices. The metropolitan council and district councils are responsible for providing local infrastructure such as signage, urban design and amenities at tourism attractions. In addition, the metropolitan council and district councils are also required to provide advice and assistance to emerging entrepreneurs. Investments for the province

should be co-ordinated by the metropolitan council and district councils and should be guided by the provincial investment framework. Finally, the metropolitan council and district councils should lead establishment of local tourism safety programmes in conjunction with businesses, the South African Police Services and local communities.

#### **4.5 TOURISM DEVELOPMENT FRAMEWORK FOR THE CITY OF CAPE TOWN**

According to the Tourism Development Framework Report of Cape Town (2004), tourism in Cape Town is experiencing an intense period of change, and there is consensus within the industry that strong leadership is required. Product quality and service delivery have become increasingly important. Attracting tourists in a competitive market requires ingenuity and commitment. The challenge is to manage industry change in a way that supports transformation and continued strong growth and development, and equips the tourism industry for the ultra-competitive global environment in which it finds itself. The City of Cape Town is committed to working alongside partners in the industry in order to ensure that Cape Town's tourism development goals are achieved.

Eight goals that are critical to achieving the Tourism Development Vision have been identified:

Goal 1: Protecting and conserving tourism resources for a sustainable future and supporting sustainable livelihoods;

Goal 2: Meeting visitor requirements through world class product provision;

Goal 3: Providing leadership regarding tourism development in the City of Cape Town and work in partnerships;

Goal 4: Facilitating investment and commercial activity for sustainable growth and economic prosperity;

Goal 5: Investing in people in order to ensure that marginalized Capetonians are enabled to participate in and are partners in the tourism sector, thereby contributing to transformation of the industry;

Goal 6: Delivering a world-class visitor experience through quality service and standards;

Goal 7: Marketing Cape Town more effectively as a unique, vibrant, all year round destination; and

Goal 8: Ongoing research and information provision to specific target audiences.

(Tourism Development Framework Report of Cape Town, 2004).

Key objectives of TIIF are to provide practical recommendations to take forward concepts outlined in the previous phases of the study and to identify activities and projects, which can be placed into budgeting and business planning processes and capital expenditure programmes. The Implementation and Investment Framework details actions that should be undertaken to achieve specific outputs for each of the goals. The framework also identifies indicators that should be used to measure the accomplishment of the actions, and indicates the party/s with lead responsibility for implementation. Indicative timeframes are also provided as a basis for detailed business planning (Tourism Development Framework Report of Cape Town, 2004).

#### 4.5.1 Scope of the Investment and Implementation Framework

Government intervention in destination development should aim to create favourable conditions for private sector investment in demand infrastructure. The relationship between supply and demand infrastructures is illustrated in the figure 4.1.

Figure 4.1: Tourism Infrastructure Investment

<b>TOURISM INFRASTRUCTURE INVESTMENT</b>		
<b>Tourism Infrastructure</b>		
<b>Demand infrastructure</b>	<b>Supply infrastructure</b>	
	<b>Hard</b>	<b>Soft</b>
Accommodation establishments	Rail, Sea, Air, Road signage	Security
Restaurants	Information offices and systems	Cleansing services
Retail	Public amenities	Business development support
Night clubs	Public transport	Training and awareness creation
Tour operators	Landscaping	Development facilitation
Theme parks		
<b>Private sector investment</b>	<b>Public sector investment</b>	

The report brings together elements of infrastructure that fall within the scope of government's responsibility in a Tourism Investment and Implementation framework (TIIF). It aims to provide a practical direction in terms of how Government can begin to capitalise on the extensive consulting process and research that has been undertaken as part of this study (Tourism Development Framework Report of Cape Town, 2004).

The TIIF focuses on the role of the branch: Tourism Development, Directorate of Economic Development and Tourism, as well as various units of City Administration. There are other parties involved in tourism initiatives both at a government and para-state level, however, it is not their "core" business. There should be leadership and direction. The branch of Tourism Development is the designated "champion" and catalyst for delivery. It should act as a conduit bringing together all relevant and interested parties (Tourism Development Framework Report of Cape Town, 2004). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

#### 4.5.2 Priority strategic interventions

The Investment and Implementation Framework identifies a range of actions, which should be undertaken over the next five years in order to ensure achievement of the Tourism Development Goals. Four areas of action can be highlighted as Priority Strategic Actions, which should be addressed as first order actions immediately. The four areas of action are:

- Developing a work programme for implementation;
- Building capacity for implementation in the branch: Tourism Development;
- Addressing the co-ordinated delivery of development; and
- Resolving destination access and accessibility.

These priorities should be the focus of attention within the first year of implementation.

The Implementation and Investment Framework indicates broad timeframes for implementation, as well as key roleplayers for identified actions. A number of strategies in the 2005-2009 Implementation Framework require a change of focus rather than additional funding. Achievement of some strategies, however, will depend on increased funding for either once-off costs or to cover ongoing costs for activities. A detailed work programme and a financial and resource plan and budget for programme implementation should now be prepared by the branch: Tourism Development, taking into consideration budgets available and existing business plans for the 2003/2005 financial year. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

Whereas the branch: Tourism Development will be the principal implementer of some of the identified actions, various other activities require collaboration with other departments and organisations. Upon approval of the Tourism Development Framework, the branch of Tourism Development should communicate content of the implementation framework to relevant departments and organisations. The branch should also address incorporation of joint activities into budgeting processes and



business plans of relevant departments and organisations through the establishment of a Cape Town Tourism Development reference group (Goal 4, Component 1 - Institutional strengthening, action 1.2.1) (Tourism Development Framework Report of Cape Town, 2004).

Concerning joint action with organisations outside of the City of Cape Town, the branch: Tourism Development should engage with identified organisations in order to determine the most suitable 'vehicle' for implementation, for example, inclusion into the organisation's business plan, project-based working group, as well as timeframes for implementation.

#### 4.5.3 Building the capacity of the branch: Tourism Development

This implementation framework seeks to identify the most effective response to the several challenges, which should be confronted by the City and industry. The five-year Implementation Framework will guide the activities of all staff, ensuring that the branch: Tourism Development focuses on core business activities. The branch currently consists of two professional staff members who are called upon by a wide range of internal and external stakeholders for representation on steering committees, assistance on projects and input into strategic planning processes. The branch acknowledges that only a fraction of activities that this type of division in a world city should ideally attend to, is currently addressed (Tourism Development Framework Report of Cape Town, 2004).

Successful implementation of the Tourism Development Framework will depend on building the capacity of the branch through recruitment and selection of staff members who have the required skills and experience to drive delivery. The staff network of the branch should make provision for 'extension officers' who are located in communities and direct implementation of area-specific recommendations. Training and development activities will ensure that new and existing staff members have the skills to support the strategic direction. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

Resourcing of the branch: Tourism Development, in terms of additional staff and adequate budget, is regarded as the second step towards implementation of the Tourism Development Framework. Achievement of Goal 3 which stipulates: Providing leadership regarding tourism development in the City of Cape Town and work in partnerships, is required to be set into motion by 2005 in order to achieve delivery of the Tourism Development Framework.

#### 4.5.4 Co-ordinated delivery of development projects

The branch: Tourism Development has in the past, provided strategic input into various developmental projects, for example Lookout Hill. Due to an increase in the number and magnitude of projects, there is a growing need to look into a dedicated delivery and management mechanism.

The best option for institutional arrangements, taking into consideration conditions that govern local authority funding and expenditure, as well as overall direction in terms of the City's and province's Growth and Development Strategies, should be investigated (Tourism Development Framework Report of Cape Town, 2004).

#### 4.5.5 Transport infrastructure and services

A presence of adequate transport infrastructure is a pre-requisite for a developing tourism industry and an important base on which tourism plans and investment initiatives can be built. Availability of airlift to Cape Town is widely regarded as a constraint to the growth of the destination, whilst a lack of quality public transport links inhibits the spread of both tourists and residents within the destination. (Tourism Development Framework Report of Cape Town, 2004).

#### 4.5.6 Priority strategic interventions

The Investment and Implementation Framework identifies a range of actions, which should be undertaken over the next five years in order to ensure achievement of the Tourism Development Goals. Four areas of action can be highlighted as Priority Strategic Actions, which should be addressed as order actions immediately. The four areas of action are:

- Developing a work programme for implementation;
- Building capacity for implementation in the branch: Tourism Development;
- Addressing co-ordinated delivery of development; and
- Resolving destination access and accessibility.

These priorities should be a focus of attention within the first year of implementation (Tourism Development Framework Report of Cape Town, 2004).

#### 4.5.7 Developing a work programme and resource plan for implementation

The Implementation and Investment Framework indicates broad timeframes for implementation, as well as key roleplayers for identified actions. A number of strategies in the 2005-2009 Implementation Framework require a change of focus rather than additional funding. Achievement of some strategies, however, will depend on increased funding for either once-off costs or to cover ongoing costs for activities. A detailed work programme and a financial and resource plan and budget for programme implementation should now be prepared by the branch: Tourism Development, taking into consideration available budgets and existing business plans for the 2003/2005 financial year (Tourism Development Framework Report of Cape Town, 2004).

Whereas the branch: Tourism Development will be the principal implementer of some of the identified actions, various other activities require collaboration with other departments and organisations. Upon approval of the Tourism Development Framework, the branch Tourism Development should communicate the content of the implementation framework to relevant departments and organisations. The branch should also address incorporation of joint activities into the budgeting processes and business plans of relevant departments and organisations through establishment of a Cape Town Tourism Development reference group (Tourism Development Framework Report of Cape Town, 2004).

Concerning joint action with organisations outside of the City of Cape Town, the branch: Tourism Development should engage with identified organisations in order to determine the most suitable 'vehicle' for implementation, for example, inclusion into the organisation's business plan, project-based working group, as well as timeframes for implementation (Tourism Development Framework Report of Cape Town, 2004).

The implementation framework seeks to identify the most effective response to the several challenges, which should be confronted by the City and industry. The five-year Implementation Framework will guide the activities of all staff, ensuring that the branch: Tourism Development focuses on core business activities. The branch currently consists of two professional staff members who are called upon by a wide range of internal and external stakeholders for representation on steering committees, assistance on projects and input into strategic planning processes. The branch acknowledges that only a fraction of activities that this type of division in a world city should ideally attend to, is currently addressed (Tourism Development Framework Report of Cape Town, 2004).

Successful implementation of the Tourism Development Framework will depend on building the capacity of the branch through recruitment and selection of staff who have required skills and experience to drive delivery. The staff network of the branch should make provision for 'extension officers' who are located in communities and direct the implementation of area-specific recommendations. Training and

development activities will ensure that new and existing staff members have skills to support the strategic direction.

#### 4.5.8 Air access

In terms of air access to the destination, ease of access is a critical issue to growth of inbound tourism. Cape Town is located sufficiently far from major global centres to ensure that air access is the only viable mode of transport. A lack of direct flights and the requirement to change terminals in Johannesburg, is a negative factor towards Cape Town achieving desired growth.

Influence should be exerted upon South African Airways (SAA) to play a more proactive role in the growth of tourism, not only in Cape Town and the Western Cape, but also throughout the country. A desire to make SAA profitable prior to future privatization, is commendable, however, in order to achieve this to the detriment of tourism growth, is bad business since SAA is presently a national aviation carrier. In a large conglomerate some departments make less profit and/or have a service function in order to service the greater good (Tourism Development Framework Report of Cape Town, 2004).

The issue of air access is not only related to the role of SAA. Much more emphasis should be placed on the other elements of the distribution chain. For example, international tour operators such as Barcelo, TUI and Airtours, play an important role in determining travel behaviour and patterns.

Relationships with these players should be built and requirements met. Historical focus of South African Tourism marketing partnerships has been on niche players in each key market. This should change. Product development, in the form of hotels and resorts, can also play a major role. A lack of major international hotel companies and resorts of a significant size has an impact on tour operators' leverage and airline demand (Tourism Development Framework Report of Cape Town, 2004).

In the short term, SAA is unlikely to expand its routes, new resorts are unlikely to be built and South African Tourism is unlikely to make a major difference, given its marketing budget. The charter option should therefore, be seriously considered. Tour operators package charter flights along with accommodation and ground handling services. The flight is not scheduled and the plane is under control of the charter company. The City of Cape Town and Western Cape Province should take the lead in developing a charter programme, perhaps together with the Eastern Cape. The combination of Cape Town, Garden Route and Addo would appear to be an attractive package tour. Alternatively, initial emphasis could be placed on Cape Town as a single destination.

#### 4.5.9 Public transport

World class destination cities such as Melbourne, Sydney, London and Barcelona feature convenient public transport systems, which provide ease of access to major attractions and destination areas for tourists. These systems are designed to serve commuter needs of residents first, whilst tourists are a secondary user group. Cape Town's public transport network is characterised by degraded infrastructure, inconvenient service schedules, inadequate safety and cleanliness. These characteristics impact negatively on regular commuters and a majority of tourists do not perceive available public transport services as an option to move around within the destination.

The City has embarked on a project-driven and outcomes-oriented Mobility Plan. Consultation with divisions across the City Administration has been limited owing to a fast-track approach. Although the need for rapid delivery is recognised, the input of stakeholders with a direct stake in improved transport services should not fall by the wayside (Tourism Development Framework Report of Cape Town, 2004).

As Cape Town enters this second phase of its evolution as a destination for tourism and commerce, there is mounting pressure on tourism to deliver on its promises of economic empowerment and job creation. There should be a realisation that tourism is not a solution to all social and economic problems that face either South Africa or

Cape Town. It is a highly competitive international business with high economic and social stakes. Being competitive is a requirement. An integrated tourism development framework that provides leadership and direction is an important step towards implementation of several existing and planned initiatives and overall delivery of tourism in the city. Success will be measured by delivery, and not rhetoric (Tourism Development Framework Report of Cape Town, 2004). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

#### **4.6 SUMMARY**

In any community and even society, specific arrangements are required to ensure that physical and spiritual needs of its people are satisfied and, in doing so, general welfare is promoted. Goods and services that are provided to promote general welfare, as well as the participants involved, can be classified into either private or public sectors.

Local authorities form that part of the public sector, which is the closest to the people, since it renders services, which are essential for the well-being of the people and is, therefore, indispensable in its role of providing services and goods, which the average individual cannot do without.

If a local authority cannot or does not conduct its functions, it cannot attain its goal to promote general welfare, and forfeits any right to exist. If applicable laws that constitute local authorities are examined, for example, the Constitution, (1996), it will be found that each local authority can deal with a large number of services and that higher spheres of government will keep a watchful eye over the continuous rendering of such services (Tourism Development Framework Report of Cape Town, 2004).

Local authorities render a number of services, which were classified in this module as follows:

- Health services;
- Recreation services;
- Essential services;
- Physical development services;
- Cultural services; and
- Protecting services.

The quality of a municipal service, namely a service's ability to satisfy a consumer's needs or requirements, is an essential requirement for promotion of general welfare. In addition, municipal services should be rendered as effectively and efficiently as possible. Should a local authority not succeed in attaining such effectiveness, efficiency or acceptable quality, alternative methods of service rendering, for example, privatisation should be considered.

Tourism in Growth, Employment and Redistribution (GEAR) 1998 – 2000 does not focus on cultural tourism as a market segment for development. This chapter has explored various roles of local government in tourism and other initiatives, as well as key strategic initiatives such as access, transport, infrastructure, development projects and other salient aspects.

In the following chapter, a tourism development business plan for Cape Town from 2005 – 2009, is outlined and discussed.



## **CHAPTER 5**

### **CITY OF CAPE TOWN'S TOURISM DEVELOPMENT FRAMEWORK AND BUSINESS PLAN 2005/6 – 2008/9**

#### **5.1 INTRODUCTION AND PURPOSE OF THE BUSINESS PLAN**

In the previous chapter a legislative framework for local government tourism on the Cape Flats was explained. This chapter examines the City of Cape Town's Tourism Development Framework and Business Plan for 2005 – 2009.

According to the Cape Town Business Plan, it outlines the Department's corporate objectives and guides all investment and activities. This document proposes key themes for the Business Plan for the period 2006/7-2008/9. The Tourism Development initiative, approved by the Mayoral Committee in June 2004, sets the strategic direction for Government, industry and the Directorate, while the Business Plan focuses on the Tourism Department and sets specific goals for the Department, acknowledging that, in order to achieve these goals, the city should work closely with key industry and government partners. It explains what activities the city proposes to concentrate on over the next three years. The city aims to deploy limited resources to maximum effect and, therefore, believes that it should prioritise and be focused in order to be effective. The Business Plan is supported by detailed work plans and project plans. It is produced for the Tourism Department and all its stakeholders, including the Council of the City of Cape Town to whom the city is accountable ([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

#### **5.2 CONTEXT TO THE BUSINESS PLAN**

The following sections outline the "big picture" in which the city operates, including national and provincial drivers, the Council's priorities and resources that are available to them. It, therefore, constitutes the backdrop to the Business Plan proposals.

### 5.2.1 National policy context

The White Paper on the Development and Promotion of Tourism is an overarching policy framework and guideline for tourism development in South Africa. A range of constraints in the development of tourism, which range from inadequate funding and resources, limited integration of local communities and previously neglected groups into tourism, inadequate protection of the environment to a lack of infrastructure and growing levels of crime and violence on visitors, are identified ([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

The following vision for tourism development is articulated:

To develop the tourism sector as a national priority in a sustainable and acceptable manner so that it will contribute significantly to improvement of quality of life of every South African. As a lead sector within the national economic strategy, a globally competitive tourism industry will be a major force in the reconstruction and development efforts of the government.

The White Paper was developed through a lengthy and inclusive consultative process that explored advantages and constraints of promoting tourism development. The White Paper (1996), emphasized that tourism had largely been a missed opportunity for South Africa, and noted that tourism planning had been inadequately resourced and funded, with inadequate environmental protection, infrastructure development, and little integration of either local communities or previously neglected groups.

The White Paper (1996), identifies tourism as a sector, which could provide the nation with 'an engine of growth, capable of dynamising and rejuvenating other sectors of the economy.' This was owing, in part, to tourism's capacity to generate significant employment while creating considerable entrepreneurial opportunities and potential for linkages. Two elements of the White Paper that are of particular relevance to the Business Plan

([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)), are mentioned below.

The first aspect is the way in which the White Paper describes local government's tourism roles and responsibilities.

Secondly, the White Paper sets a particular vision for tourism development in South Africa. These two aspects are detailed through the following text.

### **5.2.1 Tourism roles and functions of local government**

The White Paper on the Development and Promotion of Tourism (2004), sets out a range of roles and responsibilities that local government should fulfill towards "local tourism". Institutional guidelines provided by DEAT in 1999 elaborate on division of the roles and responsibilities of the spheres of government.

The White Paper (1996), and DEAT (1999), guidelines identify the following categories of functions that should be delivered at a local level by local government:

- Destination planning and policymaking;
- Destination development and management;
- Tourism product development;
- Tourism training and capacity-building;
- Coordination in respect of tourism matters;
- Tourism research;
- Provision of tourist infrastructure and services;
- Tourism marketing strategy, planning, facilitation and implementation;
- Tourism information provision; and
- Regulation and monitoring.

([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

The Business Plan accommodates a full range of functions, which are identified in the White Paper (1996).

### **5.2.2 Responsible Tourism**

The White Paper (1996) foresightedly proposed to develop and manage the tourism industry in a responsible and sustainable manner in order that the South African tourism industry would become a leader in responsible environmental practices.

Responsible Tourism is about providing better holiday experiences for guests while creating and sustaining good business opportunities for tourism enterprises. It is also about enabling local communities to enjoy a better quality of life through increased socio-economic benefits and an improved environment.

In the spirit of equitable and sustainable tourism development, the DEAT developed the South African National Responsible Tourism Guidelines during 2001.

The Guidelines were developed to provide national indicators to enable industry to demonstrate progress towards the principles of Responsible Tourism, which are embodied in the 1996 White Paper. The Guidelines were adopted as policy guidelines by the Ministry of Environmental Affairs and Tourism in 2002, and, as such, sets the policy framework for the City's tourism strategy and Business Plan ([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

### **5.2.3 Provincial tourism policy and strategy**

Key messages of the White Paper on Sustainable Tourism Development and Promotion in the City of Cape Town's tourism development framework and business plan 2005/6 – 2008/9 (2001), centers around recognition of the economic significance of tourism within the provincial economy, importance of promoting sustainable tourism activities and attractions and the promotion of co-ordinated tourism development. The tourism policy is based on the fundamental principles of social equity, environmental integrity, economic empowerment, co-operation and partnership and sustainability.

Challenges of transforming the society and economy of the City of Cape Town's tourism development framework and business plan 2005/6 – 2008/9 are the key driving forces that direct the policy.

The vision for tourism in the Province is described in the following text.

#### Provincial tourism vision

By the year 2010, the city of Cape Town should be renowned as a premium world tourism area. The City of Cape Town will know that the city have achieved this vision when:

Visitors from South Africa and across the globe flock to the province and tourism grows at rates above national and international averages. The province prides itself on offering visitors a unique, Cape-'flavoured' combination of nature, culture, entertainment and top-class convention opportunities in a safe and hospitable setting ([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

A network of exciting tourism attractions in the metropolitan area and hinterland combines attractiveness of the globally renowned Cape Town brand and icons with a variety of innovative travel experiences.

Tourism facilities and services are of the highest quality and offer some of the best value for money in the world. Tourism is regarded as a priority sector within the provincial economic strategy and is supported and valued by the community, at large. Tourism provides the bulk of new jobs and increasing numbers share directly and indirectly in

the benefits derived from the industry. Tourism promotes and encourages the movement of people within the province and urban and rural areas and from place-to-place

([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

The most recent strategy document for tourism at a provincial level is The Cape Town Micro-economic Development Strategy: Tourism Research Paper (2005) ([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

The paper focuses mainly on those actions that can be taken by the provincial government to drive the growth of tourism, and marketing activities, which resort under Cape Town Routes Unlimited, are not addressed in detail.

Four interventions are proposed:

Establishment of a Provincial Tourism Development Forum;

Prioritisation of interventions in the Integrated Tourism Development Framework;

Establish a statistical profile of the industry; and

Establish provincial support functions for municipalities and LTO's that lack capacity.

The four interventions are regarded as integrated and interlinked ([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

In addition, a number of other interventions are listed. These include:

- Showcasing products produced in the Cape for the purpose of growing the market and increasing the product portfolio;
- Facilitating the transformation of the industry;
- Resolving issues related to transport; and
- The Tourism Department has a mandate and capacity to form a robust partnership with the Province and to take the lead on addressing these interventions within the boundaries of the City of Cape Town.

### **5.2.4 The Council's vision**

The Council of the City of Cape Town has established the following vision for Cape Town:

- A sustainable city that offers a future to our children and their children;
- A dignified city that is tolerant, non-racist and non-sexist;
- An accessible city that extends the benefits of urban society to all and builds the capacity of its people;
- A credible city that is governed and trusted by its people;
- A competent city with skills, capabilities and a competitive edge;
- A safe and caring city that cares for its citizens, and values the safety and security of all who live, work and play in it;
- A prosperous city known for its ability to compete globally in the 21st century and its commitment to tackling the challenges facing South Africa, the Southern African Development Community and the African continent; and
- A city known for its leadership in Africa and the developing world.

Achievement of the vision will not only ensure a good quality of life for all Cape Town's citizens, but will also provide all destination elements that will ensure that Cape Town achieves its goal of becoming one of the world's favourite tourism destinations

([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

### **5.2.5 Integrated Development Plan**

The Municipal Integrated Development Plan (IDP) of the City of Cape Town is a strategic plan upon which all development in a municipal area is based. The plan not only concentrates on the provision of municipal services, but also seeks to alleviate poverty, boost local economic development, eradicate unemployment and promote the process of reconstruction and development. The IDP is the principal planning

instrument that guides and informs the municipal budget – any sector plans are, therefore, required to link to the priorities of the IDP.

In support of Council's vision and goals for 2020, five strategic themes have been adopted, which focuses on socio-economic development and improved service delivery, namely:

- Integrated Human Settlement;
- Economic Growth and Job Creation;
- Access and Mobility;
- Building strong communities; and
- Equitable and Effective Service Delivery

([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

A common denominator amongst each of these strategic themes, and in support of the first aspect of the City's Vision, namely that of a Sustainable City, is the directive to ensure that sustainability operates throughout the City's broad development programme. The need for sustainable development is also a strong focus of the spatial framework, which sets out principles for future spatial development of the city.

### **5.3 CITY OF CAPE TOWN'S TOURISM VISION AND GOALS**

In June 2004, the Mayoral Committee approved the City of Cape Town Tourism Strategy, which contains the destination's strategic goals for tourism. The following long term goals for the development and marketing of tourism in Destination Cape Town, was developed in consultation with stakeholders:



Tourism Development Goal 1.

- Protecting and conserving resources for a sustainable future and supporting sustainable livelihoods.

Tourism Development Goal 2.

- Meeting visitor requirements through world class product provision.

Tourism Development Goal 3.

- Providing leadership and working in partnerships.

Tourism Development Goal 4.

- Facilitating investment and commercial activity for sustainable growth and economic prosperity.

Tourism Development Goal 5.

- Investing in people for a long term future.

Tourism Development Goal 6.

- Delivering a world-class visitor experience through quality service and standards.

Tourism Development Goal 7.

- Marketing Cape Town more effectively as a unique, vibrant, all-year-round destination

Tourism Development Goal 8.

- Ongoing research and information provision to specific target audiences

([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

Tourism is not only a key driver of economic development and job creation; all the strategies supporting the Tourism Development Goals can be mapped back to all of the strategic themes of the Council.

The City of Cape Town's approach to planning for tourism ensures that the city has appropriate plans and accountable reports at different levels and over different time periods. The diagram overleaf shows how the key planning documents connect, as well as the different roles that they perform. There is a clear cascade effect from the Council's strategic vision through the Department's vision and goals to its objectives and strategies. Divisions and agencies use business plan objectives and strategies to identify their priority action areas and deliverables

([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

### **5.3.1 Mandate and core business of the Tourism Department**

The Constitution recognizes local government as one of the three fundamental spheres of government (in Section 151 – 164), and provides for the allocation of functions in sections and Parts B of Schedules 4 and 5. "Local tourism" is explicitly defined as a function of local authorities within the Constitution

([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

In the context of 'developmental local government', the 'local tourism' function of municipalities should be interpreted as 'developmental tourism' at a local level.

Developmental tourism is the process through, which partners from the public, business, labour and civic sectors work together to identify, utilise and harness

location-specific resources, to grow and transform the economy in specific local areas; and to implement programmes and projects that build on and showcase opportunities and/or address economic empowerment constraints

([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

An aim of developmental tourism is to increase local incomes and to create job opportunities through enhancing the community's ability to create enterprises. The city has a comprehensive and strategic role as the leading public sector organisation for delivering developmental tourism in Cape Town so that the city obtains maximum economic benefits for its citizens.

The Department brings together key destination development elements of supply, demand and market knowledge to develop Destination Cape Town. Strategic research and destination planning enables them to guide the interaction of supply (product, infrastructure and human resource development) and demand (marketing), based on pertinent market related information. In order to be successful as a destination, all components should be in place and in interaction with one another.

The Tourism Department will:

- Drive the transformation of the sector.
- Market Cape Town as a desirable destination;
- Support destination development to improve Cape Town's tourism competitiveness;
- Provide advice and market intelligence to tourism sector stakeholders;
- Support the development of competent human resources and viable tourism enterprises;
- Support a cooperative relationship between the City of Cape Town, the Cape Provincial government and statutory tourism authorities with respect to tourism in Cape Town;

- The city may work in partnership with other organisations, or appoint agents to fulfil some of these responsibilities, however, ultimately, the city remains accountable for the full range of functions

([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

The city's relationship with Cape Town Routes Unlimited (CTRU) is particularly important since CTRU adds its own experience and skills to the role of marketing and market intelligence/knowledge gathering and dissemination. CTRU markets the whole of the city, with Cape Town as the magnet and gateway to the remainder of the province. The City of Cape Town has outsourced the marketing of Cape Town as a destination to CTRU. The service delivery agreement, which governs the relationship between the City and CTRU, is managed by the Directorate. Similarly, the importance of the relationship is underpinned by its unique position at the interface between local trade members and the customer, and location within local areas. This allows a two-way flow of market intelligence, market advice and the provision of business development and growth opportunities for CTT members and residents, based on local distinctiveness and needs.

In order to achieve the mission and the outcomes sought by Council, the Tourism Department has set four goals:

#### Goal 1: Sector leadership

Provide proactive, co-ordinated and efficient leadership to continue the development of the City's tourism industry through cooperative arrangements, which maximise sector effectiveness

([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

#### Goal 2: Destination development

Facilitate responsible and integrated development and marketing of Destination Cape Town.

### Goal 3: Sector support

Facilitate equitable and sustainable development of the tourism sector.

### Goal 4: Corporate Excellence

Maximize effective use of resources by conducting the business of the Tourism Department in accordance with sound management principles.

Each of the goals is delivered through a set of objectives, as shown below.

Depending on the size, nature, context and scope of the strategies and programmes proposed, the city will work within three roles.

Lead and Deliver - these are programmes that the Tourism Department initiate, fund, design, implement and project manage.

Partner and Promote - these programmes are not necessarily directly implemented or funded entirely by the Directorate. The Tourism Department will have a direct impact with resources, whilst working in close collaborative partnership with key players ([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

Influence and Integrate - these programmes are not funded or implemented by the Directorate. They should be planned, funded, designed, implemented and managed by other state bodies or the private sector. These programmes fall outside the mandate of the Tourism Department but will probably have an influence on tourism. The Directorate's role in these programmes is one of monitoring, integrating actions if necessary and coordinating the functioning of these with activities within the business

plan of the Directorate. The city will lobby, influence and help secure investment from others (both private and public) when and where it matters most ([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

#### 5.3.1.1 Guiding Principles

The following Guiding Principles provide a basis for working productively across the Directorate.

The principles apply to all people and work of the Directorate whose staff will always:

- Promote equality through transformation.
- The city is committed to embedding the cross-cutting themes of social inclusion, equality of opportunity and transformation, as well as responsible development in everything that the city does. They are the cornerstones of planning, decision making, service delivery and performance measurement processes.
- The city is mindful that customers are located across the city, and will support needs to reflect local needs, opportunities and scale, particularly by encouraging community initiatives.
- Behave responsibly by being committed to acting in line with the principles of Responsible Tourism and challenging others to do the same.
- Work collaboratively so that the city can recognise that the tourism private sector, in its widest sense, generates employment opportunities, and not the Directorate. Their activities are not ends in themselves, but solutions for their customers, which helps to support their access to the industry and/or sustain success of their ventures.

- The city accepts that the Tourism Department cannot achieve the City's Tourism Goals on its own. The city believes in working in true partnerships with partners within and external to the city where respective partners acknowledge their roles and individual strengths by maximising the collective impact of their efforts.
- The city will only intervene where there is an identified failure or gap in the market place. The city should seek to initiate and complement, not duplicate, private sector provision, and wherever possible, work in partnerships with relevant organisations.

#### 5.3.1.2 Develop self and others

The city is committed to engaging opportunities for challenge, self-development and learning, as well as enabling others to learn, grow and lead.

#### 5.3.1.3 Deliver quality results

The Directorate's priorities and activities will be driven by outcomes and not programmes. The Directorate's primary objective will be to secure progress against Outcome Targets.

The city will continuously assess their own Strategies and performance to maximise benefits to their customers and make best use of their human, financial, and other resources.

#### 5.3.1.4 Tourism Department Priorities 2005/6 – 2006/7

The Directorate's strategies are designed as an integrated set that will achieve their stated objectives. This section identifies strategies planned by the Tourism Department during 2005/6-2007/8.

Goal 1: Delivering on sector leadership:

Themes of working together and open communication are prevalent across all the other results areas, and should infuse all of their activities.

#### 5.3.1.5 Partnerships

Through working collaboratively both internally within Council and externally with stakeholder groups and the broader community, this strategy aims to create collective outcomes for the city's tourism industry. It is recognised that, while Council can play a leadership and facilitation role, it is imperative that all players work together if real progress should be achieved and an agreed upon shared vision for the destination, is realised.

The creation of a city-wide Tourism Task Force (TTF) is an outcome of the recognition that the Council's involvement in tourism is widespread across council directorates and departments. The TTF is aimed at encouraging a high level of cooperation and collaboration between directorates on strategic tourism issues. It also provides a mechanism, which ensures that individual departmental efforts are directed towards achievement of key council tourism priorities and outcomes ([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

The proposed TTF will drive information and strategic planning that link tourism issues to other city issues, priorities and initiatives. Members of the TTF will, in turn, be responsible for disseminating information and learning gained from this group to their respective Councillors and throughout their Directorates as means to ensure that a more informed, coordinated approach to tourism planning is adopted across Council.

These two-way channels of communication are of central importance to the success of the Tourism Strategy. In other words, issues concerning tourism planning can be fed from all Directorates in Council to the Tourism Directorate, either via the TTF, or directly. Equally, information to each of Council's Directorates can be fed from the Tourism Department through the same channels. The desired result is for tourism to



be progressively embedded within the normal activity of each component of council. Evidence of success will lie in the progressive incorporation of tourism considerations into broader government initiatives such as human settlement plans, transport plans and environmental policies

([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

#### 5.3.1.6 External Stakeholders

Collaboration with external stakeholders is also important for success of the Tourism Strategy.

A key priority of the Tourism Department is to build communication channels with the tourism industry, and more broadly the business sector and local community. These destination partnerships will be critical to successfully implementing this strategy.

Communication and collaboration with external stakeholders will be accomplished through three principal channels:

(1) Building direct relationships with key destination organisations:

Cape Town Routes Unlimited;

Cape Town Tourism;

Cape Regional Chamber of Commerce;

The Western Cape Government, in particular Chief Tourism Department Economic Sector Development; and

Provincial and national agencies such as The City of Cape Town, Provincial Heritage Authority and South African National Parks.

(2) Participation in relevant provincial steering committees (especially the mooted Provincial Tourism Development Forum), events and initiatives.

(3) Direct communication with local businesses and the broader community.

These channels are fundamental to facilitate industry consultation and gathering information that will steer Council's strategic planning and provide direction for tourism development in the city

([http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism\\_business\\_plan](http://www.capetown.gov.za/en/tourism/Documents/Policies%20and%20Publications/Tourism_business_plan)).

## **5.4 RELEVANT STAKEHOLDERS**

According to [http://www.sanparks.org/parks/table\\_mountain/library/appendix1hrmp](http://www.sanparks.org/parks/table_mountain/library/appendix1hrmp), during Phase One of the development process of the Heritage Resources Management Plan for the Table Mountain National Park, a Status Report was compiled on the basis of a review of best practice, heritage inventory requirements and legal obligations. This phase of work also included a stakeholder analysis to inform the approach to the ongoing development of the HRMP. This detailed stakeholder analysis is included in the Status Report (available on the TMNP website: [www.tmnp.co.za](http://www.tmnp.co.za)).

Four key groups of stakeholders have been engaged in the process of developing the HRMP:

TMNP staff and management via an internal reference group comprising the management team;

Relevant authorities via the Park's Planning Committee;

Heritage specialists via peer review; and

Organised civil society groups.

These stakeholders were grouped further on the basis of the stakeholder analysis. The Park is currently reviewing its Strategic Management Plan (SMP). The final HRMP will inform priority management strategies and actions for the next five-year planning timeframe ([http://www.sanparks.org/parks/table\\_mountain/library/appendix1hrmp](http://www.sanparks.org/parks/table_mountain/library/appendix1hrmp)).

The broad stakeholder grouping has been engaged in identifying, determining the significance and advising on the management of heritage resources in the Park. Heritage

authorities/agencies have assisted the team and the TMNP by ensuring that the HRMP and its register conform to accepted national standards. All other relevant authorities have been engaged to enable consistency and co-operation in the management of heritage resources on the Cape Peninsula.

A range of communication and engagement methods have been employed including public events, written communications, and one-on-one interactions with heritage interest groupings. Engagement strategies have differed from grouping to grouping and the following sections describe the engagement processes with the four key groupings described above.

#### **5.4.1 Engagement of TMNP Management**

The project consultant team has worked closely with TMNP project managers assigned to the HRMP project. Four Management Team presentations/working sessions have been held, at key milestones:

- At the outset of the project to describe the process;
- After compilation of the status report to report findings and implications;
- At the completion of the draft heritage inventory and initial identification of management priorities;

- to enable feedback on the GIS-user interface to assist in the identification of management priorities; and
- The presentation of the draft HRMP

([http://www.sanparks.org/parks/table\\_mountain/library/appendix1hrmp](http://www.sanparks.org/parks/table_mountain/library/appendix1hrmp)).

The process of internalisation of heritage management functions underscored and supported through the stated core business of the TMNP – biodiversity and heritage management.

#### Engagement of relevant authorities

The Parks Planning committee, which is the vehicle through which the Park formally engages relevant authorities on issues relating to Park planning, development and management, was seen as representing all of the relevant authorities that needed to be engaged in the process. This representation has included the following organisations:

City of Cape Town: CMC Administration;  
City of Cape Town: South Peninsula Administration;  
City of Cape Town: Central Administration;  
South African Heritage Resources Agency (SAHRA);  
Heritage Western Cape (HWC);  
South African Defence Force;  
Department of Public Works; and  
Provincial Administration of the Western Cape.

This forum has received two presentations, namely at the start of the project and another after completion of the Status Report. A further session will be held to enable feedback on the draft HRMP.

Beyond this forum, there have been numerous interactions with officials of the City of Cape Town and SAHRA, as well as HWC. These interactions have focused on the structure and content of the heritage inventory, as well as key priorities for the HRMP.

Museums have assisted in the identification of stakeholders and relevant databases for integration into the heritage inventory

([http://www.sanparks.org/parks/table\\_mountain/library/appendix1hrmp](http://www.sanparks.org/parks/table_mountain/library/appendix1hrmp)). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

#### **5.4.2 Engagement of heritage specialists via peer review**

The Heritage Landscape Group, heritage specialist consultants engaged in the process, have sought peer review on both the methodologies for defining significance and the structure and content of the heritage inventory. As the development of the heritage inventory could not be based on a predetermined or required format, it was necessary to engage colleagues in the field to review the approach being adopted in the project.

#### **5.4.3 Engagement of organised civil society groups**

As described in the stakeholder analysis, levels of capacity and historic engagement by organised civil society groups in heritage management of the Cape Peninsula, vary greatly. Heritage management involving cultural aspects is also a relatively new arena for conservation agencies. During the course of the HRMP project, the Park has strengthened both internal capacity and mechanisms for engaging stakeholders. The Park has employed a manager, as well as a volunteer co-ordinator. It has also established a Park Forum with working groups that can deal with specific areas of need. Generally, over the past year, the Park has renewed its focus on stakeholder engagement ([http://www.sanparks.org/parks/table\\_mountain/library/appendix1hrmp](http://www.sanparks.org/parks/table_mountain/library/appendix1hrmp)).

Heritage Resources Management requires ongoing involvement of civil society and the development of the HRMP cannot be seen as a once-off event. In fact, development of the HRMP marks the commencement of an ongoing engagement

process rather than completion of a process. Proposed mechanisms for ongoing engagement in the future are described in section six of the HRMP document.

During the process of developing the HRMP, the team has responded directly to requests that have been made by civil society groups to engage in a one-on-one basis. The invitation to request such engagement was included in the written communications sent to all identified stakeholders. Where such requests were received, the team organised special meetings and made individual presentations ([http://www.sanparks.org/parks/table\\_mountain/library/appendix1hrmp](http://www.sanparks.org/parks/table_mountain/library/appendix1hrmp)).

The following describes key tasks undertaken in the engagement of civil society groupings:

Task 1: Reaching agreement on the stakeholder participation process with the client.

This involved obtaining all necessary background information for the public participation process; meetings with the client and project team to clarify requirements relating to the stakeholder participation process; and identifying key stakeholders.

Task 2: Placement of advertisements in local newspapers to inform local stakeholders within the Cape Metropolitan Area of the proposed Heritage Resources Management Plan and to invite stakeholders to participate in the process that seeks to have created mutually beneficial Heritage Resources Management Plan for the Park. This involved:

- Compilation of newspaper advertisements;
- Forward a press release to the local newspaper; and
- Placing of the advertisement in local and metro newspapers.

Task 3: Compilation of stakeholder database (in parallel with task 1 & 2) which included

interactions with museums and authorities to identify existing databases (initially 440 stakeholders but expanded to about 480)

([http://www.sanparks.org/parks/table\\_mountain/library/appendix1hrmp](http://www.sanparks.org/parks/table_mountain/library/appendix1hrmp)).

Task 4: Develop and disseminate summary of the Status Report to introduce the proposed development to stakeholders and scope for issues and concerns relating to the proposed activity. Activities included:

- Compiling a summary of the Status Report; and
- Circulating the Summary Report to stakeholders across the Cape Metropolitan Area.

Task 5: Implementation of media communication strategy, including:

- Press releases;
- Radio interviews; and
- Web page (project information, announcements and documents).

Task 6: The organisation of a Capacity Building Event with the objectives of informing stakeholders of heritage resources and the TMNP's HRMP, eliciting inputs into the identification of heritage resources and management priorities. This event which was held at the Peninsula Technikon was attended by 50 stakeholders and the organisation and hosting included:

- Circulation of invitations, and summary of Status Report;
- Follow-up phone calls to invitees;
- Development of presentation materials;

- Enabling stakeholders to view the draft GIS-based inventory;
- Discussion of heritage management priorities; and
- Recording of the meeting and distribution of the record

([http://www.sanparks.org/parks/table\\_mountain/library/appendix1hrmp](http://www.sanparks.org/parks/table_mountain/library/appendix1hrmp)).

Task 7: Responding to stakeholder requests for further one-on-one interactions. On the basis of such requests, the team organised meetings with the Simon's Town Museum and two interest groups involved in the conservation of Muslim spiritual sites in the South Peninsula; SSS Radar group; the Houtbay and Llundudno Heritage Trust and representatives of Khoekhoen interests.

Task 8: Incorporate issues, concerns, suggestions and additions raised into the draft Heritage Resources Management Plan, which resulted in the development of the draft HRMP.

Task 9: Circulation of the draft Summary Heritage Resources Management Plan and posting of complete documents on the TMNP website with a request for input within a three week comment period.

Task 10: Finalisation of the HRMP, on the basis of comments received, including a comments appendix to indicate responses to stakeholder comment. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

List of stakeholders per category:

Bergvliet/Meadowridge Ratepayers Association;

Bloubergstrand Ratepayers Association;

Botanical Society of SA

Academic: University of Cape Town

Boulders Heritage Association



Centre for African Studies

**Cape Flats Development Agency**

Centre for Higher Education Development;

Camps Bay Ratepayers and Residents Association;

Centre for Popular Memory;

Cape Bird Club;

Council for Geoscience;

Cape Cultural Heritage Development Organisation;

Department of Archaeology;

Cape Mazaar Society;

Department of Botany;

Cape Natural History Club;

Department of Geomatics;

Cape Province Mountain Club;

Environmental Evaluation Unit;

Cape Town Ecology Group;

English Department (Media Studies);

Cape Town Environment Trust;

Faculty of Engineering;

Centre for Conservation Education;

School of Education;

City Bowl Ratepayers' and Residents' Association;

Architecture and Planning;

Claremont Mosque;

Environmental and Geographical Science;

Cochoqua Tribal House;

Urban and Regional Planning;

Conservation Committee MCSA;

Vernacular Architecture Society of South Africa;

Constantia Property Owners Association;

Academic: University of the Western Cape;

Constantia Ratepayers;

Institute for Historical Research;

Crossroad Environment Project;

Department of History;  
Cultural Resource Management;  
Community Based Organisations and Non-government organizations;  
Ekupumeleni Environmental YC;  
A Mountain Walking Group;  
EYETHU;  
African Environmental Movement;  
Federation of Cape Civic Associations-Bellville;  
Afro Montane Information Forum;  
Fish Hoek Alien Vegetation Control Group;  
ANC Environmental Policy Desk / PMF;  
Fish Hoek Residents and Ratepayers' Association;  
Friends of Silvermine Nature Area;  
Fish Hoek Residents Association;  
Friends of Simon's Town Coastline;  
Friends of Cecelia Forest;  
Friends of the Simon's Town Coastline;  
Friends of Constantia Valley Green Belt;  
Friends of Tokai Forest;  
Friends of Liesbeek;  
Gleemore Cape Flats Civic Association;  
Friends of Lion's Head / SHAPE;  
Glencairn Civic Association;  
Friends of Newlands Forest;  
Gorichouqua Tribal House;  
Friends of Scarborough/Marine Environ Education Trust;  
Green Alliance;  
Peninsula Mountain Forum/WESSA;  
Green Party of South Africa/New Eden Foundation Red Hill Landowners  
Conservation; Group;  
Griqua National Conference;  
Philippi Environmental Project;  
Habitat Council;  
Royal Society of South Africa;

Historical Society of Cape Town;  
SA Malay Cultural Society;  
Honourary Rangers;  
Save Table Mountain Campaign;  
Hout Bay and Llandudno Heritage Trust;  
Scarborough Ratepayers and Residents' Association;  
Hout Bay Civic Association;  
Schotsche Kloof Civic / Tana Baru Trust;  
Hout Bay Heights Residents Association;  
Schotsche Kloof Civic Association Bo-Kaap Development;  
Hout Bay Ratepayer's Association (HBRA);  
Sentinel Residents Association;  
ILASA for Cape Town Heritage Trust and Individual;  
Silvermine Valley Coalition;  
Ilitha Lomso;  
Imizamo Yethu Civic Association/Hout Bay RDP Forum;  
Kalk Bay / St James / Clovelly Ratepayers Association;  
Simon van der Stel Foundation;  
KERIC / Khayelitsha Development Forum;  
Simon's Town Flora Conservation Group;  
Kirstenhoff Residents and Ratepayers Association;  
Simons Town Ratepayers and Residents' Association;  
Kommetjie Environmental Awareness Group;  
Simonstown Museum Representative Committee;  
Kommetjie Residents' Association;  
Teachers Environmental Structure;  
Llandudno Civic Association (LCA);  
The Cape Town Herb Group;  
Masifundisane Cultural Group;  
The Fairest Cape Association;  
Masiphumelele SANCO;  
The South African Military History Society;  
Mistycliffs Ratepayers Association;  
Tokai Residents Association;

Muizenberg and Lakeside Ratepayers Association;  
Tsoga Environmental Resource Centre;  
Muizenberg Ecological Awareness Group;  
Vukani Environment;  
Muslim Judicial Council;  
Western Cape Civic Associations;  
Muslim Women's Federation of SA;  
Western Cape Community Organisation;  
National Khoisan Consultative Conference (UWC) Western Cape Marine  
Conservation Society;  
National Khoisan Council SA;  
Wildlife and Environmental Society of SA;  
NATSOC;  
Wolfgat Conservation Association;  
NEDEP;  
Wolfgat Nature Reserve;  
Noordhoek and District Civic Association;  
WP Athletics (Cape Slave Route Challenge);  
Oudekraal Community;  
Zandvlei Trust / FBAC / False Bay Environmental Forum;  
Cape Town Heritage Trust;  
Zeekoevlei Civic Association;  
Casteel De Goede Hoop;  
Other Institutes;  
Hout Bay Museum Board of Trustees;  
Simonstown Heritage Museum;  
National Library of South Africa;  
South Africa National Gallery;  
Robben Island Museum - Heritage Department;  
South African Missionary Museum;  
SACH Museum, Iziko Museums of Cape Town;  
South African Museum;  
Professional Bodies/ CPNP Consultants;  
Agency for Cultural Resource Management;

ACL Urban Renewal;  
Bo-Kaap Museum;  
Cape Institute of Architects;  
National Government;  
MLH Architects and Planners;  
South African Resource Heritage Association;  
EcoAfrica Environmental Consultants;  
Department of Environmental Affairs and Tourism;  
SA Institute of Landscape Architects;  
Department of Arts Culture and Science;  
SA Museums Association;  
Department of Public Works;  
Settlement Planning Services (Setplan);  
South African National Defence Force;  
Chittenden Nicks de Villiers;  
Provincial Government;  
Doug Jeffery Environmental Consultants;  
Provincial Heritage Council;  
Gapp Architects and Urban Designers;  
Department of Cultural Affairs and Sport;  
Ian Ford Deon Bronkhorst Landscape Architects;  
Department of Environmental Affairs and Development Planning;  
Lucien Le Grange Architect;  
Provincial Museum Service;  
MCA Urban and Environmental Planners;  
Local Government;  
NM and Associates Planners and Designers;  
City of Cape Town (South Peninsula Region);  
PC Architects;  
City of Cape Town (CMC Administration);  
Phaphamani Heritage Research Consultants;  
City of Cape Town (Cape Town Region);  
Revel Fox and Partners Architects cc;  
The Archaeological Society;

Western Cape Traditional Healers Association;  
 Tourism;  
 The Cape Town Partnership;  
 Cape Metro Tourism;  
 ACG Architects and Development Planners;  
 Western Cape Tourism Board;  
 Cape Chamber of Commerce & Industry;  
 Cape Capers Tours;  
 Cape Malay Chamber of Business;  
 Cape Team Tours;  
 Cape Regional Chamber;  
 Cape Town Tourism;  
 Corporate Image (Cape) (Pty) Ltd;  
 Development Agency for Tourism Advancement;  
 Western Cape Traders Association;  
 False Bay Tourism Bureau;  
 Grass Route Tours;  
 Khayelitsha Environmental and Tourism Forum;  
 Legend Tourism Services;  
 Peninsula Tourism;  
 Tana Baru Cultural Tours;  
 Township Tours; and  
 Otherside Tours.

([http://www.sanparks.org/parks/table\\_mountain/library/appendix1hrmp](http://www.sanparks.org/parks/table_mountain/library/appendix1hrmp)).

**Per Alphabetical order:**

ACG Architects and Development Planners;  
 ACL Urban Renewal;  
 African Environmental Movement;  
 Afro Montane Information Forum;  
 Agency for Cultural Resource Management;  
 Atlantic Sun;

Bellville South Ratepayers Association;  
Bergvliet Ratepayers Association;  
Bergvliet/Meadowridge Ratepayers Association;  
Bloubergstrand Ratepayers Association;  
Bo Kaap Facilitation Conservation Services;  
Bo-Kaap Museum;  
Botanical Society of South Africa;  
Boulders Heritage Association;  
Brooklyn, Ysterplaat and Rugby Residents Association;  
Bush Radio;  
CAFDA;  
CAHAC - Cape Areas Housing Committee;  
Camps Bay Ratepayers and Residents Association;  
Cape Bird Club;  
Cape Capers Tours;  
Cape Chamber of Commerce and Industry;  
Cape Cultural Heritage Development Organisation;  
Cape Flats Tourism;  
Cape Institute of Architects;  
Cape Malay Chamber of Business;  
Cape Mazaar Society;  
Cape Metropolitan Tourism;  
Cape Natural History Club;  
Cape Province Mountain Club;  
Cape Team Tours;  
Cape Town Ecology Group;  
Cape Town Environment Trust;  
Cape Town Heritage Trust;  
Cape Town Tourism;  
Casteel De Goede Hoop;  
Centre for African Studies: UCT;  
Centre for Conservation Education;  
Centre for Higher Education Development (CHED);  
Centre for Popular Memory;

Chittenden Nicks de Villiers;  
City Bowl Ratepayers and Residents' Association;  
City of Cape South Peninsula Administration;  
City of Cape Town Cape Town Administration;  
City of Cape Town CMC Administration;  
Claremont Mosque;  
Cochoqua Cultural Organisation;  
Cochoqua Tribal House;  
Conservation Committee MCSA;  
Constantia Property Owners Association;  
Corporate Image (Cape) (Pty) Ltd;  
Council for Geoscience;  
CREAT-SIA;  
Crossroad Environment Project;  
Department Architecture and Planning, UCT;  
Department of Archaeology, UCT;  
Department of Botany, UCT;  
Department of Geomatics, UCT;  
Department of History, UCT;  
Department of Public Works;  
Department of Transport and Public Works (WC);  
Dept Environmental Affairs and Development Planning;  
Development Agency for Tourism Advancement;  
Doug Jeffery Environmental Consultants;  
E.I.Y.C;  
Early Mines and SASA;  
EcoAfrica Environmental Consultants;  
EEU – UCT;  
EEYC;  
Ekupumeleni Environmental YC;  
English Department (Media Studies), UCT;  
Environmental and Geographical Science, UCT;  
EYETHU;  
Faculty of Engineering, UCT;



False Bay Tourism Bureau;  
Federation of Cape Civic Associations-Bellville;  
Fish Hoek Alien Vegetation Control Group;  
Fish Hoek Residents and Ratepayers' Association;  
Fish Hoek Valley Historical Associates;  
Friends of Botrivier Estuary and Environ –BOTFRIENDS;  
Friends of Cecelia Forest;  
Friends of Constantia Green Belts;  
Friends of Liesbeek;  
Friends of Lion's Head;  
Friends of Little Princess Vlei;  
Friends of Newlands Forest;  
Friends of Paarden Eiland Wetlands;  
Friends of Rietvlei;  
Friends of Rondebosch Common;  
Friends of Scarborough Conservation Group;  
Friends of Silvermine Nature Area;  
Friends of Simon's Town Coastline;  
Friends of the Botrivier Estuary and Environs;  
Friends of the Glen;  
Friends of the Helderberg Nature Reserve;  
Friends of the Liesbeeck;  
Friends of the Simon's Town Coastline;  
Friends of Tokai Forest;  
Gapp Architects and Urban Designers;  
Gleemore Cape Flats Civic Association;  
Glencairn Civic Association;  
Glenco;  
Gorichouqua Tribal House;  
Grass Route Tours;  
Green Alliance;  
Griqua National Conference;  
Grootkop Conservation Association;  
Gugulethu RDP Forum;

Habitat Council;  
Heritage Western Cape;  
Historical Society of Cape Town;  
Honourary Rangers;  
Hout Bay and Llandudno Heritage Trust;  
Hout Bay Civic Association;  
Hout Bay ECG;  
Hout Bay Heights Residents Association;  
Hout Bay Museum Board of Trustees;  
Hout Bay Ratepayers' Association;  
Ian Ford Deon Bronkhorst Landscape Architects;  
ILASA;  
Ilitha Lomso;  
Imizamo Yethu Civic Association/Hout Bay RDP Forum;  
Institute for Historical Research, UWC;  
Intersite;  
IPC (UCT);  
Jonkershoek Environmental Forum;  
Kaaipstad Sakekamer;  
Kalk Bay / St James / Clovelly Ratepayers Association;  
KERIC / Khayelitsha Development Forum;  
Khayelitsha Development Forum;  
Khayelitsha Environmental and Tourism Forum;  
Kirstenhoff Residents and Ratepayers Association;  
Kommetjie Environmental Awareness Group (KEAG);  
Kommetjie Residents' Association;  
Legend Tourism Services;  
Llandudno Civic Association;  
Lourens River Conservation Society;  
Lucien Le Grange Architect;  
Macassar Environmental Forum;  
Maitland Garden Village Residents Assoc. Ward C37;  
Mandalay Civic Association;  
Marine Environ Education Trust;

Masifundisane;  
Masifundisane Cultural Group;  
Masiphumelele SANCO;  
MCA Urban and Environmental Planners;  
Mistycliffs Ratepayers Assoc;  
MLH Architects and Planners;  
Monte Vista Ratepayers Association;  
Mountain Walking Group;  
Muizenberg and Lakeside Ratepayers Association;  
Muizenberg Ecological Awareness Group;  
Muizenberg/Lakeside Ratepayers and Residents Association;  
Muslim Judicial Council;  
Muslim Women's Federation of SA;  
National Khoisan Consultative Conference (UWC);  
National Khoisan Council SA;  
National Library of South Africa;  
National Ocean Watch;  
NATSOC;  
NEDEP;  
New Dimension Youth Development;  
Ninham Shand (Pty) Ltd;  
NM and Associates Planners and Designers;  
Nokomati Foundation;  
Noordhoek and District Civic Association;  
Nyanga Dramatic Society;  
Nyanga Youth Development Council;  
One Hundred and Three Homeowners Assoc;  
Oudekraal Community;  
OVP Associates cc;  
Parow Ratepayers Association;  
PC Architects;  
Peninsula Mountain Forum/WESSA;  
Peninsula Tourism;  
Pharmacy Department, UCT;

Philippi Environmental Project;  
Plumstead Ratepayers' Association;  
Pringle Bay Hack Group;  
Red Hill Landowners Conservation Group;  
Religious Studies Department, UCT;  
Rennie and Scurr;  
Revel Fox and Partners Architects cc;  
Robben Island Museum - Heritage Department;  
Royal Society of South Africa;  
SA Black Technical and Allied Careers Organisation;  
SA Institute of Landscape Architects;  
SA Malay Cultural Society;  
SA Museums Association;  
SACH Museum, Iziko Museums of Cape Town;  
Sandvlei Ratepayers Association;  
SANParks;  
Save Table Mountain Campaign;  
School of Education;  
Schotsche Kloof Civic / Tana Baru Trust;  
Schotsche Kloof Civic Association;  
Sentinel Residents Association;  
Settlement Planning Services (Setplan);  
Simon van der Stel Foundation;  
Simon's Town Flora Conservation Group;  
Simon's Town Museum;  
Simons Town Ratepayers and Residents' Association;  
South Africa National Gallery;  
South African Heritage Resources Agency;  
South African Missionary Museum;  
SSS Radar Group;  
Strandfontein Civic Association/MP RDP Forum;  
Sunnydale Ratepayers;  
Table Mountain National Park;  
Table View Resident's Association;

Tana Baru Cultural Tours;  
Taupride Development Group;  
Teachers Environmental Structure;  
The Archaeological Society;  
The Cape Town Herb Group;  
The Cape Town Partnership;  
The Fairest Cape Association;  
The Freshwater Consulting Group;  
The Lakes;  
The South African Military History Society;  
TO ACT;  
Tokai Residents Association;  
Township Tours;  
Tsoga Environmental Resource Centre;  
Tsoga Environmental Youth Club;  
Tuan Guru Association;  
Urban and Regional Planning, UCT;  
Vernacular Architecture Society of South Africa;  
Victoria and Alfred Waterfront (Pty) Ltd;  
Vista High School;  
Voice of the Cape;  
Vukani Environment;  
Ward S10 Civic Committee;  
Ward S3 Civic Association (Wynberg Civic);  
Webber Wentzel Bowens;  
Western Cape Arboricultural Association;  
Western Cape Civic Associations;  
Western Cape Marine Conservation Society;  
Western Cape Tourism Board;  
Western Cape Traders Association;  
Western Cape Traditional Healers Association (WCTHA);  
Wildlife and Environment Society SA;  
William Fehr Collection at the Castle;  
Wolfgat Conservation Association;

Wolfgat Nature Reserve;  
WP Athletics (Cape Slave Route Challenge);  
Zandvlei Trust; and  
Zeekoevlei Civic Association.  
([http://www.sanparks.org/parks/table\\_mountain/library/appendix1hrmp](http://www.sanparks.org/parks/table_mountain/library/appendix1hrmp)).

## **5.5 SUMMARY**

The Cape Town Tourism Development Framework and Business Plan (2005/2006) and (2008/2009) was explained in this chapter.

Following an introduction, the context of the business plan was thoroughly explained, followed by the City of Cape Town's vision and goals.

The specific role of the City of Cape Town in cultural tourism on the Cape Flats cannot be overemphasised. All tourism initiatives on the Cape Flats, as part of the Cape Town Metropole, should be regulated by the Cape Town Municipality and hence, that authority is responsible for the overall policies and planning initiatives pertaining to cultural tourism on the Cape Flats. The role of the local authority is essential, as well as conducive to increased community upliftment, which should take place against the background of community participation.

The next chapter presents a case study of cultural tourism in The Gambia, which is compared to the City of Cape Town.

## CHAPTER 6

### CULTURAL TOURISM: A COMPARATIVE CONCEPTUAL ANALYSIS WITH SPECIFIC REFERENCE TO THE GAMBIA

#### 6.1 INTRODUCTION

In the previous chapter, reference was made to a local government business plan for cultural tourism in Cape Town. This chapter explores a comparative conceptual analysis of cultural tourism with specific reference to The Gambia.

The word culture comes from the Latin root *colere* (to inhabit, to cultivate, or to honour). In general, it refers to human activity, whilst different definitions of *culture* reflect different theories for understanding, or criteria for valuing, human activity.

The World Tourism Organisation defines cultural tourism as movements of persons for essentially cultural motivations, which includes study tours, performing arts, cultural tours, travel to festivals, visits to historic sites and monuments, folklore and pilgrimages (WTO, 1985)

McKercher and Cros (2002:24), quote the International Council of Monuments and sites (ICOMOS) and defines Cultural Tourism as “a name that means many things to many people and herein lies its strength and its weakness.”

At the 1995 White House Conference on Travel and Tourism it was concluded that cultural tourism refers to travel that is directed towards experiencing the arts, heritage, and special character of a place; is an important component of the United States' travel and tourism industry. America's rich heritage, rooted in history, creativity and diverse population, provides visitors to communities with a wide variety of cultural opportunities including museums, arts and crafts, historic sites, dance, music, theaters, festivals, historic buildings and neighborhoods, landscapes, and literature ([http://www.en.wikipedia.org/wiki/Cultural\\_tourism](http://www.en.wikipedia.org/wiki/Cultural_tourism)). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

A report produced by the Bureau of Tourism Research in Australia outlines a number of definitions, which are used with respect to cultural tourism (Occasional Paper No.27, 1998, 4 -8,63).

In an article entitled 'Domestic Cultural Tourism in Australia', a cultural tourist is defined as a person who stays more than 40 kilometres away from home for at least one night and has attended a cultural venue, which will include visiting an art gallery, museum, library, music concert, opera and a cinema ( Australian Bureau of Statistics, 1997 [www.dcita.gov.au](http://www.dcita.gov.au)).

Another definition of cultural tourism proposed by the Bureau of Tourism Research in Australia, is the attendance by inbound visitors to one or more cultural attractions such as festivals, fairs, museums, art galleries, history buildings and craft workshops (<http://www.dcita.gov.au>).

Cultural tourism is seen as a subset of tourism that is concerned with a country or region's culture, especially its arts. It includes tourism in urban areas, particularly historic or large cities and their cultural facilities such as museums and theatres. It includes tourism to rural areas for the purpose of attending outdoor festivals, visiting the houses of famous writers and artists, sculpture parks, and landscapes, which were made famous in literature ([http://www.en.wikipedia.org/wiki/Cultural\\_tourism](http://www.en.wikipedia.org/wiki/Cultural_tourism)).

Cultural tourism should embrace the full range of experiences that visitors can undertake to learn what makes a destination distinctive through its lifestyle, heritage, art, people and interpreting that culture for visitors ([www.dcita.gov.au](http://www.dcita.gov.au)).

These definitions reveal a diverse range of views on what the term 'cultural tourism' encompasses. This diversity becomes entrenched through interviews conducted with tourism stakeholders. In essence, it seems that cultural tourism is understood more as a concept than as a particular set of products or articles, and the range of what is considered to be within the scope of cultural tourism is heavily influenced by personal or professional perspectives

[http://www.dcita.gov.au/arts/councils/cultural\\_ministers\\_council/media\\_releases\\_and\\_publications/cultural\\_tourism\\_statistics](http://www.dcita.gov.au/arts/councils/cultural_ministers_council/media_releases_and_publications/cultural_tourism_statistics).



Cultural tourism, as a marketing strategy to entice local and international tourists to visit cultural sites in South Africa, is a relatively new concept. Cultural tourism presently is the latest buzzword within the tourism sector. The DMO and other tourism stakeholders have highlighted the fact that a number of tourists travel with an intention to gain insight and appreciation of various cultures on offer in the Western Cape.

Cultural tourism products are marketed to visitors from this country and abroad. A grouping of products, linked by geography and history, can form a nucleus of a cultural tourism destination such as the Cape Flats that should strive to attract new and repeat visitors. Combining resources and providing an opportunity for quality cultural sites, celebrations and experiences, should be identified as an integral part of cultural tourism on the Cape Flats.

## **6.2 DEFINITION OF HERITAGE TOURISM**

Cultural heritage is a term used to refer to qualities and attributes possessed by places and objects that have aesthetic, historic, scientific or social value for past, present or future generations, and it relates to both indigenous and non-indigenous (historic) heritage. These values may be seen in a place's physical features, but can also be associated with intangible qualities such as people's associations with or feelings for a place ([www.ea.gov.au](http://www.ea.gov.au)).

Heritage tourism: visiting historical or industrial sites such as old canals, railways and battlegrounds.

The Kentucky Cultural Heritage Tourism Program of 1992 defines heritage tourism as "traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past and present. It includes cultural, historic and natural resources" (Katherine Tandy Brown, [www.grouptraveller.com/roundups/6-00/cultural2.html](http://www.grouptraveller.com/roundups/6-00/cultural2.html)).

The International Council on Monuments and Sites (ICOMOS) defines heritage that includes tangible assets such as natural and cultural environments, encompassing landscapes, historic places, sites, and built environments, as well as intangible assets

such as collections, past and continuing cultural practices, knowledge, and living experiences (McKercher & Cross, 2002:7).

McKercher and Cross (2002:8) view a heritage asset to represent the raw asset that is identified for its intrinsic values.

Heritage tourism includes visits to “natural history attractions and the performing arts events” (Lubbe 2003:90). The potential of developing and making natural history sites accessible to tourists should be given priority by the Western Cape Government and participating stakeholders. Examples of natural history sites for the Cape Flats are Kramats, slave cemeteries, language routes and slave routes.

People currently residing on the Cape Flats came to live there as a result of segregation policies instituted by the now defunct Nationalist Party. Under apartheid laws, black people could not legally reside in white declared residential areas. These laws resulted in black people being forcibly removed from their homes in areas such as District Six, Wynberg, Simons Town, Newlands and several other areas throughout the Western Cape.

Mitchell's Plain, with an estimated population of about one million, most of whom are unemployed, has been declared a Presidential Development Nodal Point ([www.southafrica.info](http://www.southafrica.info)).

The provincial government has also planned to develop the Khayelitsha Central Business District as part of efforts to bring economic development to poor areas such as Mitchell's Plain, Khayelitsha and Macassar ([www.southafrica.info](http://www.southafrica.info)).

People on the Cape Flats have much to offer with respect to cultural tourism, if presented the opportunity. Cultural tourism in the Western Cape is focused on township areas because they have acquired necessary infrastructure over the past ten years.

Potential benefits of offering cultural tourism to tourists by the Cape Flats community, are enormous when considering factors such as accommodation, food, art and political history of the area and its people.

### **6.3 TOUR OPERATORS**

Historically, large tour operators such as Hilton Ross did not make the Cape Flats cultural tour part of their itinerary. Large numbers of tourists buying package tours from large tour operators and who did not include the Cape Flats cultural tour on their itinerary, missed out on the experience that it offers.

This situation afforded the small tour operator on the Cape Flats with opportunities to offer the tourist who booked directly through them, a unique cultural experience.

Currently, the trend is developing where large established tour operators are offering cultural tours and township tours for their clients and it has become a standard item on itineraries.

In a study undertaken on behalf of the Department of Economic Development and Tourism, it is observed that large tour operators are either buying out smaller operators, as in the case of Southern Tip tours, or they form alliances with smaller tour operators, as in the case of Tsoga Tours (Department of Economic Development and Tourism, 2005:82).

The Tourism in Growth, Employment and Redistribution (GEAR) 1998 – 2000 policy suggests that tourism should be private sector driven. Since the private sector is a major partner in growing the tourism industry, it should be guided by the demand and supply business principle.

### **6.4 ROLE OF COMMUNITIES**

The Cape Flats Tourism Framework defines a community as a group that has an association with a cultural heritage resource (Department of Economic Development and Tourism, 2005:37). It further promotes the idea that the group within a community should be a group that has been marginalised such as women, youth and

non-governmental organisations (Department of Economic Development and Tourism, 2005:37).

The White Paper on Tourism (1996), affords communities opportunities to become key role players in the development and supply of services to the tourism sector. Communities should endeavour to:

- Organize themselves at all levels;
- Identify tourism resources and attractions within their communities;
- Seek opportunities for tourism training , awareness and financial incentives;
- Seek partnership opportunities with the tourism private sector;
- Promote responsible tourism and sustainable development;
- Oppose developments that are detrimental to the environment and the culture of the community;
- Participate in the decision making process with respect to developments proposed in an area;
- Work towards enhancing positive benefits of tourism;
- Share information and experiences;
- Have a representative voice in all tourism structures at national, provincial and local levels;
- Encourage the press, radio and print media to provide tourism information; and
- Liaise with non governmental organisations (NGOs) to educate communities and instill tourism awareness amongst them.

The Tourism in Growth, Employment and Redistribution (GEAR) 1998 – 2000 document suggests that community shareholding in tourism should be aggressively promoted. It further suggests that a tourist friendly workforce, which is able to ensure excellent service, hospitality and safety of visitors, should be established. Communities should ensure sustainable management of natural and cultural resources.

## **6.5 MUSEUMS AND HERITAGE SITES**

At present, no cultural museum exists on the Cape Flats. A few open air heritage sites exist, but is hardly visited by tourists because it is not promoted in the brochures of tour operators. Another reason is that there is a lack of signage posts, which indicate the existence of these open air heritage sites. No advertising campaign is undertaken by the province to promote these open air heritage sites to local communities. The Department of Economic Development and Tourism (2005:37) is of the opinion that museums and heritage sites play a vital role in the implementation of cultural heritage resource management at local level.

The Department of Economic Development and Tourism (2005:37) further stipulates that it becomes a responsibility of the museums and heritage sites to liaise with and inform tourism agencies and the private sector about the nature of their resource and how it should be integrated into tourism activities, local visitor management strategies, tour itineraries, tourist guide narratives, general tourism product development and inform craft design.

## **6.6 NON-GOVERNMENTAL ORGANISATIONS**

Non-governmental organisations could directly benefit from tourism either by offering a product for sale or rendering a service to the tourism industry. An AIDS care centre on the Cape Flats could get tourists to visit their institution and thereby derive financial aid from potential donors or sell items that were handmade by those in their care. The above contention is reinforced by the tourism framework when it suggests that Non-governmental organisations should be included in decision making processes on a local and national level (Department of Economic Development and Tourism, 2005:38). A reason for granting Non-governmental organisations decision making powers is to encourage an activism among local communities to own their cultural heritage and seek to promote participation in cultural heritage development and management at all levels of society (Department of Economic Development and Tourism, 2005:38).

## 6.7 MEDIA

The Tourism Framework envisages the role of print and electronic media as crucial in that it should create awareness amongst the population with respect to providing coverage on responsible cultural heritage and tourism practices (Department of Economic Development and Tourism, 2005:38). The media, with its different branches, should be harnessed to promote domestic tourism and to expose and familiarise ordinary South Africans about the range of cultural heritage and tourism experiences that are available (Department of Economic Development and Tourism, 2005:38).

According to Richards (1996:22), no single widely accepted definition of cultural tourism has yet emerged.

A definition of cultural tourism can only be formulated once an understanding is achieved of the cultural activities on offer and the several cultural activities that are not on offer in the community. Cultural tourism should be considered an asset to the tourism industry and, therefore, Government and tourism stakeholders should guide the process. When analysing reasons provided by tourists for visiting the Western Cape, it is deduced that an overwhelming majority visit friends and family. Tour operators should offer and market cultural tours that will attract and appeal to this sector of tourists. In order to offer a cultural experience for the tourist, the local community wherein this activity will be undertaken, should be educated and trained to provide the cultural activity. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

If one considers the definition of a community, as proposed by the Tourism Framework of the Department of Economic Development and Tourism, it becomes imperative for these groups to be skilled with necessary expertise to offer a tourism product on the Cape Flats. The cost of training and the time factor in which the required skill should be accomplished, should be taken into account. It should not be assumed that these 'marginalized groups' are equipped with skills and expertise to render a tourism service on the Cape Flats.

## **6.8 RESPONSIBLE TOURISM PARTNERSHIP POLICY FOR THE GAMBIA**

A Responsible Tourism Policy has been prepared by the Responsible Tourism Partnership and has been produced and agreed upon by a multi-stakeholder process. Tourism is an important concept in The Gambia. The government's policy is to promote tourism and its contributions to economic growth. The objective is to increase the contribution of tourism to the economy and to raise the living standards of Gambians. The government has continued its efforts to broaden the tourism market, improve quality standards, and ensure rational use of the Tourism Development Area.

It is recognised that in order to achieve this objective it is a mutual interest to work together with those who bring tourists to The Gambia, as well as with industry. Relevant are aspirations of the Cape Town Declaration on Responsible Tourism. It is the responsibility of all stakeholders to join in to create better places for people to live in and for people to visit.

The government is committed to the realisation of Responsible Tourism in The Gambia, which is consistent with the principles of responsible tourism. The Responsible Tourism Partnership seeks to maximise positive impacts and to minimise negative ones.

Legislation plays a significant role in creating the framework for tourism and for achieving responsible tourism.

The government recognises that much can be achieved through partnerships in order to achieve a more balanced relationship between hosts and guests in The Gambia, and to create better places in which local communities can live. It is the responsibility of government, local communities and Gambians, as well as originating market businesses, to co-operate in practical joint initiatives as means to realise responsible tourism.

A draft prepared by Dr Harold Goodwin and Masters students at the International Centre for Responsible Tourism ([www.icrtourism.org](http://www.icrtourism.org)), was subsequently agreed upon by the RTP.

The Gambia is its people, whose diversity is what distinguishes the country from the several other “winter sun” and “sun, sand and sea destinations”.

The cultural heritage of the people is a primary tourism asset.

This policy is a call to action in order to combat some of the inequalities and negative impacts of tourism. It comes at a time when The Gambia has a desperate need to re-launch its image of being a cheap winter sun destination that is dominated by the mass tourist market. At the same time, elements such as sex tourism, hassle and environmental degradation, should to be tackled. This policy is addressed to the whole of the tourism industry, government and the Gambia Tourism Authority. It identifies objectives in order to achieve responsible marketing of the destination and to deal with issues of economic, social and environmental responsibility.

It is envisaged that implementation of this policy will come through the Responsible Tourism Partnership, which is a multi stakeholder action group that represents all interested parties working in the tourism arena. In terms of implementation, working documents are already in existence that includes 5 year targets and an annual work plan. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

## **6.9 PRINCIPLES OF RESPONSIBLE TOURISM**

- Minimises negative economic, environmental, and social impacts; generates greater economic benefits for local people and enhances the well-being of host communities, while it improves working conditions and access to the industry; and involves local people in decisions that affect their lives and life chances;
- Makes positive contributions to the conservation of natural and cultural heritage, and to the maintenance of the world's diversity;



- Provides more enjoyable experiences for tourists through more meaningful connections with local people, and a greater understanding of local cultural, social and environmental issues; and
- Provides access for physically challenged people; and is culturally sensitive, engenders respect between tourists and hosts, and builds local pride and confidence.

Source: Cape Town Declaration on Responsible Tourism in Destinations (2002).

## **6.10 VISION**

In order to make The Gambia a better place to visit and a better place in which to live, recognising that it is the interaction between guests and hosts in a secure and enjoyable environment, is the experience of The Gambia and which encourages people to return.

The vision will be realised by addressing the triple bottom line of economic, social and environmental responsibility as well as engaging with product development and marketing. The Responsible Tourism Partnership is a national partnership between different government ministries, NGOs, the private and public sectors and communities that are formed to promote the shared vision for tourism in The Gambia.

It is proposed to agree on an annual programme for change and development and to agree on targets for each year. Such targets will be used to enable them to be monitored and to report progress.

It is recognised that tourism is of considerable importance to The Gambian economy and to the lives of people in The Gambia. Tourism has potential to bring jobs and livelihoods to Gambians and to make The Gambia a better place in which to live. The government recognises that the safety and security of visitors and the community is important if tourism should contribute to raising living standards of communities in The

Gambia. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

More diverse tourism products should be developed in order to continue to attract people from established markets and from new ones, as tourists seek a variety of experiences and that the traditional sun, sand and sea holiday market is increasingly competitive and in decline. The Gambia and its people have much to offer international visitors and the Responsible Tourism Partnership works with all stakeholders in the industry – Gambian and international – to grow the industry in ways, which maximise benefits (economic, social and environmental) to The Gambia.

The Gambia has a rich cultural diversity with several different ethnic groups including the Mandinka (42% of the population), Fula (18%), Wolof (16%), Jola (10%), and Serahuli (9%). The people of The Gambia are one of the major tourism assets – it is important that, along with colleagues in the originating markets, to develop tourism products, which will enable visitors to enjoy the cultural diversity and to have positive interactions with communities, sharing something of the local living culture. A need is recognised that co-operation with colleagues is essential in the originating markets and in The Gambia to enhance the quality of the interaction between communities and visitors – to improve the experience for hosts and guests.

Tourism in The Gambia has developed in the coastal strip. Whilst they recognise that it is largely their beaches and climate that will continue to attract tourists to this destination, there is increasing interest in the inland area along the river and that, over the next decade, tourism will develop in the rural areas, the bird watching sector will grow, as will other opportunities to experience the countryside and to interact with rural communities.

The Responsible Tourism Partnership will encourage the development of tourism in rural areas and along the river and will work to create a framework within which capital can be raised for small-scale investments. This development will encourage ways in which to meet the objectives of ecotourism, as well as encourage development of tourism initiatives, which bring supplementary livelihood opportunities to local communities; help to fund the conservation of natural and cultural heritage;

and provide visitors with enjoyable and high quality experiences. It is important that in The Gambia these new products, often locally owned and small scale, are marketed to tourists in the Tourism Development Area. The objective is that all forms of tourism should contribute to these objectives – all visitors should have opportunity to experience more of The Gambia. The Tourism Development Area is a small part of what is on offer.

The remainder of this policy document is divided into four sections, which deal with the issue of marketing and the triple bottom line of economic, social and environmental sustainability.

### **6.11 MARKETING THE GAMBIA TO ACHIEVE THE VISION**

The way in which The Gambia is marketed, is a central part of the process of implementing responsible tourism principles in The Gambia. They seek to grow the industry by attracting market segments, which value the natural and cultural heritage assets of The Gambia. They seek to differentiate The Gambia from other sun, sand and sea destinations – they enjoy high levels of repeat business and seek to build on those elements of the product, which encourage repeat visiting. It is recognised that further development of the industry in The Gambia, and investment in it, is dependent upon planning and product development, which meet requirements of the evolving market. It is also recognised that the kinds of tourists that are attracted, are by the way in which The Gambia is developed and presented as a tourism product. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

The above will be achieved by:

- competing on product richness and quality, not merely on price;
- choosing to attract market segments, which are attracted by the diversity of their natural and cultural heritage and the strength and diversity of their living cultures;
- encouraging development and marketing of complementary products;

- building local capacity to enrich the product offer by providing a diversity of high quality tourism products and services through SMMEs and community organizations, generally, in partnership with established national and international businesses;
- recognising that marketing plays a critical role in educating tourists about the local cultures; and by ensuring that they obtain the most out of their holiday by enjoying positive interactions with local communities. Pre-arrival education plays a key role in achieving responsible tourism in any destination;
- ensuring the health, safety and security of visitors, recognising that this is critical for the success of tourism; and that health, safety and security are also important to their communities who also benefit from initiatives in this area;
- using the concept of responsibility to connect their products and services in The Gambia to the European market trend towards more experiential and responsible products;
- ensuring that their tourism product is accessible to all – including disabled visitors;
- working with the national and international industry to ensure that the images that they use to promote The Gambia are socially inclusive and do not give cause for offence to communities in The Gambia; and
- identifying and promoting best practice and building on their successes.

## **6.12 ECONOMIC RESPONSIBILITY**

It is recognised that it is important that local communities are involved in and benefit from tourism and that this has a potential to enrich The Gambia as a destination and will increase both national and local community earnings from tourism.

There are three major objectives that should be achieved over the next five years:

### **6.12.1 Assess economic impacts as a pre-requisite to developing tourism**

- Extend the season to create better employment conditions and to provide a stronger base for local economic development;

- Increase the contribution from tourism to the maintenance of their cultural heritage, traditional ways of life and wildlife and habitats;
- Encourage business relationships between originating market companies and local and emerging entrepreneurs;
- Consider the opportunity costs of tourism for local communities and their livelihoods and be prepared to accept that there may be more appropriate economic opportunities for people in their area;
- Maintain and encourage economic diversity, avoiding over-dependency on tourism;
- Ensure that tourism initiatives and investments contribute to local economic development strategy and avoid developments, which negatively impact on local communities; and
- Ensure that market and financial feasibility assessments are competently completed before raising expectations and exposing the community or local entrepreneurs to risk.

#### **6.12.2 Maximise local economic benefits – by increasing linkages and reducing leakages.**

- Encourage and strengthen the informal sector to become part of the formal sector through partnerships and other business linkages by encouraging local purchasing;
- Encourage accommodation and tour operating businesses to co-operate in order to enrich the product; increase average length of stay and visitor spend; assist local SMMES to establish themselves and market new products and services; and grow, creating additional jobs and other livelihood opportunities by developing complementary products;
- Maximise economic benefits for local communities by encouraging tourists to purchase locally produced crafts and curios;
- Encourage formal sector businesses, individually and together, to source goods and services from the local community; and to assist with the development of the local capacity to supply tourism goods and services consistently, at appropriate price and quality and on a sufficient scale, in order to meet requirements of the industry. They pledge to work with the industry to

achieve these objectives and to encourage them to provide visitor feedback on their products and to provide marketing, training and managerial support;

- Encourage tour operators to be more innovative in their itineraries, by, for example, including markets, local museums, heritage sites, arts and crafts and local restaurants in their tour itineraries and, by so doing, encourage visitor spend;
- Recognise that excessive competition in the informal sector contributes to hassling and undermines both quality and livelihood opportunities. They work with the formal and informal sectors to diversify provision and to match supply and demand.

### **6.12.3 Implementation**

A spirit of partnership with all stakeholders will be cultivated to achieve their responsible tourism objectives by engaging with the initiatives outlined below.

- Work with the formal and informal sectors to identify partnerships and joint initiatives, which can assist in the development of the tourism industry in The Gambia.
- Seek to establish targets to improve the quality of the tourism experience in The Gambia and to improve revenues to the national economy and, in particular, to local communities.
- Report annually on the progress made towards achieving their objectives, since transparency is essential in ensuring accountability and developing trust. They encourage self regulation, but this is only possible within a framework of transparent reporting.

### **6.13 SOCIAL RESPONSIBILITY**

Tourism provides opportunities for human interaction; at its best, these relationships can take the form of traditional African culture between hosts and guests (traditions which are still strong in The Gambia). However, tourism can also render social

problems and they will work with the formal and informal sectors, government and local communities to address issues, which arise.

There are two major tasks:

### **6.13.1 Involve local communities in planning and decision making**

- Encourage participation from all stakeholders, the formal and informal sectors, government and communities.
- Involve the local community by creating opportunities for them to engage with the process of planning for tourism development in The Gambia.
- Develop awareness of positive aspects of tourism and of ways of mitigating negative impacts through education within the school curriculum, and public education initiatives with communities.
- Pay particular attention to practical strategies involving all stakeholders to prevent sexual exploitation of children.
- Assess social impacts in the tourism development process and planning, as means to maximise positive impacts and minimise negative ones.

### **6.13.2 Maintain and encourage social and cultural diversity**

- Tourism development should not compromise respect for social, cultural and religious rights.
- Be sensitive to the host cultures of The Gambia and encourage recognition of their richness.
- Use local guides (and encourage them to continually improve their quality) to ensure that the community speaks for itself and to increase revenues going into the local community.
- Encourage opportunities for visitors to interact with locals as equals in a structured and guided manner.
- Develop a local social contract with participation and contributions from the community for interactions and behaviour between the local community and tourists.

- Negative social and cultural impacts associated with tourism (such as increased crime, drug and alcohol abuse, prostitution and child sex abuse), should be monitored and action should be taken with local communities, which minimise negative impacts and enhance positive ones. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

## **6.14 ENVIRONMENTAL RESPONSIBILITY**

The natural environment of The Gambia is an important resource for the tourism industry; it is in the interest of the industry that it is conserved. The tourism industry is also a major consumer of natural resources and its environmental impacts should be managed, particularly where its impacts adversely affect other stakeholders.

### **6.14.1 Tourism planning policy**

Work with government and environmental agencies to achieve the following.

- Ensure that tourism planning policy recognises that the natural environment is a vital resource for the livelihoods of communities, as well as a major tourism asset.
- Identify areas, which should stay free of development.
- Identify land ownership and resource use conflicts and mitigate them .

### **6.14.2 Tourism should be developed and managed so that it has minimal environmental impacts.**

The marketing plan will:

- Encourage use of environmental assessment tools to mitigate adverse environmental impacts of tourism development.



- Raise awareness among all stakeholders about the importance of adopting an environmentally sustainable approach and ensure the management of waste through reducing, reusing and recycling.
- Encourage tourists to use recycling and other waste reduction methods.
- Provide education about the importance of the natural environment, both intrinsically and for tourism.
- Identify best practice through a consultation process.
- Establish an environmental code of conduct and a code of practice.
- Explore ways of using legislation, incentives, tax concessions and technical assistance to ensure that tourism in The Gambia has fewer negative environmental impacts.
- Maintain and encourage natural diversity by encouraging enterprises to invest a percentage of profit or turnover in species conservation and habitat restoration and management; and by encouraging development of natural heritage attractions, which can also ensure conservation of habitats and species.

### **6.14.3 Implementation of this Policy**

The multi-stakeholder participants of the Responsible Tourism Partnership have agreed on a series of five year targets in order to meet the objectives of this policy. Additionally, an annual work plan and monitoring tool has been developed.

Some of the objectives are more appropriate to other bodies and organisations and to sub-committees of the Gambia Tourism Authority. These organisations, in collaboration with the Responsible Tourism Partnership, have been asked to implement those aspects of this policy for which they are responsible. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

## **6.15 SUMMARY**

Various aspects of cultural tourism were addressed in this chapter by considering examples of definitions, tour operators, the role of communities and other aspects.

A comprehensive exposition was provided of the cultural tourism situation in The Gambia, which can be used as a parallel to Cape Town, bearing in mind that the latter is a modern city in a further developed country than the former.

The following chapter describes the research methodology process that was used to gather, compile, analyse and interpret data and information for this research study.

## **CHAPTER 7**

### **RESEARCH METHODOLOGY**

#### **7.1 INTRODUCTION**

Research has an effect on the lifestyle that one leads, food that one eats and mode of transport preferred for travel. Technological advancements experienced in this century are as a result of decisions that were made based on research results. There are several areas in modern life that have not been affected by research. Research projects conducted privately and in the public sector affect people's lives. These decisions range from the type of education one generation receives to changes in value systems from generation to generation.

Large corporate companies have their own research development departments and governments rely on their own and sponsored research to answer questions, which range from an introduction of cultural tourism to poverty eradication initiatives.

In order to do justice to a research study of this nature, to ensure its research integrity and to ensure universal scientific acceptability, cognisance should be taken of research methodology theory and practice.

The success of any research project depends on the scientific acceptability of the research methodology that was followed by the researcher.

In Chapter One the research problem was identified as developing a normative framework for cultural tourism on the Cape Flats. The objective of the framework is to address the lack of cultural tourism activities and infrastructure on the Cape Flats. In addition, the framework seeks to increase employment and develop skills amongst the youth, develop entrepreneurial skills of the community and develop cultural tourism as an approach to address crime and gangsterism on the Cape Flats. The research into a normative framework for cultural tourism is deemed necessary in order to redress the current dysfunctional situation on the Cape Flats where cultural tourism is non-existent.

In this chapter the research methodology that was used during the empirical survey is explained. Secondly, administration of the questionnaire that was to gather data needed for analysis and interpretation, is also discussed. Thirdly, the survey data will be represented and articulated, and finally, a summary is provided.

## **7.2 OBJECTIVES OF THE STUDY**

When considering the basic problem statement posed in Chapter One, as an assumed deficient state of cultural tourism on the Cape Flats, it is intended to research such a problem statement against both the available literature and the empirical survey data. The main aim of this research project is to design a normative model, which, presented with relevant recommendations, change the current dysfunctional situation pertaining to cultural tourism on the Cape Flats.

The above research problem includes the following sub-problems:

- The deficient state or lack of cultural tourism on the Cape Flats;
- Existence of a need for training and development in tourism management; and
- Elimination of historical inequities in employment.

The main objectives of this research are to:

- Illustrate that national, provincial and local government, tourism stakeholders such as tour operators and the community, has a role to play with respect to successful implementation of the normative framework for cultural tourism;
- Ensure that the introduction of the normative framework for cultural tourism will lead to development of infrastructure on the Cape Flats;
- Demonstrate that the growth, employment and redistribution policy (GEAR) of 1998 – 2000 has not been effected on the Cape Flats;

- Focus on reducing the high unemployment rate amongst youth on the Cape Flats by involving them in cultural tourism activities;
- Recommend that development of cultural tourism infrastructure will attract tourists to the area;
- Ensure that development of entrepreneurial skills of the community will be directed towards offering a service towards the promotion of cultural tourism on the Cape Flats;
- Create opportunities for funding agencies and foreign investors to make funds available and for investors to invest in cultural tourism projects such as museums, cultural villages, cultural routes and tourism information offices on the Cape Flats;
- Compile a marketing strategy to promote cultural tourism on the Cape Flats;
- Illustrate that the current transport network on the Cape Flats does not facilitate introduction of cultural tourism on the Cape Flats; and
- Develop a normative model, which presented with relevant recommendations, should change the current dysfunctional situation with respect to cultural tourism on the Cape Flats.

While the above problem and sub-problems reflect a need for an effective, efficient and goal-directed framework for cultural tourism management which is based on acceptable normative and theoretical foundations, the research is aimed at establishing a body of knowledge from existing literature, presented from a critical/normative criteria perspective and is followed by a scientifically acceptable empirical survey, of which the collected data and survey results were subjected to stringent statistical analysis, in collaboration with a registered statistician.

### 7.3 RESEARCH METHODOLOGY

According to Leedy (1980:7) research is:

. . . the manner in which we attempt to solve problems in a systematic effort to push back the frontiers of human ignorance or to confirm the validity of the solution to problems others have presumed solved. Research is circular in the sense that the researcher seeks facts (data), which seem pertinent to the solution of the researchable problem from within the research universe (environment) that gave rise to the researchable problem, and which is potentially fact-laden. The collected data is then organised, analysed, and interpreted in order to facilitate the solution of the researchable problem that gave rise to the research effort originally, and the research cycle is thus completed. However, it may be more realistic to see this cyclical concept as a helical (spiral) concept as research frequently gives rise to further unexplored problems, which then requires a repeat of the research cycle...“

(Leedy, 1980:7).

Methodology is an operational framework within which facts are placed so that their meaning may be seen more clearly (Leedy, 1980:91).

Leedy (1980:119-223) explains the following four principal research methodologies, which may be used depending on the type of research objective.

- The historical method, which is appropriately applied to data that is in literary form or documentary by nature.
- The analytical survey method, which is appropriate for data that is quantitative in nature and requires statistical assistance to extract their meaning.
- The experimental method, which is appropriate for data derived from an experimental control situation in which two separate groups are involved, the one group being the control group, while the other group is the experimental

group.

The descriptive survey method, which is sometimes called the normative survey method (Leedy, 1980:133), is appropriate for data that is derived from observational situations and, which may lie buried deep within the minds, attitudes, feelings/opinions, or reactions of people.

The above four principal research methodologies are not sequenced in any order of priority. Leedy (1980:134) is critical of those academics who display a prejudice for a given research methodology as

“ ... it is difficult to defend the position of those who claim that unless research fits an arbitrary prejudice for a given methodology, it fails to be research. All highways are of equal excellence; each, however, traverses a different terrain, but they all converge on the same destination. In other words, when research is viewed as an offensive against ignorance of the truth, then the four principal research methodologies are merely separate avenues leading in the direction of enlightenment. No one methodology is superior to any other, and they all converge at one coveted point: the point from, which we are able to discern that of which we were hitherto unaware ...” (Leedy, 1980:3-9).

This study necessitated the researcher to provide a superficial overview of the research methodology or research design that was used in the research process.

This section is divided into sub-sections comprising of the literature search, empirical survey, statistical analysis, interpretation of findings, articulation of findings and, in addition, the design and proposal of a normative model to address the problems posed. A number of recommendations are made whereby the identified and described problem can be adequately addressed in order to ensure successful implementation of the normative framework. The normative model and the recommendations represent additions that were made by the researcher to the existing body of knowledge on the research topic. The literature search is explained below.

While the above problem and sub-problems reflect a need for an effective, efficient and goal-directed framework for cultural tourism management based on acceptable normative and theoretical foundations, the research is aimed at establishing a body of knowledge existing literature, presented from a critical/normative criteria perspective and followed by a scientifically acceptable empirical survey, of which the collected data and survey results were subjected to stringent statistical analysis, in collaboration with a registered statistician. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

### **7.3.1 Literature search**

A study of relevant books, journal articles, official reports, government policy such as legislation and subordinate legislation, official publications and newspaper articles, published and unpublished material on the Internet, comprises the literature.

A literature search was undertaken by the researcher to gain an understanding of existing literature on the research topic, which represents data stream one.

According to Fox and Bayat (2007:11), basic characteristics of science are as follows:

- Science is cumulative;
- Science is empirical;
- Science is objective;
- Science is public;
- Science is predictive; and
- Science is systematic.

In general, Fox and Bayat (2007:13) asserts that research projects have similar structures. Research may be described as a process that begins with a problem within the researcher's general area of interest. It then progresses to development of a plan, a review of the related research findings, predicting and defining potential outcome of the process and then starting and eventually concluding the actual research process (Fox and Bayat, 2007:13).



### **7.3.2 Quantitative research method**

Welman and Kruger (2000:191) describe the quantitative research method as a method of obtaining appropriate data to investigate the research problem through different methods and techniques relating to numbers.

The quantitative research method is objective in nature and concentrates on measuring phenomena (Hussey and Hussey, 1997: 12). It, therefore, means that it involves collecting and analysing numerical data and applying statistical tests (Hussey and Hussey, 1997: 12).

### **7.3.3 Qualitative research method**

The qualitative research approach is utilised by sociologists, psychologists and educationists (Welman and Kruger, 2004:178). This approach is ideal for hypothesis-testing research and qualitative field studies (Welman and Kruger, 2004:178).

Hypotheses could be tested by using the qualitative research method to determine if certain conjectures are substantiated (Sekaran, 2003:32). The qualitative approach is more subjective in nature and involves examining and reflecting on perceptions in order to gain an understanding of social and human activities (Hussey and Hussey, 1997: 12).

As for the research procedure, participant observation and unstructured interviews are used in some instances and it may be where descriptive statistics may be appropriate (Welman and Kruger, 2004:183). According to Sekaran (2003:220), various data collection methods such as focus groups, case studies, documents, archival data, panels and interviews, lend themselves to quick analysis, but only provide qualitative information.

The qualitative method of research was used, since it was the most acceptable approach for the research study, which was to develop a normative framework for cultural tourism on the Cape Flats.

### **7.3.4 Extracting normative criteria from the literature**

This step focuses on concretising the essence of what was found in the literature in a coherent and comprehensive description of selected normative criteria, as found in the literature. Such normative criteria is extracted from the literature, which indicates knowledge and understanding on the part of the researcher pertaining to the research topic, the research problem and other objectives within the research.

### **7.3.5 Normative Survey Method**

Based on the research objective of this thesis, as described in Chapter One, and the brief discussion of the principal research methodologies above, the normative survey method is one of a number of possible research methodologies that can be used in research. The aim would be to develop a general understanding of the deficient state of a cultural tourism framework for the Cape Flats from a theoretical and normative perspective.

Leedy (1980:133-135) asserts that although the normative survey method is appropriate for data that is derived from observational situations, observation is not restricted to observation with physical vision (the eye). Millions of survey studies have been conducted in which observation has been by means of a questionnaire and in interview studies observation has been mainly with the ear rather than with the eye. In all observation instances, observation is accompanied by the making of a record and the record is always a part of the observation. This record of the preservation of facts may be in narrative form or in the form of tables, charts, graphs and other summary and trend-indicating techniques (Leedy:1980:133-135).

Leedy (1980:133-134) furnishes the following as a basic rule that governs the descriptive/normative survey method:

“... Nothing comes out at the end of a long and involved study, which is any better than the care, the precision, the consideration and the thought that went into the basic planning of the research design and the careful selection of the population. The results of a survey are no more trustworthy than the quality of

the population or the representativeness of the sample. Population parameters and sampling procedures are of paramount importance and become critical as factors in the success of the study ... “ (Leedy, 1980:109-110).

With recognition to the above basic rule and the particular need of all researchers to calculate all costs of both time and money in relation to their research survey, four salient characteristics of the normative/descriptive survey method that require attention in the research design stage, are described in the paragraphs that follow (Leedy:1980:134-135).

#### **7.4 EMPIRICAL SURVEY**

The empirical survey constitutes the second data stream in a research project. A research project is augmented by an empirical survey of a representative sample from a given research population, which pertains to the research area, is investigated by various means of data collection such as a questionnaire.

An empirical survey was conducted for this research study whereby research questionnaires were used to investigate respondents' opinions with regard to developing a normative framework for cultural tourism on the Cape Flats.

Samples were drawn randomly from the total population involved, which was considered to represent the tourism sector in the Western Cape.

The method of investigating was by way of self-administered questionnaires, which contained a set of dependent variables pertaining to guiding normative criteria for developing a framework for cultural tourism. Third year and fourth year tourism students studying at the Cape Peninsula University of Technology distributed questionnaires to participants. The questionnaire was emailed to tourism stakeholders such as Bed and Breakfast establishments, tour guides, tour operators and travel agencies.

Participation was on a voluntary basis and, in order to ensure confidentiality, participants were not required to include their names on the questionnaires.

Questionnaires were distributed with a covering page and once all the questionnaires were returned, the data was statistically analysed. The scientifically analysed data was processed to provide enough information to make a comprehensive and objective conclusion.

Responses to the questionnaires were recorded on a Likert-type five point scale by using the following responses, “strongly agree”, “agree”, “undecided”, “disagree” and “strongly disagree”. Both positive and negative scoring items were included in the questionnaire. Summarised opinions in relation to the various questions were graphically illustrated by using charts.

Interpretation and analysis of data consisted of capturing the data from all the questionnaires into meaningful numeric information, which was transformed onto an electronic database. Thereafter, the data was interpreted, by applying methods of analysis.

#### **7.4.1 Description of the research population**

The population for the research survey should be carefully chosen and clearly defined in collaboration with the statistician. In addition, measurable or quantifiable limits should be determined in order to set distinct limits on the population.

In order to determine the target population, a list of hotels, tour guides, bed and breakfast establishments, cultural attractions, travel agents, tour operators and event companies that operate in the Western Cape, were sourced from the Internet, Indaba 2006 and information booklets, which were obtained from the offices of Cape Town Tourism.

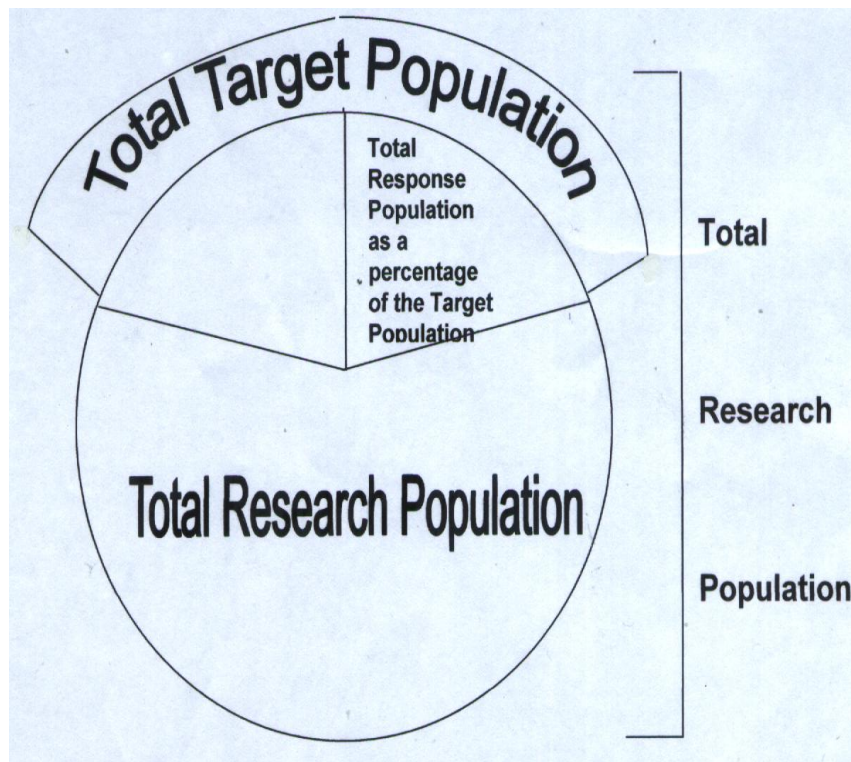
The following method of approaching the target population with the questionnaires was employed in order to obtain the highest possible response rate. Questionnaires were e-mailed to selected contacts amongst hotels, tour guides, bed and breakfast establishments, cultural attractions, travel agents, tour operators and event companies that operate in the Western Cape. Those tourism companies whose

questionnaires were outstanding, were reminded by numerous e-mails and telephone calls.

Assistance was obtained from a statistician at the Cape Peninsula University of Technology, who used a statistical computer programme to process the collected data and to generate various statistical results. Relative values pertaining to the set statements that emerged from the survey, were transferred in codified form to the computer database.

The research population can be conceptualised from a three-fold perspective, namely the total research population, the target population and the response population. Usually, the target population is the focus of the empirical survey, utilising questionnaires for the data collection process. The target population is usually determined as a random selection from the total research population. The response population is usually that percentage of respondents that completed and returned their questionnaires, expressed as a percentage of the target population, in particular, and of the total research population, in general. The relationship between the three types of research populations, is illustrated in Figure 7.1.

Figure 7.1 – Relationship between the three types of research populations



Source: Ferreira, IW (2007:5)

#### 7.4.2 Introduction of bias

There is a susceptibility to distortion of the data through the introduction of bias into the research design, thus particular attention should be given to methodology in order to safeguard against such bias.

According to Leedy (1980:161), bias may be defined as follows:

“ ... Bias is any influence, condition, or set of conditions, which, singly or together, cause distortion or aberration of the data from those which may have been obtained under the conditions of pure chance; furthermore, bias is any influence, which may have disturbed the randomness by which the choice of a sample population has been selected ... ” (Leedy, 1980:161).

In the light of the foregoing, the researcher should realise and acknowledge the possibility of biased data. Failure to recognise the possible effect that bias may have

had in distorting the collected data in a research study when analysing and interpreting the data, and when making inferences or formulating conclusions, may allow the integrity of the researcher to be questioned. This failure would demonstrate an immature approach to serious research, as nothing is gained by ignoring the possibility of bias.

In addition, facts cannot be forced to support research hypotheses as this is nothing else but denying realities that exist in the research situation. The researcher should strive to ensure that bias is limited to the minimum, and should allow facts to speak for themselves. However, bias should be accepted as an inevitable condition in most survey research studies by researchers, and they should not be unduly upset by its presence (Leedy, 1980:161-163).

## **7.5 QUESTIONNAIRE STRUCTURE AND DESIGN**

The design stage of a questionnaire is a complex task and requires constant revision. The wording and content should take into account the audience who will complete the questionnaire.

Taking into account the target audience, it was decided to structure the questionnaire with all closed – ended questions. The arrangement of the statements in the questionnaire had to take into account respondents would complete it. The intention was not to overwhelm respondents with sensitive statements in the beginning of the questionnaire. Locating sensitive statements in the initial stages of the questionnaire may inhibit respondents from completing it and thereby result in a poor response rate. Biographical statements were located at the end of the questionnaire.

With regard to the design of the questionnaire, it was decided to have it fully structured as far as possible with no use made of open-ended statements. Sequencing of the statements was also of importance, since beginning the questionnaire with threatening/sensitive statements may stop respondents before they have even started and resulted in an extremely poor response rate (Ferreira,1996: 279-296).

According to Rossi (1983:84), it is necessary for a questionnaire to satisfy three objectives:

- It should meet the aims of the research.
- It should reflect accurate information regarding the research study.
- It should be executable within the time and resources available

(Rossi, 1983:84).

In survey research both structured (also called closed) questions and open-ended (also called unstructured or free response) questions may be used. However, in order to facilitate the response rate and analysis of the returned questionnaires, it was regarded as advisable to use structured questions as they are more economical and less time-consuming to administer. According to Rossi (1983:124), a structured question is:

“... a question that contains specific mutually exclusive categories of responses from which the respondent selects a category that best suits his response ...” (Rossi, 1983:124).

An open-ended question is a question that requires the respondent to write down a response word-for-word. They are time-consuming, uneconomical and usually result in respondent fatigue setting in as they require considerable thinking and thus have a demotivating effect, which often results in a poor response rate. Their use should, therefore, be kept to a minimum although they may provide the researcher with insight into the situation that is researched, which is not usually obtainable with structured questions. In addition, open-ended questions are difficult to analyse as no meaningful system of classification can be selected in advance, as the researcher is not able to anticipate various responses to open-ended questions (Rossi, 1983:42-43).

In the design and structure of the questionnaire, two concepts were introduced, namely independent variables and dependent variables. Landman (1988:98) describes these two terms as follows:



In a survey research, closed-ended and open-ended questions may be utilised in the questionnaire. In order to improve response rate and analysis of the completed returned questionnaires, it was considered advisable to use closed-ended or structured questions as they are less time-consuming to administer. On the contrary, open-ended or unstructured questions require the respondent to write down a response. The criticism levelled against open-ended statements in a questionnaire, is that it is time consuming, result in respondent fatigue as they require considerable reflection before answering, and thus have a demotivating effect, which often results in a poor response rate (Marais et al, 1992:45).

The questionnaire was finalised after meeting with the study supervisor, co-supervisor and statistician. The arduous task of compiling the questionnaire resulted in a document that was presented to potential respondents amongst tour operators, travel agents, hotel managers, bed and breakfast establishments, tour guides and community members on the Cape Flats.

In the design of the questionnaire, two concepts, namely independent and dependant variables, were introduced.

### **7.5.1 Independent variables**

Independent variables are the presumed cause or variable that takes place **first**. In experimentation, the manipulated variable is the independent variable. It is under the direct control of the researcher, who may vary it in any way desired. Independent variables are the conditions or characteristics that the researcher manipulates in an attempt to ascertain their relationship to observed phenomena (Landman, 1988:98). For the purposes of this study, independent variables of the questionnaire were determined as the target population for the survey and biographical details of respondents, as presented in the questionnaire.

According to Welman and Kruger (2001: 13), the independent variable is that factor, which the researcher selects and manipulates in order to determine its effect on the observed phenomenon or problem under investigation. The researcher is interested to see how the independent variable affects other variables that are studied.

Independent variables are the conditions or characteristics that researchers manipulates in their attempt to ascertain their relationship to observed phenomena (Babbie, 1992: 238). For the purpose of this study, the independent variables of the questionnaire were determined to be the biographical details of the respondents, the sector in which they are currently employed in the tourism industry, tour guide, community member, age, language group and gender.

The self-administered route decided upon proved to be the correct one, and one that yielded an acceptable response rate. Had other methodologies been employed only, an extremely low response rate would have resulted.

While not ideal, and because of time constraints, it was decided in consultation with the statistician to commence the statistical analysis of the questionnaires after 1639 responses had been received. This response figure indicates the achievement of an 82% overall response percentage in terms of the 2 000 questionnaires that were distributed to the target population.

The questionnaire, in respect of the independent variables, was distributed to the following relative to their employment status, tourism practitioner, student, educator and other status. Respondents had to indicate their particular tourism sub-sector in which they worked or studied, for example:

- bed and breakfast/guest houses;
- conservation and tourism guiding;
- cultural/natural tourism attractions;
- destinations and tourism marketing;
- food and beverage;
- government sector;
- hotels and resorts;
- meetings, conferences, conventions, events and entertainment;
- sports, recreation and fitness;
- tour operations and information services, tourism administration and authorities;

- travel agent and travel services; and
- other (consultants, students, and so on).

Respondents also had to indicate their experience within the tourism industry in terms of years, their gender, as well as language and age groups, which were critical for administering the questionnaire and interpretation and articulation of the data analysis.

The research findings are based on 1 639 usable, completed questionnaires, which were received from respondents.

With assistance from the resident statistician at CPUT, who processed the collected data and generated various statistical results, relative values pertaining to the set statements that emerged from the survey were depicted in codified form and appropriately described and interpreted.

### **7.5.2 Dependent variables**

Dependent variables, according to Landman (1988:98), are those variables that may have the presumed effect, or that which takes place **second**. The variable to which subjects will be asked to respond is called a dependent variable; its effect depends upon the presence, absence, or quantity of the independent variable. For the purposes of this study, dependent variables were determined as the attitudinal responses to aspects pertaining to the development of a human resource policy framework for tourism from a theoretical and normative perspective.

The measuring instrument decided upon, namely the five-point Likert scale of response, as described by Zimbardo-Ebbeson (1969:125), was used for the questionnaire. According to this method, a person's attitude score is the sum of his individual ratings. The opinion, per statement to be tested, is rated on a five-point Likert scale and was adapted for the dependent variable statements.

According to Welman and Kruger (2001: 14), the dependent variable is that factor, which the researcher observes and measures to determine what effect the independent variable has on it. They further observe that the dependent variable will change as a result of variations in the independent variable.

For the purpose of this study, the dependent variables were determined as the attitudinal responses to aspects that were included in the questionnaire in the form of 77 statements. The questionnaire was divided into two main sections, namely:

Section A (Independent variables), which requested biographical details, information pertaining to the sector of employment in the tourism industry, age, language preference and gender.

Section B (Dependent variables) dealt with attitudes. This section was divided into seventy one basic statements (see attached questionnaire).

The measuring instrument decided upon was the five-point Likert scale of response, in consultation with the statistician. At present, it is the most popular type of scale in the social sciences (Welman & Kruger 2001: 150). The Likert scale may be used for multi-dimensional attitudes, which is not possible with the other attitude scales. The opinion, per statement to be tested, is rated on a five-point Likert scale and was adapted for the dependent variable statements as follows:

Rating value:

1 = Strongly disagree

2 = Disagree;

3 = Undecided;

4 = Agree; and

5 = Strongly agree.

(Welman and Kruger, 2001: 150).

## **7.6 THE PERSONAL INTERVIEW (SELF-ADMINISTERED METHOD)**

According to Ferreira (1996: 279-296), the questionnaire is the usual measuring instrument used in order to ensure collection of reliable structured data needed for analysis and interpretation in a research study. It records and preserves facts that are part of the observation. Among three methods of using the questionnaire to gather data, which are mentioned here, namely the postal survey, the telephone survey and the personal interview (self-administered method), the personal interview method (self-administered), is explained in the paragraphs that follow.

For the purpose of this study it was decided to make use of the self-administered survey, which was regarded as the most reliable survey method in the light of the relative complexity of the issues that were covered in the questionnaire. In this instance, the self-administered survey was considered the best method under the circumstances because the researcher would have had the opportunity to be present to reassure the respondent about the anonymity and harmlessness of the questionnaire. Being in an interview situation, the respondent could be assisted, without being influenced in any way, to complete the questionnaire with the least wastage of time (Ferreira, 1996: 279-296).

In the above context, the self-administered questionnaire has additional advantages, which include the following:

- As all questionnaires are identical, it provides a homogeneous stimulus to the potential respondent and eliminates the possibility of the impersonal effect encountered in both the telephone and postal survey.
- The purpose and scope of the questionnaire could rapidly be explained by the researcher without any attitudinal influencing to the potential respondent who would then be free to decide whether he or she wants to complete the questionnaire or not.

- It was projected that in a relatively short time, data may be obtained from a large number of people over a vast geographical area.

## **7.7 INTERPRETATION OF THE FINDINGS OF THE STATISTICAL ANALYSIS**

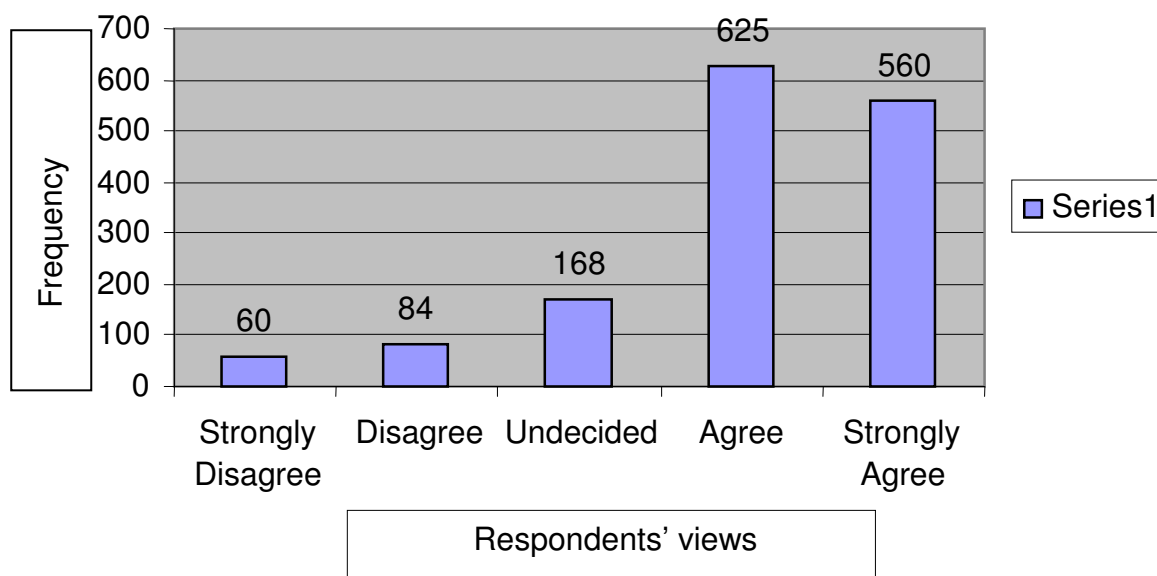
Welman and Kruger (2001:194) remark that data analysis, by means of statistical techniques, helps us to investigate variables and their effect, relationship and patterns of involvement within this world.

A total of 1 639 completed questionnaires were received from respondents, which is 82 % of the overall response rate in respect of the 2 000 questionnaires, which were distributed to tourism stakeholders in the Western Cape and the community of the Cape Flats. A number of questionnaires distributed electronically via email to tourism stakeholders and the response was poor. An alternative approach was implemented, which delivered the desired outcome. The questionnaires were hand delivered to tourism stakeholders and community members and by students who volunteered their services to the researcher. Responses varied from person to person towards the given statements / questions and not all respondents responded to all seventy seven statements of the questionnaire.

The following bar graphs show the frequency distribution of the responses to each statement with an appropriate explanation in respect of the significance of the response result for each statement.

Graph 7.1: Frequency distribution

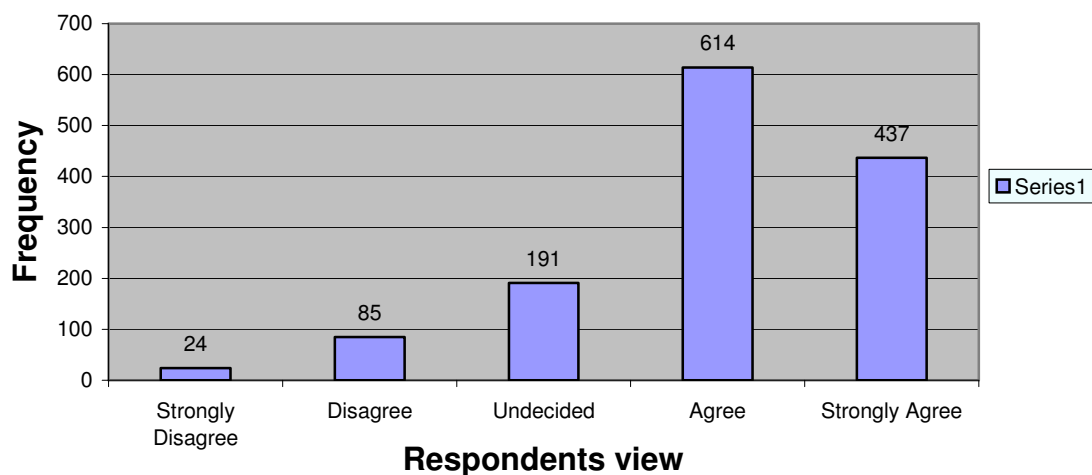
**Statement 1.1 - A normative framework for cultural tourism with respect to its implementation on the Cape Flats becomes a responsibility of the Government (National and Provincial)**



Responses to Statement 1.1 indicate that 38.1% and 34.2% (72.3%) of respondents agreed and strongly agreed, respectively, that a normative framework for cultural tourism with respect to its implementation on the Cape Flats becomes a responsibility of the National and Provincial Government, while 10.3% were uncertain, 5.6% and 4% (9.6%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour amongst respondents that the implementation of cultural tourism on the Cape Flats becomes a responsibility of National and Provincial Government.

Graph 7.2: Frequency distribution

**Statement 1.2 - A normative framework for cultural tourism with respect to its implementation on the Cape Flats becomes a responsibility of Tourism stakeholders**

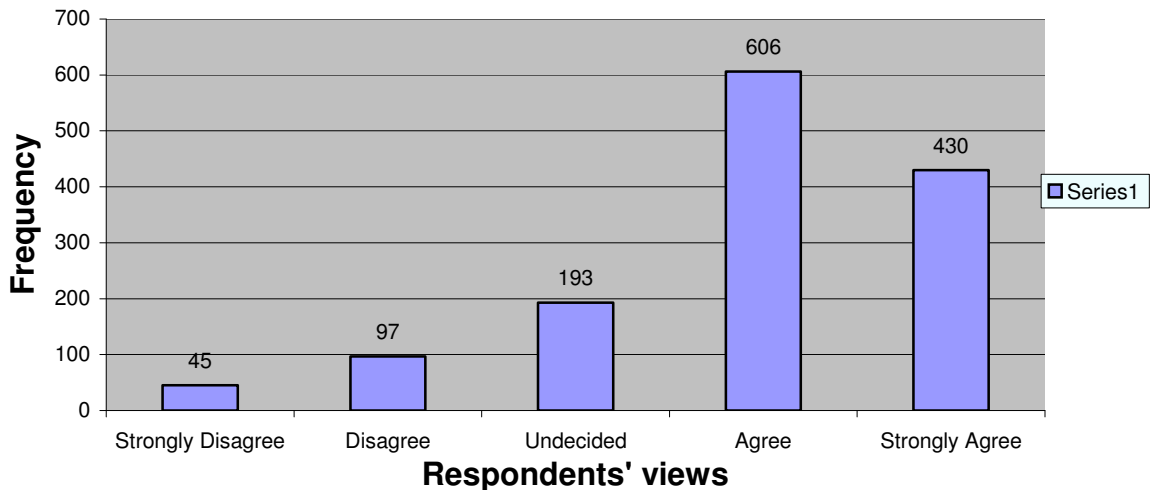


Responses to Statement 1.2 indicate that 45.4% and 32.3% (77.7%) of respondents agreed and strongly agreed, respectively, that a normative framework for cultural tourism with respect to its implementation on the Cape Flats becomes a responsibility of tourism stakeholders, while 14.1% were undecided, 6.3% and 1.8% (8.1%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant understanding amongst respondents in favour of the statement that the implementation of cultural tourism on the Cape Flats becomes a responsibility of tourism stakeholders.



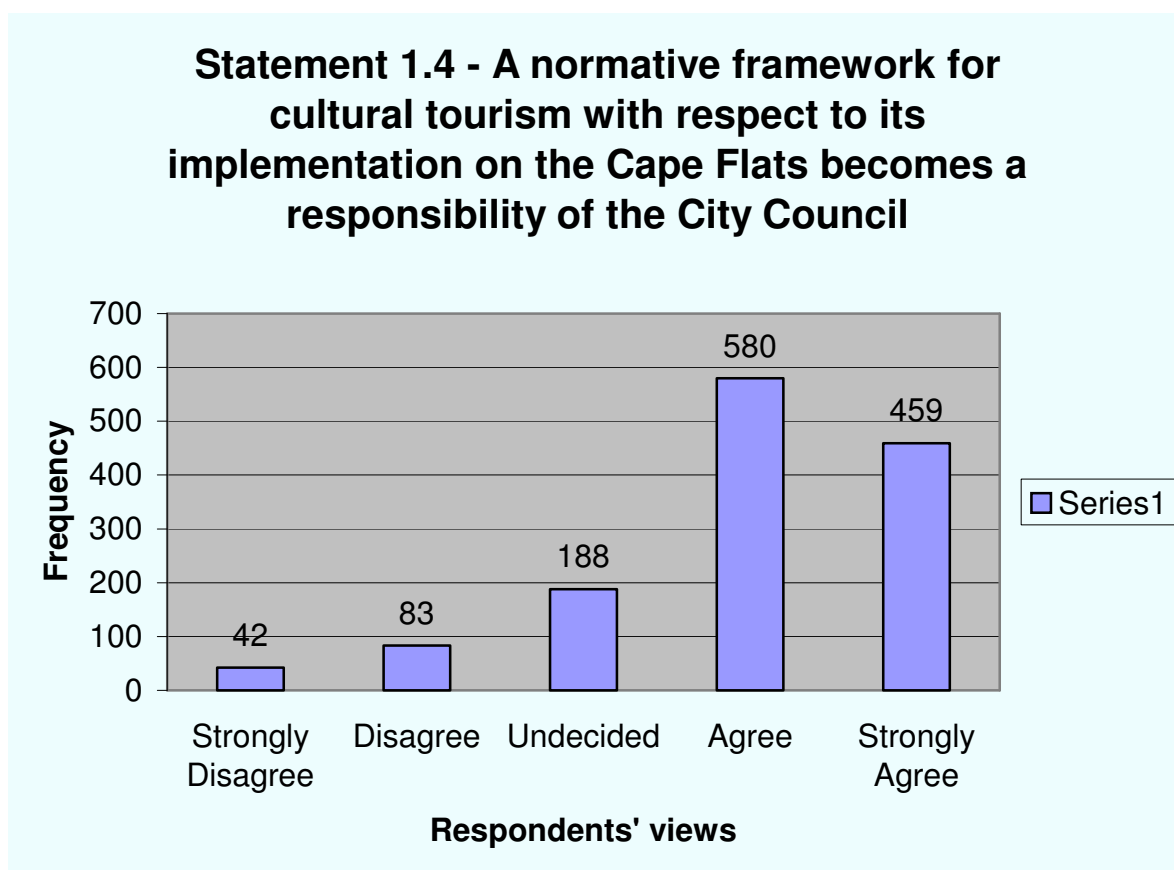
Graph 7.3: Frequency distribution

**Statement 1.3 - A normative framework for cultural tourism with respect to its implementation on the Cape Flats becomes a responsibility of the community**



Responses to Statement 1.3 indicate that 44.2% and 31.4% (75.6%) of respondents agreed and strongly agreed, respectively, that a normative framework for cultural tourism with respect to its implementation on the Cape Flats becomes a responsibility of the community, while 14.1% were uncertain, 7.1% and 3.3% (10.4%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour amongst respondents that the implementation of cultural tourism on the Cape Flats becomes a responsibility of the community.

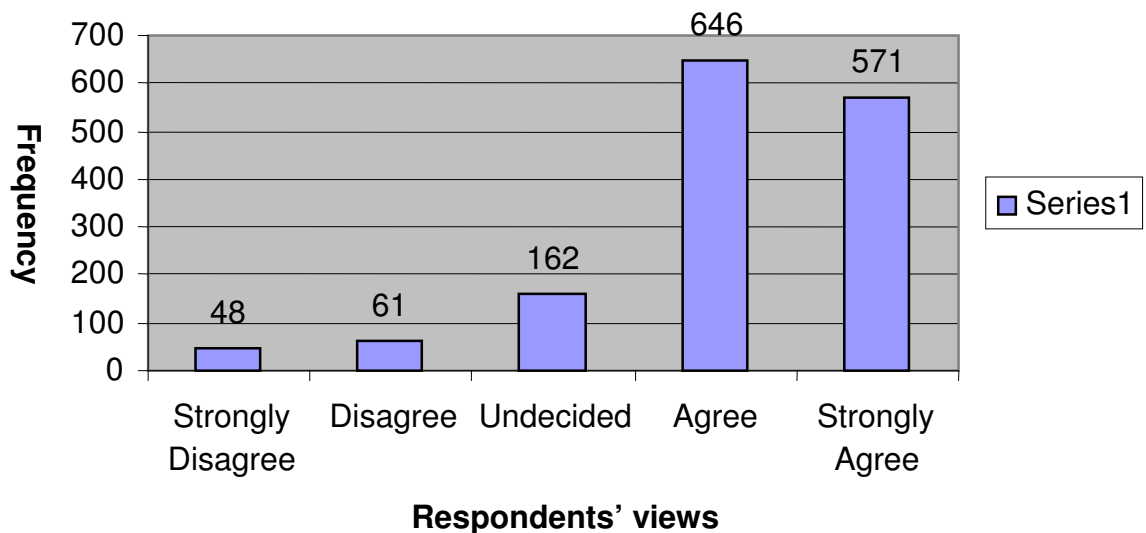
Graph 7.4: Frequency distribution



Responses to Statement 1.4 indicate that 42.9% and 33.9% (76.8%) of respondents agreed and strongly agreed, respectively, that a normative framework for cultural tourism with respect to its implementation on the Cape Flats becomes a responsibility of the City Council, while 13.9% were undecided, 6.1% and 3.1% (9.2%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant agreement amongst respondents in favour of the statement that implementation of cultural tourism on the Cape Flats becomes a responsibility of the City Council.

Graph 7.5: Frequency distribution

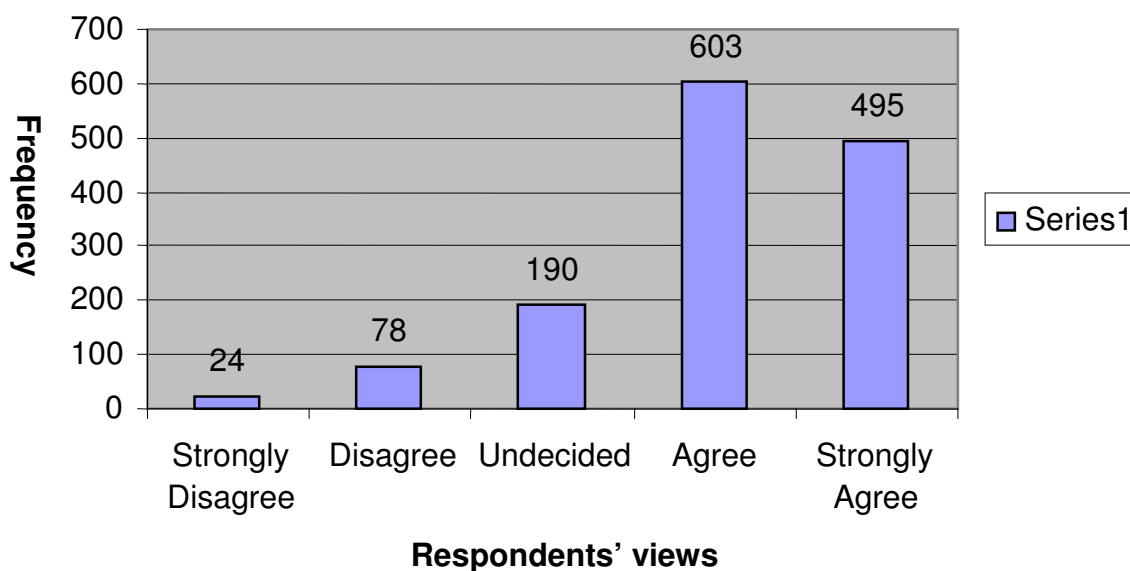
**Statement 2.1 - A normative framework for cultural tourism is designed and intended to attract tourists to the Cape Flats**



Responses to Statement 2.1 indicate that 43.4% and 38.4% (81.8%) of respondents agreed and strongly agreed, respectively, that a normative framework for cultural tourism is designed and intended to attract tourists to the Cape Flats, while 10.9% were uncertain, 4.1% and 3.2% (7.3%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in agreement amongst respondents that the implementation of a normative framework for cultural tourism is designed and intended to attract tourists to the Cape Flats.

Graph 7.6: Frequency distribution

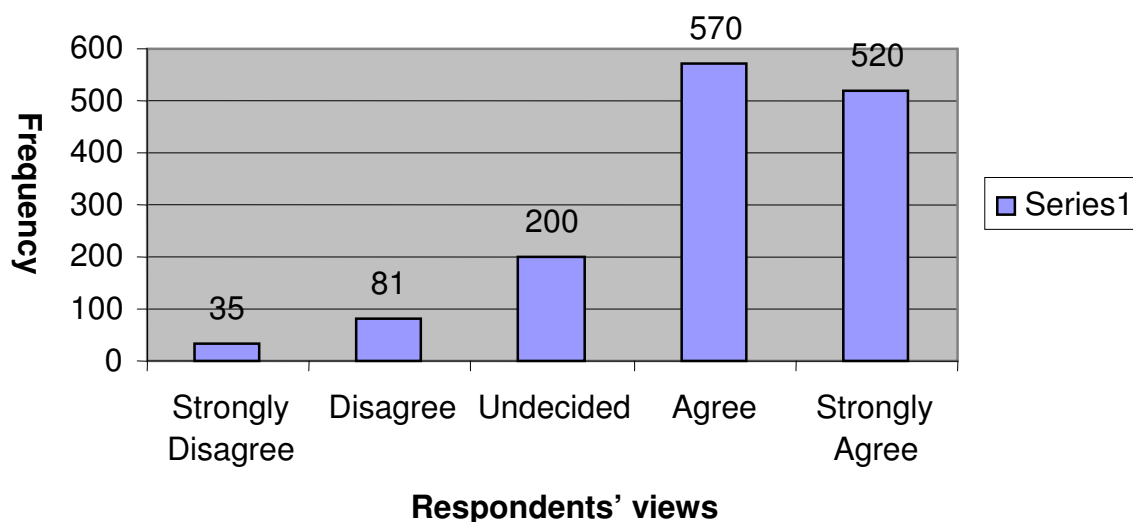
**Statement 2.2 - A normative framework for cultural tourism is designed and intended to develop cultural facilities**



Responses to Statement 2.2 indicate that 43.4% and 35.6% (79%) of respondents agreed and strongly agreed, respectively, that a normative framework for cultural tourism is designed and intended to develop cultural facilities on the Cape Flats, while 13.7% were uncertain, 5.5% and 1.7% (7.2%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in agreement amongst respondents that the implementation of a normative framework for cultural tourism is designed and intended to develop cultural facilities on the Cape Flats.

Graph 7.7: Frequency distribution

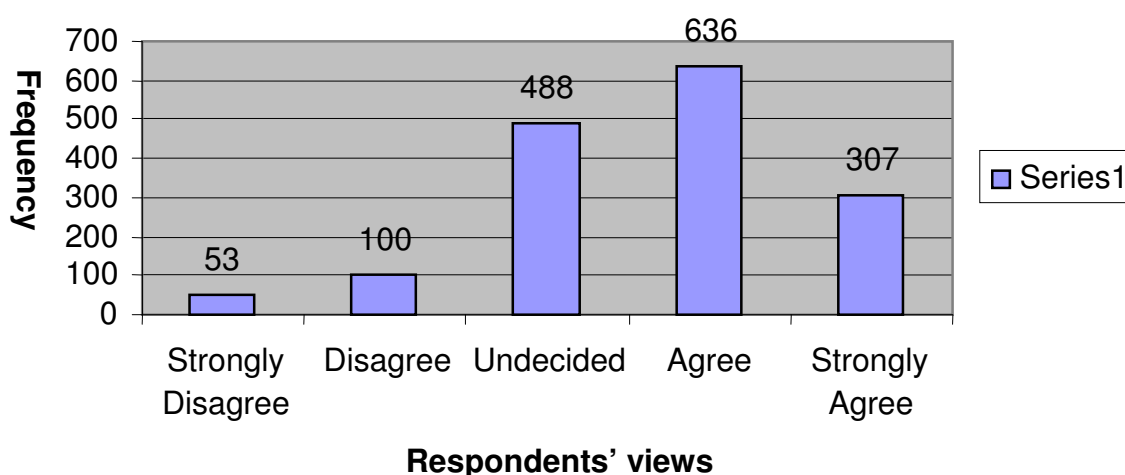
**Statement 2.3 - A normative framework for cultural tourism is designed and intended to develop infrastructure on the Cape Flats**



Responses to Statement 2.3 indicate that 40.5% and 37% (77.5%) of respondents agreed and strongly agreed, respectively, that a normative framework for cultural tourism is designed and intended to develop infrastructure on the Cape Flats, while 14.2% were uncertain, 5.8% and 2.5% (8.3%) disagreed and strongly disagreed respectively with the statement. This result shows a significant tendency in agreement amongst respondents that the implementation of a normative framework for cultural tourism is designed and intended to develop infrastructure on the Cape Flats.

Graph 7.8: Frequency distribution

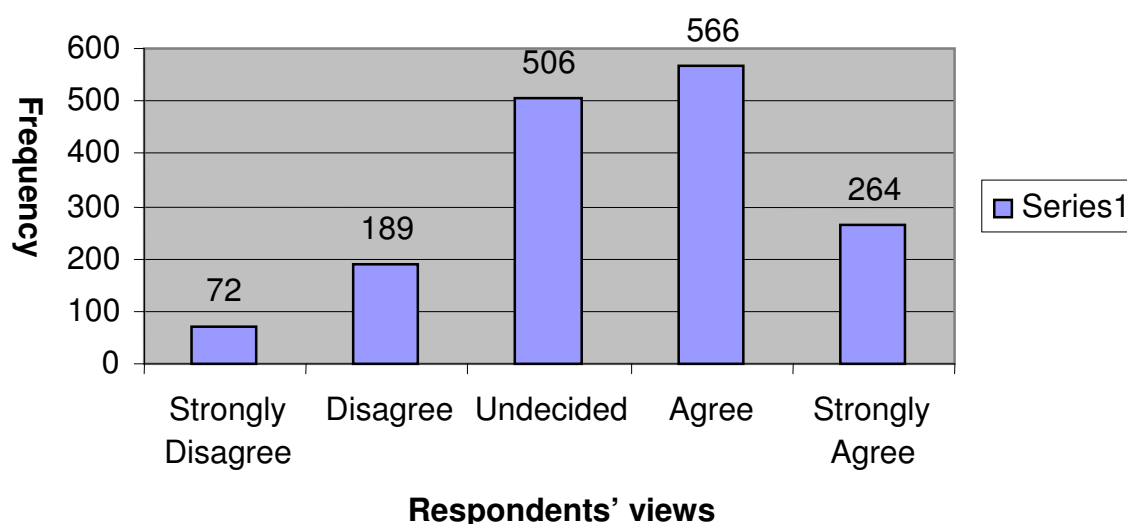
**Statement 3 - The South African Constitution provides a normative framework promoting the empowering of communities through tourism initiatives such as cultural tourism**



Responses to Statement 3 indicate that 40.2% and 19.4% (59.6%) of respondents agreed and strongly agreed, respectively, that the South African Constitution provides a normative framework promoting the empowering of communities through tourism initiatives such as cultural tourism, while 30.8% were undecided, 6.3% and 3.3% (9.6%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant agreement amongst respondents in favour of the statement that the South African Constitution provides a normative framework promoting the empowering of communities through tourism initiatives such as cultural tourism.

Graph 7.9: Frequency distribution

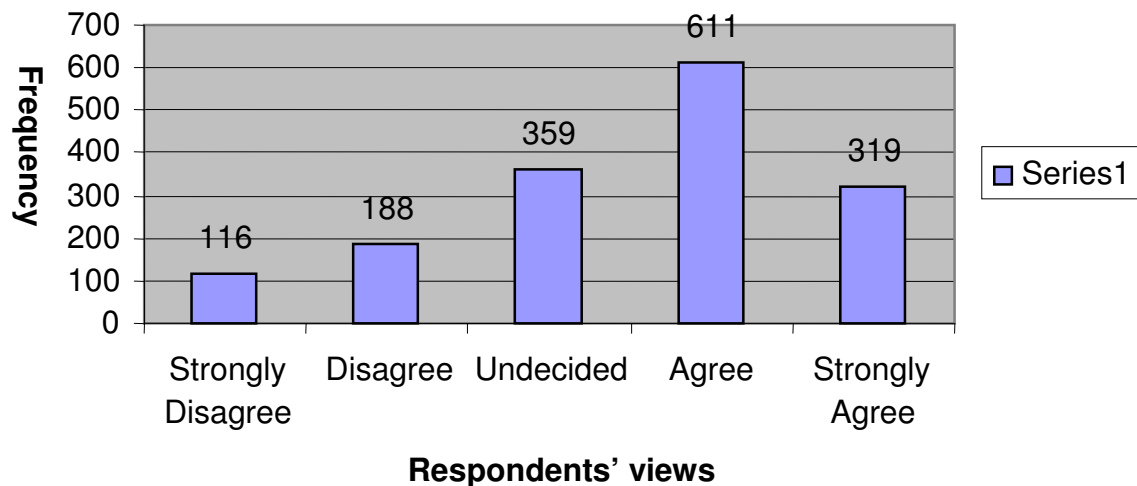
**Statement 4 - The vision of the GEAR policy document of 1998 – 2000 is to develop the tourism sector as a national priority**



Responses to Statement 4 indicate that 35.4% and 16.5% (51.9%) of respondents agreed and strongly agreed, respectively, that the vision of the GEAR policy document of 1998 – 2000 (Tourism in Growth, Employment and Redistribution) is to develop the tourism sector as a national priority. Currently, no visible improvement with respect to employment and redistribution of resources has taken place within the tourism sector, while 31.7% were undecided, 11.8% and 4.5% (16.3%) disagreed and strongly disagreed, respectively, with the statement. This result shows an agreement amongst respondents that the vision of the GEAR policy document of 1998 – 2000 (Tourism in Growth, Employment and Redistribution) is to develop the tourism sector as a national priority, but no visible improvement with respect to employment and redistribution of resources has taken place within the tourism sector.

Graph 7.10: Frequency distribution

**Statement 5 - The City of Cape Town lacks the capacity to support the Cape Flats community when envisaging developing and promoting cultural tourism on the Cape Flats**

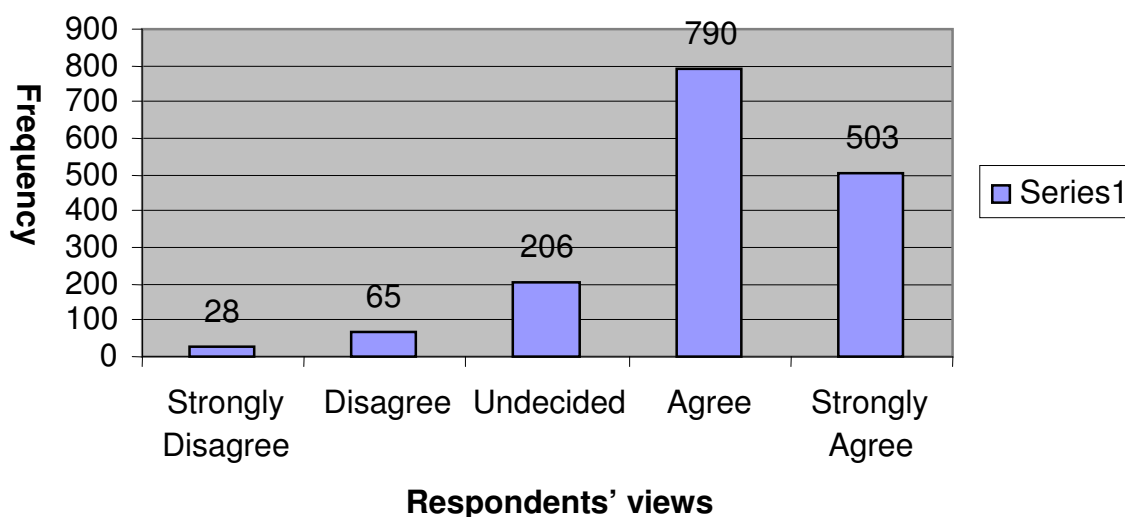


Responses to Statement 5 indicate that 38.4% and 20% (58.4%) of respondents agreed and strongly agreed, respectively, that the City of Cape Town lacks the capacity to support the Cape Flats community when envisaging developing and promoting cultural tourism on the Cape Flats, while 22.5% were undecided, 11.8% and 7.3% (19.1%) disagreed and strongly disagreed, respectively, with the statement. This result shows an agreement amongst respondents that the City of Cape Town lacks the capacity to support the Cape Flats community when envisaging developing and promoting cultural tourism on the Cape Flats.



Graph 7.11: Frequency distribution

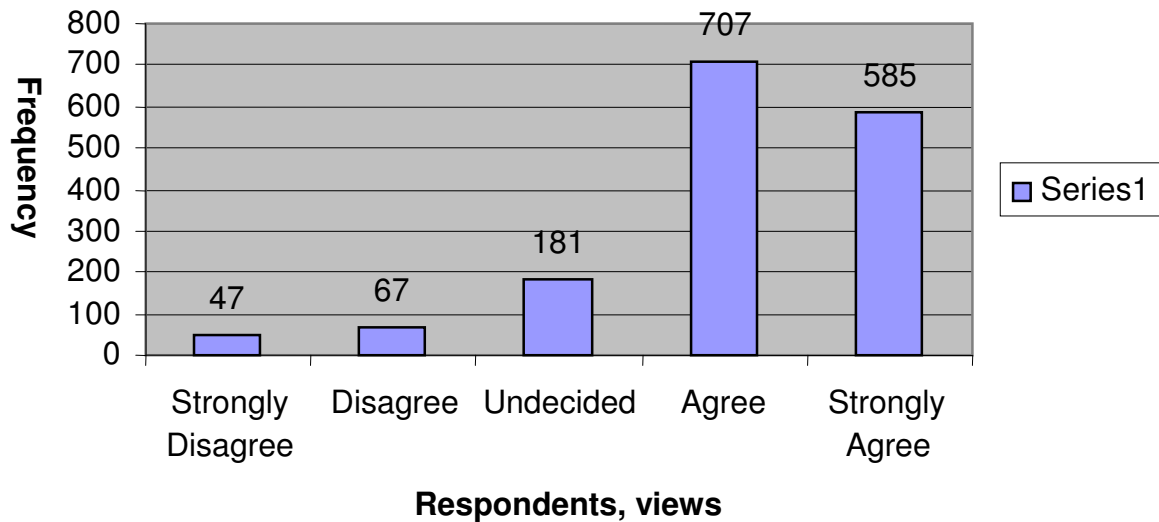
**Statement 6 - Business entities on the Cape Flats  
that cater for the cultural tourist will benefit  
financially**



Responses to Statement 6 indicate that 49.6% and 31.6% (81.2%) of respondents agreed and strongly agreed, respectively, that business entities on the Cape Flats that cater for the cultural tourist, will benefit financially, while 12.9% were undecided, 4.1% and 1.8% (5.9%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that business entities on the Cape Flats catering for the cultural tourist, will benefit financially.

Graph 7.12: Frequency distribution

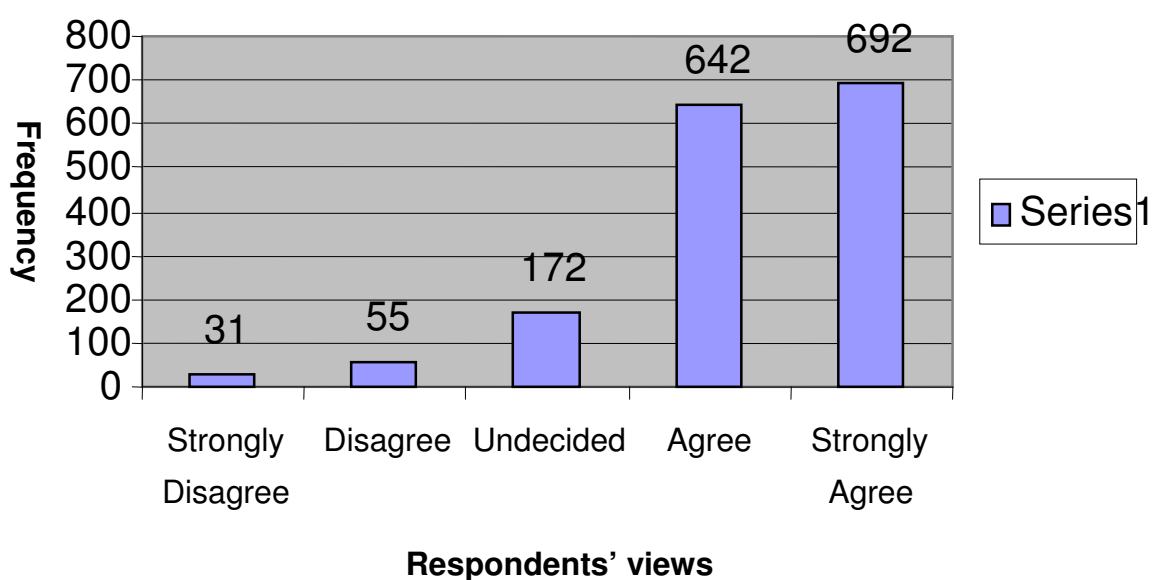
**Statement 7 - Cultural tourism on the Cape Flats  
will result in infrastructure improvement on  
the Cape Flats.**



Responses to statement 7 indicate that 44.5% and 36.9% (81.4%) of respondents agreed and strongly agreed, respectively, that cultural tourism on the Cape Flats will result in infrastructure improvement on the Cape Flats, while 11.4% were undecided, 4.2% and 3% (7.2%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that cultural tourism on the Cape Flats will result in infrastructure improvement on the Cape Flats.

Graph 7.13: Frequency distribution

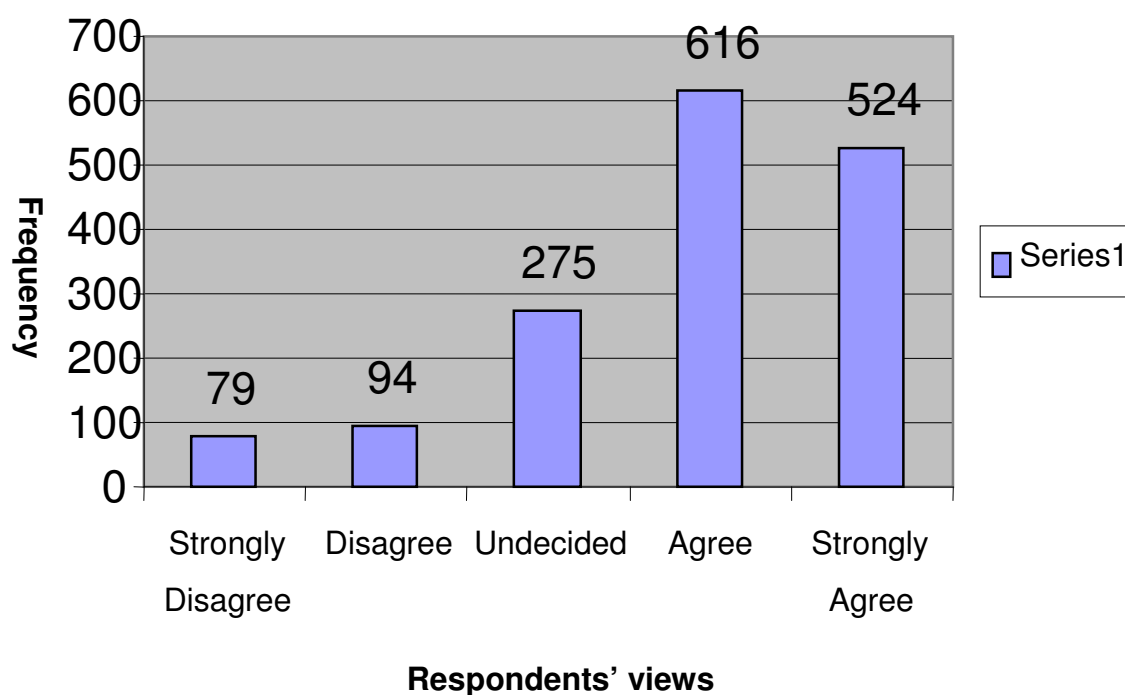
**Statement 8 - Community members on the Cape Flats should be trained in hospitality subjects by accredited institutions and offered employment in the tourism sector on the Cape Flats**



Responses to Statement 8 indicate that 40.3% and 43.5% (83.8%) of respondents agreed and strongly agreed, respectively, that community members on the Cape Flats should be trained in hospitality subjects by accredited institutions and offered employment in the tourism sector on the Cape Flats, while 10.8% were undecided, 3.5% and 1.9% (5.4%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that community members on the Cape Flats should be trained in hospitality subjects by accredited institutions and offered employment in the tourism sector on the Cape Flats.

Graph 7.14: Frequency distribution

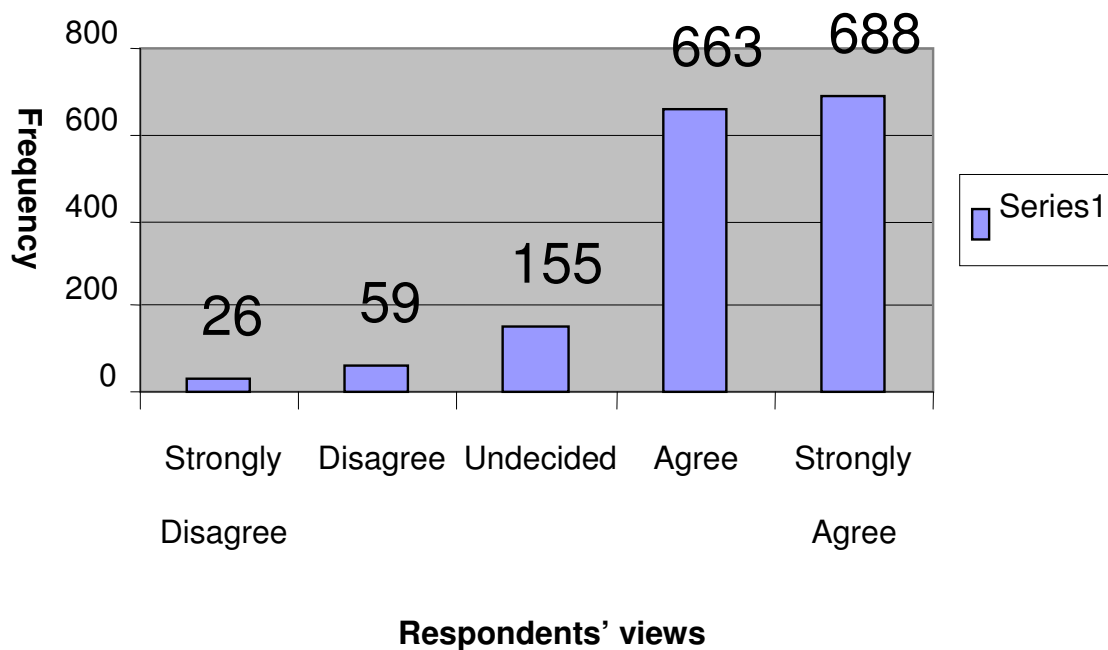
**Statement 2.2.1 - The Cape Flats should be marketed globally as a destination where different cultures meet and co-exist in harmony.**



Responses to Statement 2.2.1 indicate that 38.8% and 33% (71.8%) of respondents agreed and strongly agreed, respectively, that the Cape Flats should be marketed globally as a destination where different cultures meet and co-exist in harmony, while 17.3% were undecided, 5.9% and 5% (10.9%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that the Cape Flats should be marketed globally as a destination where different cultures meet and co-exist in harmony.

Graph 7.15: Frequency distribution

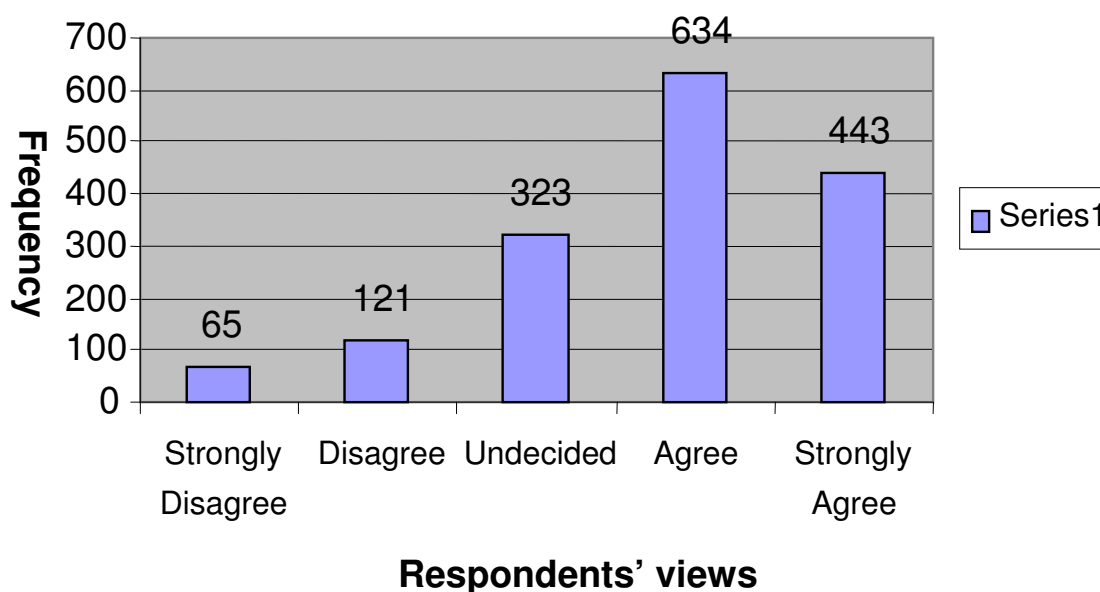
**Statement 2.2.2 - The introduction of cultural  
tourism on the Cape Flats will create job  
opportunities.**



Responses to Statement 2.2.2 indicate that 41.6% and 43.2% (84.8%) of respondents agreed and strongly agreed, respectively, that the introduction of cultural tourism on the Cape Flats will create job opportunities, while 9.7% were undecided, 3.7% and 1.6% (5.3%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that the introduction of cultural tourism on the Cape Flats will create job opportunities.

Graph 7.16: Frequency distribution

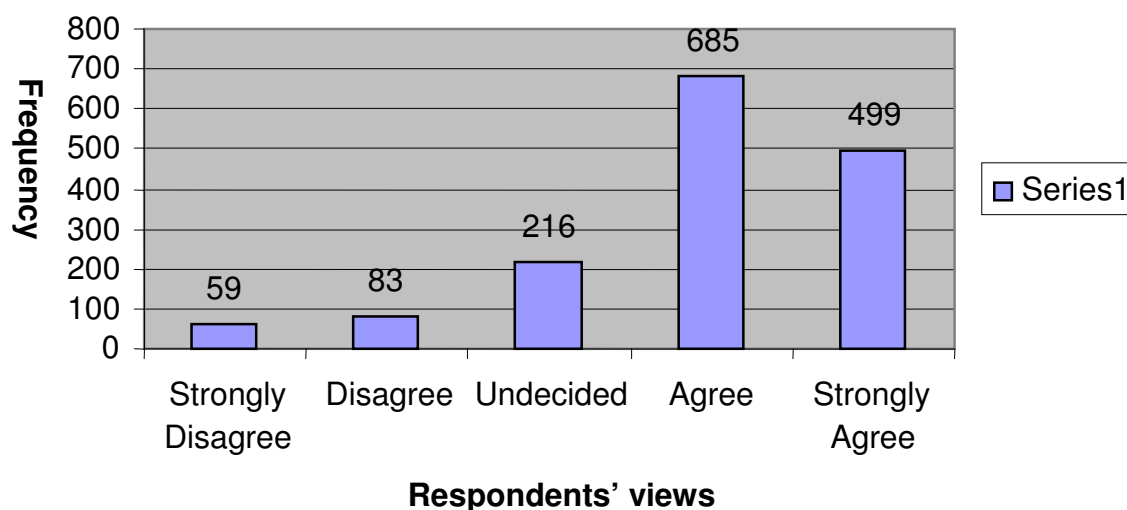
**Statement 2.2.3 - Tourist guides have knowledge pertaining to the culture, art, music and history of the Cape Flats, enabling them to conduct cultural tours**



Responses to Statement 2.2.3 indicate that 39.9% and 27.9% (67.8%) of respondents agreed and strongly agreed, respectively, that tour guides have knowledge pertaining to the culture, art, music and history of the Cape Flats, enabling them to conduct cultural tours, while 20.3% were undecided, 7.6% and 4.1% (11.7%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that tour guides have knowledge pertaining to the culture, art, music and history of the Cape Flats, enabling them to conduct cultural tours.

Graph 7.17: Frequency distribution

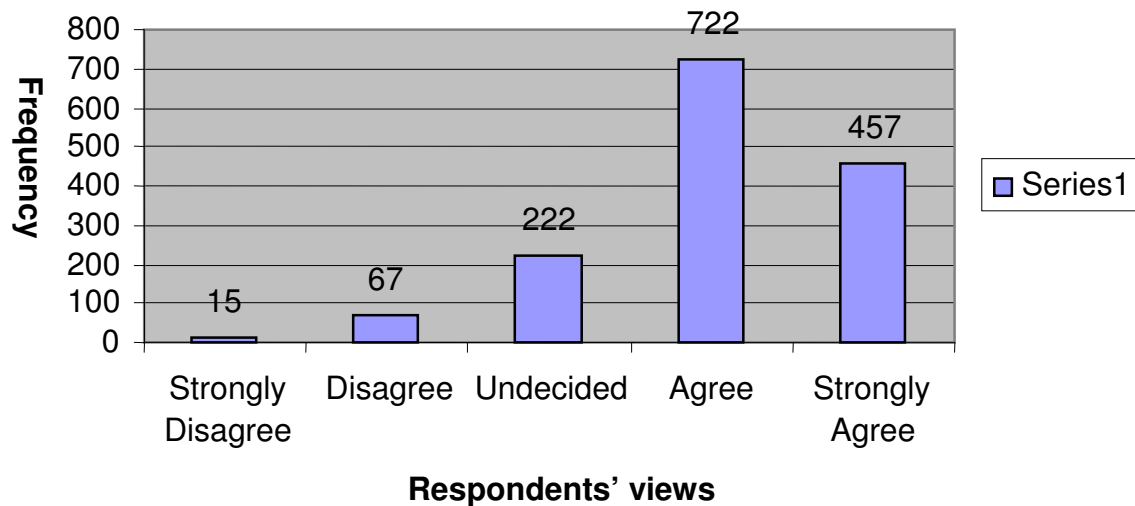
**Statement 2.4.1 - In your view, the following stakeholders will derive benefit from the introduction of cultural tourism on the Cape Flats: Community members on the Cape Flats**



Responses to Statement 2.4.1 show that 44.4% and 32.4% (76.8%) of respondents agreed and strongly agreed, respectively, that stakeholders such as community members will derive benefit from the introduction of cultural tourism on the Cape Flats, while 14% were undecided, 5.4% and 3.8% (9.2%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that stakeholders such as community members will derive benefit from the introduction of cultural tourism on the Cape Flats.

Graph 7.17: Frequency distribution

**Statement 2.4.2 - In your view, the following stakeholders will derive benefit from the introduction of cultural tourism on the Cape Flats: Tour operators**

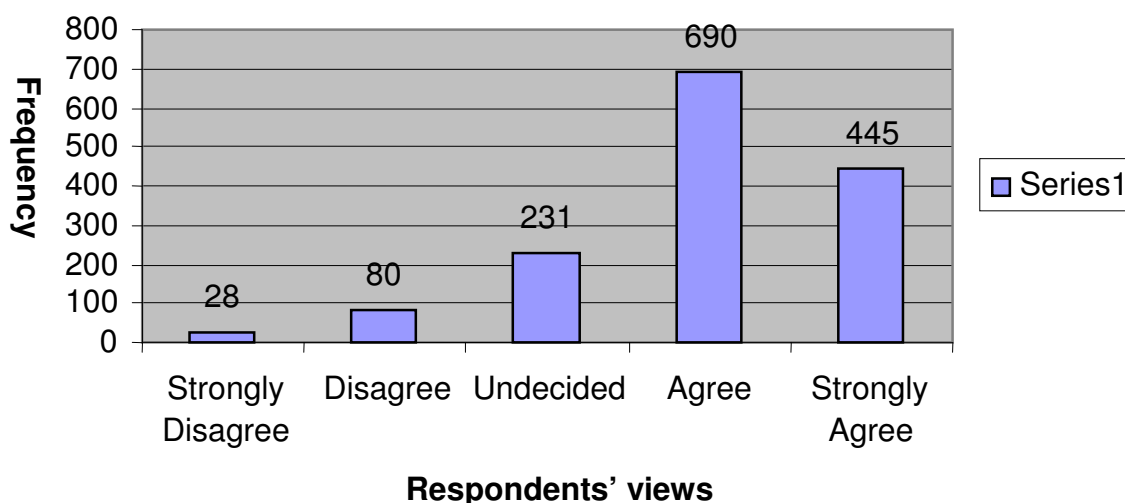


Responses to Statement 2.4.2 show that 48.7% and 30.8% (79.5%) of respondents agreed and strongly agreed, respectively, that stakeholders such as tour operators will derive benefit from the introduction of cultural tourism on the Cape Flats, while 15% were undecided, 4.5% and 1% (5.5%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that stakeholders such as tour operators will derive benefit from the introduction of cultural tourism on the Cape Flats.



Graph 7.18: Frequency distribution

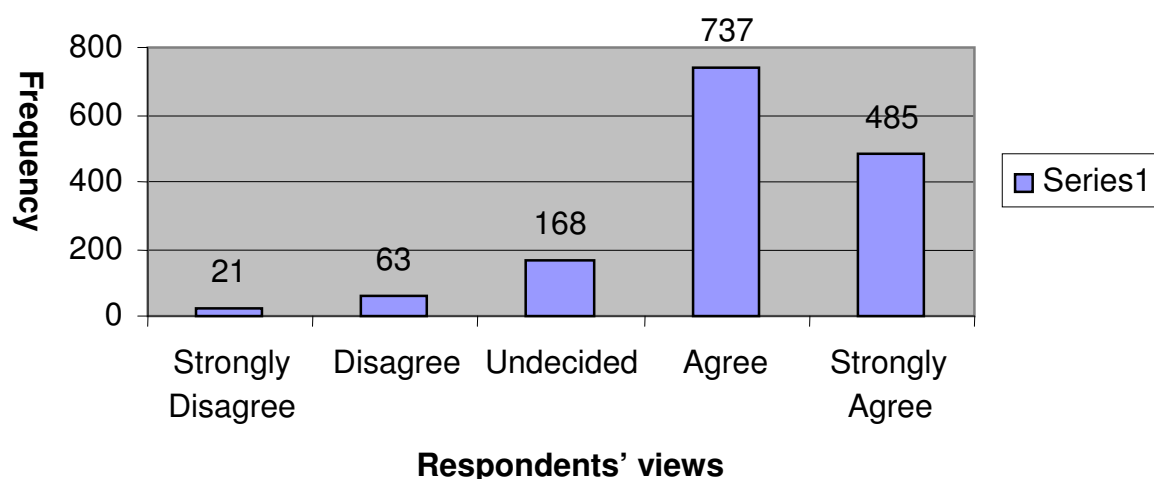
**Statement 2.4.3 - In your view, the following stakeholders will derive benefit from the introduction of cultural tourism on the Cape Flats: Accommodation establishments**



Responses to Statement 2.4.3 indicate that 46.8% and 30.2% (77%) of respondents agreed and strongly agreed, respectively, that stakeholders such as accommodation establishments will derive benefit from the introduction of cultural tourism on the Cape Flats, while 15.7% were undecided, 5.4% and 1.9% (7.3%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that stakeholders such as accommodation establishments will derive benefit from the introduction of cultural tourism on the Cape Flats.

Graph 7.19: Frequency distribution

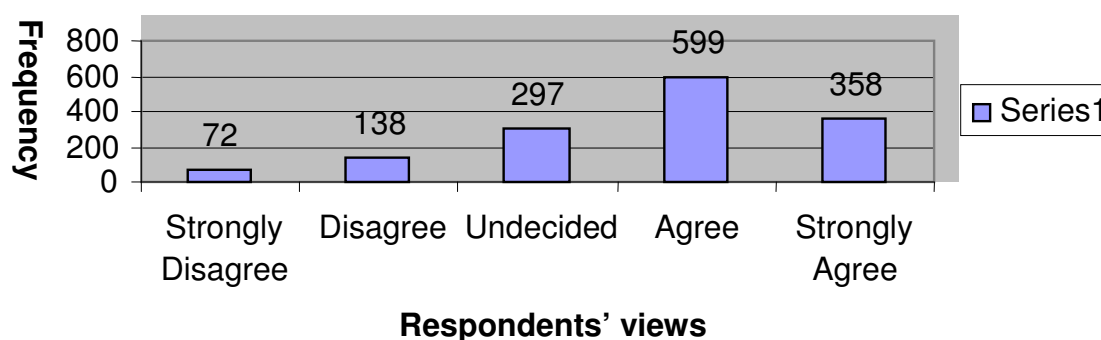
**Statement 2.4.4 - In your view, the following stakeholders will derive benefit from the introduction of cultural tourism on the Cape Flats: Cultural offering sites - museums, arts & crafts and so on**



Responses to Statement 2.4.4 indicate that 50% and 32.9% (82.9%) of respondents agreed and strongly agreed, respectively, that stakeholders such as cultural offering sites will derive benefit from the introduction of cultural tourism on the Cape Flats, while 11.4% were undecided, 4.3% and 1.4% (5.7%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that stakeholders such as cultural offering sites will derive benefit from the introduction of cultural tourism on the Cape Flats.

Graph 7.20: Frequency distribution

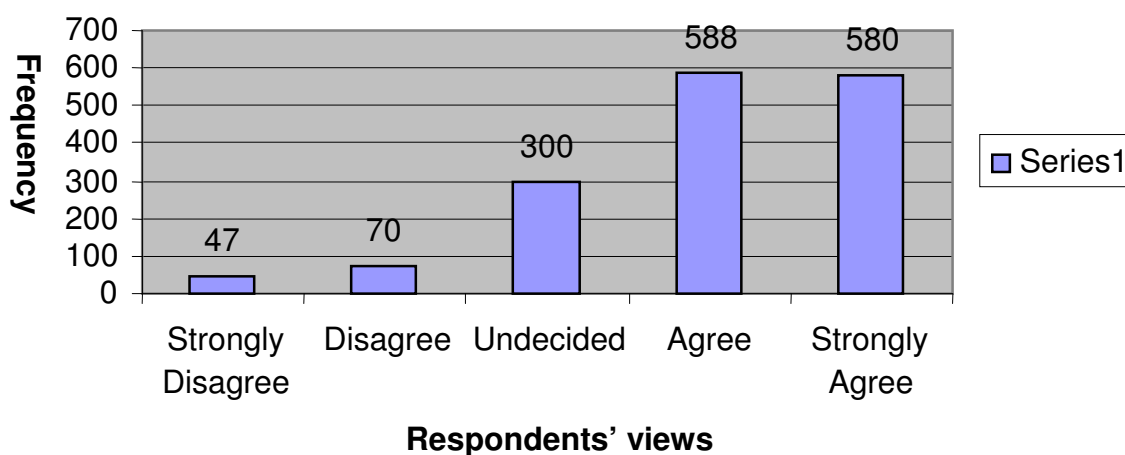
**Statement 2.4.5 - In your view, the following stakeholders will derive benefit from the introduction of cultural tourism on the Cape Flats: Car rental companies**



Responses to Statement 2.4.5 indicate that 40.9% and 24.5% (65.4%) of respondents agreed and strongly agreed, respectively, that stakeholders such as car rental companies will derive benefit from the introduction of cultural tourism on the Cape Flats, while 20.3% were undecided, 9.4% and 4.9% (14.3%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that stakeholders such as car rental companies will derive benefit from the introduction of cultural tourism on the Cape Flats.

Graph 7.21: Frequency distribution

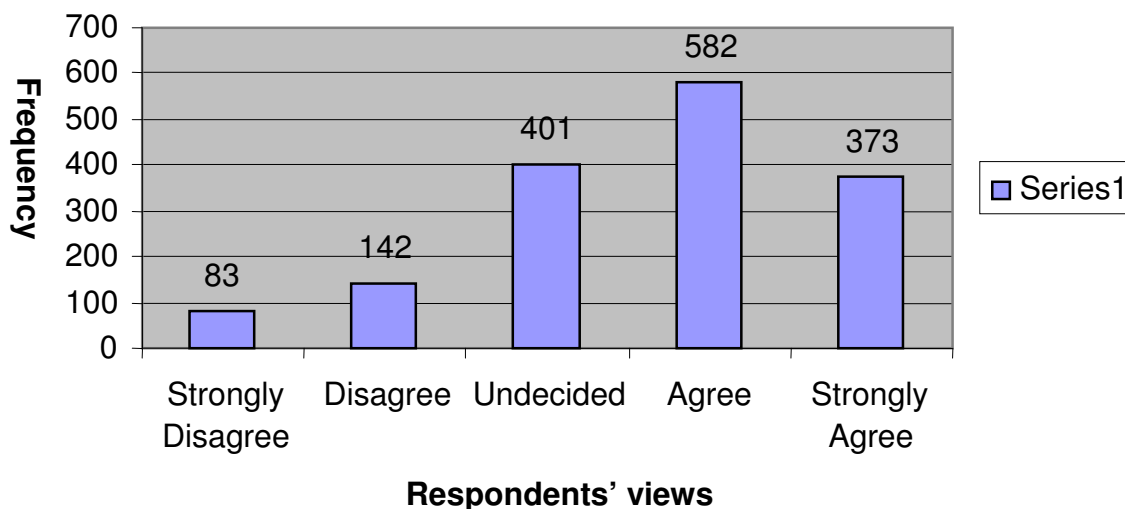
**Statement 2.5 - In your view, unemployed youth on the Cape Flats should be trained by the Tourism Hospitality Education and Training Authority (THETA) in order to obtain a certificate in cultural tour guiding on the Cape Flats**



Responses to Statement 2.5 indicate that 37.1% and 36.6% (73.7%) of respondents agreed and strongly agreed, respectively, that unemployed youth on the Cape Flats should be trained by the Tourism Hospitality Education and Training Authority (THETA) in order to obtain a certificate in cultural tour guiding on the Cape Flats, while 18.9% were undecided, 4.4% and 3% (7.4%) disagreed and strongly disagreed respectively with the statement. This result shows a significant tendency in favour of the statement that unemployed youth on the Cape Flats should be trained by the Tourism Hospitality Education and Training Authority (THETA) in order to obtain a certificate in cultural tour guiding on the Cape Flats.

Graph 7.22: Frequency distribution

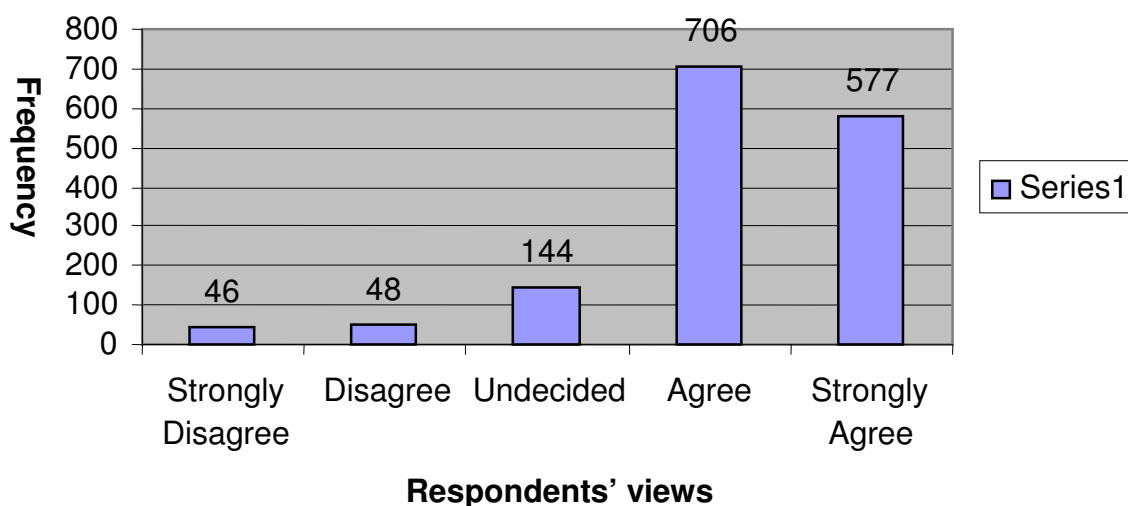
**Statement 2.6 - A rich cultural history exists on the Cape Flats, however, it has not been documented**



Responses to Statement 2.6 indicate that 36.8% and 23.6% (60.4%) of respondents agreed and strongly agreed, respectively, that a rich cultural history exists on the Cape Flats, however, it has not been documented, while 25.4% were undecided, 9% and 5.2% (14.2%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that a rich cultural history exists on the Cape Flats, however, it has not been documented.

Graph 7.22: Frequency distribution

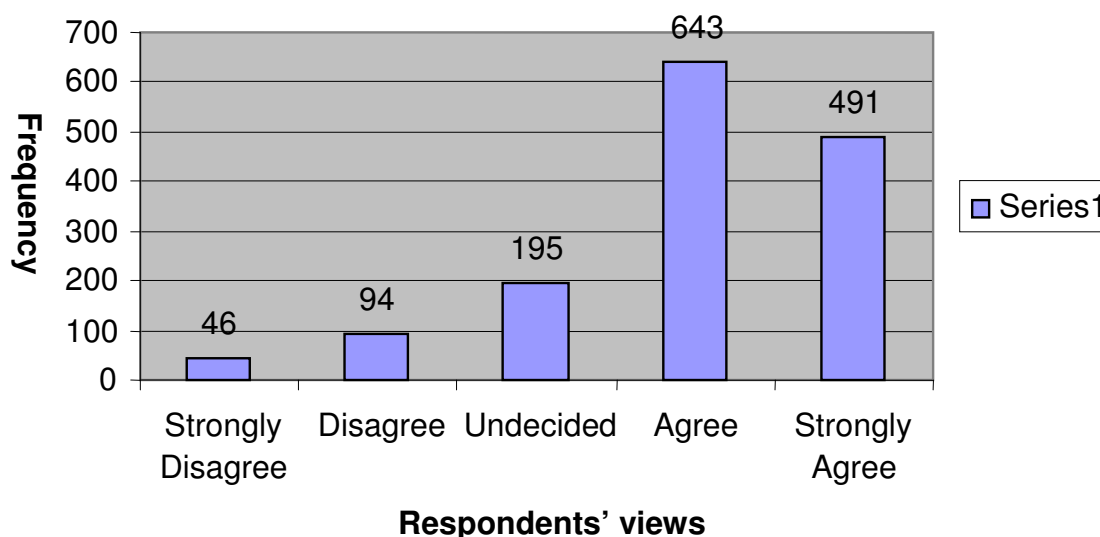
**Statement 2.7.1 - I would like to see the following cultural attractions on the Cape Flats: Cultural museum**



Responses to Statement 2.7.1 indicate that 46.4% and 37.9% (84.3%) of respondents agreed and strongly agreed, respectively, that a cultural museum should be established on the Cape Flats, while 9.5% were undecided, 3.2% and 3% (6.2%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that a cultural museum should be established on the Cape Flats.

Graph 7.23: Frequency distribution

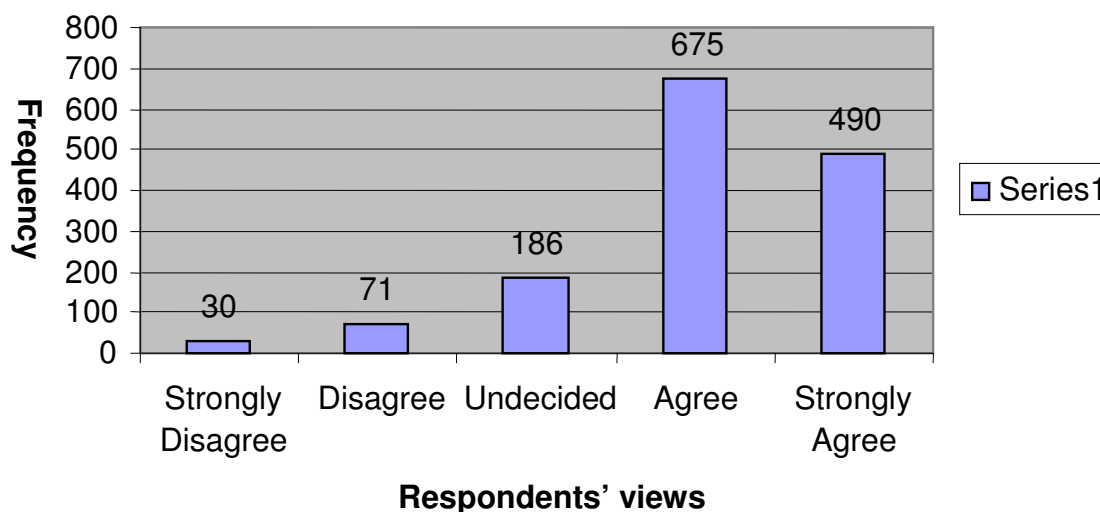
**Statement 2.7.2 - I would like to see the following  
cultural attractions on the Cape Flats: Music  
museum**



Responses to Statement 2.7.2 indicate that 43.8% and 33.4% (77.2%) of respondents agreed and strongly agreed, respectively, that a music museum should be established on the Cape Flats, while 13.3% were undecided, 6.4% and 3.1% (9.5%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that a music museum should be established on the Cape Flats.

Graph 7.24: Frequency distribution

**Statement 2.7.3 - I would like to see the following  
cultural attractions on the Cape Flats: Art  
museum**

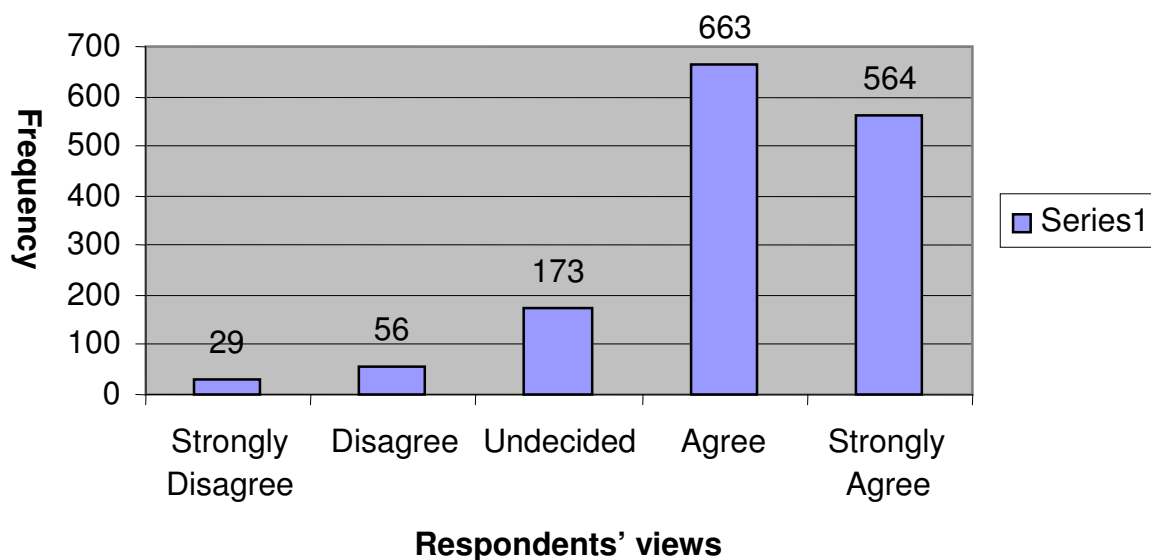


Responses to Statement 2.7.3 indicate that 46.5% and 33.7% (80.2%) of respondents agreed and strongly agreed, respectively, that an art museum should be established on the Cape Flats, while 12.8% were undecided, 4.9% and 2.1% (7%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that an art museum should be established on the Cape Flats.



Graph 7.25: Frequency distribution

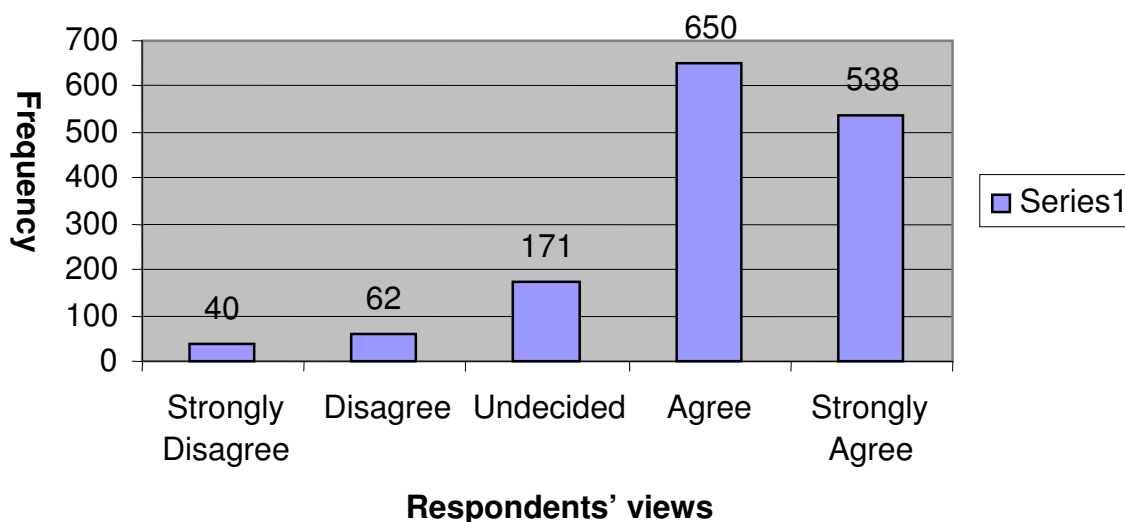
**Statement 2.7.4 - I would like to see the following cultural attractions on the Cape Flats: Art and craft market**



Responses to Statement 2.7.4 indicate that 44.6% and 38% (82.6%) of respondents agreed and strongly agreed, respectively, that an art and craft market should be established on the Cape Flats, while 11.6% were undecided, 3.8% and 2% (5.8%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that an art and craft market should be established on the Cape Flats.

Graph 7.26: Frequency distribution

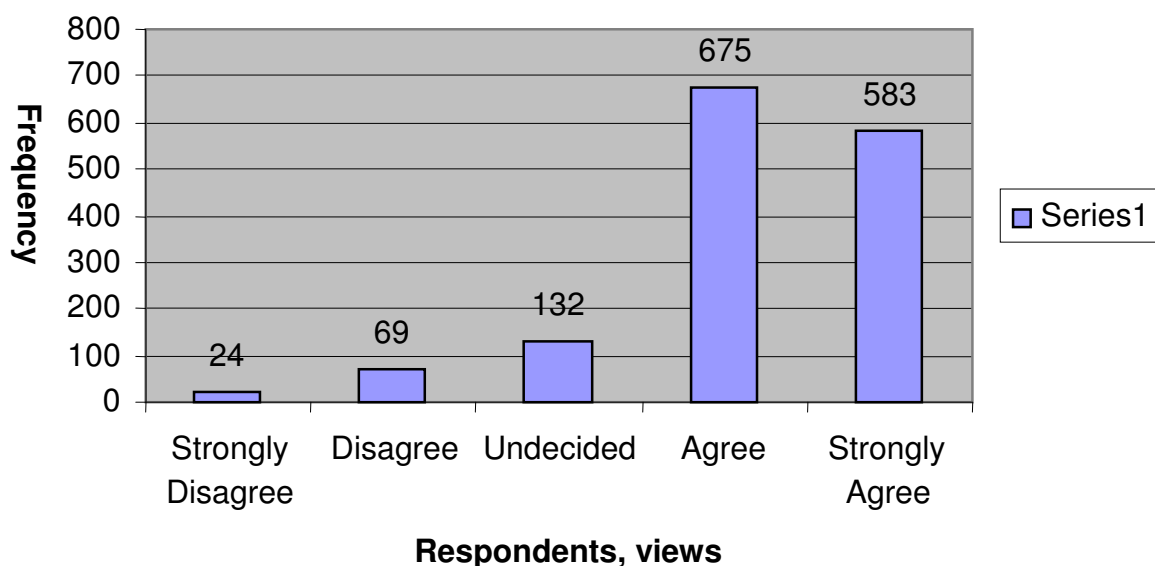
**Statement 2.7.5 - I would like to see the following  
cultural attractions on the Cape Flats: Cultural  
village**



Responses to Statement 2.7.5 indicate that 44.5% and 36.8% (81.3%) of respondents agreed and strongly agreed, respectively, that a cultural village should be established on the Cape Flats, while 11.7% were undecided, 4.2% and 2.7% (6.9%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that a cultural village should be established on the Cape Flats.

Graph 7.27: Frequency distribution

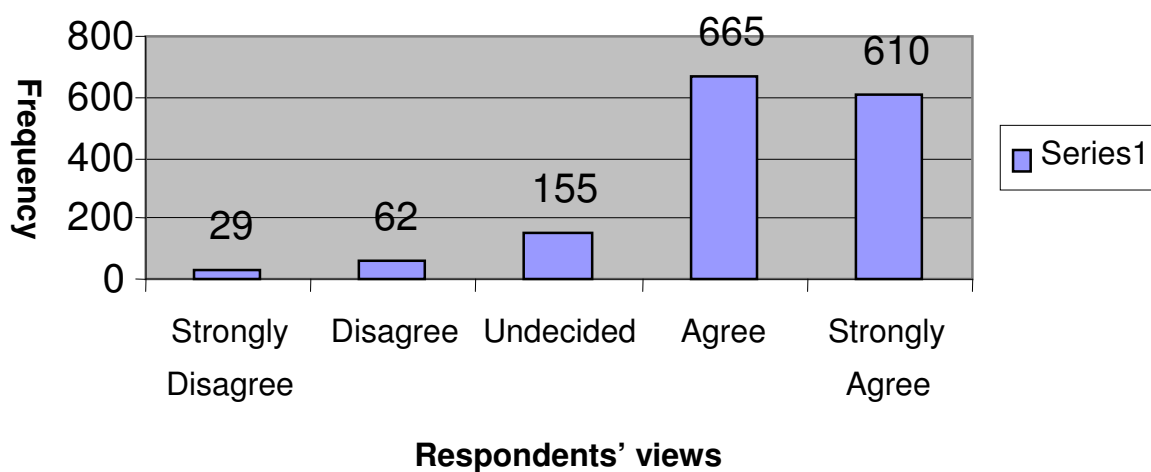
**Statement 2.7.6 - I would like to see the following  
cultural attractions on the Cape Flats: Cultural  
route for the Cape Flats**



Responses to Statement 2.7.6 indicate that 45.5% and 39.3% (84.8%) of respondents agreed and strongly agreed, respectively, that a cultural route should be established for the Cape Flats, while 8.9% were undecided, 4.7% and 1.6% (6.3%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that a cultural route should be established for the Cape Flats.

Graph 7.28: Frequency distribution

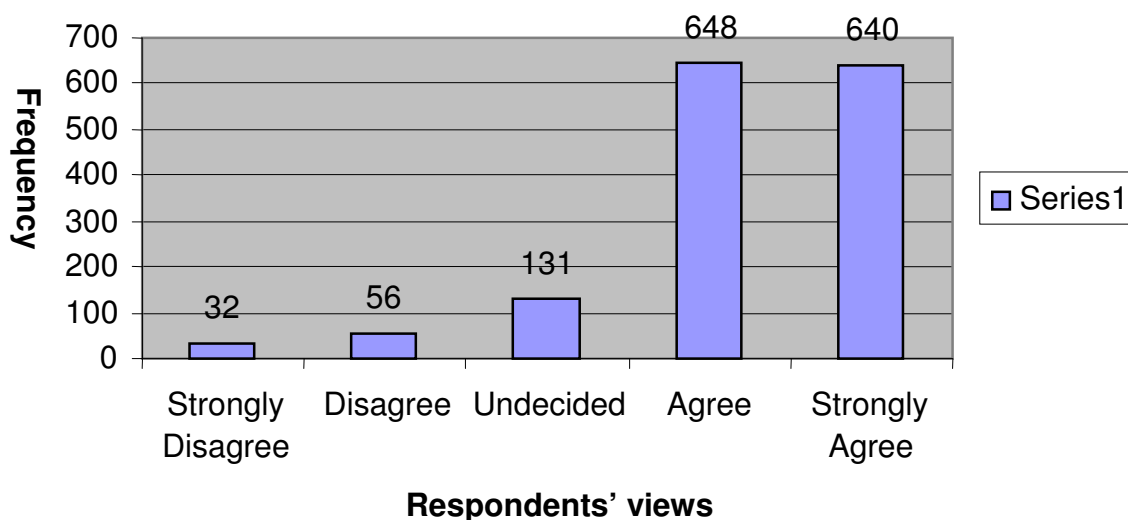
**Statement 2.7.7 - I would like to see the following  
cultural attractions on the Cape Flats: Tourist  
information centre on the Cape Flats**



Responses to Statement 2.7.7 indicate that 43.7% and 40.1% (83.8%) of respondents agreed and strongly agreed, respectively, that a tourist information centre should be established on the Cape Flats, while 10.2% were undecided, 4.1% and 1.9% (6%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that a tourist information centre should be established on the Cape Flats.

Graph 7.29: Frequency distribution

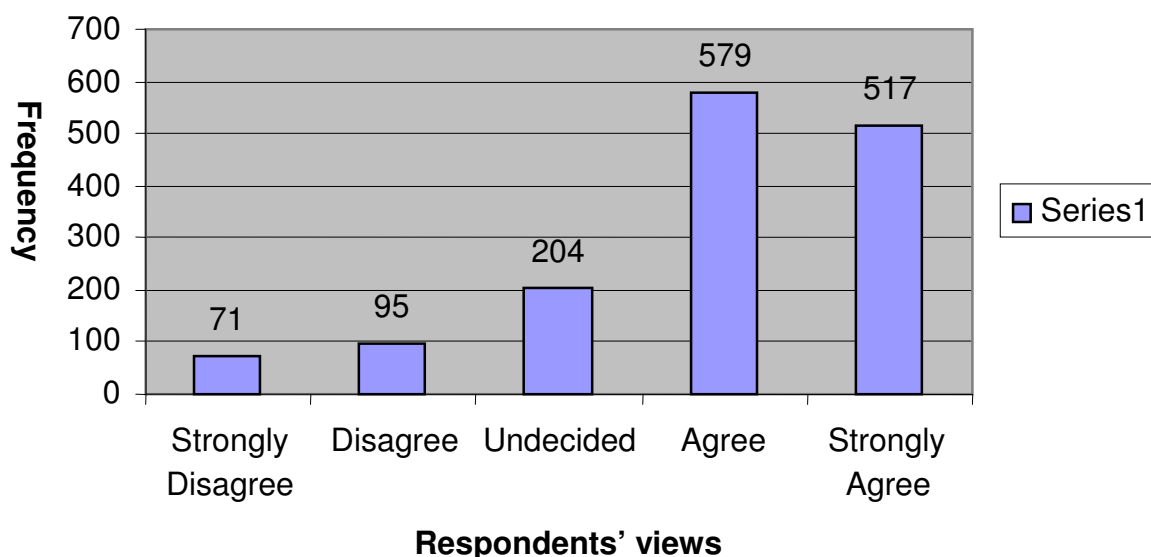
**Statement 2.7.8 - I would like to see the following cultural attractions on the Cape Flats: Cultural food restaurants**



Responses to Statement 2.7.8 indicate that 43% and 42.4% (85.4%) of respondents agreed and strongly agreed, respectively, that cultural food restaurants should be established on the Cape Flats, while 8.7% were undecided, 3.7% and 2.1% (5.8%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that cultural food restaurants should be established on the Cape Flats.

Graph 7.30: Frequency distribution

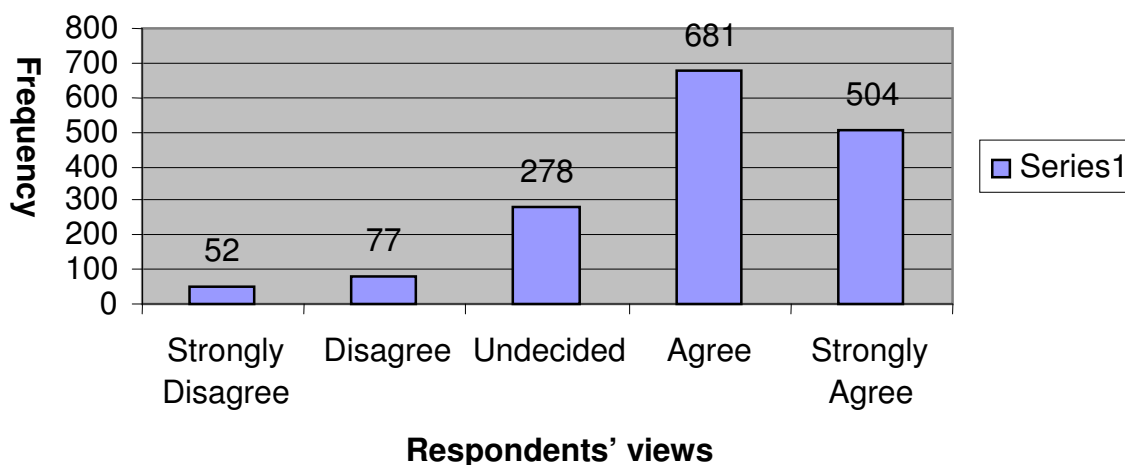
**Statement 2.7.9 I would like to see the following  
cultural attractions on the Cape Flats: Flea  
market**



Responses to Statement 2.7.9 indicate that 39.5% and 35.3% (74.8%) of respondents agreed and strongly agreed, respectively, that a flea market should be established on the Cape Flats, while 13.9% were undecided, 6.5% and 4.8% (11.3%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that a flea market should be established on the Cape Flats.

Graph 7.31: Frequency distribution

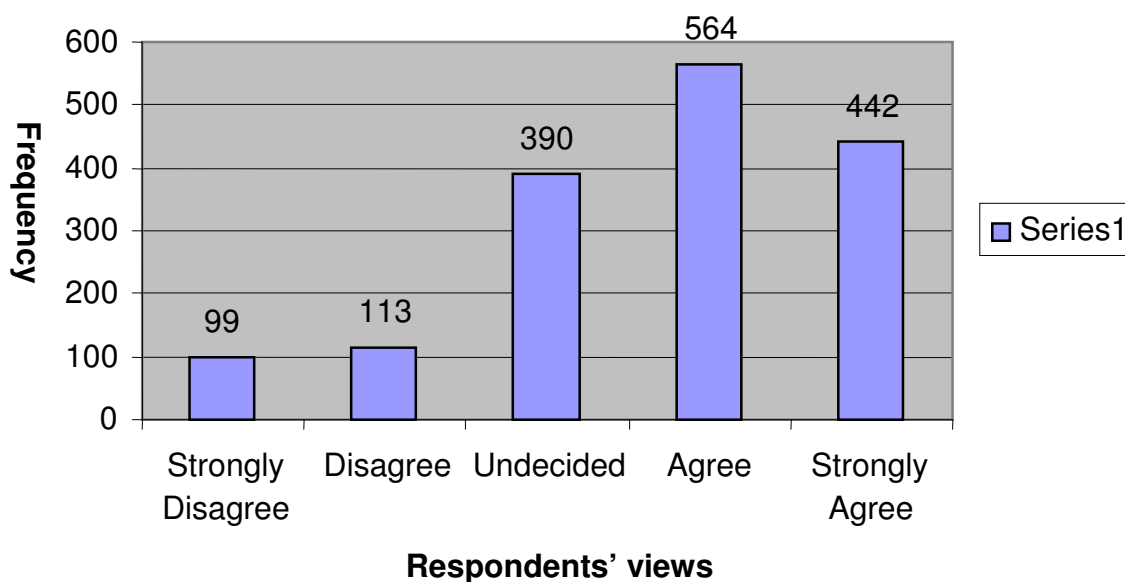
**Statement 2.8 - Implementation of the Cape Flats renewal project (improve walkways, signage, plant trees, and so on) will promote cultural tourism on the Cape Flats**



Responses to Statement 2.8 indicate that 42.8% and 31.7% (74.5%) of respondents agreed and strongly agreed, respectively, that implementation of the Cape Flats renewal project (improve walkways, signage, plant trees, and so on) will promote cultural tourism on the Cape Flats, while 17.5% were undecided, 4.8% and 3.3% (8.1%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that implementation of the Cape Flats renewal project (improve walkways, signage, plant trees, and so on) will promote cultural tourism on the Cape Flats.

Graph 7.32: Frequency distribution

**Statement 2.9 - The number of accommodation establishments on the Cape Flats is inadequate**

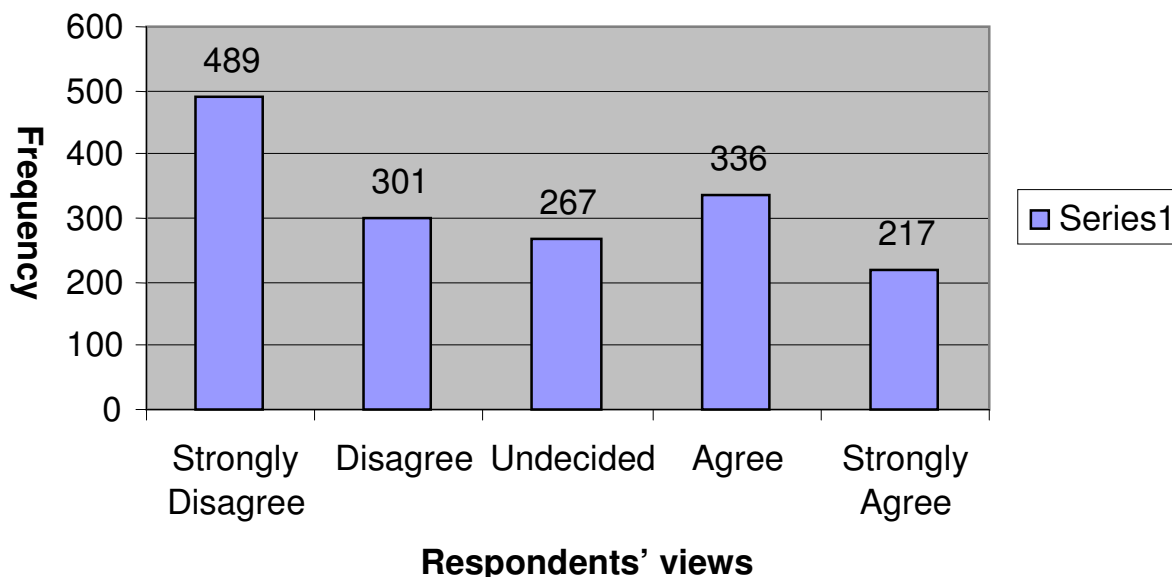


Responses to Statement 2.9 indicate that 35.1% and 27.5% (62.6%) of respondents agreed and strongly agreed, respectively, that the number of accommodation establishments on the Cape Flats is inadequate, while 24.3% were undecided, 7% and 6.2% (13.2%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that the number of accommodation establishments on the Cape Flats, is inadequate.



Graph 7.33: Frequency distribution

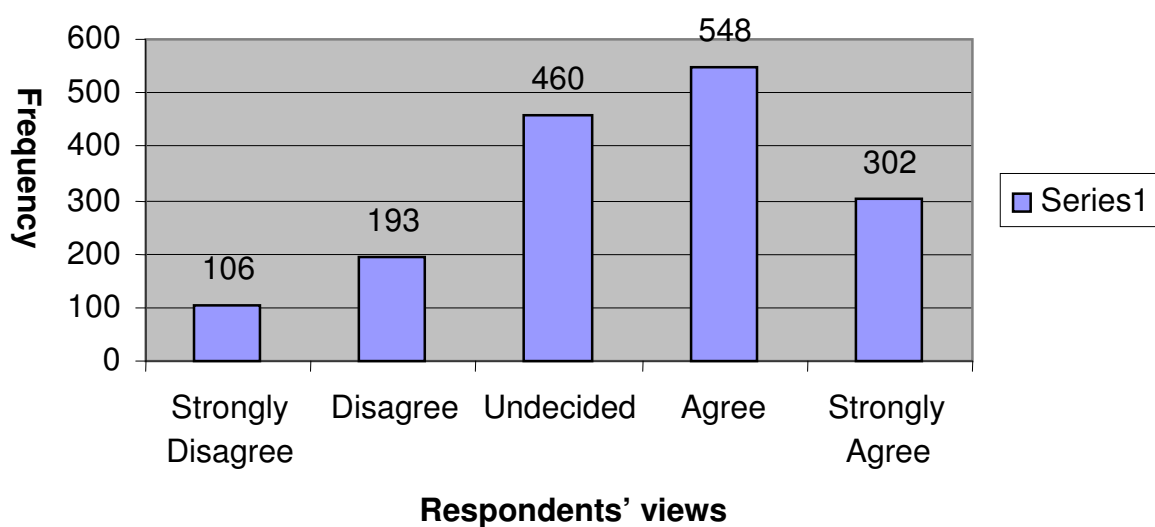
**Statement 2.10 - The transport network (rail, taxi, cab, rent-a-car, bus) on the Cape Flats is adequate to transport tourists**



Responses to Statement 2.10 indicate that 20.9% and 13.4% (34.3%) of respondents agreed and strongly agreed, respectively, that the transport network (rail, taxi, cab, rent-a-car, bus) on the Cape Flats is adequate to transport tourists, while 16.6% were undecided, 18.7% and 30.4% (49.1%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant disagreement amongst respondents regarding the statement that the transport network (rail, taxi, cab, rent-a-car, bus) on the Cape Flats, is adequate to transport tourists.

Graph 7.34: Frequency distribution

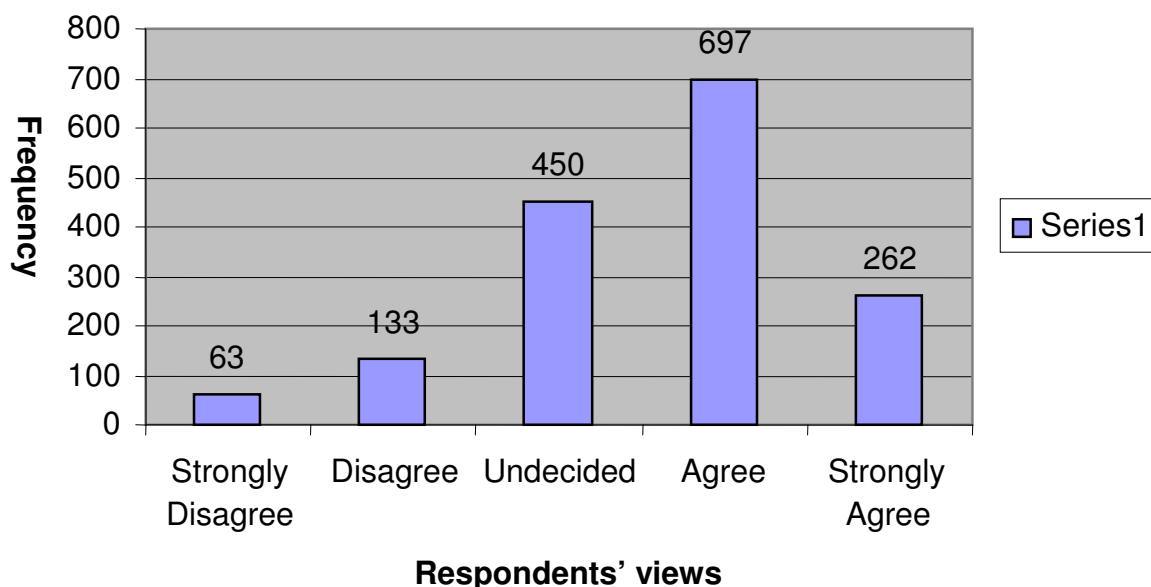
**Statement 2.11 - Foreign investment will be required to initiate development of cultural tourism attractions, accommodation establishments and related infrastructure**



Responses to Statement 2.11 indicate that 34.1% and 18.8% (52.9%) of respondents agreed and strongly agreed, respectively, that foreign investment will be required to initiate development of cultural tourism attractions, accommodation establishments and related infrastructure, while 28.6% were undecided, 12% and 6.6% (18.6%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that foreign investment will be required to initiate development of cultural tourism attractions, accommodation establishments and related infrastructure.

Graph 7.35: Frequency distribution

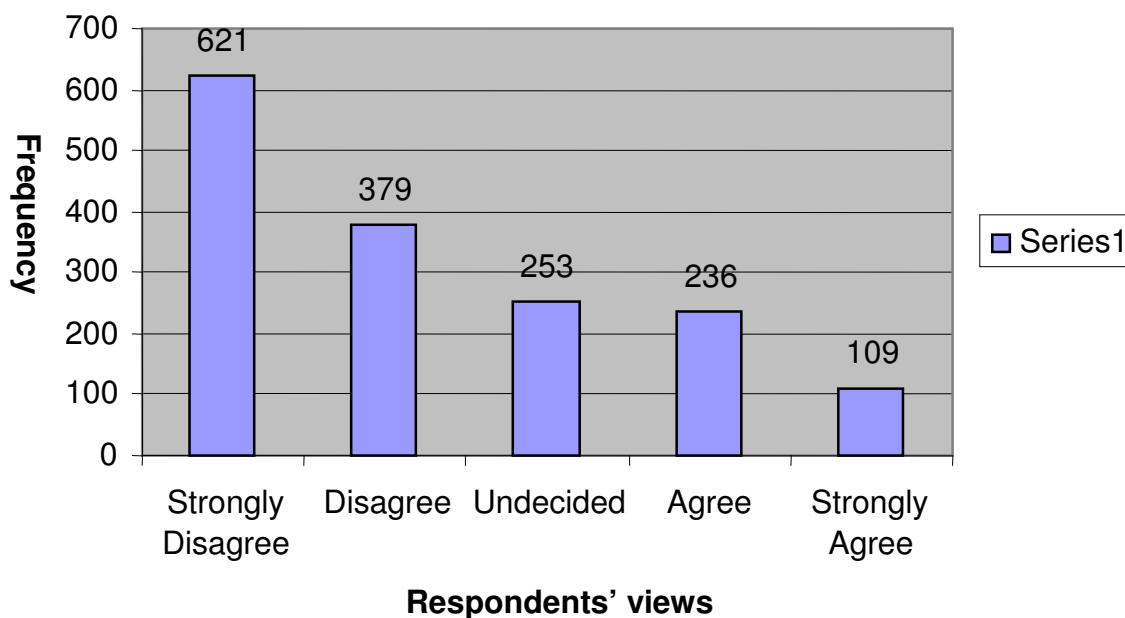
**Statement 2.12 - Tourism Acts and policies that are legislated by National Government will promote cultural tourism on the Cape Flats**



Responses to Statement 2.12 indicate that 43.4% and 16.3% (59.7%) of respondents agreed and strongly agreed, respectively, that tourism acts and policies that are legislated by National Government will promote cultural tourism on the Cape Flats, while 28.% were undecided, 8.3% and 3.9% (12.2%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that tourism acts and policies that are legislated by National Government, will promote cultural tourism on the Cape Flats.

Graph 7.36: Frequency distribution

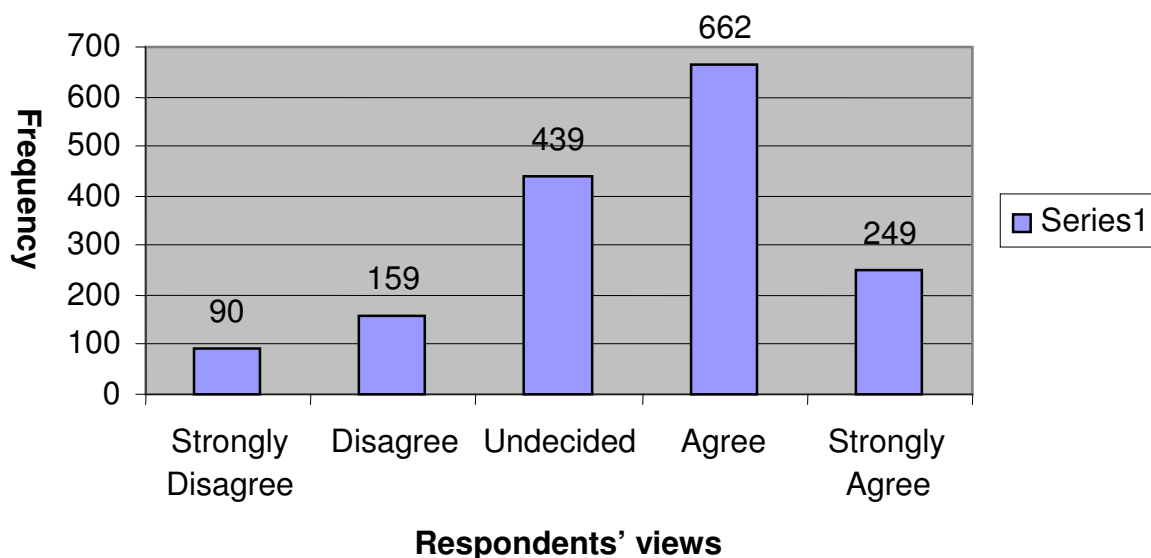
**Statement 2.13 - There is no need to develop the Cape Flats as a cultural tourism destination**



Responses to Statement 2.13 indicate that 14.8% and 6.8% (21.6%) of respondents agreed and strongly agreed, respectively, that there is no need to develop the Cape Flats as a cultural tourism destination, while 15.8% were undecided, 23.7% and 38.9% (62.6%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant disagreement from respondents to the statement that there is no need to develop the Cape Flats as a cultural tourism destination.

Graph 7.36: Frequency distribution

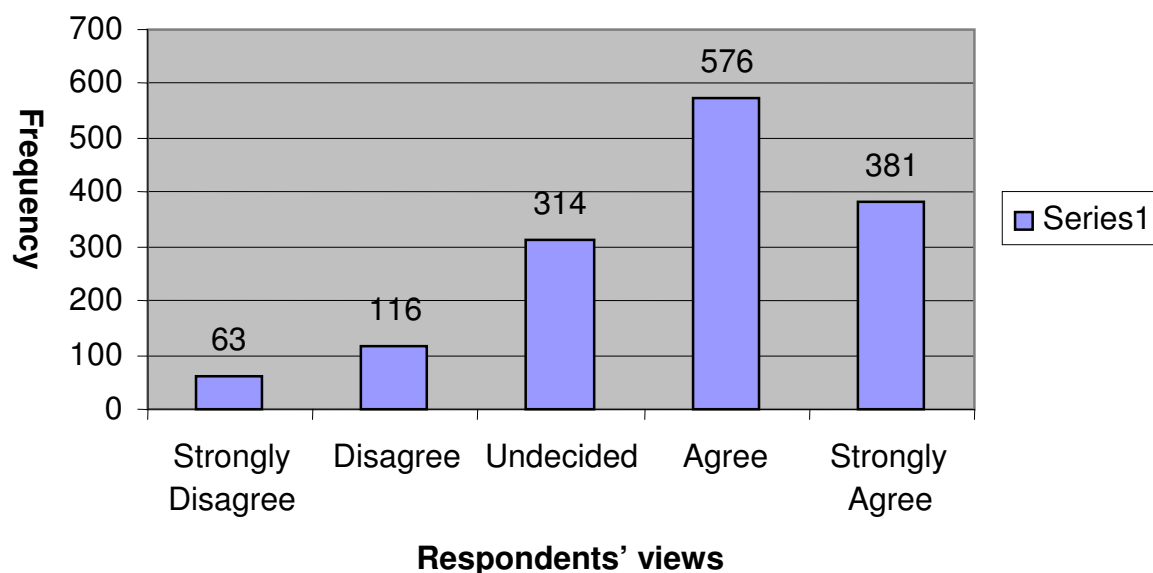
**Statement 2.14 - The responsibility to facilitate, plan, develop policy, regulate and monitor implementation of cultural tourism on the Cape Flats, lies with the Provincial Government.**



Responses to Statement 2.14 indicate that 41.4% and 15.5% (56.9%) of respondents agreed and strongly agreed, respectively, that the responsibility to facilitate, plan, develop policy, regulate and monitor implementation of cultural tourism on the Cape Flats, lies with the Provincial Government, while 27.5% were undecided, 9.9% and 5.6% (15.5%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that the responsibility to facilitate, plan, develop policy, regulate and monitor implementation of cultural tourism on the Cape Flats, lies with the Provincial Government.

Graph 7.37: Frequency distribution

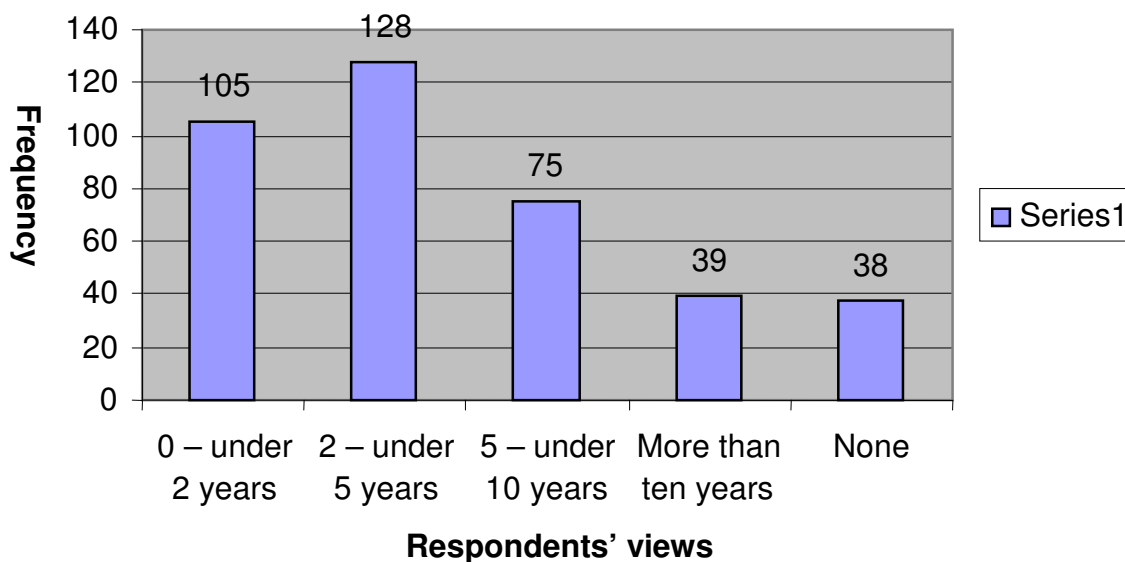
**Statement 2.15 - The responsibility of Local Government is to financially support community tourism associations**



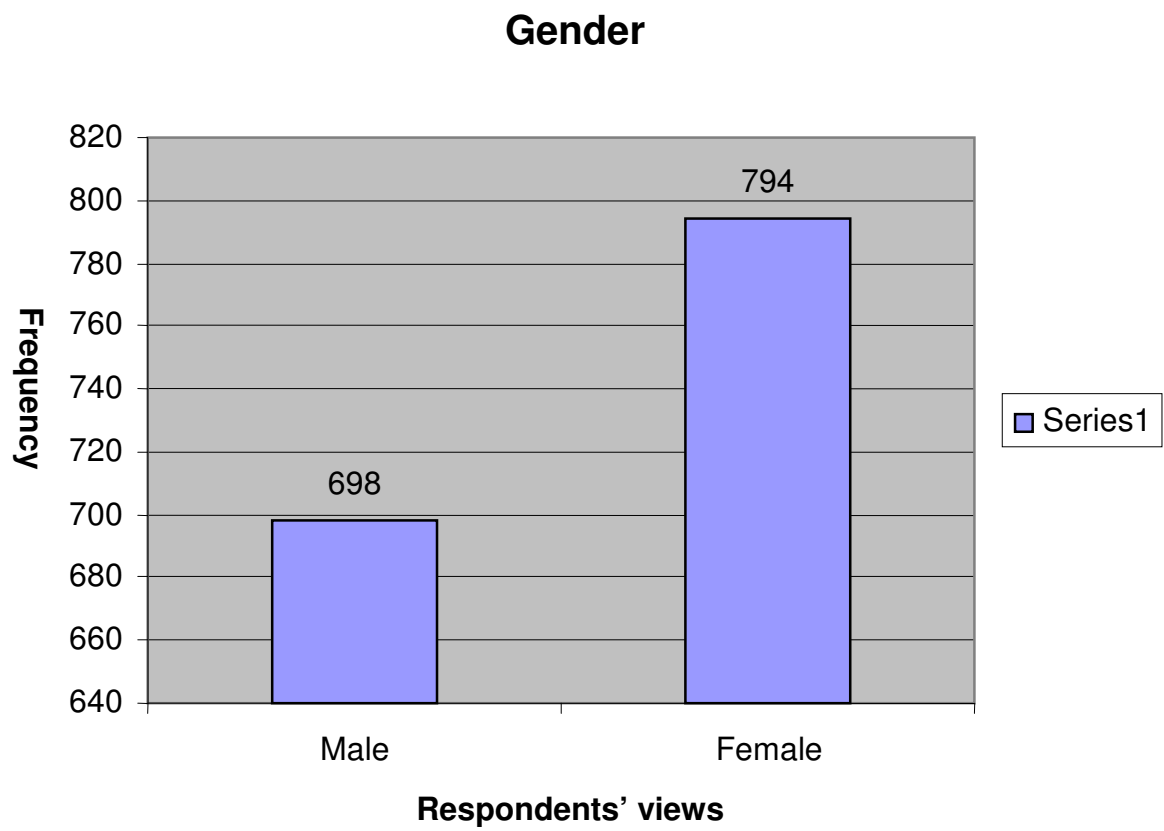
Responses to Statement 2.15 indicate that 39.7% and 26.3% (66%) of respondents agreed and strongly agreed, respectively, that the responsibility of the Local Government is to financially support community tourism associations, while 21.7% were undecided, 8% and 4.3% (12.3%) disagreed and strongly disagreed, respectively, with the statement. This result shows a significant tendency in favour of the statement that the responsibility of the Local Government is to financially support community tourism associations.

Graph 7.38: Frequency distribution

**Statement 3.2 - If you are currently employed in the tourism industry, indicate your experience in years**

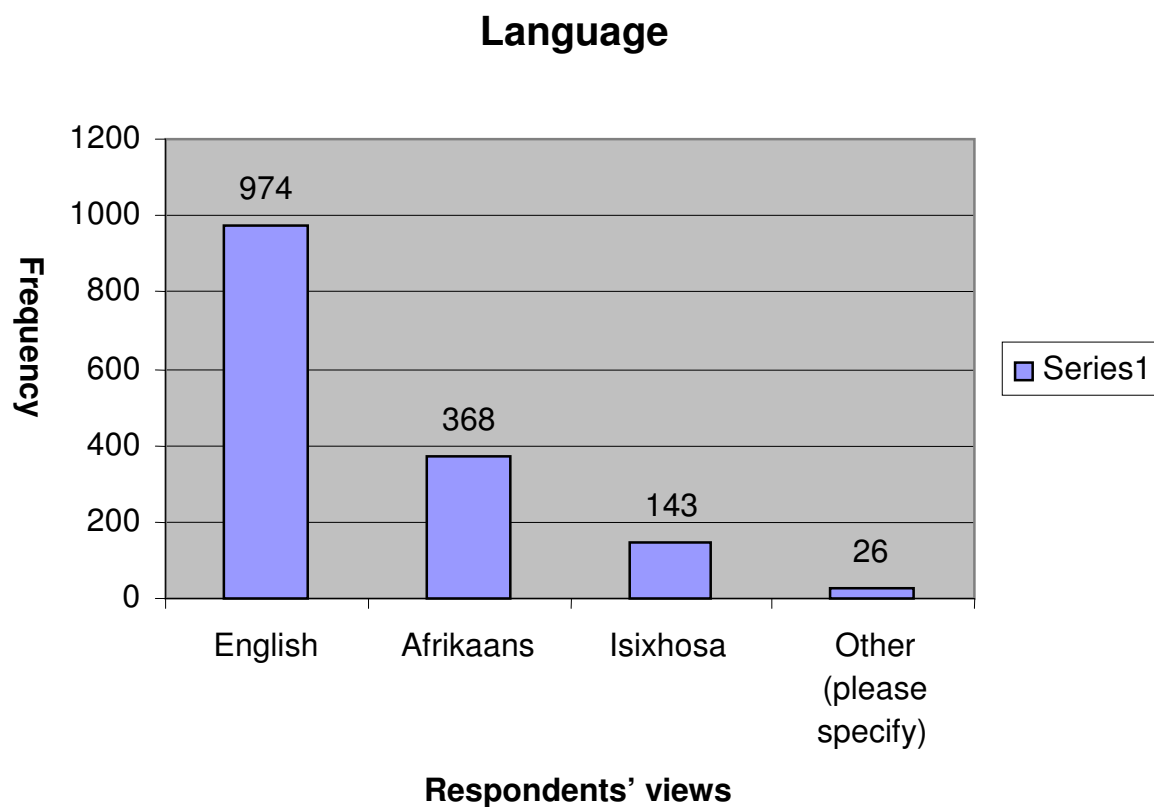


Responses to Statement 3.2 indicate that 27.3% of respondents have 0 – 2 years experience in the tourism industry, whilst 33.2% have 2 – 5 years experience in the tourism industry and 19.5% of respondents have between 5 – 10 years experience in the tourism industry. A total of 10.1% of respondents have more than ten years experience in the tourism industry.

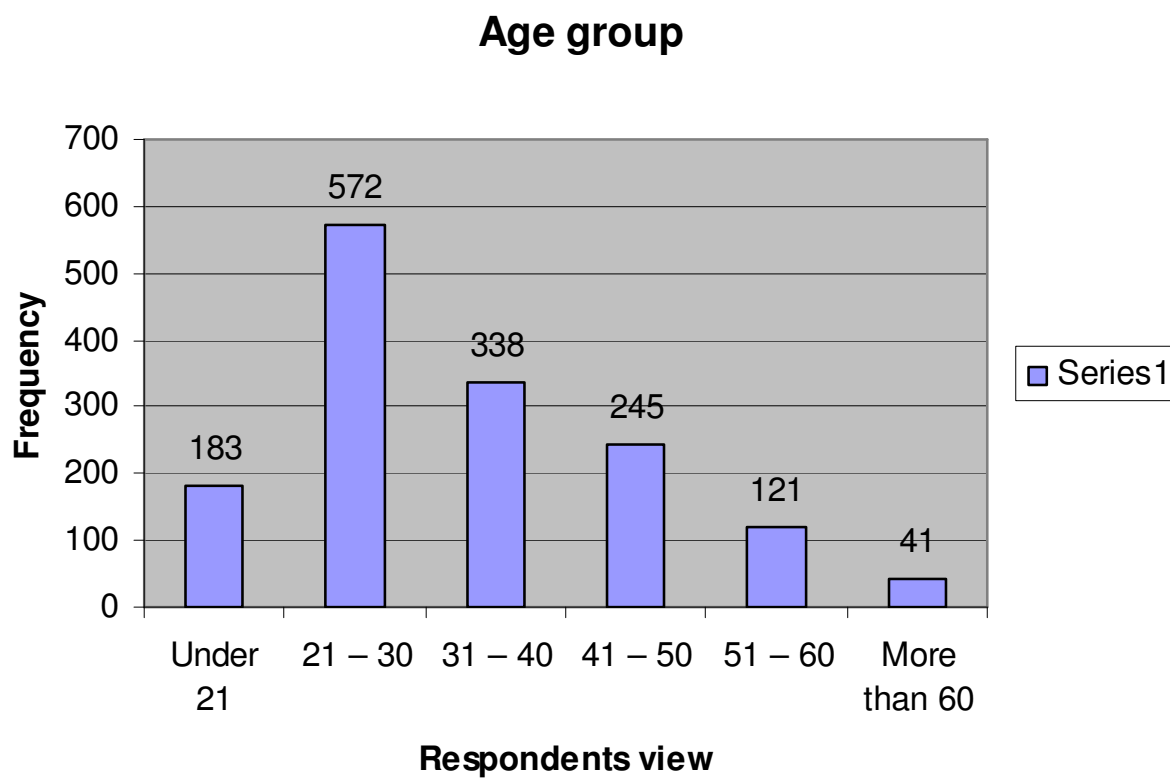
**Descriptive analysis of explanatory variables**

Responses to the gender Statement, indicates that 698 males and 794 females responded to the questionnaire.



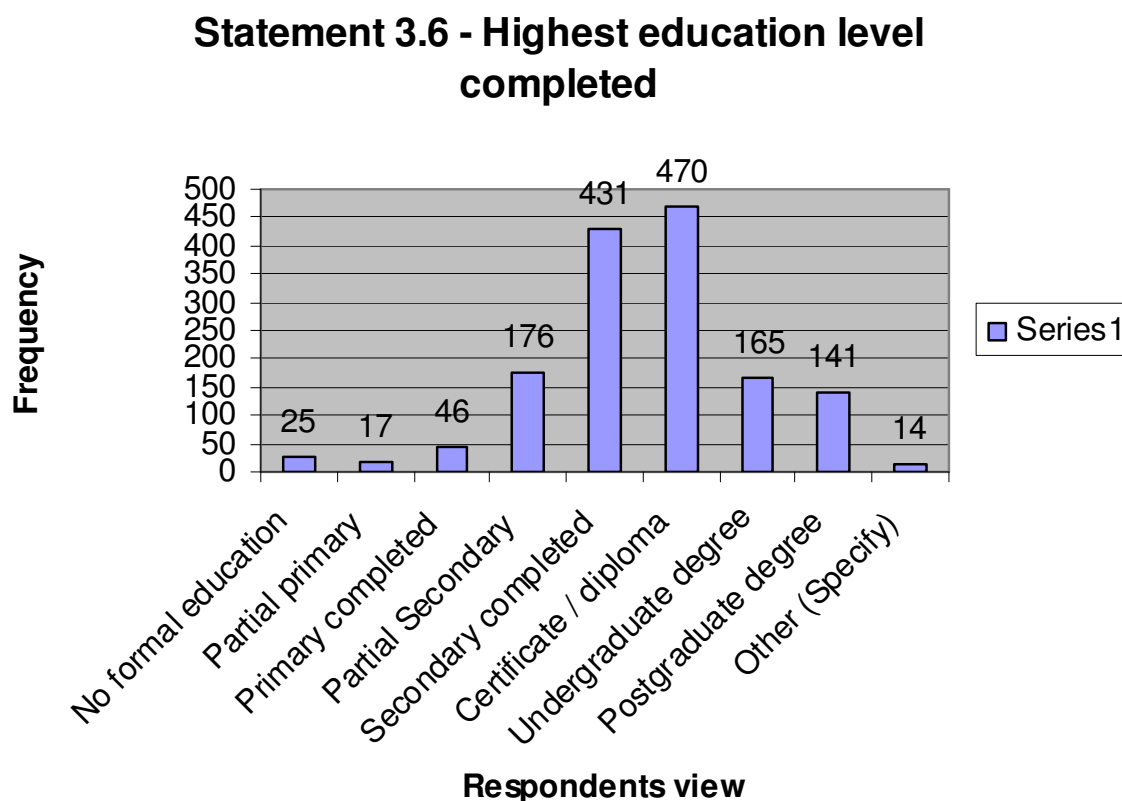


Responses to the language Statement, indicate that 974 respondents' first language was English followed by Afrikaans.



Responses to the age group Statement, indicate that 572 respondents' could be classified between the 21-30 age group.

### Statement 3.6 – Highest education level completed



Responses to Statement 3.6 indicate that 31.6% of respondents have obtained a certificate or diploma, whilst 11.1% and 9.5% of respondents possess an undergraduate degree and postgraduate degree, respectively.

## 7.8 ARTICULATION OF FINDINGS

If the normative requirements, as laid down in the Constitution of South Africa Act 108 of 1996, are regarded as the basis of societal thinking on aspects that will entrench its theoretical and normative elements, when viewed in conjunction with the significant propensity of respondents to choose the variable that provides for them the closest situation to a democratic ideal, then the preference for recognising the need for self-initiated research, as a guiding principle for cultural tourism on the Cape Flats from a theoretical and normative perspective, is indicative of and concomitant to a general positive attitude by those who responded that any system within which they have to

work and function, should recognise a need for self-initiated research, where the rights and preferences of all individuals and groups are taken into account in determining an approach to cultural tourism on the Cape Flats.

Statistical analysis of the empirical survey has shown a definite propensity to support that positive values, as embodied in the questionnaire, are entrenched in the development of a normative model for cultural tourism on the Cape Flats.

While normative criteria, as found in the literature and critically assessed by the researcher will provide theoretical guidelines for developing a normative model for cultural tourism on the Cape Flats, the final test is provided by the results of the empirical survey, where selected respondents, who are aware of the practical pitfalls and difficulties in the empirical arena, express themselves in favour or against a given value, thereby facilitating interpretation and articulation of the results of the research to enable the researcher to make sensible recommendations with a view to making a positive contribution to the existing body of knowledge of the research area from an epistemological point of view.

## **7.9 CHAPTER SUMMARY**

In this chapter, the research methodology and the empirical survey that was used were explained, while operationalisation of the survey questionnaire used for gathering the data for analysis and interpretation, the statistical analysis process and various statistical analysis instruments, were highlighted. Lastly, the survey data was presented, interpreted and described.

Respondents to the questionnaire survey had to provide data pertaining to various tourism sub-sectors such as in respect of the independent variables relative to their employment status, tourism practitioner, student, educator and other. Respondents also had to indicate the particular tourism sub-sector in which they worked or studied, for example:

- bed and breakfast/guest houses;

- conservation and tourism guiding;;
- cultural/natural tourism attractions;
- destinations and tourism marketing;
- food and beverage;
- government sector;
- hotels and resorts;
- meetings, conferences, conventions, events and entertainment;
- sports, recreation and fitness;
- tour operations and information services, tourism administration and authorities;
- travel agent and travel services; and
- other (consultants, students, and so on).

Respondents also had to indicate their experience in the tourism industry in terms of years, their gender, as well as language and age groups, which were critical to administer the questionnaire, interpretation and articulation of the data analysis.

Selected theoretical aspects of research methodology were explained, among those the normative survey method, data collection, the population and sample, the introduction of bias, organisation and presentation of data, data collection, the personal interview, structure of the questionnaire, structured and open-ended questions, independent variables, dependent variables, theory of descriptive statistics and interpretation of the research findings.

The research methodology used by the researcher is an imperative component of the description of the research in the research report. If the methodology cannot be justified on academic, scientific, technical and structurally correct grounds, then the integrity of the research can be questioned.

During this research, particular care was taken to conduct the empirical survey under strictly controlled conditions and special efforts were made to ensure a scientifically acceptable questionnaire response rate, vis-à-vis relationships between the total

possible research population, target population and eventual response population, as described in this chapter.

The following chapter explores theories of model design, with examples of applicable models, as well as proposes a normative model for cultural tourism on the Cape Flats from a theoretical and normative perspective, which serves as a contribution to the existing body of knowledge in respect of the research study.

## **CHAPTER 8**

### **A NORMATIVE MODEL FOR DEVELOPING CULTURAL TOURISM ON THE CAPE FLATS**

#### **8.1 INTRODUCTION**

In this chapter, information has been inferred from the literature search, as well as from the empirical survey undertaken to develop a normative model for cultural tourism on the Cape Flats.

The envisaged normative model does not claim to represent any previous existing approaches for the development of a normative model for cultural tourism. The normative model is not postulated to be used in a negative sense in respect of any existing approach to the research subject. Rather, the normative model is designed to expound a set of criteria as a point of departure within a definite normative framework for the purpose of developing cultural tourism on the Cape Flats.

The purpose of the normative model will be to increase the effectiveness and success of cultural tourism on the Cape Flats. The successful implementation of the normative model will benefit tourism stakeholders, investors, government and the community.

This chapter investigates the concept of model construction, followed by a discussion on a range of models. This chapter should be seen as a postulation of a set of normative criteria to develop cultural tourism on the Cape Flats. Further in this chapter, an illustration of a proposed normative model for cultural tourism on the Cape Flats, is proposed.

#### **8.2 OVERVIEW OF TERMS FOR CULTURAL TOURISM ON THE CAPE FLATS**

A prescriptive model relates to normative theory and is concerned with the “what ought to be” aspects, as embodied in the impacts and results of policies (Hanekom, 1987:4). In order to achieve the above objective, a search for normative criteria within

cultural tourism should guide development and implementation of the normative model for cultural tourism on the Cape Flats. Clarity on varied definitions that exist around tourism and, in particular cultural tourism, should be clarified for the purpose of the normative model on cultural tourism for the Cape Flats.

Before endeavouring to identify a series of normative criteria, an attempt is made to clarify terms that are applicable to the normative model for cultural tourism on the Cape Flats. Concepts and terms such as norm, principles and ethics are clarified to serve as a foundation for a discussion without confusing the issue regarding normative criteria for cultural tourism on the Cape Flats.

### **8.2.1 Norm**

The Concise Oxford Dictionary (1992:808) explains a norm as a rule of authoritative standard for an amount of work to be done. A further meaning for the term, according to the Concise Oxford Dictionary, is customary behaviour. One can, therefore, accept that a norm refers to duties to be performed and standards expected (Hanekom & Thornhill, 1983:118). Norms could, therefore, be identified for an action that must be undertaken (Hanekom & Thornhill, 1983:118).

### **8.2.2 Principles**

The Concise Oxford Dictionary (1992:948) describes a principle as “... the ultimate source or origin of anything,... a general comprehensive law, doctrine or truth accepted as the basis for other laws and doctrines deduced from it...”. According to Hanekom and Thornhill (1983:118), a principle is rigid and inadaptable. To complicate matters, for every principle, an acceptable contradictory principle can be identified (Hanekom & Thornhill. 1983:119).

### **8.2.3 Ethics**

The Concise Oxford Dictionary (1992:401) explains ethics as a set of morals and rules of conduct. According to Hanekom and Thornhill (1983:121), ethics differ from



morality when observed as a fact and therefore conduct becomes ethical as it rises from fact to ideal.

#### **8.2.4 Theory**

The word theory is derived from Latin, and means to contemplate and speculate (Hanekom & Thornhill, 1983:65). Other authors, according to Hanekom and Thornhill (1983:65), understand theory to mean “a frame of reference”, “an abstract generalisation” and “a summary statement”. From the above explanation it becomes clear that no single meaning exists for the term “theory”. Since a theory is based on a mental view of a system of ideas used as an explanation for a group of facts and is itself based on facts and values, it becomes difficult to develop or agree on one meaning or explanation for the term “theory” (Hanekom & Thornhill, 1983:65).

Coning and Cloete (2000:24) suggest that “theory” is a comprehensive, systematic, consistent and reliable explanation and prediction of relationships among specific variables. They further state that theories are assessed in terms of their predictive validity (Coning & Cloete, 2000:25). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

#### **8.2.5 Methodology**

Sarkar, as cited in Hanekom and Thornhill (1983:65), explains methodology as criteria that are laid down for determining whether a given theory is scientific or not. He goes further to point out that criteria should be established to demarcate rational from non-rational behaviour (Hanekom & Thornhill, 1983:65). A methodology provides a model for theory selection and thereby describes and explains it, and ensures growth of scientific knowledge (Hanekom & Thornhill, 1983:65).

#### **8.2.6 Hypothesis**

A hypothesis is a supposition made as a basis for reasoning without an assumption of its truth, which is used as a starting point for further investigation (Hanekom & Thornhill, 1983:66). According to Hanekom and Thornhill (1983:66), when a

supposition requires additional verification, it is then considered to be a hypothesis. Hanekom and Thornhill (1983:66) sum it up by stating that a hypothesis may be described as an empirically testable proposition explaining possible associations between variables, but which still needs verification.

### **8.2.7 Model**

According to Hanekom and Thornhill (1983:66), a model is a physical representation of something, which has a selection of characteristics, numbers, or a structure or even indicates relations that are identifiable in the model. For Coning and Cloete (2000:24) models is a representation of a more complex reality that has been oversimplified in order to describe and explain the relationship between variables, or prescribe how something should happen. They further believe that a model can be used in a neutral, descriptive way or normative way by expressing a preference for a particular value judgement (Coning & Cloete, 2000:24). Effectiveness of models are assessed in terms of its utility in accurately reflecting reality (Coning & Cloete, 2000:25).

### **8.2.8 Paradigm**

Hanekom and Thornhill (1983:67) quote Sarkar who explains a paradigm to refer to an actual scientific practice that includes law, theory, application and instrumentation, which provide models that give rise to scientific research. According to Coning and Cloete (2000:25), a paradigm is a collection of commonly held assumptions, concepts, models and theories that constitute a general intellectual framework or approach to scientific activities.

### **8.2.9 Proposition**

The word proposition has its origin from Latin and is broken up into “pro,” which means before and “pono,” which means I place (Hanekom & Thornhill, 1983:67). This broadly translates as placing before someone the result of an act of judgement (Hanekom & Thornhill, 1983:67). A proposition is an expression of judgement in words and can be proven to be true or false (Hanekom & Thornhill, 1983:67).

According to Hanekom and Thornhill (1983:67), propositions serve as one of the building blocks upon which theory is founded.

### **8.2.10 Phenomenon**

Reference is made in the literature on tourism management to a phenomenon. In essence, it means anything, which appears and is therefore, observed by the senses (Hanekom & Thornhill, 1983:68). According to Hanekom and Thornhill (1983:68), policy is a phenomenon, much as organisational structure, procedure, manual, personnel motivation and budgeting are phenomena.

### **8.2.11 Approach**

The Concise Oxford Dictionary (1992:53) explains the word approach to refer to approximation, a tentative proposal or an attempt to influence. An approach to formulating questions that will answer an inquiry could fall in any of the following categories. According to Hanekom and Thornhill (1983:68), these are:

- Historical approach;
- Formal structural approach;
- Decision-making approach; and
- Administration process approach.

Adopting any of the above approaches will guide the researcher to the type of questions that should be asked and also determines the theory that will be formulated (Hanekom & Thornhill, 1983:68). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

## **8.3 NEED FOR THEORY**

Theory validates or disproves an assumption postulated by a researcher. The findings within a research undertaking serve a twofold purpose. The first is to increase knowledge and the second is to improve one's understanding of the world (Hanekom

& Thornhill, 1983:69). Theories are constantly developed through constructing explanations of the knowledge discovered and arranging the knowledge and explanations into theories (Hanekom & Thornhill, 1983:69). The need for theory is reinforced by the idea that it aids in understanding, explaining and predicting tourism phenomena (Hanekom & Thornhill, 1983:69). Baker is quoted by Hanekom and Thornhill (1983:69) wherein he argues the need for theory by stating that: "Theory is needed to make sense of what would otherwise be chaos; but much of it must necessarily be based on somewhat abstract reasoning, although allied with practical, but never comprehensive, observation and experience." De Coning and Cloete (2000:29) reinforces the idea by stating that the "relevance of theories in the policy field is highly dependent on the particular problem at hand." Having established the need for theory, attention can now be directed to the types of theory. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

#### **8.4 TYPES OF THEORIES OF POLICY- MAKING**

The public policy-making process should be sophisticated in order to identify in advance the needs and demands of society (Hanekom, 1987:1). Policy-making attempts to map out a desired future path in order to achieve a set goal. To assist this process, theory is considered a general statement serving as a conceptual framework, which allows for a number of possible types of theory. Chandler and Plano (1983), identify five administrative theories, which could be applicable to tourism (Hanekom & Thornhill, 1983:71). The five administrative theories are:

- Descriptive theory, describing what actually happens and postulating possible causes for the behaviour observed;
- Prescriptive theory, prescribing changes and cures identified with descriptive theory;
- Normative theory, concerning itself with questions regarding the role that the public sector should assume;

- Assumptive theory, focussing on the possible improvement of the quality of administrative practices; and
- Instrumental theory, conceptualising ways to improve administrative techniques that are required to realise policy goals.

According to Hanekom (1987:45), various authors have designed various theories to explain policy-making. These theories are:

- Classical or Institutional theory, which accepts that the interests of the legislature, executive and judiciary levels within government should be taken into account.
- Liberal democratic theory, in which the political party assumes the position of primary force in policy-making.
- Elite theory, which sees small elite groups acting as leaders of a large group of followers.
- Systems theory, which focuses on contributions of interrelated forces to the policy-maker.

From the above-mentioned administrative theories, it is evident that no single acceptable theory for policy-making exists. According to Hanekom (1987:3), an effective public policy model should include the following five phases: goal identification, public statement of intention, authorisation to act, implementation and evaluation in conjunction with information feedback. As the title of the research indicates, the focus of this research is to extract normative criteria for implementation of cultural tourism on the Cape Flats. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

## 8.5 OVERVIEW OF MODEL THEORY

Criteria for the design of a normative model for cultural tourism on the Cape Flats is to adopt an approach that will change the dysfunctional situation, policies and implementation procedures to functional entities, as suggested in this research.

According to Bobbit *et al.* (1978:11), a model is a representation of reality accomplished by abstracting concepts from a situation and depicting the way in which the concepts are related. Furthermore, he states that the choice of a particular model usually depends on the situation being analysed, as well as the answers being sought, which are relative to the given situation (Ferreira, 1996:387).

Bobbit *et al.* (1978:12), argues that effectiveness of a model will depend on the following three factors, namely:

- Firstly, it will depend upon the validity of the model in representing reality;
- Secondly, the more the model contributes to the ease of analysis, the more valuable it will be; and
- Thirdly, an important test of the validity of a model is the predictive accuracy of the model (Ferreira, 1996:388).

## 8.6 OVERVIEW OF MODELS

A number of analytical models have been developed in order to comprehend public policy. According to Hanekom and Thornhill (1983:88), some of the analytical models have their roots in the decision-making process, which has been adopted for policy analysis. The models are equally applicable to analysing policy with respect to administrative functions such as policy-making, organising, financing, personnel provision and utilisation, the design of work procedure and determination of measures of control (Hanekom & Thornhill, 1983:88). The analytical models, when applied to policy making models, could assist and facilitate the description, explanation, understanding and planning of future policy initiatives.

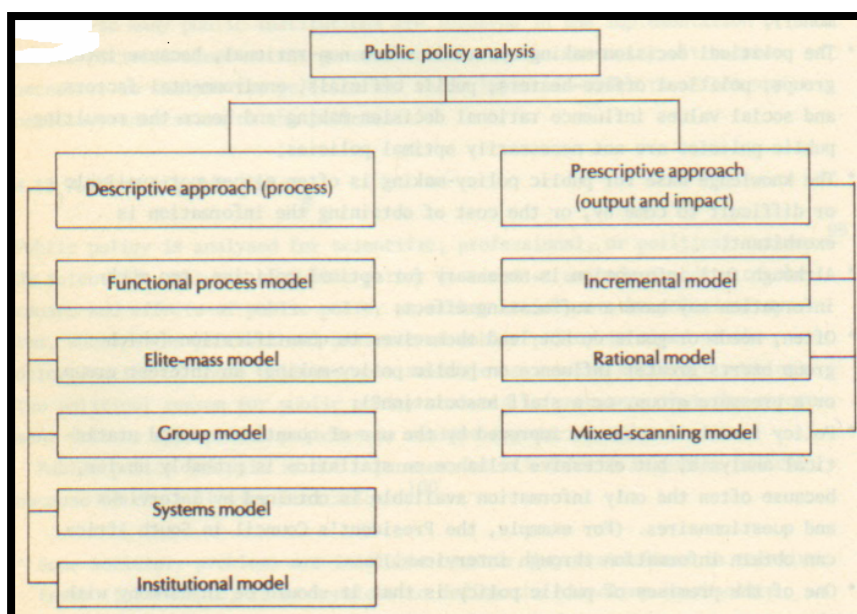
Models clarify why a certain outcome has been achieved, or can be used to improve predictability, or indicate who makes policy, or how it is made. In certain instances models attempt to describe and explain the total policy process such as the systems model, while others focus on one or more stakeholders within the process (Cloete & Wissink, 2000:30).

The following models in Figure 8.1 below can be divided into two streams. The first stream is where models are used to analyse the process of policy-making and the second stream is where models are used to analyse policy outputs and its impact (Hanekom & Thornhill, 1983:88).

Basic criteria for the development of a normative model to develop cultural tourism on the Cape Flats, is that the approach suggested in this study should be able to accomplish, sustain and enhance the mission of the Department of Environmental Affairs and Tourism, represented on national, provincial and local spheres.

A list of analytical models for public policy-making and implementation is represented in Figure 8.1

Figure 8.1: Analytical models of public policy-making and implementation



Source: Hanekom & Thornhill, (1983:88)

### **8.6.1 Descriptive approaches (process)**

The following analytical models are classified under the descriptive approach. These models are: Functional process model, Elite- Mass model, Group model, Systems model and Institutional model.

### **8.6.2 Functional process model**

This model is concerned with functional activities involved in policy-making (Hanekom & Thornhill, 1983:89). A number of questions should be considered when analysing public policy. Hanekom and Thornhill (1983:89) formulated the following questions that should be considered when analysing a functional-process model.

These questions are:

- How are alternative recommendations formulated and made known?
- How, and by whom are measures formulated and applied?
- Who decides whether an action is a contravention of the law?
- How is legislation applied and enforced?
- How is the application of policy judged with respect to its success or failure?
- How is the legislation terminated or continued in amended form?

This model is ideal when conducting a comparative study of policy-making.

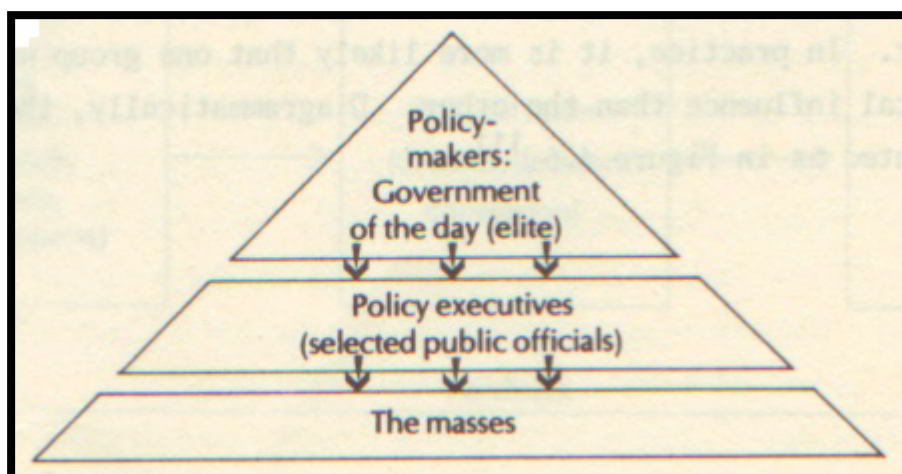
### **8.6.3 Elite – mass model**

As the name suggests, this model postulates that a small elite group is responsible for the formulation of policy (Hanekom & Thornhill, 1983:89). This policy adopts a top down approach from elite decision makers to the masses. In turn, a selected group of government institutions and public officials are responsible for the application of the policy (Hanekom & Thornhill, 1983:89). De Coning and Cloete (2000:34) highlight shortcomings of the elite-mass model by stating: “society is divided into those who have power and those who have not. Elites share common values that differentiate



them from the masses, and prevailing public policies reflect elite values, which are dedicated to preserving the status quo”. Another criticism of the elite-mass model is that the model assumes “that the elite are in power, that they know best and that consensus on policy exists within the elite group” (De Coning & Cloete, 2000:34).

Figure 8.2: The Elite – Mass Model

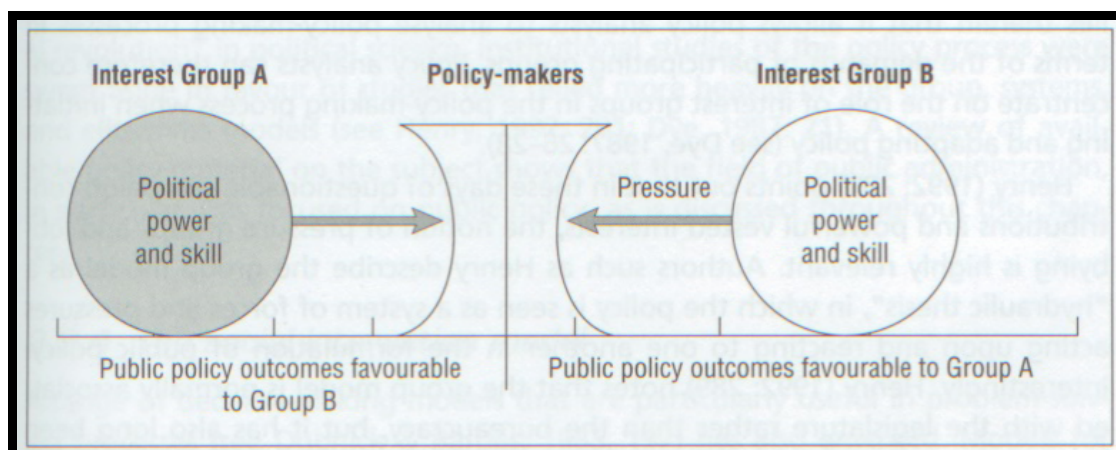


Source: Hanekom & Thornhill, (1983:89)

#### 8.6.4 Group model

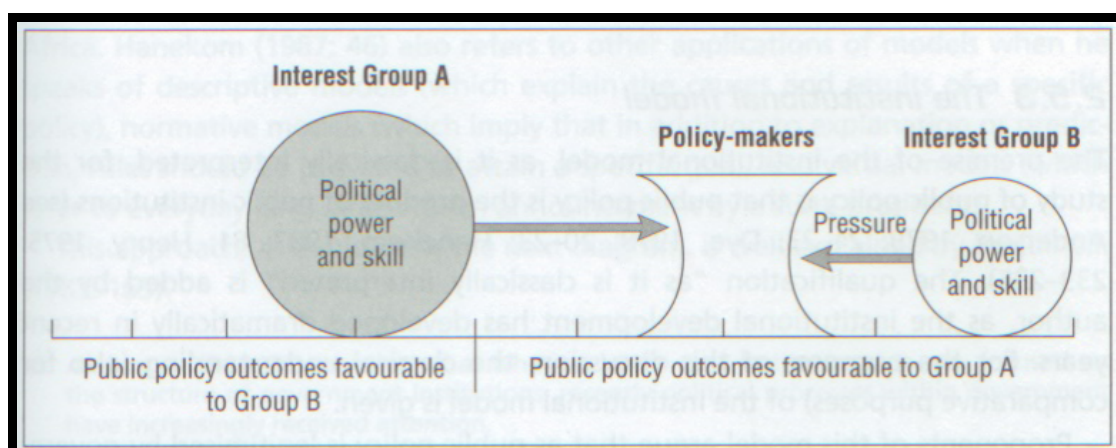
The representation below implies that the two interest groups A and B enjoy exactly the same measure of political influence and prestige (Hanekom & Thornhill, 1983:90). The policy makers are in equilibrium, thereby benefiting both interest groups equally (Hanekom & Thornhill, 1983:90). Conversely, interest groups can assert pressure on policy makers and thereby effect change. Policy makers, in this regard, should be sensitive to the aspirations of interest groups if they want to maintain a win-win situation.

Figure 8.3: The group model of public policy-making and implementation: Phase 1



Source: Cloete & Wissink, (2000:35)

Figure 8.4: The group model of public policy-making and implementation: Phase 2



Source: Cloete & Wissink, (2000:35)

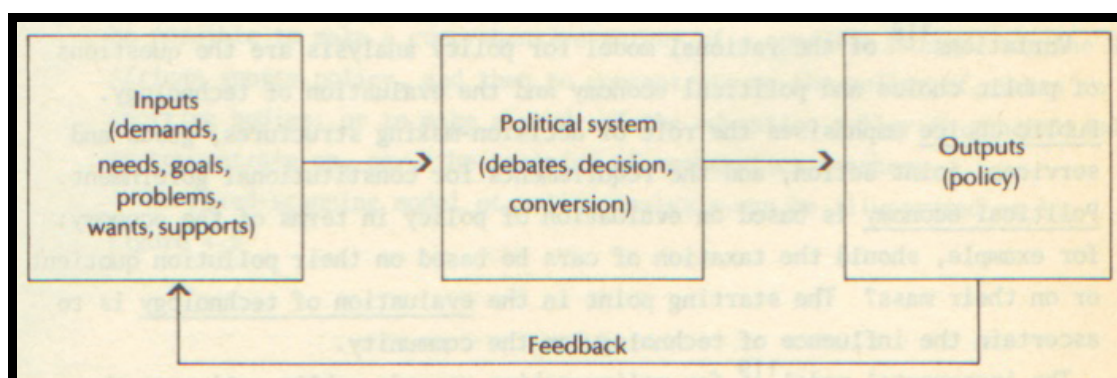
### 8.6.5 Systems model

This model is helpful in portraying policy processes on a general and simplistic level and often identifies major subsystems and processes (De Coning & Cloete, 2000:39). This model regards public policy as the response to factors acting on it from an external environment (Hanekom & Thornhill, 1983:91). The external environmental factors refer to demands from individuals and groups for the satisfaction of their needs, their support through obeying the law of the country and by paying taxes (Hanekom & Thornhill, 1983:91). These external environmental factors serve as inputs to the political system where, through a process, inputs are debated, decided

upon and converted into outputs (Hanekom & Thornhill, 1983:91). De Coning and Cloete (2000:39), further elaborate on the input process by referring to the “channels of political debates, cabinet memoranda, proposals, counterproposals, consensus and decision and agreement on policy is finally reached on the policy or output to be made.”

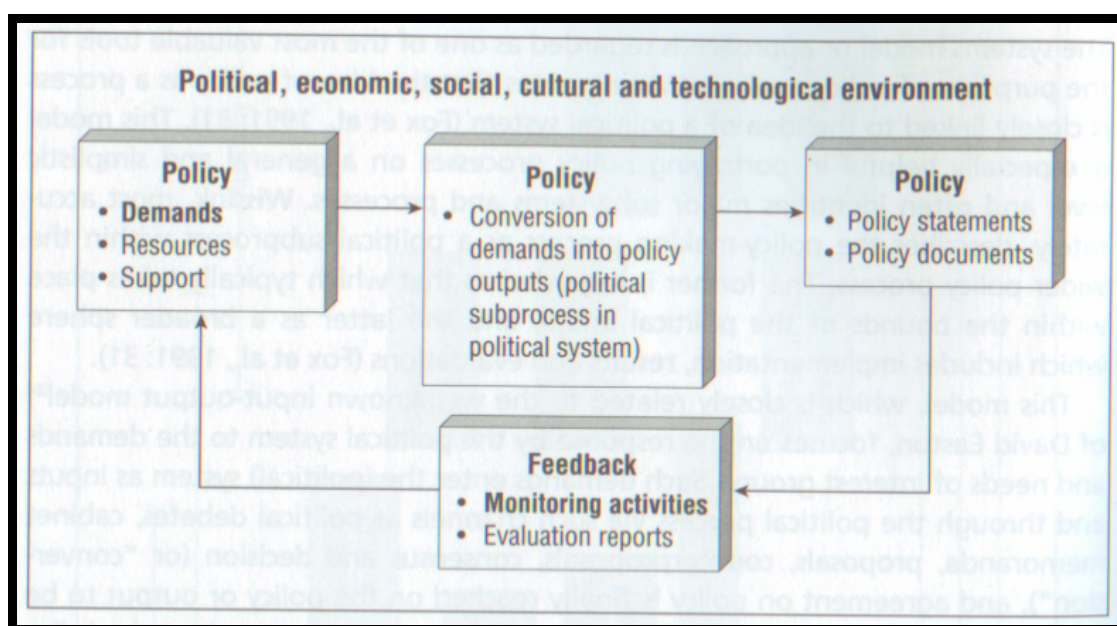
According to Wissink (De Coning & Cloete, 2000:39), the system model fails to describe how actual transformation of inputs into outputs take place.

Figure 8.5: The systems model of policy analysis



Source: Hanekom & Thornhill, (1983: 91)

Figure 8.6: The systems approach to policy-making



Source: Cloete & Wissink, (2000:40)

### **8.6.6 Institutional model**

The Institutional model attempts to describe the roles of various government institutions that are responsible for policy-making (Hanekom & Thornhill, 1983:91-92). The above focus has now shifted to an analysis of public policy as the product of institutional activities (Hanekom & Thornhill, 1983:92). According to Hanekom and Thornhill (1983:92), the institutional model is premised on the idea that government institutions are responsible for the formulation of public policy. The Institutional model is also known as the classical model. De Coning and Cloete (2000:26) points out that this model emphasizes different concerns and interests of government that should be given preference. According to De Coning and Cloete (2000:26), this model also advocates a separation of powers such as the legislative, executive and judicial functions. De Coning and Cloete (2000:37) quote Anderson who argues that “the institutional model could be usefully employed in policy analysis by analyzing the behaviour patterns of different public institutions and their effect on policy-making.”

### **8.6.7 Prescriptive approach (output and impact)**

The following analytical outputs and impact models are classified under the prescriptive approach. These models are: Incremental model, Rational model and Mixed-scanning model.

### **8.6.8 Incremental model**

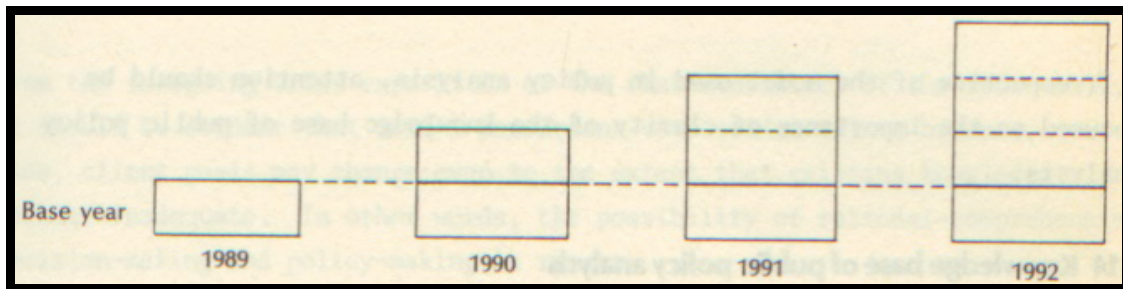
This model was first developed by Charles Lindblom who postulates that only a limited number of policy alternatives are available in an incremental fashion (De Coning & Cloete, 2000:32). They further state that this model regards public policy as a continuation of existing government activities with a potential for small, incremental adoptions only (De Coning & Cloete, 2000:32).

According to Hanekom and Thornhill (1983:92), the incremental model represented below regards public policy as a continuation of existing government activities with only incremental adaptation to provide for changing circumstances. In Figure 9.5 below, if the base year is taken as 1989 for a specific policy and a few years later, as

represented in the diagram, one observes an incremental adaptation in the policy, it could return to the status quo of 1989 (Hanekom & Thornhill, 1983:93).

The shortcoming of this model, according to De Coning and Cloete (2000:32), is that “rational and comprehensive change is difficult to realise because of vested interests and lack of adequate data on all aspects of the policy.” The advantage, on the other hand, of the incremental model, according to De Coning & Cloete (2000:32), is that “incremental change is more expeditious than comprehensive change, that the potential for conflict is considerably lower.... Incremental adaptation contributes to a redefinition of policy on a continuous basis.”

Figure 8.7: Incremental model



Source: Hanekom & Thornhill, (1983: 93)

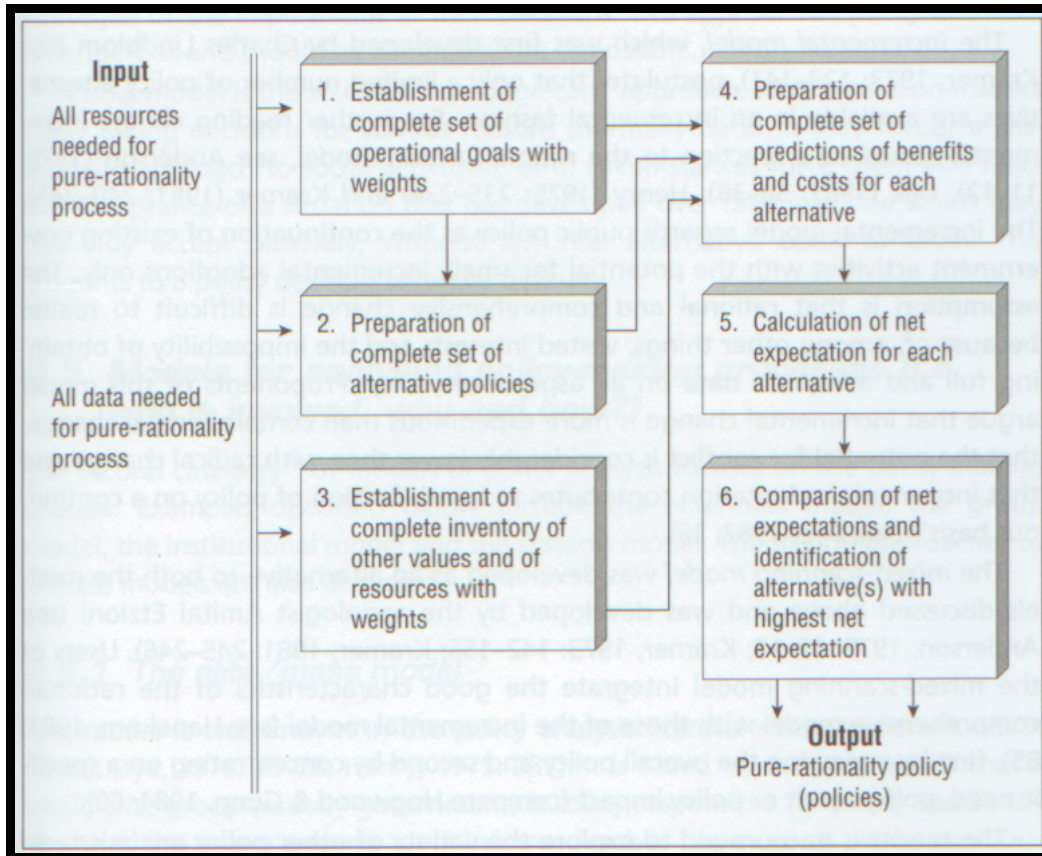
### 8.6.9 Rational model

Hanekom and Thornhill (1983:92) raise the following questions with respect to the requirements for a rational policy-making process:

- Detailed knowledge of the value of preferences of the society;
- Relevant policy alternatives must be known;
- Calculate consequences of each policy;
- The ratio of realised-abandoned aims for each policy alternative must be determined; and
- The policy alternatives must be selected that will make the greatest contribution in terms of costs to the welfare of the community at large.

The rational model is diagrammatically represented below as in Figure 8.8.

Figure 8.8: Rational model

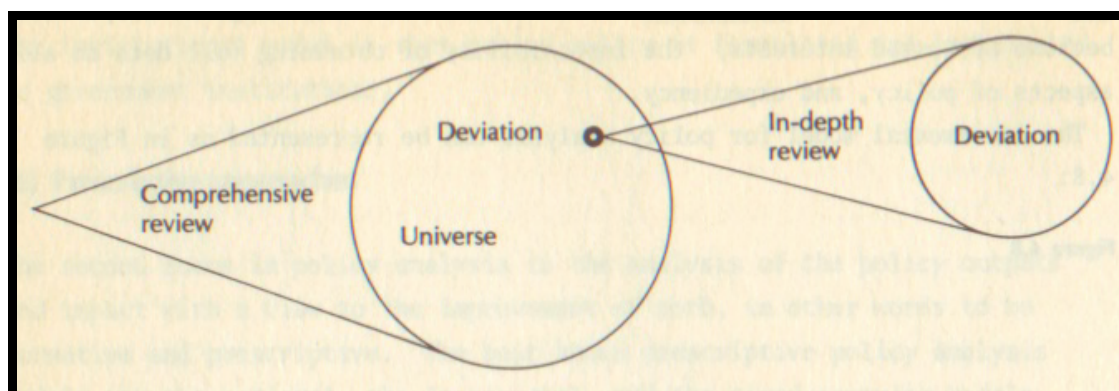


Source: Cloete & Wissink, (2000:31)

#### 8.6.10 Mixed-scanning model

This model integrates the best qualities of a given situation and then concentrates on deviations (Hanekom & Thornhill, 1983:93). This model can be applicable by undertaking a complete review of the White Paper on Tourism (1996) and thereafter a comprehensive survey on the policy for cultural tourism on the Cape Flats.

Figure 8.9: Mixed-scanning model of policy analysis

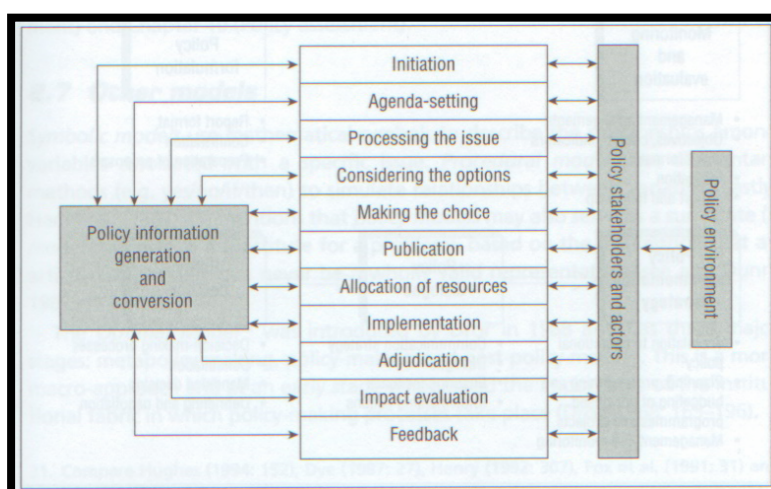


Source: Hanekom & Thornhill, (1983: 92)

### 8.6.11 Stage model

Henry Wissink's stage model views the policy-making process as consisting of activities, which are present, but ignored, in contemporary models (De Coning & Cloete, 2000:47). The ignored activities refer to becoming aware of a public problem through civic, political action, agenda setting and determining priorities (De Coning & Cloete, 2000:47). The stage model allows for one alternative to be selected and the decision is made public. The outstanding feature of the model is that it allows for adjudication, which includes enforcing the policy through administrative and legal means before impact evaluation and feedback (De Coning & Cloete, 2000:47).

Figure 8.10: Stage model



Source: Cloete & Wissink, (2000:47)

### **8.6.12 Enclave model**

This model depicts dependency relations between the commercial and social dimensions of tourism development (Lea, 1988:14). The enclave model reflects the primary return flows of tourists from metropolitan countries to key cities and resort enclaves in the periphery (Lea, 1988:14). The Cape Flats can be described as an enclave within the city of Cape Town, which has a supporting network of local attractions. The structural inequalities in world trade is demonstrated by this model through suggesting that international tourism is unlikely to achieve a better balance between rich and poor participants unless there is a significant shift between the relationships amongst countries (Lea, 1988:16). The proponents of the enclave model suggest that, in order to avoid exploitation of the tourism products in the host country from first world countries, public ownership of the tourist industry should be sought, as well as marketing it directly without other intermediaries (Lea, 1988:16).

### **8.6.13 Functional model of the tourism process**

The functional model of the tourism process consists of a dynamic phase, which covers the movement of travellers to and from the destination, a static phase involves the stay itself and a consequential phase describes the economic, physical and social impacts on the environment (Lea, 1988:16).

### **8.6.14 Population-ecology model**

This model “posits that environmental factors select those organisational characteristics that best fit the environment” (Aldrich & Pfeffer, 1976:79). The natural selection model by Campbell (1969) does not assume that changes are necessarily in the direction of more complex organisations.

According to Aldrich and Pfeffer (1976:79), the population-ecology model does not deal with single units, rather it is concerned with forms of organisations. Therefore, organisations that have an appropriate fit with the environment are selected over those that do not fit. They further suggest that there are three stages in the natural-selection model, namely:



- Variations occur in organisational forms;
- Once variations have occurred, then selection is reached; and
- Retention is accomplished when forms such as “preserved, duplicated or reproduced” are selected (Hall, 1999:275-276).

Aldrich and Pfeffer, (1976:85) identify certain shortcomings with the population-ecology model. The shortcomings are that managerial processes within the organisations are ignored, as well as the processes by which the fit between the organisation and the environment is achieved.

An additional concern regarding the population-ecology model is that it tends to portray an environment as an unfeeling, uncaring condition in which organisations should operate rather than one filled with humans. The model removes power, conflict, disruption and social-class variables from the analysis of social processes (Hall, 1999:277). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

#### **8.6.15 Institutional model**

Hall (1999:289-290) refers to DiMaggio and Powell’s (1983) “institutional isomorphism” as the main reason for organisations to assume the forms that they do. It is further stated that organisations are becoming homogeneous and the following three reasons for this isomorphism were identified, namely:

- First, coercive forces from the environment such as cultural expectations;
- Second, organisations look for solutions to their problems by finding organisations that experienced similar challenges and thereby mimic each other; and
- Third, normative pressures propel organisations toward isomorphism as management becomes more professional.

A number of shortcomings of the institutional model has been identified by Hall (1999:291-292), namely;

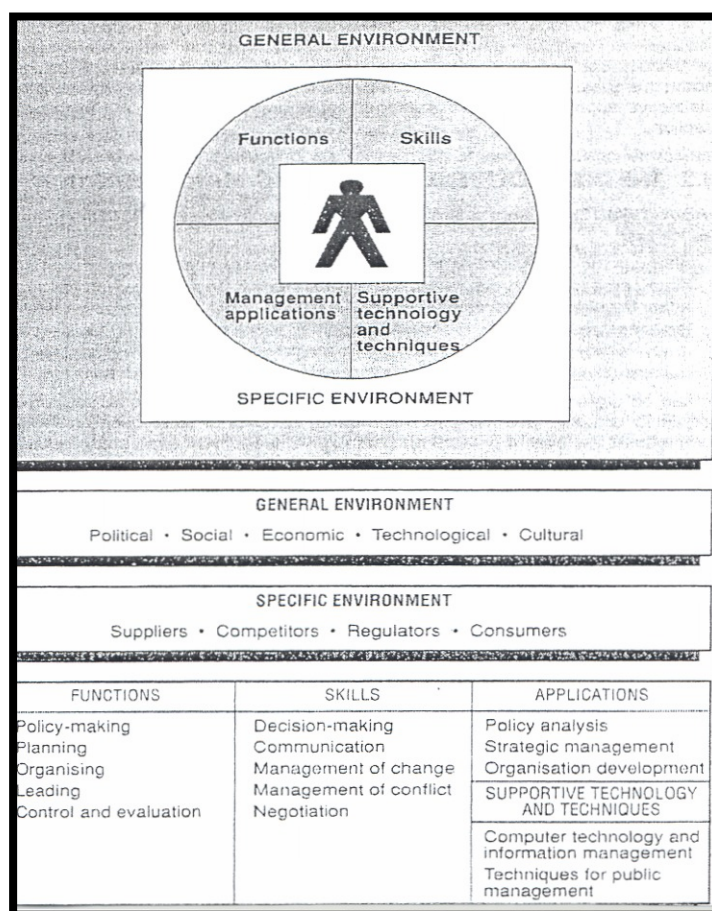
- Institutional theory did not give much attention to what is institutionalised and what is not; and
- A tendency exists to over extend institutional theory to a number of varying situations.

#### **8.6.16 Public management model**

The public management model by Fox *et al.* (1991:3) refers to a general environment that consists of sub-environments. The possible environments mentioned in the model are considered to be representative of facets within human societies and its need-generating elements.

Fox *et al.* (1991:3-4) identifies a specific environment, within the general environment, which consists of consumers, regulators, competitors and suppliers. The relationship between elements in the general environment and elements within the specific environment are impacted upon by applications, skills and functions (Ferreira, 1996:410).

In addition, Fox *et al.* (1991:5) refer to five processes that could be used as a conversion mechanism for goal achievement with respect to policy-making, planning, organising, leadership, control, evaluation and motivation. These functions are situation-bound and could change as the needs of the particular environment changes (Ferreira, 1996:411).

Figure: 8.11: The public management model of Fox *et al.*

Source: Fox *et al.* (1991:4)

### 8.6.17 Easton's input/output transformational systems

The Easton transformational model emphasises need generation from existing dysfunctional external environments. The external environment will be regarded as hostile to society when it leads to dysfunctional situations in a community. External environments such as the political environment, cultural environment, constitutional environment, education environment, religious environment and physical environment, as well as several others (Ferreira, 1996:403).

The systems model presupposes that given external environments are threatening the survival of society all the time and it is necessary, on an on-going basis, for all levels of government institutions to set goals in order to avert potential hazardous

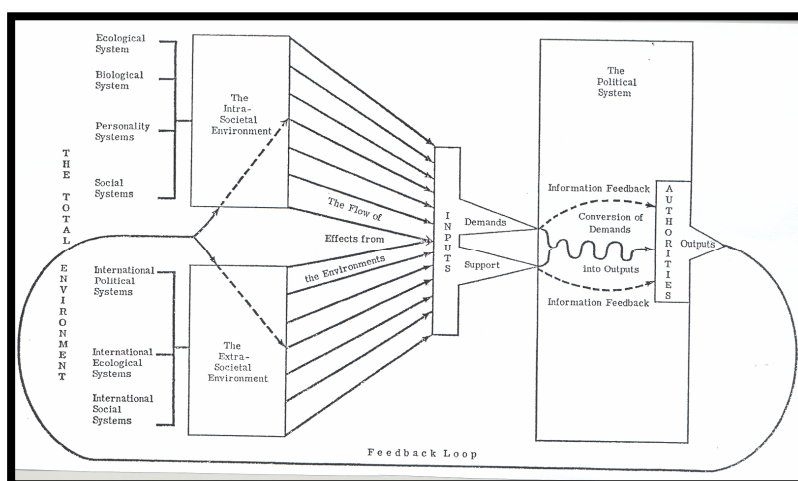
situations within given environments and to pursue those goals effectively and efficiently.

Needs that are generated by the dysfunctional external environments serve as the “inputs” into the system. The generated needs can only be satisfied by goal-setting, the eventual achieving of what will be considered as the “outputs” (Ham and Hill, 1993:14).

The process of need satisfaction, which starts with given, perceived dysfunctional external environments, should move through an internal environment, which consists of different value systems, ethical foundations or the foundations and guidelines of Public Management and, which serve as “filters” to maintain norms and standards in terms of the current body politic, prevailing community values and legal requirements, particularly those regarding Administrative Law (Easton, 1965:49).

The process is then followed by a conversion mechanism, which consists of various functions that should be utilised in order to enable institutions that are faced with the task of satisfying the needs. The process depends on the particular situation at hand and the preference of the policy makers with regard to determining, which particular enabling process to utilise in order to achieve the desired goal (Ferreira, 1996:403). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

Figure 8.12: Easton’s input / output transformational systems model



Source: Easton, (1965:110)

## 8.7 NEED FOR PUBLIC POLICY-MAKING

The aims and functions of government have their origin in the values, needs, desires and demands of society (Hanekom, 1987:5). Through a political process demands are transformed into policy decisions (Hanekom, 1987:5). According to Cloete (1992:79), the need for public policy is to provide goods and services to make living together in closer settlements possible, as well as reconciling the conflicting interests of individuals and groups.

The government of-the-day through various legislations, attempts to address the high unemployment rate among communities, grows the tourism economy, and addresses skills shortages and crime, to mention a few.

The government, therefore, should prioritise its objectives and thereby appease their constituent members. The programs introduced by government such as GEAR and the White Paper on Tourism should, therefore, contribute to the development of the South African community nationally. Government and public institutions are responsible for implementation of the legislation and should, therefore, know the aims and objectives of government's public policy. In the case of tourism, public policy should take into account future trends and developments that will take place within the tourism industry nationally and internationally.

Coning and Cloete (2000:25) advance three reasons for the importance of public policy making. The first reason is to gain better academic knowledge about public policy. The second reason is to improve the policy process, contents and outcomes. The third reason for the importance of public policy making is to influence the policy processes and content in order to ensure desired outcomes.

Hanekom (1987:7) sums it up when he states, "if the legislator knows what he intends doing with society it means that he has clarity on his intended actions, which in turn, means that information on the resources he intends to employ and the effects he intends his actions to have is available – which could ultimately lead to clearly defined policies."

Continuing the discussion on public policy-making, decision-making and policy-making are firstly considered and secondly, the meaning of public policy is discussed. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

### **8.7.1 Decision-making and policy-making process**

The difference between decision-making and policy-making is that the former refers to when a deliberate choice from a range of alternatives are made (Hanekom & Thornhill, 1983:82). Conversely, policy-making refers to the actions and thought processes that precede a policy statement (Hanekom & Thornhill, 1983:82). The resultant of the decision-making process results in the formulation of a policy. De Coning and Cloete (2000:28) quotes Hanekom in their work, who accurately depict the roles played by government with respect to public policy when he states:

“Initiative for public policy-making is derived from legislative institutions, public officials and interest groups. Other sources of information pertaining to public policies are the Cabinet, select committees, the Caucus and commissions of enquiry. The political office-bearers, the ministers of state and the appointed public officials are, however, the most important participants in the policy-making function: the ministers because of being appointed by the State President to administer the state departments assigned to them, and the public officials because of their expert knowledge, as career officials, of the issues dealt with in specific departments. Public officials, especially at the top and middle levels, act as advisors on policy, policy formulation and policy implementation and also as policy monitors.”

From the above discussion it becomes evident that a policy document is developed as a result of an identified need, request by an interest group, influential individuals, officials or a member of the Executive Authority.

The policy process is succinctly outlined in the government publication entitled, “The Machinery of Parliament”. In this publication it explains that the policy, at its conceptual stage, commences with a broad framework. The process includes a

number of consultations and deliberations until a task team is established to develop a green paper on the draft proposal. The stakeholders in the process will include government departments, statutory bodies, other institutions and members of the public. In order to ensure transparency, public hearings are held to obtain inputs at grassroots level. The green paper is followed by the White Paper after an elaborate and refined discussion. The White Paper is a broad government statement and it is an end product of the consolidated inputs from stakeholders (2003:39-40). This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

### **8.7.2 Meaning of public policy**

A public policy is an articulation of the goal that the government intends to realise with the community (Hanekom & Thornhill, 1983:82). When an objective is laid down, an indication should be given of what is intended, how to set about achieving the objective, who will take action to achieve the objective, the wherewithal to achieve the objective, and where and when to take action to achieve the objective (Cloete, 1988:56). The legislator decides on the public policy and public institutions are responsible for its implementation (Hanekom & Thornhill, 1983:82). The legislator should be creative when visualizing a course of action for the attainment of societal goals or resolving societal problems (Hanekom, 1987:5).

The process of formulating public policy constitutes one of the six administrative functions (Hanekom & Thornhill, 1983:82).

Hanekom and Thornhill (1983:83) list three viewpoints regarding public policy. These are:

- Public policy is the authoritative allocation through the political process of value to groups or individuals in the community;
- Public policy is a comprehensive framework of and for interaction within which a municipality of decisions are possible; and
- Public policy is a purposeful activity.

### **8.7.3 Purpose and nature of public policy**

The first policy statement for any government is the constitution. Policy statements are required in order to guide the activities of the government. According to Cloete (1992:80), policymaking is a complicated and time-consuming process. “The constitution is a policy statement because it declares the action to be taken by specified institutions and office-bearers who follow stated procedures and respect prescribed conduct guidelines and values for the creation and the maintenance of the state” (Cloete,1992:80). It should be understood that governmental and all administrative executive activities are based on legislative directives, which does not prevent local authorities from taking decisions and making administrative rulings in keeping with the acts of Parliament.

### **8.7.4 Process of public policy-making**

Regarding the process of public policy-making, Hanekom and Thornhill (1983:83) identify five phases, namely:

- Formulation;
- Authorisation;
- Articulation;
- Execution; and
- Feedback.

According to Hanekom (1987:47), situations, context or values do not determine the policy-making process, rather it influences the choices made. Hanekom (1987:48) refers to the following models, namely circle perspective, spiral perspective and hierarchical perspective that highlight the different dimensions of the policy-making process within the constraints set by situations, context and values.

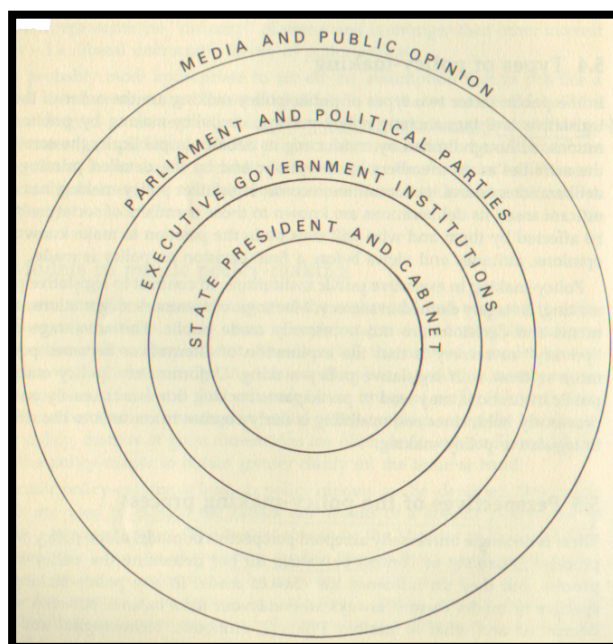
With reference to the circle perspective, “Policy-making is compared to a series of concentric circles, of which the innermost circle contains the State President and cabinet ministers. The second circle consists of the government institutions



established to implement public policies. The third circle is composed of legislative institutions and interest groups such as political parties. The fourth circle comprises the media and public opinion.” (Hanekom, 1987:48).

When analysing the circles below, it is observed that the two innermost circles is where the closest of interactions occur. The media circle on the outside will highlight positive and negative aspects of a policy and thereby influence public opinion.

Figure: 8.13 Circle perspective model

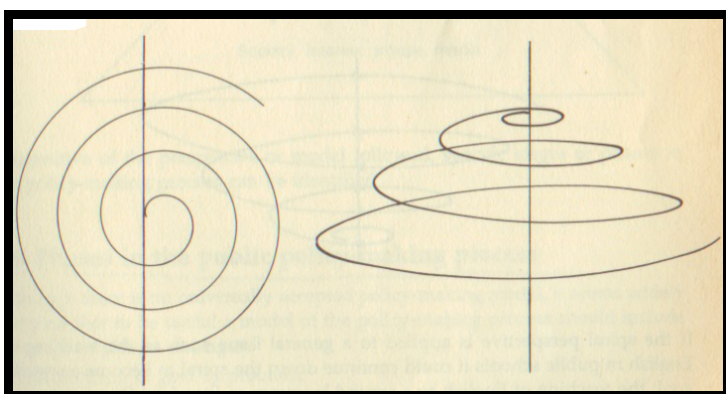


Source: Hanekom, (1987:48)

According to Cloete (1992:90), the usual policy –making procedure is that political executive office bearers will obtain approval of the caucus, which is made up from the ruling political party. He furthermore states that “draft legislation is formulated by the officials and submitted to the political executive office-bearers for approval. After such approval the draft legislation is submitted to the law advisers for refinement to meet the legal requirements. When the law advisers have completed their task, the draft legislation is submitted to the relevant political executive office-bearer for submission to the legislature concerned for legitimation” (Cloete 1992:90).

The spiral perspective compares policy-making to both a flat and a conical spiral. According to Hanekom (1987:49), the flat spiral represents the development of the policy and the conical spiral, the direction of flow of the policy, which is either from top to bottom or vice versa.

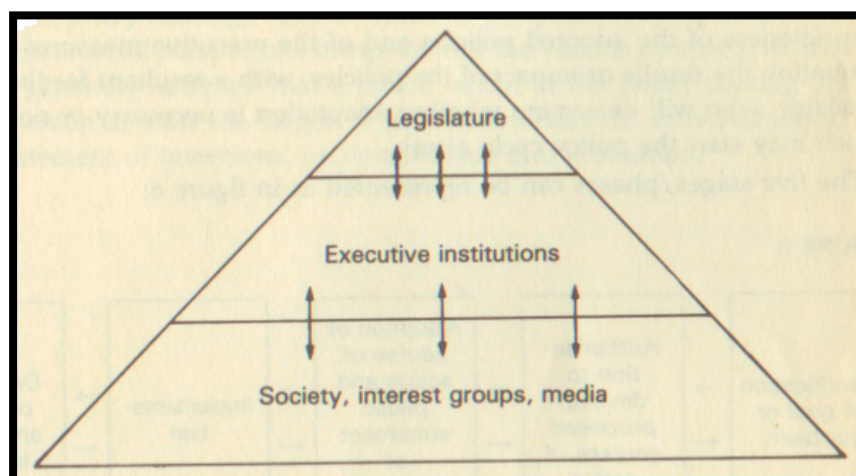
Figure: 8.14 Flat and a conical spiral model



Source: Hanekom, (1987:49)

The hierarchical perspective on policy-making comprises of three levels, one on top of the other. The uppermost level in the hierarchy is represented by individuals and institutions responsible for making public policy (Hanekom,1987:51). The second tier consists of executive institutions created by the legislator to implement legislation (Hanekom,1987:51). The bottom level of the hierarchical perspective is composed of society, interest groups, media and influential individuals (Hanekom,1987:51).

Figure: 8.15 Hierarchical perspective model



Source: Hanekom, (1987:51)

The formulation phase or the identification of a goal such as developing a normative model for Cultural Tourism on the Cape Flats, is to obtain information regarding the extent of the need by the Cape Flats community.

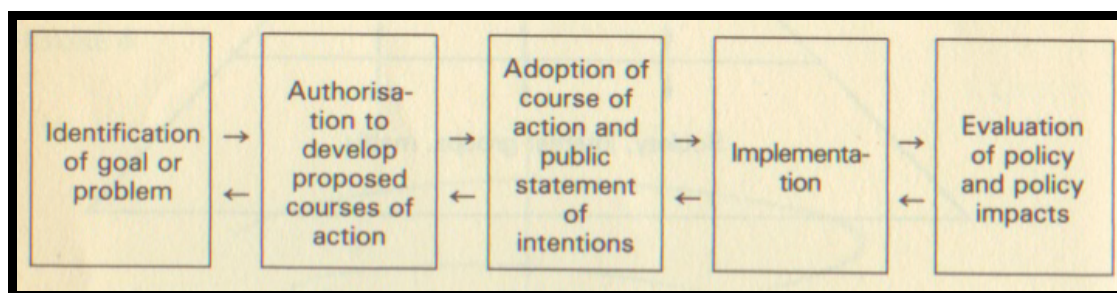
Secondly, it becomes a responsibility of the policy-maker to select a programme of action that will produce an acceptable policy to achieve the above goal, as well as benefit the community.

The third phase involves the public adoption of the policy of the legislator with reference to the goal of developing a normative model for Cultural Tourism on the Cape Flats.

The fourth phase involves the execution of the public policy by the executive public institutions, as authorised by the policy-maker.

As with all policies, the fifth stage involves a process where relevant data is required to determine the appropriateness of the public policy, as well as to assess to what degree the set goals were achieved. This is particularly relevant for development of a normative framework for cultural tourism on the Cape Flats.

Figure 8.16: Process of public policy-making



Source: Hanekom, (1987: 52)

### 8.7.5 Factors which influence policy

Public policy cannot remain static and, therefore, should be adapted to meet the needs of the society. Societal needs vary from time to time depending on the influences exerted on the community, both internally as well as externally. Public

policy becomes influenced by factors such as circumstances, technological developments, increase in population, disasters, international relations, economic development, societal needs, political parties, representations of interest groups and views and experience of public officials (Cloete, 1988:57-63).

In an attempt to understand how circumstances as a factor, will influence policy, the time and place in which authorities operate should be taken into account (Cloete, 1992:85). Another factor that influences policy is technological developments. With an increased use of cell phones by the public, additional service providers wish to offer their services to the public. Government is, therefore, required to draw up policy to regulate the cell phone industry.

As the population increases, it exerts pressure on the authorities to increase and improve their services that they offer people with respect to sanitation, health, housing, and clean water, to mention a few. South African international relations with foreign governments will directly impact on the number of tourists visiting the country. Through establishment of tourism information centres in the Middle East, as an example, will require government to promulgate legislation and policy in order for this process to unfold.

#### **8.7.6 Limitations of public policy**

As mentioned earlier, the aim of introducing public policy is to address societal problems. Public policy decisions are made by human beings and, therefore, are subject to the limitations of human behaviour (Hanekom, 1987:12). Hanekom (1987:17-18) lists some of the limitations that are encountered with public policy.

These are:

- It is virtually impossible to define societal problems in absolute terms;
- Societal expectations may exceed resource availability;
- People adapt their behaviour to policies to such an extent that policies become ineffective; and
- The cure prescribed by a policy could worsen the problem.

## **8.8 DEFICIENCIES OF MODELLING**

There exists a wide range of policy models that is cumbersome to compartmentalise simplistically. De Coning and Cloete (2000:30) sums it up when they assert that, “models can clarify why a certain outcome has been achieved, or be used to improve predictability, or indicate who makes policy, or how it is made.” De Coning and Cloete (2000:30) is of the opinion that the systems model attempts to describe and explain the total policy process whilst other models only focus on one or more stakeholders or approaches within the process such as institutional and incremental models. De Coning and Cloete (2000:46) further state that most models, with respect to the process, is sequential, and that policy is often initiated at different stages and bypasses several activities.

## **8.9 INSTITUTIONAL MODELS**

According to the document on institutional guidelines for public sector tourism development and promotions in South Africa of May 1999, it stipulates that historical development trends, macro-conditions (social, economic and environmental), constitutional dispensations and existing institutional structures differ among tiers of government and spatial areas. This scenario forces governments to establish institutional structures, which are relevant to their particular province.

The institutional guidelines for public sector tourism development and promotions in South Africa document proposes three broad institutional models.

The first model is the “Mainstream government model”, which proposes that all tourism functions reside within the line functionary of government, namely the government department responsible for tourism. This model is by high levels of direct government regulation and facilitation, for example, substantial bureaucracy, incentives and government ownership of tourism.

The second model suggested in the institutional guidelines for public sector tourism development and promotions in South Africa document is called the “Differentiated model”.

This model suggests that a government department is responsible for policy formulation, regulation and facilitation of direct government intervention in tourism, regulatory frameworks (air and road transport, operating standards, zoning, and so on), planning frameworks, immigration procedures, and so on. It should be understood that this model allows for a market-driven approach, while it facilitates government intervention where required and ensures that government does not neglect its responsibilities. A promotional activity by government will involve generic marketing, formulating attractive packages and quality promotions. This responsibility should reside with a statutory body or government agency or a community organization in order to create a flexible operational environment that facilitates active co-operation with the private sector.

The third institutional model is called the “Independence model” where government “cedes” its tourism function to a statutory body or tourism company or community association, while they provide financial support and have a limited say in the policy direction and operational strategy of the agency. This model is characterised by strong private sector involvement, business promotion, limited intervention to pursue responsible tourism, and often limited influence over delivery of public services and infrastructure.

Irrespective of which model is followed, the following guidelines are proposed to ensure effective monitoring and control:

1. Should an agency be established to act on behalf of the government, it should be a statutory body rather than a company in the case of the first and second tiers of government, (which have legislative powers in terms of schedule 4 of the Constitution). In the case of the third tier government, it should be a formal association under the auspices of the local authority.
2. Regular and acceptable financial audits should be conducted by government auditors.
3. A delegation of authority for decision- making and expenditures should be formalized and strictly followed.

4. All budgeting and operations should be done according to a structured business plan, which should be regularly monitored and evaluated.
5. Regular consultation with a cross-spectrum of clients should take place in order to evaluate their levels of satisfaction and obtain their views in order to establish priorities.

### **8.10 INPUTS INTO A NORMATIVE MODEL FOR CULTURAL TOURISM ON THE CAPE FLATS**

The model designed by Easton (1979) was used as the basis for the design of this proposed normative model for cultural tourism on the Cape Flats. The proposed model should be seen from a normative perspective, flexible in nature and inherently dynamic as a tool for aiming to change current dysfunctional situations, policies and implementation procedures into functional situations on the Cape Flats.

Figure 8.15 illustrates the adaptation of Easton's (1979) input / output transformational model: Developing a normative model for cultural tourism on the Cape Flats.

Easton's (1979) model emphasises the need generation from total external environments. The first of these sub-systems that serve as the "inputs" need-generating environments are the political, economic, socio-cultural, legal, environmental, educational, health, statutory policies, demographics and technological environment. These are only examples of possible external input environments that may influence goal-achievement, as the numbers and types of environments that are possible, may be unlimited (Ferreira, 1996:403).

The first input stage, the **macro external environment**, which includes the microenvironment, macro environment and marketing environment, for purposes of this study and is construed as representing external influences on the development of a normative model for cultural tourism on the Cape Flats. Regarding the external environment with reference to the macro environment, for purposes of this study, comprises of factors such as demographics, economic, technological, political-legal

and social cultural tourism, influencing the external environment which may, or may not influence the normative criteria that should be incorporated in the model.

The political external environment, for purposes of this study, can be construed as political influences, which impact on tourism such as governmental tourism policy, issues such as employment and skills shortage within the tourism industry.

The second input stage, the **micro-internal environment** for developing a normative framework for cultural tourism on the Cape Flats, are those that influence the body politic, community values, legal requirements, customers, competitors, distribution channels and suppliers, which are construed, for purposes of this study, as pertaining to goals of promoting, developing and sustaining cultural tourism on the Cape Flats.

The process should move through an internal environment, consisting of another input sub-system, different normative guidelines, which will serve as “filters” to maintain norms and standards in terms of the current body politic, community values and legal requirements during the different facets of the policy process (Easton, 1965:126-127).

The third and fourth input stage, the **guiding principles** for developing a normative framework for cultural tourism on the Cape Flats, are those, which were identified in the Tourism White Paper (1996) by the Provincial Government of the Western Cape, as the **core criteria** for developing a normative framework for cultural tourism on the Cape Flats.

The fifth stage, the **conversion mechanism**, or the management process for cultural tourism, as mentioned in the proposed model, is the actual vehicle whereby change from the abovementioned perceived dysfunctional macro environment and microenvironments can be effected. Each environment or situation sets out its own requirements, necessitating suitable adaptation of the conversion mechanism within a situational context (Easton, 1965: 131-132; Ferreira, 1996:403). Figure 8.15 illustrates possible enabling functions that can serve as a conversion mechanism for goal achievement, namely policy-making, planning, organising, leading and control mechanisms.

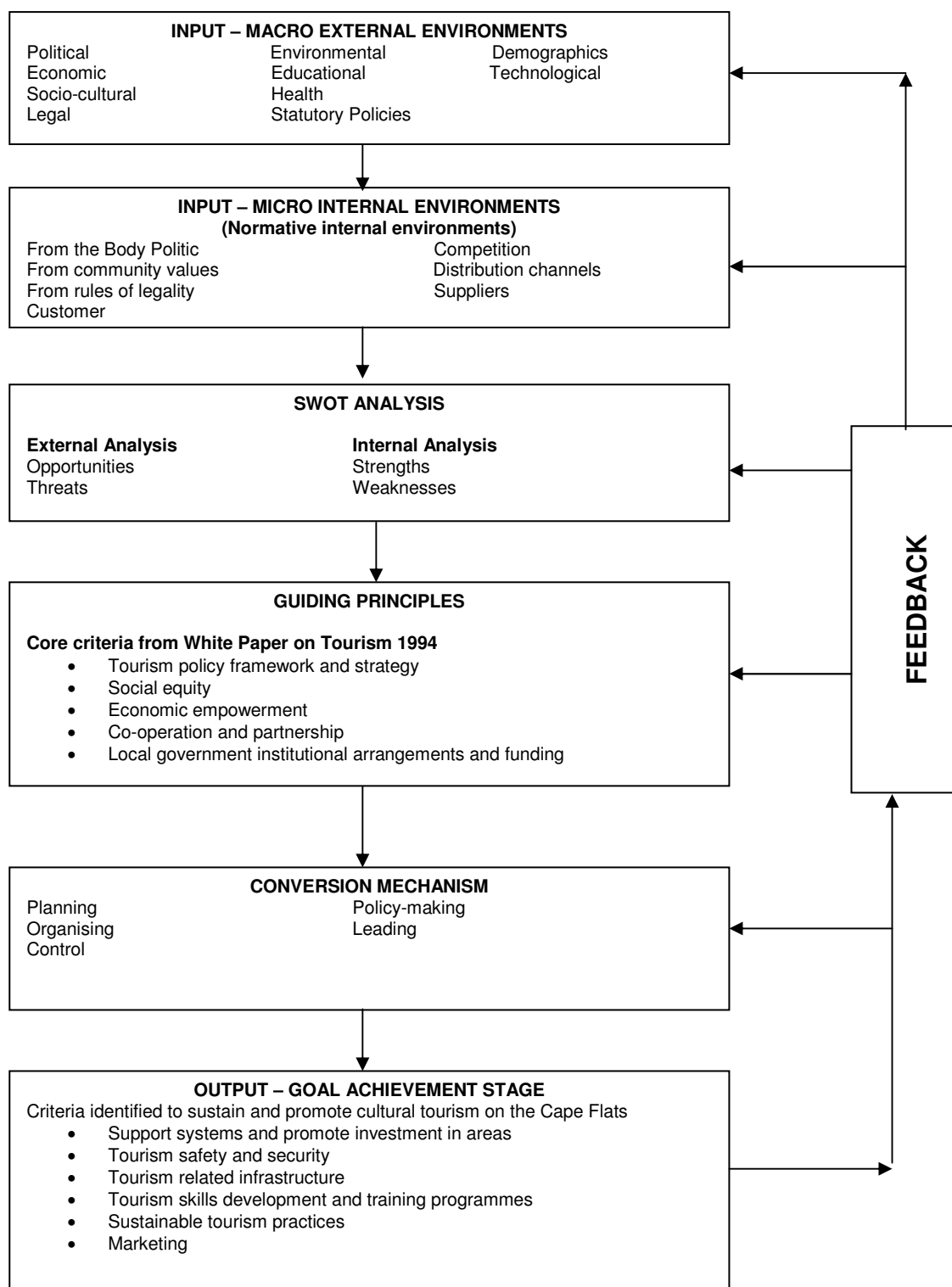


The sixth stage of the normative model developing a normative framework for cultural tourism, the **output** stage, is also the **goal achievement** stage, where effective and efficient criteria is attained and performed to achieve, maintain, promote and enhance the development of cultural tourism on the Cape Flats.

The final and seventh stage is the **feedback mechanism**, which, on goal achievement, feeds back immediately to the previously deficient macro environment and microenvironment, changing it to a proficient macro environment and microenvironment for cultural tourism on the Cape Flats. It is possible that the new external macro environment and microenvironment may not be completely acceptable in terms of the objectives outlined in the White Paper on Tourism. In such a case, a new goal can be set and the process can be repeated until such time as a satisfactory component had been achieved. However, should the goal have been achieved, the original external environment, the “inputs” sub-system, which, in its turn, proceeds to generate new needs that should be satisfied by a new goal achievement and the cycle of the system commences again (Easton, 1965:128-129; Ferreira, 1996:404; Cloete and Wissink, 2000:39).

This concludes explanation of various components of the proposed normative model for cultural tourism on the Cape Flats and thereby promotes tourism in an area where previously it did not exist. The proposed normative model is specifically suited for this research as it is more descriptive by nature and, therefore, readily understood as such.

Figure 8.17: Adaptation of Easton's (1979) input / output transformational systems model: Developing a normative model for cultural tourism on the Cape Flats



## 8.11 A CRITIQUE OF A SYSTEMS PROCESS

According to Erasmus in Bayat and Meyer (1994:83-101), the causal linearity of a systems process comprising inputs, a conversion mechanism, outputs and feedback in dynamic interaction within a discernable environment fits in with the way the empirical world appears to function. Since the system is assumed to have an inherent inclination for equilibrium, a systems model enables the system, for example, developing a normative criteria for cultural tourism to be readily understood. It should be noted that, according to Erasmus in Bayat and Meyer (1994:83-101), systems models, *per se*, do have inherent shortcomings such as their tendency to attach an equal value to all components of a system. This shortcoming may cause systems models to present a distorted view of reality. Nevertheless, according to Erasmus in Bayat and Meyer (1994:83-101), a systems approach can be used with a degree of success for the purpose of analysing a phenomenon, in this instance, developing a normative framework for cultural tourism on the Cape Flats.

Role players within the external environment, as pointed out above, influence the development of normative criteria for cultural tourism. It is, for example, necessary that the design and implementation of an appraisal system should be undertaken with due cognisance of the demographics, economic, technological, political-legal and social cultural tourism factors which influence the external environment.

It is imperative that an appraisal system of the normative criteria for cultural tourism on the Cape Flats is designed and implemented for the benefit of all stakeholders.

Using the normative model proposed in this chapter to develop a normative criteria for cultural tourism on the Cape Flats will contribute to the development of the Cape Flats, as a whole.

The Normative Model suggests that offering cultural tourism on the Cape Flats should positively influence the following pertinent concerns listed below.

- Unemployment;

- Developing cultural tourism infrastructure;
- Developing entrepreneurial skills of the community;
- Capacity building to supply a tourism product to the cultural tourism market;
- Promote cultural activities;
- Crime and gangsterism;
- Accommodation; and
- Information centres.

## 8.12 EFFECTIVENESS OF MODELLING

According to Lea (1988:16), any attempt to model a complex activity such as tourism, will be partially satisfactory in representing reality because the more universal the objectives, the more abstract the model is likely to be.

Effectiveness of a model will depend on three factors. Firstly, it will depend upon the validity of the model that represents reality. Secondly, the more the model contributes to the ease of analysis, the more valuable it becomes. Thirdly, an important test of the validity of a model is the predictive accuracy of the instrument (Bobbitt *et al.*, 1978:12).

The following guidelines are proposed in the Institutional guidelines of May 1999 for public sector tourism development and promotions in South Africa, in an attempt to ensure effective monitoring and control.

It is suggested that should an agency be established to act on behalf of the government, it should be a statutory body rather than a company in the case of the first and second tiers of government, (which have legislative powers in terms of schedule 4 of the Constitution). In the case of the third tier government, it should be a formal association under the auspices of the local authority.

The agency should be subjected to regular and acceptable financial audits that are conducted by government auditors.

It further states that a delegation of authority for decision- making and expenditures should be formalised and strictly followed.

In addition, all budgeting and operations should be done according to a structured business plan, which should be regularly monitored and evaluated.

Regular consultation with a cross-spectrum of clients should take place in order to evaluate their levels of satisfaction and to obtain their views in order to establish priorities.

## **8.10 SUMMARY**

In this chapter, the concept of model construction was briefly examined, while examples of various models pertaining to public policy were also depicted and explained. Finally, developing a normative model for cultural tourism on the Cape Flats, was proposed and described.

The models were discussed in order to develop a set of normative criteria for implementation of cultural tourism on the Cape Flats. Implementation of the proposed normative model, or part or parts thereof, should positively promote the Cape Flats as a cultural tourism destination for the Western Cape.

In the following chapter, certain conclusions are made, and a number of recommendations are proposed.

## **CHAPTER 9**

### **THESIS OVERVIEW, RECOMMENDATIONS AND CONCLUDING REMARKS**

#### **9.1 INTRODUCTION**

The research in this thesis develops a normative model, concomitant to a set of recommendations for implementation of cultural tourism on the Cape Flats. The aim of the normative model is to propose a set of normative criteria that will inform the aims and objectives for implementation of the model. The aim and objective of the normative model for cultural tourism is to address the acute shortage of skills, unemployment, safety and security for tourists, lack of cultural activities and facilities on the Cape Flats.

Researching the problem, as stated in Chapter One, the objective for the study was to design a normative model in conjunction with relevant recommendations that would inform the present dysfunctional situation. The normative model will establish a set of normative criteria as a possible approach to achieve functional cultural tourism on the Cape Flats.

#### **9.2 BRIEF EXPOSITION OF CHAPTERS**

The following chapters provide a synopsis of what has been researched in order to develop a normative model for cultural tourism on the Cape Flats.

##### **9.2.1 Chapter One**

Chapter One encapsulates an overview of the background to the study with an investigation into the researched phenomenon, the problem statement and its sub-problems, the key research questions, the objectives of the study, the hypothesis to the key questions, the delimitation of the research, as well as an overview of the research methodology undertaken during the research process.

### **9.2.2 Chapter Two**

In order to ensure a sound theoretical foundation for the research, Chapter Two focuses on identifying a philosophical basis for cultural tourism. This chapter explored, by way of a funnel approach, the nature and extent of philosophy as a basis for cultural tourism, a theoretical basis for public administration, as well as involvement of government in community affairs and development.

### **9.2.3 Chapter Three**

This chapter explores the role of national and provincial legislative frameworks pertaining to tourism and, in particular, cultural tourism. Chapter Three highlighted the role of national and provincial government, as stipulated in the White Paper on Tourism. Within this chapter, a number of key constraints are identified with respect to tourism in South Africa, as highlighted in the White Paper on Tourism.

### **9.2.4 Chapter Four**

Chapter Four focuses on a legislative framework for cultural tourism, as promoted by local government. The role of local government, with respect to cultural tourism for the Western Cape and, in particular, the Cape Flats, is assessed, as stipulated in the Tourism Spatial Framework and Tourism Development Framework for the City of Cape Town, respectively.

### **9.2.5 Chapter Five**

Chapter Five provides an overview of statutory policy initiatives with respect to cultural tourism by the Department of Environmental Affairs and Tourism (DEAT). This chapter highlighted institutional arrangements regarding the Strategic Plan of DEAT for the period 1 April – 31 March 2006. Concerns pertaining to sustainable growth and development, strategic partnerships, job creation and poverty eradication, was examined in this chapter.

### **9.2.6 Chapter Six**

In Chapter Six a comparative conceptual analysis, with respect to cultural tourism, was explored. This chapter addressed theories and a definition for cultural tourism, its scope, growth, economic impact, role of the private sector, role of the community on the Cape Flats and role of the media in the promotion of cultural tourism. In addition, a brief overview of cultural tourism in The Gambia and the Cape Flats, was discussed.

### **9.2.7 Chapter Seven**

Chapter Seven outlines the research methodology, the empirical survey, as well as statistical analysis of the survey results. This is followed by an explanation of the statements in the questionnaire that was used to collect data that was needed for analysis and interpretation. Finally, the questionnaire data is explained, which is followed by an articulation of the findings.

### **9.2.8 Chapter Eight**

Chapter Eight comprises of a brief overview of model theory, as well as illustrations and explanations of selected models. The outcome of the research was illustrated as a normative model for cultural tourism on the Cape Flats that was developed, based on Easton's input / output transformational model for change. The model was proposed as a normative model that could serve as a basis for addressing implementation of cultural tourism on the Cape Flats. Answers were provided for some key questions regarding skills scarcity, sustainable growth and development, strategic partnerships, job creation and poverty eradication.

### **9.2.9 Chapter Nine**

Chapter Nine, as the final chapter of the thesis, answers key questions that were posed in Chapter One, in terms of the extent to which tourism-related infrastructure



on the Cape Flats could be developed and marketed as a cultural tourism destination for the Western Cape.

In addition, the impact of the spatial framework on cultural tourism by the City Council on the Cape Flats, is assessed. The spatial framework makes recommendations to address issues of unemployment, sustainability of cultural tourism and development of cultural sites and attractions on the Cape Flats.

This chapter also consists of a brief summary of various chapters of the thesis, certain findings and conclusions that were arrived at during the research, as well as a number of recommendations that emanate from the research.

### **9.3 RECOMMENDATIONS**

It is necessary for successful implementation of the normative framework for cultural tourism on the Cape Flats that the following recommendations are considered. The proposed model in Chapter Eight proposes to address key questions about skills scarcity, sustainable growth and development, strategic partnerships, job creation and poverty eradication, to mention a few.

#### **9.3.1 Recommendation 1**

A cultural tourism product is no different from any other product intended for tourism consumption. However, the cultural tourism product should offer intrinsic value for the tourist when consumed. In addition to the intrinsic value that a cultural tourism product should offer, it should also add value to the Cape Flat's destination's cultural resources. The tourist undertaking of a cultural tourism visit to the Cape Flats, undertakes it with the expectation of seeking a memorable experience.

For example, a single parent with siblings could offer tourists an interactive cultural experience by offering to involve and show tourists how to prepare a traditional or local dish. Tourists will be required to physically participate in preparing the ingredients for the dish to be cooked. This scenario will offer participant to share their life experiences with each other. The host will not only derive financial benefit from the demonstration, but the food that is left over could be used to feed her siblings or

extended members of the family. For the tourist, the involvement will be a lasting and memorable cultural experience. Ingredients such as spices, meat, fish, chicken, vegetables and fruit for use in the preparation of food, should ideally be sourced from suppliers on the Cape Flats. Cookery books compiled by local authors on the Cape Flats could be sold to tourists, while it would also make an ideal gift for family members back home.

The recommendation, therefore, is to ensure that the cultural tourism product offers intrinsic value to the tourist, as well as add value to the cultural tourism product on offer on the Cape Flats.

### **9.3.2 Recommendation 2**

The Fifa World Cup soccer tournament that takes place in 2010 should bring thousands of visitors to South Africa and, in particular, to the Mother City. Cape Town will receive extensive media coverage where attractions in Cape Town and surrounding areas and other parts of the country will be televised to other parts of the globe. Cape Town Tourism and Cape Town Routes Unlimited should utilise an opportunity to market the cultural attractions of the Cape Flats during the period when the 2010 Fifa World Cup is staged in South Africa.

The media exposure that will be afforded when promoting the Cape Flats as a cultural destination, which is only ten kilometres from Cape Town, will be phenomenal, since millions of viewers will see what is on offer in terms of tourism cultural offerings on the Cape Flats and as a tourism destination. The advertising clips should depict various cultural offerings offered on the Cape Flats with the relevant contact details.

Icons of the Western Cape are Table Mountain, Kirstenbosch, Robben Island and the Cape of Good Hope nature reserve. The recommendation is that, after 2010, cultural tourism on the Cape Flats could become a well-known cultural destination for the Western Cape, on par with the other icons mentioned above.

### **9.3.2 Recommendation 3**

The New Partnership for Africa's Development (Nepad) identifies tourism as the most effective development tool for creating opportunities for economic growth by securing foreign exchange from tourism and, in particular, from cultural tourism on the Cape Flats.

The Nepad policy further views tourism as a vehicle to eradicate poverty through community-based pro-poor tourism development. This approach will only be effective when government intervention and support is provided to community members on the Cape Flats. The pro-poor tourism approach will require tour operators to support this initiative when they intend bringing tourists to the Cape Flats to experience cultural tourism on the Cape Flats.

The recommendation is for implementation of a normative framework for cultural tourism on the Cape Flats, therefore, it becomes the responsibility of government.

### **9.3.4 Recommendation 4**

Cultural heritage attractions are important avenues for cultural tourists to experience, share and understand regarding the history of the people on the Cape Flats. Residents of the Cape Flats have a rich history to share in terms of oral history, politics, social, economic and cultural aspects.

Various population groups as defined by the South African Constitution, reside on the Cape Flats. Amongst these various population groups are Coloured people, Indian people and Black people of whom comprise the biggest percentage that reside on the Cape Flats.

The normative framework for cultural tourism on the Cape Flats makes provision for development of cultural heritage attractions in order to achieve the objectives set out above.

Funding for this initiative should be provided by the Cape Town City Council, which will also be responsible for maintaining the facilities.

### **9.3.5 Recommendation 5**

The South African Heritage Resources Agency (SAHRA) is an organisation, which is responsible for the protection of places of cultural significance in South Africa and, therefore, it would include the Cape Flats. According to the South African Heritage Resources Agency (SAHRA), national heritage sites, burial grounds and graves, which exist on the Cape Flats, heritage objects, structures over 60 years old of which a number of historical buildings with a cultural history exists on the Cape Flats and living heritage, deserve to be conserved as part of South African cultural heritage resources.

The South African Heritage Resources Agency (SAHRA) should take the initiative to assist the Cape Flats community to identify those cultural heritage sites, burial grounds, heritage objects and structures over 60 years old and develop an inventory of it.

Another key role of the South African Heritage Resources Agency (SAHRA) is to conserve the heritage in order to ensure its survival for future generations. The community of the Cape Flats should also ensure that elements of cultural heritage that exists, is protected and not destroyed or desecrated.

### **9.3.6 Recommendation 6**

Developing and marketing the cultural route of the Cape Flats could be approached in a number of ways. The research undertaken recommends that joining up with Afrikatourism Dream Routes will provide exposure to the cultural route of the Cape Flats and thereby attract tourists to the area. Firstly, the aim of Afrikatourism Dream Routes is to solicit community participation and, secondly, to ensure that a route that will be promoted, is sustainable.

Afrikatourism Dream Routes is an offshoot of the 'Open Africa Project'. The Cape Flats community can approach the Open Africa Team with a request to develop a cultural route for the area. A three part workshop will be held with community members who are interested in developing the cultural route for the Cape Flats.

The recommendation is that not only should community members participate in this three part workshop, but tourism stakeholders such as tour operators, owners of bed and breakfast establishments, tourism officials from the City of Cape Town, tourism division and staff members from Cape Town Routes Unlimited.

### **9.3.7 Recommendation 7**

The recommended scope of cultural tourism for the Cape Flats will include ethnic tourism, which comprise of observing cultural expressions and lifestyles of the local people. Some of the activities of ethnic tourism will include home visits, attending religious ceremonies and purchasing locally made curios.

A further opportunity in the scope of cultural tourism is historical tourism for the Cape Flats, where guided tours are offered to visitors visiting monuments, mosques and churches so that the history of the area and its people can be shared with cultural tourists.

Over and above ethnic and historical tourism for the Cape Flats, a further opportunity exists to offer Arts tourism on the Cape Flats. A number of theatres on the Cape Flats can offer cultural tourists dance performances, music, visual art shows, performances and exhibitions.

### **9.3.8 Recommendation 8**

Preservation of the intangible cultural heritage prevalent on the Cape Flats should be researched and documented. According to the Convention for the Safeguarding of the intangible cultural heritage, it refers to oral traditions, performing arts, language, rituals, festive events and traditional craftsmanship (Unesco, Paris 2003).

The proposed normative framework for cultural tourism on the Cape Flats makes provision for the preservation of the intangible cultural heritage under the guiding principles, as enshrined in the core criteria of the White Paper on Tourism (1994).

### **9.3.9 Recommendation 9**

The perception that Cape Town is not a safe destination is fuelled by media coverage. If tourists decide not to come to Cape Town then they will not come to the Cape Flats. This unfair bombardment by the media that Cape Town is an unsafe destination should be counteracted by vigorous advertising campaigns to potential tourists situated in key source markets abroad.

Community members on the Cape Flats should also pro actively promote the Cape Flats as a safe cultural destination through media of communication at their disposal. Such media may be facebook, email, blogs and websites that are dedicated to promoting the safety aspect of the Cape Flats as a cultural destination.

### **9.3.10 Recommendation 10**

Cultural product development on the Cape Flats should be diversified and should, therefore, be endemic to the area. An analysis of various cultural products available in the country should be enlisted so that duplication of a cultural product is avoided. It is recommended that the Cape Flats, should be promoted as a destination that offers unique cultural attractions and facilities, which is found nowhere else in South Africa.

Cultural product development should take into account that tourists from other parts of South Africa will visit cultural attractions and offerings on the Cape Flats and should cater for the needs in terms of it being a learning and memorable experience.

In the final analysis, cultural products developed for the Cape Flats should be a proudly South African one that will encapsulate the rich diversity, sophistication and authenticity of the community.

### **9.3.11 Recommendation 11**

The cost of establishing a museum on the Cape Flats in terms of building construction, furnishing it and employing staff will have astronomical cost implications. It is recommended that a digital museum and the availability of intelligent information in the presentation of exhibits are introduced and made accessible to cultural tourists on the World Wide Web.

A digital museum refers to a digitally enhanced museum using computer technology to provide virtual cultural images and information online for cultural tourists. Another option available is to offer an individualised guided tour of a museum that directs the visitor through the cultural museum, while narrating the history and information of the objects.

Multimedia presentations could also be introduced in order to tell cultural stories in a narrative form for the cultural tourists. This system could also be used to track who accesses the website of the digital museum.

### **9.3.12 Recommendation 12**

Cultural tourism on the Cape Flats can be promoted overseas as experience-periods holidays for youth. Marketing this concept to youth across the globe should attract them to an opportunity to work and assimilate with the people of the Cape Flats. Many youth take out a year to explore and develop personally and this, therefore, affords the Cape Flats community an opportunity to market and share their cultural values and life experiences.

An added advantage of this approach is that between five and ten years down the line, many of these individuals will return to the Cape Flats with their spouses and children.

### **9.3.13 Recommendation 13**

An annual cultural heritage tourism conference should be held in South Africa and should rotate amongst various provinces within the country. At this cultural heritage tourism conference issues of co-operation, product offerings and networking strategies should be discussed and acted upon. Every establishment in South Africa that offers a cultural tourism product should be represented at this annual cultural heritage tourism conference.

The Department of Environmental Affairs and Tourism could link this cultural heritage tourism conference to the Tourism Indaba that is hosted annually. At the Indaba, tourism practitioners meet on an annual basis to network and establish new contacts and suppliers.

### **9.3.14 Recommendation 14**

Implementation of a normative framework for cultural tourism on the Cape Flats becomes a responsibility of tourism stakeholders. Successful implementation depends on a number of role players to contribute their input such as the local municipality, Cape Town City Council, accommodation establishments, tour operators, community guides and the community of the Cape Flats.

The City of Cape Town will be in a position to provide necessary support to the local community when envisaging to develop and promote the Cape Flats as a cultural tourism destination.

Additional tourism stakeholders such as Cape Town Routes Unlimited and Cape Town Tourism have a vital contribution to ensure that cultural tourism on the Cape Flats is adequately marketed abroad. The Cape Flats should be globally and locally marketed as a destination where different cultures meet and co-exist in harmony.

It is proposed that local government accepts responsibility for implementation of the normative guidelines, as illustrated in the normative model.



### **9.3.15 Recommendation 15**

A normative framework for cultural tourism is designed to and intended to develop the infrastructure on the Cape Flats. A cultural route will be formulated and, all along this route, necessary infrastructure should be established. Cultural tourism activities will not take place on the entire Cape Flats area, however, along the cultural route, the necessary infrastructure should be improved.

The anticipated infrastructure improvement that should take place, should include tarring of the road along the cultural route, adequate signage, security visibility, improved street lighting, installation of surveillance cameras along the cultural route, parking facilities at cultural attractions and general improvement of the aesthetics of the area.

The Cape Flats renewal project (improve walkways, signage, planting trees, and so on) will promote cultural tourism on the Cape Flats.

### **9.3.16 Recommendation 16**

The vision of the tourism in growth, employment, redistribution (GEAR) policy document of 1998 – 2000 is to develop the tourism sector as a national priority in a sustainable manner, in order to improve the quality of life for every South African.

In order to implement the objective of the tourism in growth, employment, redistribution (GEAR) policy document of 1998 – 2000, a number of consultative workshops should be held with Cape Flats community members who are directly involved with cultural tourism. Introduction of cultural tourism on the Cape Flats will create job opportunities.

Tour operators and other tourism participants that offer a service should become involved and should understand the objectives, as stipulated in the tourism in growth, employment and redistribution (GEAR) policy document.

### **9.3.17 Recommendation 17**

Community members on the Cape Flats should be trained in hospitality subjects by accredited institutions and offered employment in the tourism sector on the Cape Flats. In this regard the Cape Peninsula University of Technology and the Graduate Centre for Management can play a pivotal role to provide the required courses to skill community members of the Cape Flats who will be directly involved in the cultural tourism industry.

The opportunity exists for tourism students registered at the Cape Peninsula University of Technology to undertake their experiential learning of six months on the Cape Flats. In the process, these students, when they qualify with their national diploma in Tourism Management, could seek employment in the cultural tourism sector on the Cape Flats.

Unemployed youth on the Cape Flats should be trained by the Tourism Hospitality Education and Training Authority (THETA) in order to obtain a certificate in cultural tour guiding on the Cape Flats.

### **9.3.18 Recommendation 18**

Cultural offering sites such as museums and arts and crafts centres will derive benefit from an introduction of cultural tourism on the Cape Flats. A dedicated area should be earmarked on the Cape Flats where tourists could purchase arts and crafts items. This arts and crafts centre should only sell and promote crafted items made by individuals who reside on the Cape Flats or surrounding areas. An opportunity should be afforded to these crafters to personally sell and interact with tourists. The opportunity should also be afforded to tourists to learn how to crafts an item if they are interested in doing so.

### **9.3.19 Recommendation 19**

Car rental companies operating on the Cape Flats will derive financial benefit from an introduction of cultural tourism on the Cape Flats. A number of car dealers operate

their businesses on the Cape Flats. This affords these small businesses an opportunity to diversify their business and offer car rental facilities or even chauffeur driven vehicles. Car companies could then offer a structured cultural tour package to local and international tourists.

### **9.3.20 Recommendation 20**

A tourist information centre on the Cape Flats should be established. An ideal location will be the defunct Athlone power station which is situated along the N2 en route to Cape Town International Airport. Tourists could use this information centre to obtain information before exploring the cultural route on offer on the Cape Flats. Tourists arriving from Cape Town International Airport could visit this centre because it could offer a one-stop shop to obtain information.

A number of other opportunities such as craft markets could sell their products from this facility to tourists.

## **9.4 CONCLUDING REMARKS**

This thesis has investigated development and implementation of a normative model for cultural tourism on the Cape Flats. The normative model addressed, amongst other issues, such as legislative frameworks, unemployment, safety and security, product development, skills development and investment opportunities. The thesis identified the several strengths and opportunities that exist for implementation of cultural tourism on the Cape Flats. Needless to say, a number of constraints and threats were also identified in this research.

The research topic, namely “Developing a normative framework for cultural tourism on the Cape Flats”, is exhaustive in terms of its context of the Cape Flats and the Western Cape. It is envisaged that implementation of the normative model for cultural tourism will serve as a catalyst to promote the Cape Flats as a cultural tourism destination.

Chapter One encapsulated an overview of the background to the study with an investigation into the researched phenomenon. The problem statement reflected that cultural tourism is non-existent on the Cape Flats. In addition, a lack of infrastructure exists, as well as a lack of cultural offerings. Reference is made to the Cape Flats Tourism Framework, which identified the area that has not been able to tap into opportunities offered by the tourism sector. The area of Athlone has been identified as one of the nodal points of development for cultural tourism on the Cape Flats.

Objectives of the study included obtaining an understanding of the research problems and thereafter developing a normative model for cultural tourism for the Cape Flats. A number of normative criteria were extracted from the literature search, as well as results from the statistical analysis of responses to the empirical survey. A further objective of the study was to make recommendations that will address the issue of poverty, unemployment, lack of tourism infrastructure, rampant crime, community participation, developing entrepreneurs and developing capacity building amongst tour guides.

A number of key questions were raised that required investigation. Firstly, the state of the infrastructure on the Cape Flats', secondly, security measures in place for the safety of tourists', thirdly, implementation and success of the spatial tourism framework, and lastly, how tourism stakeholders can promote cultural tourism on the Cape Flats.

Delimitation of the research focused on the Cape Flats area that included areas such as Athlone, Gatesville, Crawford, Bridgetown, Mountview, Surrey Estate and Lansdowne.

The research methodology undertaken during the research process included an overview of available existing literature on cultural tourism. The literature included, amongst others, relevant books, journals, legislation on secondary sources and public policy documents.

A set of normative criteria was extracted after an extensive literature search, which was then incorporated into the normative model for cultural tourism for the Cape Flats. The elements that were identified from the literature search were included in the normative framework for cultural tourism on the Cape Flats.

Inferences were made from the normative criteria obtained from the literature search and those obtained from the empirical data. The normative criteria, arrived at through this process, were included in the normative framework for cultural tourism on the Cape Flats.

An empirical survey was undertaken to ascertain views of various stakeholders, representing a randomly selected target population from the identified research population so that the Cape Flats could be transformed into a cultural tourism destination of the Western Cape.

A questionnaire was designed after the researcher consulted a qualified and registered statistician to provide guidelines on the methods and techniques that should be adopted when questions are formulated for the questionnaire.

The statistical analysis was completed in collaboration with the mentioned statistician and thereafter the data was analysed and interpreted. A quantitative survey approach was adopted with relevant numerical evaluation scale, as well as methods to determine analysable trends in the responses, which was fully described.

In ensuring a sound theoretical foundation for the research, Chapter Two focused on identifying a philosophical basis for cultural tourism. This chapter explored, by way of a funnel approach, the nature and extent of philosophy as a basis for cultural tourism, a theoretical basis for public administration, as well as involvement of government in community affairs and development.

This chapter investigated characteristics of the British philosophy of government and administration and highlighted similarities or dissimilarities with the present

democratic dispensation. Reference was made to the executive authority and how legislative, executive and judicial authorities function within a South African context.

It further looked at the British system of government and British system of administration and the result was that the South African Act of 1909 created a three-tier unitary system of government.

Continuing the investigation into a sound theoretical foundation for the research of a South African philosophy of administration, the research suggested that the capacity and performance of all spheres of the state should be more critically assessed and that national or provincial government should become more involved in affairs.

The research further investigated the role of government and its involvement in community affairs. An overwhelming consensus amongst authors on the subject suggested that the task of government is to serve and promote public interest.

The literature identified a number of factors that hindered development of a theory for cultural tourism on the Cape Flats. The literature suggested that cultural tourism on the Cape Flats is in its infancy stages and, therefore, faces various challenges.

Chapter Three explored the role of national and provincial legislative frameworks pertaining to tourism and, in particular, cultural tourism. This chapter highlighted the role of national and provincial government, as stipulated in the White Paper (1996) on Tourism. Within this chapter, a number of key constraints were identified with respect to tourism in South Africa, as highlighted in the White Paper (1996) on Tourism.

In addition, the chapter looked at how national government can drive tourism growth in the province and thereby benefit the Cape Flats. The White Paper of 1996 and the Tourism in GEAR development strategy of 1997 proposed that tourism should be led by government and driven by the private sector, as well as be community-based and labour-conscious.

The document "*Institutional guidelines for public sector tourism development and promotions in South Africa*", outlines the responsibilities and role of national government with reference to the development of tourism in South Africa.

The above-mentioned document encourages government or semi-government organisations that are involved in tourism to operate according to properly devised business plans, which are formulated during the budgeting cycle and are finalised prior to the commencement of each financial year.

In addition to what is mentioned above, the White Paper (1996) identified five key roles that national government should fulfil if tourism is developed and promoted in South Africa.

The White Paper (1996) on Tourism dictates that communities should be involved in community and tourism activities. Dire repercussions are identified if the national government fails to legislate the tourism framework and, in particular, for the Cape Flats.

The Department of Environmental Affairs and Tourism (DEAT) introduced legislation concerning issues of significance to the country as a whole (in national interest), particularly those, which are aimed at maintaining and enhancing tourism standards, as well as establishing a safe and accessible environment and furthering the national economic interest.

Conversely, local government should regulate local by-laws and ensure that regulations are aligned to national and provincial tourism policy.

The research outlines a number of reasons why tourists are attracted to visit and explore South Africa. Some of the reasons expounded by tourists are that South Africa has well-established national parks and nature reserves, diverse cultures, leaders in 'best practice' in ecotourism and well-developed infrastructure.

The White Paper (1996) on Tourism identifies a number of factors that limit effectiveness of the tourism industry in the national economy. The research evaluated a number of these limitations that hamper the tourism industry.

The research highlighted a number of reasons for the limited involvement of local communities when it came to cultural tourism. Some of the reasons advanced for the limited involvement of local communities in cultural tourism was inadequate training, education and awareness, inadequate environmental management, poor service delivery and lack of infrastructure.

On a national level, key factors were identified that pointed to a lack of appropriate institutional structures. The research unpacked certain key factors that were identified as poor institutional structures such as tourism safety and security.

The research investigated the role and responsibilities of the provincial government regarding its role with respect to promoting cultural tourism.

In terms of marketing cultural tourism, the Tourism in Growth, Employment and Redistribution (GEAR) 1998 – 2000 policy lists a host of market segments that should be focussed on.

The research identified a need for a tourism policy framework and strategy by provincial government. It has been suggested in the research that this absence of a tourism policy framework and strategy, has directly impacted on the ability of the tourism sector to provide employment and skills development opportunities to people in the Western Cape.

The Department of Environmental Affairs and Tourism suggested a number of guiding principles for the tourism vision that will drive tourism not only in South Africa, but also in the Western Cape and, in particular, the Cape Flats.



Furthermore, the Department of Environmental Affairs and Tourism has suggested a number of economic objectives of tourism that will generate economic growth for the region.

In order for tourism to grow, the Department of Environmental Affairs and Tourism (DEAT) should establish and manage tourism taxation and grant incentives and concessions. The research suggests that tourism incentives and financing programmes will draw foreign investment to the region.

The research suggests a number of guidelines for effective management of cultural heritage resources that should be managed in a sustainable manner. Over and above this, the research further identified the need for cultural product development and who should be involved in order to benefit from it.

Chapter Four focused on a legislative framework for cultural tourism, which is promoted by local government. Furthermore, the role of local government, with respect to cultural tourism for the Western Cape and, in particular, the Cape Flats, was assessed in relation to the Tourism Spatial Framework and Tourism Development Framework for the City of Cape Town, respectively.

The research identified the role of local government in terms of provincial functions of policy implementation, environmental planning, land use and marketing. Functions of the Ministerial Provincial Tourism Forum were explained in greater detail, which takes full account of tourism needs of local authorities, the provincial government, the tourism industry and tourists.

The research clarified the roles of local government, the metropolitan council and district councils and it is recommended that their tourism marketing efforts should be integrated with the proposed provincial marketing strategy.

A further suggestion made by the research was that a consultative tourism development forum should be established to ensure synergy and communication

between provincial, local and national authorities that are involved in tourism development.

The institutional guidelines document for public sector tourism development and promotions in South Africa provided specific guidelines and conditions for international tourism marketing and promotion at a national level.

Research into the development of a normative framework for cultural tourism on the Cape Flats recommends that an integrated, easily accessible tourism information management system (including web sites), containing the full spectrum of tourism, for example, policies, strategies and plans, should be developed.

Chapter Five provided an overview of statutory policy initiatives with respect to cultural tourism by the Department of Environmental Affairs and Tourism (DEAT). This chapter highlighted institutional arrangements pertaining to the Strategic Plan of DEAT for the period 1 April – 31 March 2006. Concerns pertaining to sustainable growth and development, strategic partnerships, job creation and poverty eradication, were also dealt with in this chapter.

The research investigated the function of the regional tourism organisation and the role that it plays in marketing tourism at levels of the metropolitan and district councils, in conjunction with the local tourism bureau's.

Research into functions of the regional tourism organisation also suggested establishment and maintenance of a database of information, which is required for the formulation of a regional tourism policy.

Within this context, the research investigated the critical role that local government plays in the development of the tourism industry. The research suggested a number of key roles to ensure the development of tourism.

The research identified key roles for local tourism bureaus and, through the application of these key roles, should promote cultural tourism on the Cape Flats. In

addition, a number of challenges were also identified that would hamper the promotion of cultural tourism on the Cape Flats.

In this chapter, the administrative function of the Department of Environmental Affairs and Tourism (DEAT), was outlined. Some of the functions of the Chief Directorate within the Department of Environmental Affairs and Tourism, are to plan tourism policy, negotiate with other ministries in respect of tourism development and revision, coordinate donor funding and encourage foreign investment.

More importantly, the research dealt with social objectives for the Department of Environmental Affairs and Tourism.

Development of a normative framework for cultural tourism on the Cape Flats took into account the Tourism in Growth, Employment and Redistribution (GEAR) 1998 – 2000 policy document with its recommendations and initiatives.

The chapter identified key strategies, which underpin the Strategic Plan 1 April – 31 March 2006 for the Department of Environmental Affairs and Tourism (DEAT).

A number of key strategic initiatives for the creation of favourable conditions for the sustainable growth of tourism, were identified in this chapter.

A synopsis of the Department of Environmental Affairs and Tourism's (DEAT) tourism programme was undertaken of which some of the aims were to increase the volume of international tourists, improve seasonality and market tourism.

In Chapter Six a comparative conceptual analysis, with respect to cultural tourism, was explored. This chapter addressed the theories and a definition for cultural tourism, its scope, growth, economic impact, role of the private sector, role of the community on the Cape Flats and the role of the media in the promotion of cultural tourism. In addition, an overview of cultural tourism in The Gambia and the Cape Flats, was also discussed.

This chapter identified a number of definitions of cultural tourism, as defined by various tourism associations abroad and locally. It is of interest to note that definitions of cultural tourism varies from tourism association to tourism association. A distinction was made with heritage tourism and various definitions were identified.

A brief overview of cultural tourism in The Gambia was provided in order to gain an insight into the nature of cultural tourism in these two countries. In this chapter, the scope and growth of cultural tourism was investigated in order to gain an understanding of the social and economic impact of cultural tourism on the Cape Flats.

One of the key role players in promoting cultural tourism on the Cape Flats, are tour operators. The study investigated how many tour operators promote and sell cultural tourism on the Cape Flats. Tour guides also have an integral role to play in rendering the cultural tourism product alive and meaningful for tourists. The research undertook to investigate if guides were adequately qualified to conduct a cultural experience on the Cape Flats.

The study acknowledges the contribution and role that the community should play in promoting and offering cultural tourism products on the Cape Flats.

Chapter Seven described the research methodology, the empirical survey, as well as the statistical analysis of the survey results. This was followed by an explanation of the statements in the questionnaire that was used for data collection, which was needed for analysis and interpretation. Finally, the questionnaire data was explained, followed by an articulation of the findings.

The main aim of this study was to design a normative model for cultural tourism on the Cape Flats and to present relevant recommendations in an attempt to change the current dysfunctional situation regarding cultural tourism on the Cape Flats.

A number of objectives for the study were listed to point out that an effective, efficient and goal-directed framework for cultural tourism management should be based on acceptable normative and theoretical foundations.

This study necessitated the researcher to provide a superficial overview of the research methodology or research design that was used in the research process. A number of recommendations were made whereby the identified and described problem could be adequately addressed in order to ensure successful implementation of the normative framework.

A literature search was undertaken comprising relevant books, journal articles, official reports, government policy such as legislation and subordinate legislation, official publications and newspaper articles, and published and unpublished material from the Internet. A literature search was undertaken by the researcher to gain an understanding of the existing literature on the researched topic, which represents data stream one.

The qualitative method of research was used, as it was the most acceptable approach for the research study, which was to develop a normative framework for cultural tourism on the Cape Flats.

This chapter identified normative criteria from the literature. This step focused on concretising the essence of what was found in the literature in a coherent and comprehensive description of selected normative criteria, as found in the literature. Normative criteria were extracted from the literature, which indicated knowledge and understanding on the part of the researcher regarding the researched topic, the researched problem and other objectives within the research.

The population for the research survey was carefully chosen and clearly defined in collaboration with a statistician. In addition, measurable or quantifiable limits were determined in order to set distinct limits on the population. A list of hotels, tour guides, bed and breakfast establishments, cultural attractions, travel agents, tour operators and event companies that operate in the Western Cape, were sourced from the Internet, Indaba 2006 and information booklets obtained from the offices of Cape Town Tourism.

A statistical computer programme was used to process the collected data and to generate various statistical results. The relative values pertaining to the set

statements that emerged from the survey, were transferred in codified form to the computer database.

The design and structure of the questionnaire comprised of closed – ended questions. Biographical statements were located at the end of the questionnaire. In the design of the questionnaire, two concepts, namely independent and dependant variables were introduced. The measuring instrument that was used was the five-point Likert scale, which was agreed upon after consultation with the statistician.

Bar graphs were used to show the frequency distribution of the responses to every statement with an appropriate explanation pertaining to the significance of the response result for each statement.

Chapter Eight comprised of a brief overview of model theory, as well as illustrations and explanations of selected models. The outcome of the research was illustrated as a normative model for cultural tourism on the Cape Flats that was developed, based on Easton's input / output transformational model for change. The model was proposed as a normative model that could serve as a basis to address implementation of cultural tourism on the Cape Flats. Answers were provided for certain key questions regarding skills scarcity, sustainable growth and development, strategic partnerships, job creation and poverty eradication.

A clarification of terms was undertaken before identifying a series of normative criteria that was applicable to the normative model for cultural tourism on the Cape Flats. Concepts and terms such as norm, principles, ethics, theory, methodology, approach, hypothesis, model, paradigm, proposition and phenomenon were clarified to serve as a foundation for a discussion without confusing the issue regarding normative criteria for cultural tourism on the Cape Flats.

An evaluation of the need for theory was undertaken in order to increase present knowledge and to improve understanding of the world. The need for theory was established in order to use it as a foundation for an understanding of the normative model on cultural tourism for the Cape Flats.

Applicability of the public policy-making process to that of the tourism policy process was identified in order to advance the needs and demands of society within a tourism context.

An overview of the five administrative theories was undertaken, which comprised descriptive theory, prescriptive theory, normative theory, assumptive theory and instrumental theory in order to improve administrative techniques that are required to realise policy goals.

This chapter comprised of an overview of model theory such as the functional process model, elite – mass model, group model, systems model, systems approach, institutional model, prescriptive approach, incremental model, rational model, mixed-scanning model, stage model, enclave model, population-ecology model, public management model and Easton's input / output transformational systems.

Reasons were advanced for the need of public policy-making process with respect to cultural tourism on the Cape Flats. The purpose, nature and meaning of public policy were explained in relation to cultural tourism policy for the Cape Flats. A brief overview of the process of public policy was investigated in order to gain better insight into the process of cultural tourism policy.

This chapter provided a brief overview of the public policy process by outlining details of the circle perspective model, flat and a conical spiral model and hierarchical perspective model. Factors affecting policy were identified, as well as limitations to public policy.

Finally, an adaptation of Easton's input / output transformational model was proposed, entitled "Developing a normative model for cultural tourism on the Cape Flats". Various stages of the normative model were explained in detail, which included the macro external environment, micro-internal environment, guiding principles, core criteria, conversion mechanism, goal achievement stage and feedback mechanism.

Chapter Nine, the final chapter of the thesis, answers key questions that were posed in Chapter One, in terms of the extent that tourism related infrastructure on the Cape

Flats could be developed and marketed as a cultural tourism destination for the Western Cape. Another key question that the final chapter of the thesis answers is to what measure of success implementation of the recommendations, which are made in the spatial framework on tourism by the City Council of Cape Town, addresses the issue of unemployment, sustainability and development of cultural sites on the Cape Flats.

This chapter also comprises of a brief summary of various chapters of the thesis, certain findings and conclusions that were arrived at during the research, as well as a number of recommendations that emanated from the research.

Development of a normative model for cultural tourism on the Cape Flats was presented together with relevant recommendations to introduce a sustainable cultural tourism product for the Cape Flats. This research study should be regarded as a starting point, which is related to the topic of cultural tourism. Insights and experience gained during this research, as well as the theoretical foundation thereof, should be viewed as a useful point of departure for continued studies and research.



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P O Box 6018  
Parow East  
7501

March 2007

Dear Sir / Madam

QUESTIONNAIRE ON DEVELOPING A NORMATIVE MODEL FOR CULTURAL  
TOURISM ON THE CAPE FLATS

Your kind co-operation, as part of a randomised sample survey, is sought for the completion of a questionnaire, which is part of a survey to develop a normative model for cultural tourism on the Cape Flats. Your willingness to complete the questionnaire will be much appreciated, as the information obtained will assist the researcher to complete a study of cultural tourism on the Cape Flats.

The questionnaire has been prepared in such a way that it requires the minimal time to complete. Responses to the various questions / statements will be decisive for the eventual outcome of the research.

All information will be treated as strictly confidential and it will not be possible to identify any individual on the strength of the results included in the final report.

Should you wish to further enquire about the questionnaire or the research project, please contact Mr Reedwaan Ismail on 082 537 2437.

The aim of this investigation is to develop a normative model for cultural tourism on the Cape Flats and to make recommendations, if any, which would facilitate implementation of the findings with respect to cultural tourism.

In the interest of confidentiality, no biographical details are requested, and the only variability will relate to differences between selected tourism practitioners, tour guides and community members on the Cape Flats.

Thank you for your co-operation.

Yours faithfully

Reedwaan Ismail  
Researcher

ANNEXURE A

SURVEY

AMONG SELECTED TOURISM PRACTITIONERS, TOUR GUIDES, COMMUNITY  
MEMBERS ON THE CAPE FLATS

ON

DEVELOPING A NORMATIVE MODEL FOR CULTURAL TOURISM

AS PART OF A FORMAL STUDY PROJECT NAMED:

*DEVELOPING A NORMATIVE MODEL FOR CULTURAL TOURISM ON THE CAPE  
FLATS*

## SECTION A

## QUESTION 1:

To what extent would you agree that a normative model for cultural tourism on the Cape Flats should be developed?

The term normative has reference to:

- Duties to be performed and standards expected.
- Alludes to an action that should be undertaken.
- An authoritative standard for an amount of work to be done.

Please read the following statements and indicate your preference according to the legend below:

## LEGEND

<b>1</b> <b>STRONGLY</b> <b>DISAGREE</b>	<b>2</b> <b>DISAGREE</b>	<b>3</b> <b>UNDECIDED</b>	<b>4</b> <b>AGREE</b>	<b>5</b> <b>STRONGLY</b> <b>AGREE</b>
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(PLEASE INDICATE WITH AN (X) IN THE APPROPRIATE COLUMN PER ITEM)

STATEMENTS (Where options are presented, more than one option can be selected)		Degree of preference				
		1	2	3	4	5
1	A normative framework for cultural tourism with respect to its implementation on the Cape Flats becomes the responsibility of:					
1.1	Government (National and Provincial)					
1.2	Tourism stakeholders					
1.3	Community					
1.4	Cape Town City Council					
2	A normative framework for cultural tourism:					
2.1	Is designed and intended to attract tourists to the Cape Flats.					
2.2	Is designed and intended to develop cultural facilities.					
2.3	Is designed and intended to develop infrastructure on the Cape Flats.					
3	The South African Constitution provides a normative framework, which promotes the empowering communities through tourism initiatives such as cultural tourism.					
4	The vision of the GEAR policy document of 1998 – 2000 (tourism in growth, employment, redistribution) is to develop the tourism sector as a national priority. Currently,					



	no visible improvement with respect to employment and redistribution of resources has taken place within the tourism sector.					
	STATEMENTS (Where options are presented, more than one option can be selected)	Degree of preference				
		1	2	3	4	5
5	The City of Cape Town lacks the capacity to support the Cape Flats community when envisaging developing and promoting cultural tourism on the Cape Flats.					
6	Business entities on the Cape Flats that cater for the cultural tourist will benefit financially.					
7	Cultural tourism on the Cape Flats will result in improvement in infrastructure on the Cape Flats.					
8	Community members on the Cape Flats should be trained in hospitality subjects by accredited institutions and offered employment in the tourism sector on the Cape Flats.					

## QUESTION 2

To what extent are you in agreement with the following normative criteria for implementation of cultural tourism on the Cape Flats?

The term normative has reference to:

- Duties to be performed and standards expected.
- Alludes to an action that should be undertaken.
- An authoritative standard for an amount of work to be done.

Please read the following statements and indicate your preference according to the legend below:

### LEGEND

<b>1</b> <b>STRONGLY</b> <b>DISAGREE</b>	<b>2</b> <b>DISAGREE</b>	<b>3</b> <b>UNDECIDED</b>	<b>4</b> <b>AGREE</b>	<b>5</b> <b>STRONGLY</b> <b>AGREE</b>
--	-----------------------------	------------------------------	--------------------------	---

(PLEASE INDICATE WITH AN (X) IN THE APPROPRIATE COLUMN PER ITEM)

	CORE CRITERIA (Where options are presented, more than one option can be selected)	Degree of preference				
		1	2	3	4	5
2.1	The Cape Flats should be marketed globally as a destination where different cultures meet and co-exist in harmony.					
2.2	Introduction of cultural tourism on the Cape Flats will					

	create job opportunities.							
2.3	Tour guides have knowledge pertaining to the culture, art, music and history of the Cape Flats enabling them to conduct cultural tours.							
2.4	In your view, which of the following stakeholders will derive benefits from cultural tourism on the Cape Flats?							
2.4.1	Community members on the Cape Flats							
2.4.2	Tour operators							
2.4.3	Accommodation establishments							
2.4.4	Cultural offering sites – museums, art & crafts etc.							
2.4.5	Car rental companies							
2.5	In your view, should unemployed youth on the Cape Flats be trained by the Tourism Hospitality Education and Training Authority (THETA) in order to obtain a certificate in cultural tour guiding on the Cape Flats?							
2.6	A rich cultural history exists on the Cape Flats, however, it has not been documented.							
2.7	I would like to see the following cultural attractions on the Cape Flats:							
2.7.1	Cultural museum							
2.7.2	Music museum							
2.7.3	Art museum							
2.7.4	Art and craft market							
2.7.5	Cultural village							
2.7.6	Cultural route for the Cape Flats							
2.7.7	Tourist information centre on the Cape Flats							
2.7.8	Cultural food restaurants							
2.7.9	Flea market							
2.8	Implementation of the Cape Flats renewal project (improve walkways, signage, planting trees, and so on) will promote cultural tourism on the Cape Flats.							
2.9	The number of accommodation establishments on the Cape Flats, is inadequate.							
2.10	The transport network (rail, taxi, cab, rent a car, bus) on the Cape Flats is adequate to transport tourists.							
2.11	Foreign investment will be required to initiate the development of cultural tourism attractions, accommodation establishments and related infrastructure.							

2.12	Tourism Acts and policies that are legislated by National Government will promote cultural tourism on the Cape Flats.						
2.13	There is no need to develop the Cape Flats as a cultural tourism destination.						
2.14	The responsibility to facilitate, plan, develop policy, regulate and monitor implementation of cultural tourism on the Cape Flats lies with the Provincial Government.						
2.15	Responsibility of the Local Government is to financially support community tourism associations.						

Section B: Please provide some details about yourself:

Please select one of the following fields that is applicable to you:

TOURISM PRACTITIONER		TOUR GUIDE		COMMUNITY MEMBER Answer only from question 3.3 onwards		OTHER: Specify: Answer only from question 3.3 onwards	
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<b>3.1 If you are currently employed in the tourism industry, kindly indicate the tourism sub-sector in which you work:</b>		
3.1.1	Bed & Breakfast / guest houses	
3.1.2	Tourism guiding	
3.1.3	Cultural tourism attractions	
3.1.4	Destination & tourism marketing	
3.1.5	Food & beverage	
3.1.6	Government sector	
3.1.7	Meetings, conferences, conventions, events and entertainment	
3.1.8	Tour operations & information services	
3.1.9	Tourism administration and authorities	
3.1.10	Travel agents & travel services	
3.1.11	Other: Please specify:	

<b>3.2 If you are currently employed in the tourism industry, indicate your experience in years.</b>		
3.2.1	0 – under 2 years	
3.2.2	2 – under 5 years	
3.2.3	5 – under 10 years	
3.2.4	More than ten years	
3.2.5	None	

<b>3.3 Gender</b>		
3.3.1	Male	
3.3.2	Female	

<b>3.4 Language group</b>		
3.4.1	English	
3.4.2	Afrikaans	
3.4.3	Isixhosa	
3.4.4	Other (please specify)	

<b>3.5 Age group</b>		
3.5.1	Under 21	
3.5.2	21 – 30	
3.5.3	31 – 40	
3.5.4	41 – 50	
3.5.5	51 – 60	
3.5.6	Older than 60	

<b>3.6 Highest education level completed</b>		
3.6.1	No formal education	
3.6.2	Partial primary	
3.6.3	Primary completed	
3.6.4	Partial Secondary	
3.6.5	Secondary completed	
3.6.6	Certificate / diploma	
3.6.7	Undergraduate degree	
3.6.8	Postgraduate degree	
3.6.9	Other (Specify)	

Thank you for your assistance.

R Ismail  
Researcher

## 13 APPENDICES

### Frequencies

[DataSet3] G:\Research Academic\ReedwaanIsmail\TourismData Nov.sav

### Frequency Table

#### Government (National and Provincial)

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	60	3.7	4.0	4.0
	Disagree	84	5.1	5.6	9.6
	Undecided	168	10.3	11.2	20.8
	Agree	625	38.1	41.8	62.6
	Strongly Agree	560	34.2	37.4	100.0
	Total	1497	91.3	100.0	
Missing	System	142	8.7		
Total		1639	100.0		

#### Tourism stakeholders

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	24	1.5	1.8	1.8
	Disagree	85	5.2	6.3	8.1
	Undecided	191	11.7	14.1	22.2
	Agree	614	37.5	45.4	67.7
	Strongly Agree	437	26.7	32.3	100.0
	Total	1351	82.4	100.0	
Missing	System	288	17.6		
Total		1639	100.0		

#### Community

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	45	2.7	3.3	3.3
	Disagree	97	5.9	7.1	10.4
	Undecided	193	11.8	14.1	24.4
	Agree	606	37.0	44.2	68.6
	Strongly Agree	430	26.2	31.4	100.0
	Total	1371	83.6	100.0	
Missing	System	268	16.4		
Total		1639	100.0		

**Cape Town City Council**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	42	2.6	3.1	3.1
	Disagree	83	5.1	6.1	9.2
	Undecided	188	11.5	13.9	23.2
	Agree	580	35.4	42.9	66.1
	Strongly Agree	459	28.0	33.9	100.0
	Total	1352	82.5	100.0	
Missing	System	287	17.5		
Total		1639	100.0		

**Is designed and intended to attract tourists to the Cape Flats**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	48	2.9	3.2	3.2
	Disagree	61	3.7	4.1	7.3
	Undecided	162	9.9	10.9	18.2
	Agree	646	39.4	43.4	61.6
	Strongly Agree	571	34.8	38.4	100.0
	Total	1488	90.8	100.0	
Missing	System	151	9.2		
Total		1639	100.0		

**Is designed and intended to develop cultural facilities**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	24	1.5	1.7	1.7
	Disagree	77	4.7	5.5	7.3
	Undecided	190	11.6	13.7	20.9
	Agree	603	36.8	43.4	64.3
	Strongly Agree	495	30.2	35.6	99.9
	33	2	.1	.1	100.0
	Total	1391	84.9	100.0	
Missing	System	248	15.1		
Total		1639	100.0		

**Is designed and intended to develop infrastructure on the Cape Flats**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	35	2.1	2.5	2.5
	Disagree	81	4.9	5.8	8.3
	Undecided	200	12.2	14.2	22.5
	Agree	570	34.8	40.5	63.0
	Strongly Agree	520	31.7	37.0	100.0
	Total	1406	85.8	100.0	
Missing	System	233	14.2		
Total		1639	100.0		

**The South African Constitution provides a normative framework which promotes empowering communities through tourism initiatives such as cultural tourism**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	53	3.2	3.3	3.3
	Disagree	100	6.1	6.3	9.7
	Undecided	488	29.8	30.8	40.5
	Agree	636	38.8	40.2	80.6
	Strongly Agree	307	18.7	19.4	100.0
	Total	1584	96.6	100.0	
Missing	System	55	3.4		
Total		1639	100.0		

**The vision of the GEAR policy document of 1998 - 2000 (tourism in growth, employment, redistribution) is to develop the tourism sector as a national priority. Currently, no visible improvement with respect to employment and redistribution of resources has taken place within the tourism sector.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	72	4.4	4.5	4.5
	Disagree	189	11.5	11.8	16.3
	Undecided	506	30.9	31.7	48.0
	Agree	566	34.5	35.4	83.5
	Strongly Agree	264	16.1	16.5	100.0
	Total	1597	97.4	100.0	
Missing	System	42	2.6		
Total		1639	100.0		

**The City of Cape Town lacks the capacity to support the Cape Flats community when envisaging developing and promoting cultural tourism on the Cape Flats.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	116	7.1	7.3	7.3
	Disagree	188	11.5	11.8	19.1
	Undecided	359	21.9	22.5	41.6
	Agree	611	37.3	38.4	80.0
	Strongly Agree	319	19.5	20.0	100.0
	Total	1593	97.2	100.0	
Missing	System	46	2.8		
Total		1639	100.0		

**Business entities on the Cape Flats that cater for the cultural tourists will benefit financially.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	28	1.7	1.8	1.8
	Disagree	65	4.0	4.1	5.8
	Undecided	206	12.6	12.9	18.8
	Agree	789	48.1	49.6	68.3
	Strongly Agree	503	30.7	31.6	99.9
	54	1	.1	.1	100.0
	Total	1592	97.1	100.0	
Missing	System	47	2.9		
Total		1639	100.0		

**Cultural tourism on the Cape Flats will result in improvement in infrastructure on the Cape Flats.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	47	2.9	3.0	3.0
	Disagree	67	4.1	4.2	7.2
	Undecided	181	11.0	11.4	18.6
	Agree	707	43.1	44.5	63.1
	Strongly Agree	585	35.7	36.9	100.0
	Total	1587	96.8	100.0	
Missing	System	52	3.2		
Total		1639	100.0		



**Community members on the Cape Flats should be trained in hospitality subjects by accredited institutions and offered employment in the tourism sector on the Cape Flats.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	31	1.9	1.9	1.9
	Disagree	55	3.4	3.5	5.4
	Undecided	172	10.5	10.8	16.2
	Agree	642	39.2	40.3	56.5
	Strongly Agree	692	42.2	43.5	100.0
	Total	1592	97.1	100.0	
Missing	System	47	2.9		
Total		1639	100.0		

**The Cape Flats should be marketed globally as a destination where different cultures meet and co-exist in harmony.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	79	4.8	5.0	5.0
	Disagree	94	5.7	5.9	10.9
	Undecided	275	16.8	17.3	28.2
	Agree	616	37.6	38.8	67.0
	Strongly Agree	524	32.0	33.0	100.0
	Total	1588	96.9	100.0	
Missing	System	51	3.1		
Total		1639	100.0		

**Introduction of cultural tourism on the Cape Flats will create job opportunities.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	26	1.6	1.6	1.6
	Disagree	59	3.6	3.7	5.3
	Undecided	155	9.5	9.7	15.1
	Agree	662	40.4	41.6	56.7
	Strongly Agree	688	42.0	43.2	99.9
	44	1	.1	.1	100.0
	Total	1591	97.1	100.0	
Missing	System	48	2.9		
Total		1639	100.0		

**Tour guides have knowledge pertaining to the culture, art, music and history of the Cape Flats, which enables them to conduct cultural tours.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	65	4.0	4.1	4.1
	Disagree	121	7.4	7.6	11.7
	Undecided	323	19.7	20.3	32.1
	Agree	634	38.7	39.9	72.0
	Strongly Agree	443	27.0	27.9	99.9
	34	1	.1	.1	99.9
	55	1	.1	.1	100.0
	Total	1588	96.9	100.0	
Missing	System	51	3.1		
Total		1639	100.0		

#### Community members on the Cape Flats

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	59	3.6	3.8	3.8
	Disagree	83	5.1	5.4	9.2
	Undecided	216	13.2	14.0	23.2
	Agree	685	41.8	44.4	67.6
	Strongly Agree	499	30.4	32.4	100.0
	Total	1542	94.1	100.0	
Missing	System	97	5.9		
Total		1639	100.0		

#### Tour operators

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	15	.9	1.0	1.0
	Disagree	67	4.1	4.5	5.5
	Undecided	222	13.5	15.0	20.5
	Agree	722	44.1	48.7	69.2
	Strongly Agree	457	27.9	30.8	100.0
	Total	1483	90.5	100.0	
Missing	System	156	9.5		
Total		1639	100.0		

**Accommodation establishments**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	28	1.7	1.9	1.9
	Disagree	80	4.9	5.4	7.3
	Undecided	231	14.1	15.7	23.0
	Agree	690	42.1	46.8	69.8
	Strongly Agree	445	27.2	30.2	100.0
	Total	1474	89.9	100.0	
Missing	System	165	10.1		
Total		1639	100.0		

**Cultural offering sites - Museums, art & crafts, and so on**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	21	1.3	1.4	1.4
	Disagree	63	3.8	4.3	5.7
	Undecided	168	10.3	11.4	17.1
	Agree	737	45.0	50.0	67.1
	Strongly Agree	485	29.6	32.9	100.0
	Total	1474	89.9	100.0	
Missing	System	165	10.1		
Total		1639	100.0		

**Car rental companies**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	72	4.4	4.9	4.9
	Disagree	138	8.4	9.4	14.3
	Undecided	297	18.1	20.3	34.6
	Agree	599	36.5	40.9	75.5
	Strongly Agree	358	21.8	24.5	100.0
	Total	1464	89.3	100.0	
Missing	System	175	10.7		
Total		1639	100.0		

**In your view, unemployed youth on the Cape Flats should be trained by the Tourism Hospitality Education and Training Authority (THETA) in order to obtain a certificate in cultural tour guiding on the Cape Flats.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	47	2.9	3.0	3.0
	Disagree	70	4.3	4.4	7.4
	Undecided	300	18.3	18.9	26.3
	Agree	588	35.9	37.1	63.4
	Strongly Agree	580	35.4	36.6	100.0
	Total	1585	96.7	100.0	
Missing	System	54	3.3		
Total		1639	100.0		

**A rich cultural history exists on the Cape Flats, however, it has not been documented.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	83	5.1	5.2	5.2
	Disagree	142	8.7	9.0	14.2
	Undecided	401	24.5	25.4	39.6
	Agree	582	35.5	36.8	76.4
	Strongly Agree	373	22.8	23.6	100.0
	Total	1581	96.5	100.0	
Missing	System	58	3.5		
Total		1639	100.0		

#### **Cultural museum**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	46	2.8	3.0	3.0
	Disagree	48	2.9	3.2	6.2
	Undecided	144	8.8	9.5	15.6
	Agree	706	43.1	46.4	62.1
	Strongly Agree	577	35.2	37.9	100.0
	Total	1521	92.8	100.0	
Missing	System	118	7.2		
Total		1639	100.0		

**Music museum**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	46	2.8	3.1	3.1
	Disagree	94	5.7	6.4	9.5
	Undecided	195	11.9	13.3	22.8
	Agree	643	39.2	43.8	66.6
	Strongly Agree	491	30.0	33.4	100.0
	Total	1469	89.6	100.0	
Missing	System	170	10.4		
Total		1639	100.0		

**Art museum**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	30	1.8	2.1	2.1
	Disagree	71	4.3	4.9	7.0
	Undecided	186	11.3	12.8	19.8
	Agree	675	41.2	46.5	66.3
	Strongly Agree	490	29.9	33.7	100.0
	Total	1452	88.6	100.0	
Missing	System	187	11.4		
Total		1639	100.0		

**Arts and crafts market**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	29	1.8	2.0	2.0
	Disagree	56	3.4	3.8	5.7
	Undecided	173	10.6	11.6	17.4
	Agree	663	40.5	44.6	62.0
	Strongly Agree	564	34.4	38.0	100.0
	Total	1485	90.6	100.0	
Missing	System	154	9.4		
Total		1639	100.0		

**Cultural village**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	40	2.4	2.7	2.7
	Disagree	62	3.8	4.2	7.0
	Undecided	171	10.4	11.7	18.7
	Agree	650	39.7	44.5	63.2
	Strongly Agree	537	32.8	36.8	99.9
	55	1	.1	.1	100.0
Total	1461	89.1	100.0		
Missing	System	178	10.9		
Total		1639	100.0		

**Cultural route for the Cape Flats**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	24	1.5	1.6	1.6
	Disagree	69	4.2	4.7	6.3
	Undecided	132	8.1	8.9	15.2
	Agree	675	41.2	45.5	60.7
	Strongly Agree	583	35.6	39.3	100.0
	Total	1483	90.5	100.0	
Missing	System	156	9.5		
Total		1639	100.0		

**Tourist information centre on the Cape Flats**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	29	1.8	1.9	1.9
	Disagree	62	3.8	4.1	6.0
	Undecided	155	9.5	10.2	16.2
	Agree	665	40.6	43.7	59.9
	Strongly Agree	610	37.2	40.1	100.0
	Total	1521	92.8	100.0	
Missing	System	118	7.2		
Total		1639	100.0		

**Cultural food restaurants**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	32	2.0	2.1	2.1
	Disagree	56	3.4	3.7	5.8
	Undecided	131	8.0	8.7	14.5
	Agree	648	39.5	43.0	57.5
	Strongly Agree	639	39.0	42.4	99.9
	8	1	.1	.1	100.0
	Total	1507	91.9	100.0	
Missing	System	132	8.1		
Total		1639	100.0		

**Flea market**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	71	4.3	4.8	4.8
	Disagree	95	5.8	6.5	11.3
	Undecided	204	12.4	13.9	25.2
	Agree	579	35.3	39.5	64.7
	Strongly Agree	517	31.5	35.3	100.0
	Total	1466	89.4	100.0	
Missing	System	173	10.6		
Total		1639	100.0		

**Implementation of the Cape Flats renewal project (improve walkways, signage, planting trees, and so on) will promote cultural tourism on the Cape Flats.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	52	3.2	3.3	3.3
	Disagree	77	4.7	4.8	8.1
	Undecided	278	17.0	17.5	25.6
	Agree	681	41.5	42.8	68.3
	Strongly Agree	504	30.8	31.7	100.0
	Total	1592	97.1	100.0	
Missing	System	47	2.9		
Total		1639	100.0		

**The number of accommodation establishments on the Cape Flats is inadequate.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	99	6.0	6.2	6.2
	Disagree	113	6.9	7.0	13.2
	Undecided	390	23.8	24.3	37.4
	Agree	564	34.4	35.1	72.5
	Strongly Agree	442	27.0	27.5	100.0
	Total	1608	98.1	100.0	
Missing	System	31	1.9		
Total		1639	100.0		

**The transport network (rail, taxi, cab, rent a car, bus) on the Cape Flats is adequate to transport tourists.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	489	29.8	30.4	30.4
	Disagree	301	18.4	18.7	49.1
	Undecided	267	16.3	16.6	65.7
	Agree	336	20.5	20.9	86.5
	Strongly Agree	216	13.2	13.4	99.9
	44	1	.1	.1	100.0
	Total	1610	98.2	100.0	
Missing	System	29	1.8		
Total		1639	100.0		

**Foreign investment will be required to initiate the development of cultural tourism attractions, accommodation establishments and related infrastructure.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	106	6.5	6.6	6.6
	Disagree	193	11.8	12.0	18.6
	Undecided	460	28.1	28.6	47.2
	Agree	548	33.4	34.1	81.2
	Strongly Agree	302	18.4	18.8	100.0
	Total	1609	98.2	100.0	
Missing	System	30	1.8		
Total		1639	100.0		

**Tourism Acts and policies that are legislated by National Government will promote cultural tourism on the Cape Flats.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	63	3.8	3.9	3.9
	Disagree	133	8.1	8.3	12.2
	Undecided	450	27.5	28.0	40.2
	Agree	697	42.5	43.4	83.7
	Strongly Agree	262	16.0	16.3	100.0
	Total	1605	97.9	100.0	
Missing	System	34	2.1		
Total		1639	100.0		

**There is no need to develop the Cape Flats as a cultural tourism destination.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	621	37.9	38.9	38.9
	Disagree	379	23.1	23.7	62.6
	Undecided	253	15.4	15.8	78.4
	Agree	236	14.4	14.8	93.2
	Strongly Agree	109	6.7	6.8	100.0
	Total	1598	97.5	100.0	
Missing	System	41	2.5		
Total		1639	100.0		



**Responsibility to facilitate, plan, develop policy, regulate and monitor implementation of cultural tourism on the Cape Flats lies with Provincial Government.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	90	5.5	5.6	5.6
	Disagree	159	9.7	9.9	15.6
	Undecided	439	26.8	27.5	43.0
	Agree	662	40.4	41.4	84.4
	Strongly Agree	248	15.1	15.5	99.9
	34	1	.1	.1	100.0
	Total	1599	97.6	100.0	
Missing	System	40	2.4		
Total		1639	100.0		

**Responsibility of the Local Government is to financially support community tourism Associations.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	63	3.8	4.3	4.3
	2	116	7.1	8.0	12.3
	3	314	19.2	21.7	34.0
	4	576	35.1	39.7	73.7
	5	381	23.2	26.3	100.0
	Total	1450	88.5	100.0	
Missing	System	189	11.5		
Total		1639	100.0		

**Status**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Tourism practitioner	186	11.3	20.2	20.2
	Tour Guide	45	2.7	4.9	25.0
	Community member	445	27.2	48.2	73.2
	Other	247	15.1	26.8	100.0
	Total	923	56.3	100.0	
Missing	System	716	43.7		
Total		1639	100.0		

**Bed & Breakfast / guest houses**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	109	6.7	100.0	100.0
Missing	System	1530	93.3		
Total		1639	100.0		

**Tourism guiding**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	34	2.1	100.0	100.0
Missing	System	1605	97.9		
Total		1639	100.0		

**Cultural tourism attractions**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	25	1.5	100.0	100.0
Missing	System	1614	98.5		
Total		1639	100.0		

**Destination & tourism marketing**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	27	1.6	100.0	100.0
Missing	System	1612	98.4		
Total		1639	100.0		

**Food & beverage**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	50	3.1	100.0	100.0
Missing	System	1589	96.9		
Total		1639	100.0		

**Government sector**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	21	1.3	100.0	100.0
Missing	System	1618	98.7		
Total		1639	100.0		

**Meetings, conferences, conventions, events and entertainment**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	30	1.8	100.0	100.0
Missing	System	1609	98.2		
Total		1639	100.0		

**Tour operations & information services**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	41	2.5	100.0	100.0
Missing	System	1598	97.5		
Total		1639	100.0		

**Tourism administration and authorities**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	19	1.2	100.0	100.0
Missing	System	1620	98.8		
Total		1639	100.0		

**Travel agents & travel services**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	31	1.9	100.0	100.0
Missing	System	1608	98.1		
Total		1639	100.0		

**Other: Please specify:**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	54	3.3	100.0	100.0
Missing	System	1585	96.7		
Total		1639	100.0		

**Experience**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	0 – under 2 years	105	6.4	27.3	27.3
	2 – under 5 years	128	7.8	33.2	60.5
	5 – under 10 years	75	4.6	19.5	80.0
	More than ten years	39	2.4	10.1	90.1
	None	38	2.3	9.9	100.0
	Total	385	23.5	100.0	
Missing	System	1254	76.5		
Total		1639	100.0		

**Gender**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	698	42.6	46.8	46.8
	Female	794	48.4	53.2	100.0
	Total	1492	91.0	100.0	
Missing	System	147	9.0		
Total		1639	100.0		

**Language**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	English	974	59.4	64.5	64.5
	Afrikaans	368	22.5	24.4	88.8
	Isixhosa	143	8.7	9.5	98.3
	Other (please specify)	26	1.6	1.7	100.0
	Total	1511	92.2	100.0	
Missing	System	128	7.8		
Total		1639	100.0		

**Age group**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Under 21	183	11.2	12.2	12.2
	21 – 30	572	34.9	38.1	50.3
	31 – 40	338	20.6	22.5	72.9
	41 – 50	245	14.9	16.3	89.2
	51 – 60	121	7.4	8.1	97.3
	More than 60	41	2.5	2.7	100.0
	Total	1500	91.5	100.0	
Missing	System	139	8.5		
Total		1639	100.0		

**Education**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No formal education	25	1.5	1.7	1.7
	Partial primary	17	1.0	1.1	2.8
	Primary completed	46	2.8	3.1	5.9
	Partial Secondary	176	10.7	11.9	17.8
	Secondary completed	431	26.3	29.0	46.8
	Certificate / diploma	470	28.7	31.6	78.5
	Undergraduate degree	165	10.1	11.1	89.6
	Postgraduate degree	141	8.6	9.5	99.1
	Other (Specify)	14	.9	.9	100.0
	Total	1485	90.6	100.0	
	Missing	System	154	9.4	
Total		1639	100.0		

WHITE PAPER ON  
**THE DEVELOPMENT AND PROMOTION OF TOURISM IN SOUTH AFRICA**  
**GOVERNMENT OF SOUTH AFRICA**  
**DEPARTMENT OF ENVIRONMENTAL AFFAIRS AND TOURISM**

**MAY, 1996**

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#### *Abbreviations*

a)CBO -Community-based Organisation

b)DTI - Department of Trade and Industry

c)EU - European Union

d)FIT - Foreign Independent Tourists

e)GDP - Gross Domestic Product

f)GEM - Group for Environmental Monitoring

g)IPTC - Inter Provincial Technical Committee

h)ITTT - Interim Tourism Task Team

i)MINMEC - Committee of Members of Executive Councils responsible for tourism in the provinces and the Minister and Deputy-Minister of Environmental Affairs and Tourism in the central government

j)NGO - Non-governmental Organisation

k)RDP - Reconstruction and Development Programme

l)RETOSA - Regional Tourism Organisation of Southern Africa

m)SADC - Southern African Development Community

n)SATOUR - South African Tourism Board

o)SMMEs - Small, Micro and Medium-sized Enterprises

p)USP - Unique Selling Point

q)VFR - Visitors to Friends and Relatives

### *Definition of Terms*

- Cultural tourism - cultural aspects which are of interest to the visitor and can be marketed as such, including the customs and traditions of people, their heritage, history and way of life.
- Ecotourism - environmentally and socially responsible travel to natural or near natural areas that promotes conservation, has low visitor impact and provides for beneficially active socio-economic involvement of local people
- Emerging markets - population groups entering the market in increasing numbers as domestic tourists, especially those previously neglected.
- Emergent SMMEs - small, micro and medium-sized enterprises owned and/or operated by the previously neglected population groups that are entering the market
- Environment - includes natural, urban, human living and cultural environments
- International - tourist a person who travels to a country other than that in which she/he has her/his usual residence, but outside her/his usual environment, for at least one night but less than one year, and the main purpose of whose visit is other than the exercise of an activity remunerated from within the country visited. Due to markedly different travel and expenditure patterns, a distinction is drawn between international tourists from the rest of Africa (called regional tourists) and those from other countries (called overseas tourists). See definition of tourist.
- Previously neglected communities - population groups that were largely excluded from mainstream tourism activities.
- Responsible tourism - tourism that promotes responsibility to the environment through its sustainable use; responsibility to involve local communities in the tourism industry; responsibility for the safety and security of visitors and responsible government, employees, employers, unions and local communities
- Statutory Organisation/parastatalan - organisation established by an Act of Government
- Stop-over visitora - person who travels away from home for other than commuting purposes, staying less than 24 hours in the place visited
- Sustainable tourism development - tourism development, management and any other tourism activity which optimise the economic and other societal benefits available in the present without jeopardising the potential for similar benefits in the future
- The tourism industry - all recipients of direct spend incurred by tourists. This includes pre-trip expenditure on travel and booking, travel and en-route expenditure, and all spending at the destination
- Tourista - person who travels away from home, staying away for at least one night. A tourist can be a domestic tourist (for example resident of Johannesburg staying one night in Durban), a regional tourist ( a visitor from Zimbabwe spending one or more nights in the Free State) or an overseas tourist (a resident of Germany staying one or more nights in the North-West Province). See definition of international tourist. A tourist travels for different purposes including business, leisure, conference and incentive.
- Tourismall - travel for whatever purpose, that results in one or more nights being spent away from home
- Traditional domestic markets - previously advantaged domestic leisure tourists

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### **The policy formulation process**



In October 1994, the Minister of Environmental Affairs and Tourism appointed the Interim Tourism Task Team (ITTT) with the mandate of drafting a tourism discussion paper as a basis for a future national tourism policy. Representing the business sector, labour movement, provincial governments, community organisations and the national government, the ITTT produced a Tourism Green Paper in September 1995. The Tourism Green Paper was widely distributed for comment, whereafter the European Union was approached to provide technical assistance to the Government of South Africa in developing a Tourism White Paper. An international tourism specialist was appointed by the European Union for this purpose, in October 1995. It was recognised that the process of arriving at a White Paper for tourism is as important as the White Paper itself. As such, a great deal of emphasis was placed on developing the White Paper in such a way as to facilitate maximum participation by all. To this end, the process involved a number of research methods and strategies as follows:

- A number of ITTT meetings were held to monitor progress and provide comments on the process followed and the content of the document.
- Ten workshops were held country-wide to discuss the Green Paper and obtain inputs for the White Paper. More than 500 persons participated in these country-wide workshops.
- Nearly 100 expert interviews and one-on-one consultations were carried out with keystakeholders in the industry.
- More than 100 written submissions were received and reviewed.
- A number of strategic meetings were attended, including meetings of MINMEC, IPTC, Hotel Industry Liaison Group, the Strategic Tourism Security Workshop, Museum Workshop and the national tourism workshop held on 4 March 1996.
- Local consultants were appointed by the lead consultant to assist in carrying out secondary research and analysis of the tourism industry as well as the development of strategies and implementation programmes.
- The consultants drew upon a number of reports by SATOUR and other organisations, White Papers of other government departments and other relevant documents.

The White Paper provides a policy framework and guidelines for tourism development in South Africa. It will be followed by an implementation strategy which will contain a number of key actions in order to effectively implement the guidelines contained in the White Paper.

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## PART I: ROLE OF TOURISM IN SOUTH AFRICA

### 1.1 Tourism potential

With a population of approximately 41 million and a land area of 1.27 million sq. km (nearly five times the size of the UK), South Africa's resource base for tourism is phenomenal. The country's tourism attractiveness lies in its diversity. Some of the features which make South Africa an incredibly attractive tourism proposition include: accessible wildlife, varied and impressive scenery, unspoiled wilderness areas, diverse cultures (in particular traditional and township African cultures), generally sunny and hot climate, no 'jet lag' from Europe, a well-developed infrastructure and virtually unlimited opportunities for special interest activities such as whale-watching, wild water rafting, hiking, bird-watching, bush survival, deep-sea fishing, hunting and diving. In addition, unique archaeological sites and battlefields, the availability of excellent conference and exhibition facilities, a wide range of sporting facilities, good communication and medical services, internationally known attractions (Table Mountain, Cape of Good Hope, Sun City, Kruger National Park, Garden Route, Maputaland) and unrivaled opportunities to visit

other regional internationally known attractions (e.g. Victoria Falls and the Okavango Swamps) make South Africa an almost complete tourist destination.

Tourism has become a fiercely competitive business. For tourism destinations the world over, as indeed for South Africa, competitive advantage is no longer natural, but increasingly man-made - driven by science, technology, information and innovation. As such, it is not simply the stock of natural resources of South Africa that will determine her competitiveness in tourism, but rather, how these resources are managed and to what extent they are complemented with man-made innovations. In this regard, South Africa scores well on three important fronts. First, the already well-established network of national parks (covering some 6.3% of the surface area of the country) and private nature reserves are very much 'on trend' with the demands of the increasingly environmentally sensitive visitor. Second, some companies are already leaders in global 'bestpractice' in ecotourism, while others have created Disneyland-like attractions in South Africa, boosting the country's name internationally. Third, the recent successful political transformation in South Africa has virtually 'opened' the country's tourism potential to the rest of the world and indeed to the previously neglected groups in society. It is not surprising that the World Tourism Organisation in its 1995 review of African tourism considers South Africa to be "one of the most promising tourism destinations of the African continent". The Horwath 1995 Worldwide Hotel Industry Review concluded that South Africa's tourism potential "is outstanding, providing peace and harmony remain".

Notwithstanding all the abovementioned advantages, South Africa has not been able to realise its full potential in tourism. As such, the contribution of tourism to employment, small business development, income and foreign exchange earnings remains limited.

## 1.2 Role in the economy

Tourism currently plays a relatively small role in the economy of South Africa. The Economist Intelligence Unit estimates the value added of tourism in South Africa to be no more than 2% of Gross Domestic Product (GDP) in 1994. Kessel Feinstein and SATOUR estimate that in 1995, tourism's contribution to GDP was in the vicinity of 4%, which is very low by any standard. The World Travel and Tourism Council estimated that in 1995, tourism contributed 10.9% to the GDP of the world economy; 10.5% to the US economy; 13.4% to the European economy; 12.3% to the British economy and 31.5% to the Caribbean economy. SATOUR estimates that 480,000 jobs are directly and indirectly created by tourism. Tourism is the fourth largest earner of foreign exchange in South Africa.

The potential for South Africa to grow its tourism industry, to triple its contribution to national income and to at least double its foreign exchange earnings by the year 2000, is very real. If contributed 10% to the GDP of South Africa, as it does in the US, the industry would generate some R40b annually and create 2 million jobs.

## 1.3 Recent performance

In 1995, South Africa received 4.48 million international visitors. Africa continues to generate the bulk of international arrivals to South Africa (73%) with Europe accounting for about 15%. North and South America, the Middle East, Australasia and the Indian Ocean Islands continue to be very marginal contributors, together accounting for not more than 12% of total international arrivals. In 1995, South Africa received just under 1,1 million overseas visitors (originating from outside Africa). In addition it is estimated that there are some 7.9 million domestic tourists who took a total of 17 million holidays in 1994. The potential for South Africa to increase both arrivals and expenditures from all three markets - overseas, regional and domestic - is substantial, considering that the majority of the previously neglected groups in society have not traveled and that the neighbouring African markets have good potential for further development.

Domestic tourism plays a specially important role in the South African tourism industry. This market will continue to grow as previously neglected people become tourists and travelers themselves.

International tourism is also a vital element of the South African tourism industry - overseas and Africa air arrival visitors spend an average of R14,000 (including airfare). The Reserve Bank conservatively estimates that African land arrival visitors spend on average R600 when they visit South Africa. Within

the international tourism market, the business travel market, the conference, incentive and leisure segments are of critical importance to the South African tourism industry. Following the democratic elections of April 1994, extremely positive growth in visitor arrivals from both the regional and overseas markets was recorded. Overseas visitors to South Africa are expected to double by the year 2000.

While there is no doubt that growth will continue under the pressure of regional and overseas demand, there is no guarantee that growth will be sustainable, or that the tourism industry will be fully able to act as an engine of growth for the economy, or achieve the socio-economic objectives set by the new Government. Key actions, policies and strategies are necessary to ensure that South Africa realises its tourism potential as well as avoid the mistakes that other destinations have made.

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## PART 2: THE PROBLEMATIQUE

### 2.1 A missed opportunity

Tourism development in South Africa has largely been a missed opportunity. Had its history been different, South Africa would probably have been one of the most visited places in the world. The tourism industry in South Africa has been woefully protected - protected from foreign competition (limited international investment in tourism facilities), protected from demanding, long-stay tourists (limited flow of international visitors) and protected from itself (suppliers cater to a largely homogeneous and predictable clientele, i.e. the easily identifiable needs of the privileged class). As such, the potential of the tourism industry to spawn entrepreneurship, to create new services (e.g. local entertainment, handicrafts, etc.), to "drive" other sectors of the economy, to strengthen rural communities, to generate foreign exchange and to create employment, has not been realised.

Yet tourism, perhaps more than any other sector, has the potential to achieve the objectives of the Reconstruction and Development Programme (RDP) of the new government. Tourism creates opportunities for the small entrepreneur; promotes awareness and understanding among different cultures; breeds a unique informal sector; helps to save the environment; creates economic linkages with agriculture, light manufacturing and curios (art, craft, souvenirs); creates linkages with the services sector (health and beauty, entertainment, banking and insurance); and provides dignified employment opportunities. Tourism can also play a strategic role in dynamising other sectors of the economy - the agriculture sector that benefits from the tourism industry (increased demand for new agricultural products and services such as organic agriculture, farm tourism); the manufacturing sector (the supply of furniture and fittings, construction, linens, pots, pans, etc.) as well as crafts (wood-working, curios, fine art). Perhaps the weakest economic linkages with the tourism industry in South Africa exist in the services sector (entertainment, health and beauty services, banking, insurance).

Many international tourism destinations have successfully used the tourism industry to encourage other sectors of the economy and to generate new and innovative employment opportunities. In Jamaica, for example, Jamaicans teach tourists to speak Jamaican and dance reggae; in Barbados, one of the most profitable activities - hair-braiding - takes place in the informal sector; in a Budapest hotel a dental check-up is included in the price of the room; and local live entertainment is the norm at most hotels in the world - from Berlin and Boston to the Bahamas.

The tourism industry in South Africa has been, and continues to be, faced with a number of impediments to its further growth and development. Key constraints facing the industry as well as immediate problems are identified below.

### 2.2 Key constraints

A number of factors limit the effectiveness of the tourism industry to play a more meaningful role in the national economy. Some of the key constraints are identified below:

- tourism has been inadequately resourced and funded
- myopic private sector
- limited integration of local communities and previously neglected groups into tourism
- inadequate tourism education, training and awareness
- inadequate protection of the environment
- poor service
- lack of infrastructure, particularly in rural areas
- a ground transportation sector not geared to service tourists
- lack of inclusive, effective national, provincial and local structures for the development, management and promotion of the tourism sector

In addition to these constraints, an immediate problem facing the industry is the growing levels of crime and violence on visitors

These are explained below:

i) Inadequately resourced and funded tourism industry

One of the problems facing the tourism industry is that the Government has had a limited view of the potential of the industry and, as a result marginal resources have been devoted to developing and promoting the sector. Tourism is still narrowly viewed as tourists and hotels. In many quarters, the tourism industry is still seen as a thing of the past - a plaything for the previously privileged class. The true wealth-creating potential of the sector has not been fully grasped by policy-makers (refer to Section 3.3 - Why Tourism). Unless tourism is seen as strategically important to the economy of South Africa and the necessary plans, policies, actions and resources to support this initiative are put in place, tourism will continue to be a missed opportunity.

ii) Myopic private sector

Another major problem facing the South African tourism industry is a short sighted private sector. Hotels, and indeed many other tourism establishments, tend to have a rather limited view of the product they offer - only goods and services within their four walls. If a visitor is harassed on the road; over-charged by a taxi driver; the environment destroyed by insensitive development; or schools are dilapidated, it is not considered the hotel's concern. Experience indicate that hotels that have taken a much broader view of their product tended to be more successful:

- Curtin Bluff Hotel in Antigua has virtually adopted its surrounding community. Locals from the village, for example, are provided with opportunities to become tennis pros and many are sent abroad for training.
- Half Moon Hotel in Jamaica has adopted half a mile of highway surrounding its hotel and is committed to maintaining and beautifying it. The hotel is also in the forefront of environmental conservation.
- Hotels in St. Lucia in the Caribbean have pioneered an 'adopt a farmer' programme. The advanced orders that hotels place provide farmers with the necessary collateral for them to obtain bank loans to invest in production.

In South Africa, signs of a more forward-looking private sector are emerging. Various ecotourism companies and conservation agencies are increasingly promoting meaningful community participation and shareholding in tourism ventures. These initiatives are, however, still the exception and hotels and other tourism establishments need to play a far more active role in influencing the quality of the total visitor experience. It is through taking a broader view of the product offered, and building partnerships with the government, local communities and other private sector interests, that the highest levels of customer satisfaction can be achieved.

#### iii) Limited development scope due to past political policies

The past apartheid policies have placed severe constraints on the development scope of the industry. While the attractiveness of South Africa as a tourism destination has always been acknowledged, this potential could not effectively be realised due to many tourists not wanting to travel to country in protest to such policies. The current growth of the industry could largely be ascribed to the political changes of the past few years and the resultant freedom of movement.

#### iv) Limited involvement of local communities

Another major problem facing the South African tourism industry is the poor involvement of local communities and previously neglected groups in the industry. While this has been largely due to the previous Government's policies, the need to reverse this situation is of urgent importance. The tourism industry, perhaps more than any sector, provides a number of unique opportunities for involving previously neglected groups, including:

##### Operators of tourism infrastructure:

- Small guest houses or bed and breakfast establishments
- Taverns, shebeens, bars and restaurants
- Transport - taxi services, tours, trips, airport and other transfers
- Attractions - township experiences, apartheid and struggle history
- Museums - traditional culture and history
- Entertainment - music, dance, theatre, story-telling, etc.
- Other - florists, art galleries, hair salons, beauty parlours, craft shops

##### Services to the industry

- Tour operator services
- Travel agencies
- Tour guides
- Marketing services
- Booking services
- Training services

##### Suppliers to the industry

- Laundry services -ironing only, full laundry, sewing and repairs
- Portering services
- Production and selling of crafts
- Interior decor - rugs, wall hangings, furniture, textiles, art
- Construction - collection of materials, thatching, building trades
- Maintenance services - vehicles, plant and equipment
- Environmental services - gardening, bush clearing, composting
- Specialty agriculture - herbs, organically grown produce
- Specialty tourism products - traditional hunting, traditional medicines and herbs

Despite these obvious and available opportunities, however, many factors limit the meaningful involvement of local communities in the tourism industry. These include:

- lack of information and awareness;
- lack of know-how and training;
- lack of finance;
- lack of interest on the part of existing establishments to build partnerships with local communities and suppliers; and
- lack of incentives to reward private enterprise that build or develop local capacity and create job opportunities.

The concerns and anxieties of the previously neglected groups need to be understood and adequately addressed in building a successful tourism industry in South Africa. Some of these concerns are:

- "Tourism is a white man's thing and not for us" - tourism is perceived as catering to the predominantly white upper and middle classes. There is a belief that "tourism is what whites do when they go to Kruger Park or the beach in Durban", and certainly not within the reach of the previously neglected.
- The majority of South Africans have never been meaningfully exposed to the tourism industry and have not benefited from the country's vast resources.
- Suspicion and mistrust - most protected areas were proclaimed without consultation with, or the approval of, affected rural communities. Communities bore the cost of reduced access to natural and cultural resources but did not perceive, or receive any direct benefits.
- Complete lack of knowledge and understanding of what tourism really is - there is a perception that tourism refers only to people traveling around and staying in hotels. The wider opportunities offered by tourism are not appreciated.
- Lack of training opportunities for previously neglected groups in society effectively limits meaningful participation in the tourism industry.
- Inability to access finance to take advantage of entrepreneurial opportunities provided by the tourism sector.

- Lack of involvement - the majority of South Africans have not been involved in the planning, decision-making, investment, development or promotion of the tourism industry. Communities have not been involved or consulted in respect of major investment decisions or developments proposed for areas in which they live.

- Inequalities - past inequalities and abuse of power have led to the exploitation of local cultures and community groups.

- Language barriers - the English language seems to be the established language of tourism communication, effectively excluding a majority of the population of South Africa where 11 official languages are in vogue.

- Negative attitudes - negative attitudes exist within the industry towards community tourism products which are sometimes viewed with skepticism and regarded as inferior. There is often a view that what is white and Western is best. The value of the previously neglected people, their culture and their products often tend to be depreciated.

- Lack of market access - local communities lack access to the lucrative tourism markets as visitors are kept within the hotels and resorts and venture out only to 'sanitised' places of interest. For the local shebeens or the local craft vendor, a visitor sighting is a rare occasion.

- Barriers to entry - these are caused by very large companies and corporate structures which control the market. Businesses in South Africa are either very large or very small - a middle segment is only slowly emerging. The cost of capital furthermore prevents many small operators from entering the market.

A great deal of work has to be done by both the government and tourism private sector to redress previous imbalances, to win back the support of the previously neglected groups and to demonstrate that tourism in the new South Africa can benefit all South Africans.

To succeed, any tourism development policy of South Africa must, as a priority, seek the meaningful involvement of the previously neglected communities, not only in the supply of their labour services, but also in entrepreneurial activities. As will be demonstrated in Section 3, responsible tourism is not a luxury for South Africa, but an absolute necessity if the country has to build a successful and sustainable tourism industry.

#### v) Inadequate training, education and awareness

Perhaps the greatest deficiency in the tourism industry in South Africa is the absence of adequate education, training and awareness opportunities. The previously neglected groups in society are highly disadvantaged and the job of leveling the playing field is a massive one. One of the key vehicles for doing so is education and training - a basic necessity that the majority of the population has not had access to.

The tourism industry in South Africa directly and indirectly employs an estimated 480,000 persons, a figure which is expected to double by the year 2000. At the tertiary level, training in tourism and hospitality services is offered at a limited number of public and private institutions. Skills training at the lowest levels (e.g. barmen, cleaners, porters) is mainly done on an in-house basis.

With a total training capacity of some 10,000 and an industry expected to require 100,000 additional persons per year in the next five years, training capacity falls far short of the needs. This is not to mention the general need for community-wide tourism awareness programmes as well as the urgent need for a wide range of basic skills among persons who are the first line of contact with the customer. The data suggest that South Africa is not capable with present output to satisfy more than 10% of its training needs.

It is important to note also that training capacity, what little there is, is very unevenly spread among the provinces, with Gauteng, North-West and the Western Cape Province leading the field. Northern Cape

in particular, and to a lesser degree the Northern Province, and Mpumalanga, have little to show in terms of facilities. The discrepancies become more marked as one moves to institutions of higher learning such as universities and technikons.

#### vi) Inadequate environmental management

Environmentally, South Africa is an incredibly unique and rich country. The World Wide Fund for Nature: South Africa estimates that South Africa is the third most biodiverse country in the world, has one third of the plant species in the world and 8% of the world's plants. The country has a well-maintained network of protected areas and is globally renowned for its conservation practices. However, despite this excellent record in conservation, South Africa is also one of the environmental "hot spots" in the world with 2,000 plant species on the endangered list.

Some of the main environmental problems and issues have been identified by Grossman and Associates in their 1996 report:

- Unequal land distribution and landlessness - which has forced the majority of the population to live on 14 % of the land, has resulted in serious overcrowding and a resultant major effect on the quality of the natural resource base
- Soil erosion - is causing lakes, dams, rivers and, most importantly, coastal estuaries to siltup, thereby depriving these natural resources of the leisure and aesthetic potential to attract tourism
- Deforestation. In 1994, it was estimated that 24 million people live in non-electrified homes and use mainly coal or wood for cooking and heating. Some 17 million people rely exclusively on fuelwood for cooking and heating, contributing to severe deforestation, especially in former homeland areas.
- Water shortages and pollution - South Africa is a water-scarce country and shortages and pollution of groundwater, rivers and estuaries pose one of the major threats to the country's environment.
- Air pollution - concentrated in areas like the Gauteng region and Mpumalanga Highveld region, where acid rain is a factor.

In addition, poor coastal zone management and, in certain instances, unplanned development, aggravate the environmental problems. South Africa also has no formal requirements for environmental and social impact assessments to be carried out. A major threat to the further development of the tourism industry and indeed the sustainability of the population of South Africa is the rapid degradation of the environment. Among the population at large, there is an alarming disregard for the environment; litter has become a national problem; there is little awareness of the benefits of conserving the environment among the majority of the population; and for many, environment conservation is rather a luxury - finding jobs and food to eat take priority. South Africa does not as yet have an integrated approach to environmental development and conservationists consider the country to have an extremely poor record in land-use planning. The poor protection of the environment in South Africa will continue to curtail the tourism sector's development.

#### vii) Poor service

There is a general culture of poor service in the tourism industry and related sectors. There is little excitement in delivering service or to go the extra mile to satisfy the customer. The problem is that this seems to be an accepted norm by the bulk of domestic tourists. Even worse, because many establishments are performing well as a result of the unexpected new demand, many owners and managers believe that the product they offer is acceptable. According to the Kessel Feinstein State of the Industry Report, "The South African hotel industry has been characterised by a limited degree of competitiveness. The limited number of hotel groups and the majority of typically non-discerning South African customers have resulted in mediocre levels of service".

#### viii) Lack of infrastructure, particularly in rural areas



It is often said that South Africa has a First World infrastructure. However, there is a lack of infrastructure in the rural areas, which severely limits the participation of rural communities in the tourism industry. In addition, the absence of adequate transportation services effectively prevent rural communities from participating in the industry, both as potential suppliers of products and services, and as tourists themselves.

#### ix) Lack of appropriate institutional structures

The lack of commitment to the tourism industry in South Africa is partially evident from the institutional provisions made for the sector. At the national Government level, tourism shares the portfolio with Environment under a Ministry of Environmental Affairs and Tourism. While, at first sight, these two may seem to be ideal partners, in reality, environment and tourism exist under one roof, but do not work closely together. The environmental division of the Department over-powers the Tourism division - there are some 1,000 staff members in the environmental section while the tourism division, until July, 1995, has largely been a one-man show. Inadequately staffed and resourced, the tourism division has not been able to provide anything beyond skeletal liaison and administrative functions. As such, the South African Tourism Board (SATOUR) has attempted to fill the gaps, in many instances carrying out the functions of both national government and statutory body - grading and classification of hotels, licenses, research and development, training, marketing, promotion and product development.

SATOUR is the statutory body mandated with the marketing and promotion of tourism in South Africa. SATOUR also has representative offices in the international marketplace. In the provinces, SATOUR offices have largely been disbanded and are being replaced by Provincial Tourism Organisations.

SATOUR performed the function of marketing of South Africa in a period where travel restrictions were in place and in an environment not wholly conducive to tourism development. SATOUR has come to be associated with the old South Africa and the old privileged tourism and is still undergoing restructuring to accommodate a new reality - greater representation of the previously neglected groups, greater authority and autonomy of the provinces and the general restructuring of the industry.

At the provincial level, tourism organisations are still in disarray, with some provinces way ahead in terms of their tourism structures, marketing, promotion, etc. Provincial autonomy has unfortunately created a situation in which provinces are going abroad to market themselves individually. This situation is creating confused destination images, not to mention the inefficient use of resources and the missed opportunity to reinforce South Africa's name in the international marketplace. At the same time, the resources and opportunities to penetrate new and emerging markets and market niches are wasted or missed. Consumers, on the other hand, are bombarded with a number of new destinations with no clarity as to how they will satisfy their specific needs.

At the private sector level, there are many bodies representing specific interests - from car rental and tour operators to guest houses and hotels. February 1, 1996 marked the formation of the Tourism Business Council of South Africa - a body which will hopefully become a truly representative private sector body in tourism, where the industry will be able to speak with one voice.

It is critically important and necessary to develop inclusive, effective national, provincial and local structures for the development, management and promotion of the tourism sector in South Africa. The exact nature and organisation of these structures must be influenced by the new mandate, vision and objectives set for the sector.

#### x) Tourism security

In addition to the above-mentioned problems, a rather more immediate problem needs to be addressed - that of tourism security.

Kessel Feinstein estimates that "the major constraint to overseas tourism growth is the actual and perceived levels of ongoing violence and crime". Well-publicised incidents involving tourists as well as high levels of crime affecting the local population who invariably play host to significant numbers of foreign visitors, significantly constrain overseas tourism growth.

To address this threat, a Strategic Tourism Security Workshop was convened by the Minister on November 6, 1995. The workshop produced a number of strategies and short-term projects. The long-term solutions - those of involving the local communities, creating employment, training and awareness programmes - represent a considerable challenge. Tourism can contribute significantly to the solution of these problems. However, a new tourism needs to be developed.

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## PART III: TOWARDS A NEW TOURISM

### 3.1 Tourism and the RDP

The Reconstruction and Development Programme (RDP) is the strategy of the Government of South Africa for the fundamental transformation of the country. The RDP is based on the notion that reconstruction and development are parts of an integrated process. The RDP integrates growth, development, reconstruction, redistribution and reconciliation into a unified programme. It is a pragmatic and proactive programme that has already won the support of funding agencies worldwide. Six basic principles underpin the RDP:

Integration and sustainability - integrating all facets of the country: national, provincial and local, business and civic organisations in a coherent strategy, and developing economically and environmentally sustainable programmes

- People-driven - active involvement of all citizens irrespective of age, sex, financial status, urban or rural in the shaping of their own future
- Peace and security - a national drive for peace and the combat of various forms of violence, particularly violence on women
- Nation-building - on the basis of unity in diversity and consolidation of national sovereignty
- Meeting basic needs and building the infrastructure - meeting basic needs of the people of South Africa and opening up previously suppressed economic and human potential in urban and rural areas.
- Democratisation - participation by all in decision-making
- Assessment and accountability - creating standards of measurement accepted by society by which progress towards phased achievements can be judged.

The specific programmes of the RDP include:

- Meeting of basic needs - from job creation, land and agrarian reform to housing, water and sanitation, energy supplies, transport, nutrition, health care, the environment, social welfare and security.
- Developing human resources - integrating the energies of all education and training institutions, abolish discrimination and focus on life-long learning, arts and culture, sport, youth and particularly training of young women
- Building the economy - reversing distortions, removing barriers, securing worker rights, regional cooperation.
- Democratising state and society - building democratic institutions and practices

The RDP is a bold and innovative programme of the Government of South Africa. Although the delivery of some programmes was slower than the population would like, considerable progress is being made in meeting basic needs and the democratisation of state and society.

The provision of basic needs is, by nature, consumptive - a user rather than a creator of national resources. There is an urgent need to create sustainability of the RDP programme, i.e. create legs for it to walk on. The population needs to be provided with meaningful employment and entrepreneurial opportunities so as to be able to afford housing, water and sanitation, electricity, transport and health care. The tourism industry, more than any other industry, can provide sturdy, effective and sustainable legs for the RDP to walk on.

### 3.2 Why tourism?

Tourism can be an engine of growth, capable of dynamising and rejuvenating other sectors of the economy. There are eighteen good reasons why. Consider that:

#### i) Tourism represents a significant opportunity for South Africa

Employing 212 million people world-wide, generating \$3.4 trillion in world gross output and contributing \$655 billion of Government tax revenues, travel and tourism is the world's largest industry. In Britain, Germany, Japan, and the USA, more adults have traveled than visited a library, attended a sporting event or have gone to see a play or concert. The tourism industry is expected to grow by 50% by 2005 by which time the industry will be worth US\$7 trillion to the world economy.

#### ii) Tourism is the world's largest generator of jobs

The World Travel and Tourism Council estimates that travel and tourism is now the world's largest generator of jobs. In 1995, the industry provided direct and indirect employment for 212 million people; accounted for 10.7% of the global work force and provided one in every nine jobs. Between 1995 and the year 2000 travel and tourism will add one new job every 2.5 seconds and create 125 million new direct and indirect jobs. Tourism already creates 480,000 jobs in South Africa. The potential for South Africa to create 2 million jobs by the year 2000 is very real.

#### iii) Tourism can provide immediate employment

Properly organised and focused, the tourism sector can create many jobs within a short period. If one quarter of the 8 500 tourist accommodation establishments (not to mention restaurants and fast food outlets) in South Africa began to offer live entertainment to guests, at an average of three entertainers per group, thousands of entertainers can be employed within days; and if large resorts opened their doors one day per week to encourage craft providers to market their products to the visitors (on condition that everything sold is actually made by the entrepreneur, with a working demonstration of the skills) many employment and business opportunities will be created for surrounding local communities. The provision of weekly market days at the resort (at no rental charges) is already done by the Sandals Resorts group in the Caribbean. Visitors view the market as a prime attraction that they look forward to.

#### iv) Tourism is labour-intensive

The tourism industry has the lowest ratio of investment to job creation. This means that more jobs can be created per unit of capital invested and many tourism activities are within the reach of the small operator.

#### v) Tourism employs a multiplicity of skills

From accountants and hairdressers to tour guides and trackers, the tourism industry draws upon a multiplicity of skills. Moreover, the potential for on-the-job training is enormous.

vi) The tourism industry creates entrepreneurial opportunities

The tourism industry accommodates a thriving and dynamic informal sector - from craft and fruit vendors to beach vendors, chair rentals, and others. Apart from the opportunities provided in the informal sector, there are many business opportunities to involve previously neglected groups in the tourism business: entertainment, laundry and transportation services, craft rental; arts, craft and curios sales; tour guides and walking tours of places of interest; teaching of African languages and customs to interested visitors; restaurants emphasising local cuisine; guest houses; beach manicures and pedicures; and much more.

vii) Tourism brings development to rural areas

Many of the prime tourism attractions are not located in the city centres but in the rural areas. Tourism allows rural peoples to share in the benefits of tourism development, promoting more balanced and sustainable forms of development. Tourism provides an alternative to urbanisation, permitting people to continue a rural family existence, enfranchising both women and the youth.

viii) Well-managed tourism is kind to the environment

Unlike the mining and other smoke stack industries, well-managed tourism can help to save the environment. Many forms of tourism development rely on maintaining and even repairing the landscape and its natural features (lakes, rivers, estuaries and wildlife areas). Wildlife tourism - especially in arid regions of the country - is dependent on the restoration of natural vegetation and soil cover. Many state and private sector projects have spent large amounts on rehabilitating land damaged by commercial farming and other forms of land-use. Tourism which is responsibly practiced furthermore allows for the protection of biodiversity on land used for its purpose.

ix) Tourism builds cross-cultural relations and is a vital force for peace

Through its inherent message of goodwill, hospitality, trust, service without servility, tolerance, interaction and communication, tourism is a most effective mechanism for fostering national and international cultural exchange and understanding among people. It is, therefore, an effective nation-builder and a strong incentive and reason for peace.

x) Tourism is a final good

Tourism is not a primary export item (like coal, copper and iron ore) that adds little value. Tourism is a final good. This means that all the final touches (value) have to be added in South Africa - be it a taxi ride from the airport, a basket of fruit or flowers in the hotel room, wildlife viewing, binocular rental, helicopter tour, dive instruction or a meal in a restaurant. This means that the value added in final stages of production is created in South Africa.

xi) Tourism is a foreign exchange generator par excellence

International tourism is the only export item which is exported without leaving the country. This means that every taxi taken, every banana, lychee, mango, orange eaten, every chair sat on or bed slept in, brings in valuable foreign exchange. A recent OAS study estimated that the tourism industry accounted for over 45% of Jamaica's gross foreign exchange inflows for 1992.

xii) Tourism brings a ready market

South Africa welcomes every year well over 4 million regional and overseas visitors. These visitors bring a ready market right to the doorstep of the country.

xiii) Potential to influence visitor tastes and create export markets

Through tourism, South Africa becomes the supermarket or boutique to which visitors are drawn. Apart from the normal consumption of sun, sand and sea, wildlife, wine and water sports, tourism allows its clients to inspect other goods and services for sale in South Africa. Tourists to South Africa have the opportunity to sample the local fare (e.g. wine, beer, food, craft, entertainment, etc.). Moreover, they have the leisure, time, usually the money as well as the convenience (plastic cards) to pay for local goods and services. The potential for South Africa to influence visitor tastes and create permanent export markets is very real.

xiv) Tourism demand is continuous

The consumption of travel takes place over one's lifetime. A holiday taken today does not reduce the demand for the holiday next year, next month or next weekend. This means that the potential market for tourism will continue to grow.

xv) Tourism has a multiplier effect

The impact of tourism is greater than the initial expenditure by visitors. In the Caribbean, for example, it is estimated that the sum of direct and indirect local value added generated per dollar of tourist expenditure was around 1.6 times the value of the initial input of visitor spending.

xvi) Enormous potential for linkages

The tourism industry provides enormous potential to create linkages and dynamise other sectors of the economy - agriculture, manufacturing and services. South Africa, more than any other country in the rest of Africa or in the developing world, has the potential to supply almost every need of the tourism industry - from meat and poultry, beverages and wines, to vehicles, machinery, furniture, cut flowers, jewelry, diamonds and more. Tourism will generate demand and production in other sectors of the South African economy.

xvii) South Africa is already a global leader in ecotourism

Various South African companies and conservation agencies are already involved in ecotourism ventures, a factor which could act as a catalyst for further development in this field.

xviii) Limited exploitation of the tourism potential

While the potential for the development of tourism in South Africa is great, the tourism industry represents a vastly under-utilised opportunity

Conclusion:

The tourism sector could provide the basis for and sustain the RDP programme of the South African government. To achieve this mandate, however, tourism must be developed as a strategic industry. A 'wait and see what happens' approach pervades the industry. However, unless tourism is viewed and developed as a strategically important industry - the greatest engine of growth for the South African economy - the true wealth-creating potential of the tourism sector will never be realised.

### 3.3 Any kind of tourism?

To achieve the true potential of the tourism industry it must be clear that any old tourism will not work. A new tourism is required that would boost other sectors of the economy and create entrepreneurial opportunities for the previously neglected groups; that would be kind to the environment; that will bring peace, prosperity and enjoyment for all South Africans.

### 3.4 Responsible tourism

Based on an assessment of the problems, constraints and opportunities facing the South African tourism industry, the imperatives of global change as well as the ideas and concerns raised in the country-wide workshops in South Africa, the concept of "Responsible Tourism" emerged as the most appropriate concept for the development of tourism in South Africa.

This White Paper proposes Responsible Tourism as the key guiding principle for tourism development. Responsible tourism implies a proactive approach by tourism industry partners to develop, market and manage the tourism industry in a responsible manner, so as to create a competitive advantage. Responsible tourism implies tourism industry responsibility to the environment through the promotion of balanced and sustainable tourism and focus on the development of environmentally based tourism activities (e.g. game-viewing and diving). Responsible tourism means responsibility of government and business to involve the local communities that are in close proximity to the tourism plant and attractions through the development of meaningful economic linkages (e.g. the supply of agricultural produce to the lodges, out-sourcing of laundry, etc.). It implies the responsibility to respect, invest in and develop local cultures and protect them from over-commercialisation and over-exploitation. It also implies the responsibility of local communities to become actively involved in the tourism industry, to practice sustainable development and to ensure the safety and security of the visitors. Responsibility to visitors through ensuring their safety, security and health is another consequence of responsible tourism. Responsible tourism also implies the responsibility of both employers and employees in the tourism industry both to each other as well as to the customer. Responsible trade union practices and responsible employment practices will be the hallmarks of the new tourism in South Africa. Responsible tourism also implies responsible government as well as responsibility on the part of the tourists themselves to observe the norms and practices of South Africa, particularly with respect to the environment and culture of the country.

Key elements of responsible tourism are:

- Avoid waste and over-consumption
- Use local resources sustainably
- Maintain and encourage natural, economic, social and cultural diversity
- Be sensitive to the host culture
- Involve the local community in planning and decision-making
- Assess environmental, social and economic impacts as a prerequisite to developing tourism
- Ensure communities are involved in and benefit from tourism
- Market tourism that is responsible, respecting local, natural and cultural environments
- Monitor impacts of tourism and ensure open disclosure of information

Responsible tourism has emerged as most appropriate because

- it recognises the responsibility of the government and private sector to involve the previously neglected in the tourism industry
- responsible tourism is 'on trend' with the demands of the international marketplace - today, enlightened travelers want to know that their activities do not destroy the environment, but rather, help to conserve the environment and sustain local communities
- responsible tourism is a new concept - a fresh approach that South Africa can take to the marketplace
- responsible tourism offers South Africa the opportunity to be a leader in the 'new tourism'; it has a chance to define global best practice in responsible tourism and set the standard for the rest of the world to follow, rather than follow the initiatives that others have developed

- responsible tourism is all-embracing, involving proactive participation and involvement by all stakeholders - private sector, government, local communities, previously neglected, consumers, NGOs, the media, employees and others vi.responsible tourism is not a luxury for South Africa. It is an absolute necessity if South Africa has to emerge as a successful international competitor

The key challenge is to develop the commitment to responsible tourism on the part of all stakeholders and most importantly, implement it. The government is committed to the principle of responsible tourism and will undertake the following actions to facilitate its implementation:

i)work closely with international funding agencies, the local and international private sectors, NGOs and other relevant partners to define responsible tourism and establish a standard for it

ii)identify an agency, possibly an NGO, that will take on the responsibility of certifying responsible tourism providers and monitoring their performance

iii)actively market and promote South Africa as the premier responsible tourism destination

iv) provide incentives for responsible tourism providers, through government procurement policies (for example the Government should purchase services from responsible providers only), encourage international organisations and agencies to follow suit. The government should consider allowing preferential access to national marketing funds for responsible tourism providers.

v) encourage the development of partnerships between the tourism private sector and local communities

vi) sensitise the tourism private sector to the importance of involving communities in the development of responsible tourism

vii) use the local and international media to recognise and promote establishments that take actions to become socially and environmentally responsible

viii) support the employment of a cadre of persons to act as 'doormen' between the private sector and local communities to create business opportunities for communities

ix) work closely with to assist local communities to identify and develop their tourism potential

x) encourage successful responsible tourism suppliers to champion the cause of the communities and the spread of responsible tourism

xi) encourage joint ventures in which communities have significant ownership of and a substantial role in the management of tourism plant. Land claims and communal ownership of land offer forms of equity in these kinds of schemes

xii) encourage visitors to try out local bars and restaurants and participate in tours to local areas, bringing business to local communities

xiii) encourage the provision of opportunities at hotels and other establishments for advertising local attractions and other products and services offered by local communities

xiv) encourage tour operators to include shebeens, local museums, arts and craft shops in their tour itineraries

xv) encourage tour guides and tour operators to be more innovative with respect to the itineraries offered

### 3.5 Effects of irresponsible tourism

If a responsible approach to tourism is not adopted and the industry is not adequately planned a number of negative impacts can occur. These include environmental degradation; skewing of job creation to prostitution and vice industries; seasonality and unemployment during the off-season; the use of seasonal and contract labour at the expense of permanent employment; leakage of foreign exchange earnings; increased urban/rural polarisation; concentration of wealth in the hands of owners of tourism plant at the expense of population as a whole; and exploitation of local cultures and community groups.

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## PART IV: VISION, OBJECTIVES AND PRINCIPLES

### 4.1 Vision

Our vision is to develop the tourism sector as a national priority in a sustainable and acceptable manner, so that it will contribute significantly to the improvement of the quality of life of every South African. As a lead sector within the national economic strategy, a globally competitive tourism industry will be a major force in the reconstruction and development efforts of the government.

### 4.2 Guiding principles

The following principles will guide the development of responsible tourism in South Africa:

- i) tourism will be private sector driven
- ii) government will provide the enabling framework for the industry to flourish
- iii) effective community involvement will form the basis of tourism growth
- iv) tourism development will be underpinned by sustainable environmental practices
- v) tourism development is dependent on and the establishment of cooperation and close partnerships among key stakeholders
- vi) tourism will be used as a development tool for the empowerment of previously neglected communities and should particularly focus on the empowerment of women in such communities
- vii) tourism development will take place in the context of close cooperation with other states within Southern Africa
- viii) tourism development will support the economic, social and environmental goals and policies of the government

### 4.3 Critical success factors

For South Africa to achieve its vision for tourism, a number of key conditions must be met, as identified below:

- i) sustainable environmental management practices
- ii) involvement of local communities and previously neglected groups



- iii) a safe and stable tourism environment
- iv) globally competitive practices, by offering quality services and value for money
- v) innovative and responsive to customer needs
- vi) focus on product enhancement and emphasise diversity
- vii) effective tourism training, education and awareness
- viii) creative and aggressive marketing and promotion
- ix) strong economic linkages with other sectors of the economy
- x) appropriate institutional structures
- xi) appropriate supportive infrastructure

#### 4.4 Key objectives

In accordance with the tourism vision, a united, sustainable and competitive tourism industry in South Africa will lead global 'best practice' in socially, environmentally and culturally responsible tourism. This vision is supported by the following objectives:

##### Economic objectives

- 1.To generate economic growth and foreign exchange, by aggressively developing and promoting tourism
- 2.To establish tourism as a national priority
- 3.To create sustainable employment opportunities and contribute to the well-being of all the people of South Africa
- 4.To optimise opportunities for SMME's, specifically emerging entrepreneurs
- 5.To use tourism to aid the development of rural communities
- 6.To promote domestic tourism amongst all South Africans
- 7.To encourage tourism growth and cooperation in Southern Africa
- 8.To facilitate balanced tourism development in South Africa
- 9.To create a conducive tourism investment climate
- 10.To encourage linkages between tourism and other industries in order to curb leakages and stimulate the multiplier effect
- 11.To lengthen the tourism season in order to minimise the negative effects of seasonality on the industry

##### Social objectives

12.To develop tourism with dignity - encouraging mutual respect for all cultures and eliminate all forms of discrimination on the basis of language, religion, culture, race, sex, age, wealth, ability, or other.

13.To provide appropriate tourism education, training, awareness and capacity building programmes, especially aimed at previously neglected groups

14.To encourage participation by all South Africans in tourism planning and policy formulation

15.To promote pride in the cultural resources of the country

16.To use tourism as a catalyst for human development, focusing on gender equality, career development and the implementation of national labour standards

17.To promote through tourism nation-building and peace amongst the people of South Africa as well as internationally, and promote greater respect for human life

18.To encourage the active participation of all South Africans in tourism development, particularly at local level

19.To empower community structures through, for example, involvement in the marketing of cultural experiences and practices to tourists

20.To ensure that all South Africans have equitable access to travel opportunities and tourism attractions

21.To encourage community participation in the planning, development, implementation, management and implementation of tourism projects

22.To monitor and minimise potential adverse social impacts of tourism

#### Environmental objectives

23.To make the tourism industry in South Africa a leader in responsible environmental practices

24.To require integrated environmental management principles for all tourism projects and all major economic development projects

25.To encourage the conservation and sustainable usage of tourism resources

26.To contribute to the development of a coordinated country-wide environmental strategy

#### 4.5 Specific targets

1.To increase the contribution of tourism to GDP to 8% by 2000 and 10 % by 2005

2.To sustain a 15% increase in visitor arrivals over the next ten years

3.To create 1 million additional jobs in tourism by 2005

4.To increase foreign exchange earnings of tourism, from approximately R10 billion in 1996 to R40 billion per annum in 2005

5.To welcome 2 million overseas visitors and 4 million visitors from the rest of Africa by 2000

6.To develop a tourism action plan to implement the strategies, objectives and targets of the tourism policy during 1996

7.To identify and execute at least 5 national priority tourism projects by 1998, endorsed by President Mandela.

8.To establish tourism as a subject in the school curriculum by 1998.

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## PART V: IGNITING THE ENGINE OF TOURISM GROWTH

To ignite the tourism engine of growth in South Africa a number of key policies must be developed and actions taken in the following areas:

- i.Safety and security
- ii.Education and training
- iii.Financing tourism and access to finance
- iv.Investment incentives v.Foreign investment
- vi.Environmental management
- vii.Product development
- viii.Cultural resource management
- ix.Transportation - air and ground
- x.Infrastructure
- xi.Marketing and promotion
- xii.Product quality and standards
- xiii.Regional cooperation
- xiv.Youth development

The guiding principles and policy guidelines for each of the above are identified below.

### 5.1 Safety and security

The government of South Africa is committed to ensuring the safety and security of all tourists. The following policy guidelines shall apply:

- i) undertake both short and long term actions and strategies to reduce crime and violence on tourists in collaboration with relevant organisations such as the South African Police Service
- ii) provide adequate information to visitors that will help to improve their safety and security

- iii) ensure that adequate resources are devoted to providing for the safety of tourists
- iv) institute appropriate legal procedures that would facilitate speedy and effective prosecution for cases where tourists are involved
- v) coordinate cooperation among appropriate stakeholders to work together to ensure the safety and security of all tourists
- vi) carry out appropriate research concerning tourism security trends and monitor the effectiveness of safety and security measures

## 5.2 Education and training

While the tourism industry has tremendous potential to create jobs, the Government recognises that appropriate skills and experience are necessary to facilitate employment growth as well as international competitiveness. With the projected staffing needs of the tourism industry and the current lack of physical and financial capacity to deliver education and training, the industry will increasingly be faced by a critical shortage of skills. Tourism education and training is one of the fundamental pillars of the development of a new responsible tourism in South Africa. The main principles governing the approach to education and training are as follows:

- promote the involvement of the private sector and private sector institutions in the provision of education and training
- encourage the tourism private sector to increase its commitment to training
- encourage capacity building among the previously neglected groups and address the specific needs of small, micro and medium-sized businesses (SMMEs) and emerging entrepreneurs
- make training more accessible to the previously neglected groups of society
- promote tourism awareness at all levels of society
- develop and invest in an education system that will lead to self-sufficiency and reduce reliance on imported skills
- encourage the local media and NGOs to become partners in the tourism education and awareness process in South Africa
- ensure that training is accessible to the previously neglected groups in society in terms of the appropriateness, affordability, location, duration, costs, packaging (not with unnecessary additions as to render them too costly) and language of instruction to execute of training as a joint responsibility of the national and provincial governments.

The government is committed to the promotion of human resource development through the following policy guidelines:

- i) support the provision of introductory/bridging courses to facilitate entry into the industry by previously neglected groups and others
- ii) improve access to training opportunities through a system of scholarships, student revolving loans, incentive schemes (e.g. for training institutions to enrol the previously neglected)
- iii) support the improvement of design, marketing, production and packaging skills of craft producers

- iv) develop appropriate skills programmes at the introductory level as well as more specialist shorter courses for accreditation (e.g. tour guide training for a specific activity such as whale-watching or cultural area such as the Malay Quarter)
- v) create a dedicated funding mechanism for training, taking into consideration the experience and practices of countries such as Australia and Kenya as well as the specific needs and requirements of the South African tourism industry
- vi) review and evaluate the existing tourism education and training system with a view to strengthening institutional capability and efficiency in delivering the quality and quantity of appropriate education and training required
- vii) ensure the establishment of a tourism education and training data base to facilitate planning, development and co-ordination of training activities as well as carry out needs assessment for the industry
- viii) assess the current training curricula to ensure that standards comply with industry requirements
- ix) establish an effective coordination forum for tourism training and education, where all institutions involved in the field are represented
- x) effectively coordinate the efforts of government departments involved in tourism training and education, e.g. Departments of Labour, Education and Environmental Affairs and Tourism.
- xi) develop a series of linked and accredited courses in accordance with the National Qualifications Framework
- xii) support on-going efforts to ensure that school programmes and curricula are specifically targeted to include sections on tourism
- xiii) improve skills training at all levels including communication skills and the range of languages for tour guides and information officers
- xiv) institute a system of practical training through summer jobs, internships and practical attachments within the tourism industry. Develop placement schemes for trainees.
- xv) through consistent and continuous investments in tourism education and training, create a major new avenue of export earnings through the export of education and training services

### 5.3 Financing tourism

#### a) Funding tourism development

The availability of finance to develop and promote the tourism industry is critically important for the industry's further growth and development. A number of policy guidelines should guide the increased financial commitment to the development of tourism in South Africa. While the exact nature and extent of these should be properly assessed and evaluated, the following measures should be considered:

- conduct an urgent review of the government's financial contribution to tourism as well as the process of determining such contribution
- consider a large initial capital injection by the government to 'kick start' a major tourism development thrust over the next three years. Such contribution should be in accordance with the programmes and projects identified in the implementation strategy to follow the White Paper
- investigate the broadening the tourism funding base in a practical and uncomplicated fashion, by considering a single departure tax

- coordinate the collection of tourism levies nationally and revert a percentage back to the provinces
- promote partnerships for the provision of funding between and among government, local and international private sectors and donor agencies
- facilitating access to RDP and donor funds for the tourism industry - particularly for the purpose of pump-priming small business, community tourism projects as well as demonstration projects
- promote active forms of community partnership, especially via joint ventures in which communally owned land forms the basis of equity for community partnerships with the private sector and state conservation agencies
- review the current levy system with a view to de-linking the levy from the grading system.

#### b) Access to finance

A major problem limiting tourism development is the unavailability of finance on favourable terms over a long period of time to invest in tourism development. While the Industrial Development Corporation has been operating two tourism financing schemes since 1992, namely the Ecotourism Scheme (aimed at large game lodge developments) and the General Tourism Scheme (primarily aimed at the refurbishment and upgrading of accommodation facilities), the conditions have been largely market related, aimed at the larger operator and requiring substantial collateral before loans are approved. The lack of access to funding is even more acute for the previously neglected groups. Specific factors limiting their access to finance include: the requirement of substantial security and collateral; the lack of assets in the form of land or home ownership that would act as security for loans; administrative red tape; request for submissions such as business and marketing plans and little 'technical assistance' or guidance in the preparation of such; lack of localised institutions that provide funding. The government could consider the following policies and actions aimed at improving the access to finance by neglected groups as well as making investment funds more widely available to the tourism sector:

- establish a dedicated tourism development fund to provide funds for tourism enterprises and activities not catered for by existing state financing agencies. Such fund should be managed in a transparent fashion and should be subject to regular auditing and scrutiny
- ensure that state funding is accessible to the wider business community, emerging entrepreneurs, micro enterprises, sole traders and the informal sector
- consider creating a subsidised financing facility to accommodate the entry of the previously neglected into the tourism industry
- ensure that technical assistance is provided to potential entrepreneurs, utilising as far as possible existing institutions, such as the Ntsika Enterprise Promotion Agency (NEPA)
- encourage existing private enterprises to assist in guaranteeing loans of small entrepreneurs through, for example, the advance purchase of their services vi. encourage the reform of land holding and property rights to allow previously neglected groups to obtain collateral to facilitate loan acquisition.

Institutionally, three options for increasing the access to finance could be considered:

#### Option 1

Disburse tourism funds through dedicated tourism windows at existing institutions that could champion lending as well as provide specific tourism technical support to potential entrepreneurs. Such existing institutions include: the Industrial Development Corporation, the Development Bank of Southern Africa, Khula, the Independent Development Trust, the Small Business Development Corporation, the Kagiso Trust, the provincial Development Corporations, commercial banks, community-based organisations and others.

#### Option 2

Explore the feasibility of establishing a dedicated institution for financing tourism projects and facilitating the involvement of the previously neglected.

#### Option 3

A combination of 1 & 2

#### Advantages and disadvantages of the three options

The advantage of option 1 is that the institutions already exist, many of which already have distribution channels at the levels of the provinces and local communities. With this option, much more of the funding could be disbursed rather than diverted to the creation of another institution with accompanying high administrative costs. On the other hand, many of these institutions have had a very poor record in funding the tourism industry, particularly the entry of the previously neglected into the tourism industry. Other government departments consulted (Trade and Industry, Finance) have indicated a preference for this option.

The disadvantage of option 2 is that it involves the creation of a new institution which in itself could be costly and consume a lot of the funds that could be used as investment capital. On the other hand, there may be some advantages to the establishment of an institution with the specific responsibility of addressing the financial needs of those previously neglected groups wishing to become involved in the tourism industry. This option will be more costly and may need to be initially subsidised.

In the final analysis, a combination of both might be necessary. However, if a subsidy is involved, it may well be the case that an existing institution may want to consider the provision of this dedicated facility. If the creation of a new institution can be avoided, but the objectives of improving access to finance by the previously neglected can be achieved, this will be optimal. What may be needed is not a new institution, but a subsidised financial mechanism. The possibility of empowering the National Tourism Organisation and/or provincial tourism organisations to supply funds to deserving projects should be considered: provided that in exercising this function, the projects are not only screened on merit, but the entrepreneurs are subjected to specialised advice and training (if this is deemed necessary) to ensure a higher success rate of such new ventures.

#### 5.4 Investment incentives and casino licenses

The history and practice of hotel incentives for the tourism industry in South Africa has been a mixed one. The hotel sector has been the main target of incentives. Tax concessions were made available almost exclusively to five, four and three-star hotels which included the write-off of building costs over 9, 12 and 14 years respectively. In 1988, the accelerated tax write-offs were removed and replaced by a 20 year write-off of building costs, irrespective of star category. The 1993 budget provided for a five-year refurbishment allowance

The current levels of incentives for tourist accommodation development are "so little as to be meaningless in encouraging any development" (Kessel Feinstein ). Whether, and the extent to which, incentives are necessary for the hotel sector remains a hotly debated issue. Some of the major hotel groups oppose incentives; the World Bank came out against S.37E-type allowances (trading of tax losses for cash), government policy-makers believe that other cases are more deserving and past incentives have created an over-supply of five-star properties. It is therefore important that the need for and nature of incentives be thoroughly investigated before decisions in this regard are made. Proposed tourism incentive schemes should be in accordance with overall government policy in this regard. The current thinking encourages a movement away from tax related incentive schemes, towards "on budget" subsidies and grants. It is important that a broader view of the tourism industry be taken. Incentives should not be limited to hotel and the tourist accommodation sector and should be particularly aimed at previously neglected entrepreneurs. As a basic principle, they should not be made available to projects that would happen anyway and their allocation should be directed by identified market failures in the tourism industry. While the exact nature and types of appropriate incentives for the tourism industry are still being considered, it is proposed that the following aspects should be investigated:

- assistance in order to stimulate the provision of accommodation capacity during the next two to three years, should there exist a shortage of capacity due to the fact that a number of additional facilities are being developed, but will only become operational after this period. Such assistance could be specifically directed towards the refurbishment of and additions to

existing facilities (guest houses, hotels, etc.), where the basic infrastructure and management capacity exists.

- incentives be considered to assist new tourism ventures during the first five years of operation, while establishing themselves in the marketplace.
- assistance be provided for the development of SMME's, particularly those which stimulate local community involvement and capitalise on the attractions and products which are indigenous to their areas.
- assistance be provided to effectively organised communities towards the development of community based tourism projects.

The following criteria could be used to evaluate the allocation of incentives to proposed ventures:

- the failure of the market mechanism to ensure the feasibility of ventures which are potentially viable, but of which the immediate feasibility is impeded by external environmental factors
- nature and extent of investment in rural areas
- nature and extent of investment in education and training
- application of appropriate environmental management procedures in order to become more green (environmentally friendly).
- nature and extent of investment in community projects and incurring related socially-responsible tourism expenses
- provision of facilities for the disabled

The allocation of casino licenses according to well considered, tourism orientated principles could be regarded as an indirect incentive for entrepreneurs to create new tourism infrastructure. If managed correctly, casinos can significantly contribute to meeting demands with regard to tourism capacity. Although gambling as such may not be of primary interest to tourists, the availability of casinos can in many ways facilitate the creation of other tourist related infrastructure. However, the potential of the gambling industry in relation to tourism will only be realised if it is introduced within a very specific framework of sound principles. Specific tourism related principles could include that:

1. the granting of casino licenses should be focused on what additional advantages relating to tourism infrastructure (hotel, conference facilities, sport and other recreation facilities) could be created through the proposed development
2. the focus should be on a credible, well run, professional industry and should thus call for effective steps against illegal gambling in any form
3. the emphasis should be on new developments and increasing tourism infrastructure. The issuing of licenses should thus not serve as a life boat for existing dilapidated and run-down facilities
4. casino licenses should be allocated on a properly planned, broad geographical basis and not be concentrated in only a specific area. This is in support of the draft legislation on gambling which proposes a provincial distribution
5. casinos should be placed in areas where the additional tourism infrastructure will compliment other potential tourism opportunities.

## 5.5 Foreign investment

The government of South Africa recognises the importance of attracting foreign investment in order to achieve the growth and development objectives of the tourism sector. Foreign investment will increase competition and improve standards as well as create employment and facilitate economic growth. The government should establish a climate of political stability, economic growth and profitability, and



provide transparent, stable and consistent policies to attract foreign investment. The government should encourage foreign investments that meet the following criteria:

- investors and companies that will develop, promote and implement responsible tourism
- investors that invest in rural communities and less developed geographic areas
- investors that develop products that help to diversify the tourism product e.g. cruise tourism, ecotourism, heritage tourism, Afro-tourism, etc.
- investments that will result in the transfer of skills and technology to locals
- joint ventures with local partners and local communities
- investors in tourism plant who have a proven track record in the industry
- consider the creation of a 'one stop shop' for the processing of foreign investment

Foreign investment will not be encouraged in small, micro-enterprises or the ancillary services sector which are clearly within the reach of the local entrepreneurs and businesses. Concessions offered to investors, such as franchise arrangements, package tour arrangements and other forms of transfer provision should ensure that substantial leakages do not occur and acceptable social standards apply.

### 5.6 Environmental management

A well-managed tourism industry has the potential to ameliorate, rather than contribute to, South Africa's environmental problems. To achieve this, however, a number of actions are necessary. Specific principles and policy guidelines for environmental management as it relates to the tourism industry are as follows:

- sustainable and responsible tourism development should be promoted and encouraged, inter alia by means of incentives to private enterprises and communities
- make mandatory the conduct of Integrated Environmental Management procedures for all new tourism projects
- encourage ongoing social and environmental audits of tourism projects conducted in an inexpensive, rapid and participatory way
- encourage tourism development in areas where tourism offers a competitive form of land-use and ensure that tourism is integrated into land-use plans for such areas
- explore creative means of ensuring that neighbouring communities participate in and benefit from economic activities generated in and around conservation areas
- encourage the creation of successful pilot tourism programmes which demonstrate, in tangible ways, the benefits that ecologically sensitive tourism schemes can have over other, more damaging forms of land use
- promote sustainable and responsible consumption of water and energy in tourism plants, using readily available technology and encouraging sustainable waste disposal, green packaging and recycling
- support mandatory environmental management practices in ecologically sensitive areas such as the coastal zone, wetlands, etc.
- ensure tourism plant does not deprive communities of access to coastal resources needed for their livelihoods

### 5.7 Cultural resource management

Apart from its biodiversity South Africa also has a unique cultural diversity. There exists little knowledge about the cultural resources within the environment and consequently the unconscious destruction of these natural assets poses a major threat.

The cultural environment includes much more than museums and unique archaeological sites. It also includes mission settlements, sites of slave occupation, urban space used for ritual purposes, rock art sites, rock formations and natural landscapes which have national and international cultural significance. The Government is committed to effectively managing and conserving the cultural resources of South Africa. The following guidelines should apply:

- ensure tourism takes note of cultural heritage resources within specific communities and environments.
- cultural resources should be managed to the negotiated benefit of all interested parties within the communities.
- access to management of cultural resources should be as broad as possible within specific communities and should promote co-operation between all affected parties. iv. land use planning and development projects for tourism should include effective protection and sustainable utilisation of cultural resources.

## 5.8 Product development

There are 8 495 tourist accommodation establishments in South Africa with 166 165 rooms/units and 609 825 beds. Of these, camping and caravan sites are in the majority, accounting for 28% of the total, followed by hotels (25%) holiday flats (11%), resorts (11%), guest houses and farms (9%) and game lodges (6%). National and provincial parks account for a mere 2% of visitor accommodation (4% including camping sites). Bed and breakfast establishments, hunting lodges, serviced executive apartments and youth hostels also constitute South Africa's tourism accommodation mix. While these figures seem impressive, it must be cautioned that they are less indicative of the quality and international marketability of establishments available. In further developing the tourism product of South Africa, the following guidelines should apply:

emphasise the diversity of the product of South Africa and not over-market and over-develop the known attractions

where appropriate, deregulate the industry to encourage wider access by the previously neglected groups

emphasise the development of products that offer good potential for development, for example cruise tourism, Afro-tourism, sports tourism, cultural forms of tourism, ecotourism, conference and incentive travel, wildlife safaris, hunting and others

foster the development of community-based tourism products

foster innovation and creativity in the products being developed

developments should be promoted that are appropriate to the structures and strategies of provincial governments and local communities. Every attempt should be made to ensure that local peoples and cultures are not over-commercialised or over-exploited.

encourage the sensitive and sustainable development of underdeveloped, environmentally sensitive areas

highlight previously neglected areas of tourism development as a result of political influences, for example, struggle-related monuments and attractions ix. encourage both new and existing suppliers of tourism products to provide facilities (accommodation, attractions and other services) for the disabled

encourage the granting of casino licenses to responsible tourism developments that offer excellent potential for development and job creation. Negative social and cultural impacts should be considered as well as the overall image and positioning of the destination

encourage the development of sports tourism and encourage the provision of facilities, training, marketing and promotion to give emphasis to the development of this segment of the industry

pay specific attention to the emerging domestic tourism market and facilitate the provision of appropriate recreation centres and facilities to cater to this market xiii. consider the role of the private sector in the provision of tourism facilities and services at national parks and protected areas

## 5.9 Transportation

### a. Air transportation

The successful development of any tourism destination is dependent on reliable and, in many cases, affordable air transportation. South Africa is fortunate to have its own national carrier - South Africa Airways (SAA). SAA is the giant among African airlines and the only airline in Africa to be among the world's top 50 airlines in terms of annual revenues. In the financial year ending March 31, 1995, SAA carried 4.48 million passengers, produced 11.1 million revenue passenger kilometres and R220 million operating profit. More than 50 international airlines serve South Africa. The domestic air transportation environment in South Africa is fully de-regulated.

The objective of the tourism sector - to bring as many tourists as possible - is at times not consistent with those of the airlines whose objectives are to maximise profit and manage yield. In the interest of the further growth and development of the tourism industry, the following policy measures are proposed:

- to progressively liberalise the airline industry in South Africa and aim for complete liberalisation by 2000

- to continue to build strategic alliances with other global players (SAA has already formed a strategic alliance with Lufthansa)

- to encourage more open competition

- to use the presence of a strong national carrier to promote the growth and development of the South African tourism industry

- to supply air transportation in accordance with tourist demand and to provide services that are competitive and tailor made to the needs of clients

### b. Ground transportation

There are 33 car hire companies with a total fleet of some 25,000 vehicles; there are 15 major coach charter firms and about ten smaller ones with a fleet size of about 500; there are 135 inbound tour operators and group handlers who service about 222,000 visitors per year. In further developing the ground transportation sector in South Africa, the following guidelines should apply:

- consider training taxis and other disadvantaged transport operators in order to enhance their services and allow them to play an important role in the tourism industry

- encourage entrepreneurship in the provision of transportation services

- improve standards and quality control among all forms of transportation

- improve the linkages and coordination among different forms of transportation

- encourage more open competition

- encourage strategic alliances with other stakeholders in the industry

- expand the range and accessibility of different transportation options to visitors

- consider the safety and standards of ground transportation services to satisfy the needs of tourists (domestic and international)

work closely with the Ministry of Trade and Industry to review the current import restrictions applicable to the coach industry and other types of vehicles

work closely with the Department of Transport to improve ground transportation services for both the domestic and international tourism industry and eliminate bottlenecks that may arise

consider the formation of a Tourism Transportation working group to address and coordinate all issues of mutual interest (applicable both to air and ground transportation)

#### 5.10 Infrastructure

The infrastructure for tourism is critically important and wide-ranging. It includes telecommunications, rail and road networks, signage, information centres, convention and conference facilities, etc. The following policy guidelines apply to the provision of infrastructure:

continuously maintain and upgrade existing infrastructure in order to improve accessibility and mobility

consider improving the accessibility and infrastructure of rural areas to allow these areas to unleash their tourism potential

creatively and aggressively utilise modern computer and communications technologies to effectively market, promote and distribute travel and tourism products, services and information domestically and internationally

facilitate the funding of major tourism infrastructure projects that would have considerable impacts on the development of the South African tourism industry

consider the regional Southern African tourism potential in the development of major tourism-related infrastructure projects

work closely with the Department of Transport in improving transportation services for both the domestic and international tourism industry and eliminating bottlenecks that may arise

consider the review of current road signage policy to ensure maximum customer satisfaction

consider the expansion of tourism infrastructure as part of a long-term strategy rather than on an ad hoc basis

work closely with the Departments of Transport, Public Works and Land Affairs in coordinating the provision of tourism infrastructure.

give attention to negative environmental impacts which are associated with the provision of bulk infrastructure for tourism (especially in remote and ecologically sensitive areas)

#### 5.11 Marketing and promotion

An important success factor in the development of the new tourism in South Africa is effective and creative marketing and promotion of the country. At present, with tourism being a provincial responsibility, there is a grave danger of diluting the marketing and promotional efforts at the international level with the consequent wastage of valuable resources. To be performed effectively, the marketing and promotion of South Africa as an international destination requires a coordinated and structured approach that applies across the nine provinces.

International marketing should mainly be the responsibility of the national tourism organisation. However, marketing and promotion plans for South Africa as a whole should be developed jointly with the provinces and the private sector. Domestic marketing should be a provincial responsibility. The following policies and initiatives should apply:

aggressively market and promote tourism to all South Africans, encouraging citizens to take holidays in their own country

market and promote attractions and experiences to visitors who are already in South Africa and encourage visitors to increase their expenditure locally

adopt a consumer sensitive pricing strategy, thereby ensuring that value for money becomes a major drawcard and that favourable exchange rates are applied to the advantage of the overseas consumer

in addition to focusing on the domestic market, continued emphasis should be placed on other key generating markets such as international business travelers, the conference and incentive travel market

public relations efforts should be targeted at the domestic market, promoting travel opportunities. A national domestic public relations programme should be considered by the provinces with appropriate participation at the national level

marketing and promotion should focus not only on the well-established sites, but should also emphasise new and emerging products and attractions

cooperative advertising and promotion opportunities should be pursued

more resources should be devoted to the marketing and promotion of tourism, particularly overseas tourism where per capita expenditure is greatest

relentlessly develop new markets and exploit new market niches (honeymoon, hiking, mountain-biking, back packers, and others).

establish mechanisms to monitor the effectiveness of promotion expenditures

consider changing the visual way in which South Africa is being projected, marketed and promoted

ensure the coordination of tourist information provision among provinces. National information should be provided at the provincial level

encourage initiatives by provincial tourism organisations to make national information more widely available through the development of a generic brochure, familiarisation trips among provinces as well as reservation capabilities

facilitate the provision of facilities (including transportation) that would encourage domestic travel by the previously neglected

encourage travel by school children

As part of the marketing and promotion efforts, emphasis should be placed on developing and improving the product on a national level. It is suggested that a percentage of the annual marketing budget be spent on a major project/projects that will have a significant impact on the quality of the visitor experience. Such could include programmes aimed at reducing crime and violence, improving attitudes to visitors, nation-wide programmes to encourage tourism industry employees or school children to be a tourist in their own country, and others.

#### 5.12 Product quality and standards

The government is committed to ensuring and maintaining high standards of service and facilities. The following policy guidelines should apply:

promote the development and promotion of quality tourism standards in a consultative manner

apply standards to all tourism activities and do not limit it to the accommodation sector

review and reform the existing structure and system of standards and grading to make it more effective and equitable in application

introduce flexibility, consumer relevance and the interests of labour to grading and standards procedures

ensure that standards and their related costs do not act as barriers to entry of the previously neglected

encourage all establishments, particularly smaller establishments and previously neglected entrepreneurs, to upgrade their standards of service

### 5.13 Regional cooperation

South Africa is committed to working with other countries in Southern Africa in developing its tourism industry. South Africa will collaborate with regional tourism organisations such as SADC and RETOSA in the development of tourism in Southern Africa. Appropriate bi-lateral relations will also be established with neighbour countries. A number of areas of cooperation should be actively encouraged:

environmental conservation and the development of related products such as trans-border protected areas

international marketing, e.g. joint international marketing campaigns with SADC countries

education and training

cruise tourism

handicraft and curios production

the easing of visa and travel restrictions for bona fide visitors

cooperation with other countries in Africa (outside of Southern Africa) shall be encouraged.

viii regional tourism health information and disease control programmes

South Africa should work towards the careful implementation of trans-border protected areas and other regional projects in such a way as to generate equitable benefits among different countries.

### 5.14 Youth development

The White Paper on Reconstruction and Development identifies young people as "our country's most important resource". Young people have a critical role to play in the growth and development of the tourism industry. The government should consider establishing special programmes aimed at addressing the needs of the youth, in particular to address backlogs in training, job creation and recreation. Such programmes include:

the encouragement and development of a youth travel market where young people should be encouraged to travel. Special prices for youth travel and accommodation should be encouraged as well as the development of youth hostels, exchange programmes between and among provinces, summer camps, etc.

ii the creation of summer jobs in the tourism industry to expose youths at an early age to the travel and tourism industry. This could include for example internships at hotels and restaurants, tour guides, trackers, and hospitality ambassadors at airports, points of interest and tourist attractions

iii commitment on the part of the tourism industry to provide career guidance

iv expansion of range and scope of education and training opportunities

v support and promote capacity building programmes for youth involvement in the tourism industry, particularly in areas such as sport

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## PART VI: ROLE OF THE KEY PLAYERS

The national government will play five key roles in the development and promotion of the tourism industry:

- Facilitation and implementation
- Coordination
- Planning and policy-making
- Regulation and monitoring
- Development promotion

At the provincial level, the provincial government takes on similar functions as at the national level with three main exceptions. First, the focus is much more on the implementation and application of national principles, objectives and policy guidelines as appropriate to local conditions. Second, as much of the tourism product is itself located at the provincial level, provinces take on a much more important role in facilitating and developing the tourism product. Third, provinces have a major role to play in marketing and promoting their destinations in competition with other provinces locally.

The local government is even closer to the product than the national or provincial governments. The functions of the local government mirror those of the provincial government, but with added emphasis on the planning, development, maintenance of many specific aspects of the tourism product. The exact role of the local government in the tourism development thrust will be determined by local conditions existing at the provincial levels and most importantly, the availability of the necessary financial means and skills base to carry out the respective functions.

The functions of the national, provincial and local governments as well as key stakeholders in the South African tourism industry are briefly described below.

### 6.1 Role of national government

#### Facilitation and implementation

i establish a safe and stable political and economic environment for tourism to flourish

ii ensure the safety and security of residents and visitors

iii facilitate and provide appropriate incentives for private sector investment in tourism

iv. establish and facilitate enabling and appropriate legal and fiscal frameworks for the industry v. facilitate the development of a tourism culture in South Africa and the supply of skilled manpower for the industry

vi. facilitate an active labour market policy and an appropriate labour relations environment for the industry

vii. allocate appropriate financial resources for tourism development viii. promote tourism as a national priority

ix. facilitate and conduct the effective marketing and promotion of the country

x. encourage and facilitate foreign investment

#### Coordination

- coordinate and liaise with international, regional and provincial governments with regard to all aspects of tourism development

- coordinate the tourism-related efforts of all government departments and related government institutions

- coordinate and liaise with NGOs, labour and community organisations, training institutions, universities and other bodies related to the development of the tourism sector

#### Planning and policy-making

- formulate, monitor and update a national tourism policy and strategy, in collaboration with relevant stake-holders

- develop integrated national tourism plans in collaboration with relevant stakeholders

#### Regulation and monitoring

- ensure the application of integrated environmental management principles in land-use development proposals to facilitate sustainable utilisation of natural and cultural resources

- facilitate the sustainable and responsible development of the tourism industry, by formulating appropriate development guidelines and regulatory measures ii. establish and maintain standards of facilities and services

#### Development promotion

- promote the equitable development of all destinations with tourism potential, whether high, medium or marginal potential

- promote the involvement of communities at appropriate levels of tourism activity

- promote the spread of responsible tourism

- promote the development of major tourism projects that will have national and country-wide impacts (e.g. trans-border protected areas).



## 6.2 Role of provincial government

The provincial government has a critically important role to play in the development and promotion of the tourism industry of South Africa. The provincial tourism organisations are key players in the tourism industry. Schedule 6 of the Constitution makes specific provision for tourism to be a provincial responsibility.

The provincial government has responsibility for all of the functions indicated at the national government level (facilitation, co-ordination, regulation, monitoring and development promotion) with a few exceptions, additions and modifications. Provincial tourism organisations will formulate tourism policies which are applicable to their areas, in accordance with the national policy. They will also be partners in the implementation of relevant national policies, strategies, and objectives.

The provincial government, through provincial tourism organisations, have responsibility for marketing and promoting their destinations. As is the practice in many other countries, provincial government should have responsibility to market the province to the domestic market in competition with other provinces.

Concerning international marketing, the national and provincial tourism organisations should agree on a strong, effective marketing strategy; to be coordinated at the national level and executed with the participation and support of the provincial organisations. This may not imply the promotion of separate brand identities by provinces, but possibly a number of strong product lines (e.g. ecotourism, culture tourism, sports tourism) which are applicable across provincial boundaries.

This approach is recommended providing that it does not exclude provincial initiatives in markets that they wish to develop independently and where national presence is non-existent.

The following principles underpin the above approach:

i develop a common strategy for the international marketing and promotion of South Africa as a joint effort among the private sector, the national organisation and provincial authorities, taking cognisance of international trends and the competitive environment

ii fund international marketing efforts from private sector, national and provincial resources

iii strong coordination of the international marketing effort by the national body, underpinned by effective participation by the provinces

Individual private sector members can obtain considerable synergies from combining efforts in the international market. It is important, however, that this is done within the framework of the structure and strategies of the national effort.

The provincial governments should also play a more prominent role in tourism development activities, than the national government. Such include: the involvement of local communities, environmental management, safety and security of visitors, tourism plant development, infrastructure provision, etc. Budgets and resources allocated to provinces will need to reflect this reality.

## 6.3 Role of local government

At the local government level, specific provincial functions of policy implementation, environmental planning and land-use, product development, marketing and promotion are further supported. Specific functions of the local government include:

i responsible land-use planning, urban and rural development

ii control over land-use and land allocation

iii provision and maintenance of tourist services, sites and attractions, e.g. camping and caravan sites, recreational facilities (parks, historical buildings, sports facilities, theatres, museums, etc.) and public services

iv provision of road signs in accordance with nationally established guidelines

v market and promote specific local attractions and disseminate information in this regard

vi control public health and safety vii. facilitate the participation of local communities in the tourism industry

viii own and maintain certain plant, e.g. ports and airports ix. provide adequate parking, also for coaches

x facilitate the establishment of appropriate public transportation services, e.g. taxi services

xi license establishments in accordance with national framework

xii promote and financially support the establishment of local publicity associations /community tourism and marketing organisations to facilitate, market, coordinate and administer tourism initiatives

Local government should not provide services that can be provided by the private sector.

As noted, the exact role of the local authorities in each province will be determined by local conditions as well as skills and financial resources.

#### 6.4 Role of the private sector

The private sector has and will continue to play a critically important role in the further development and promotion of tourism. The private sector bears the major risks of tourism investment as well as a large part of the responsibility for satisfying the visitor. The delivery of quality tourism services and providing the customer with value for money are largely private sector responsibilities. Furthermore, the private sector is in a position to promote the involvement of local communities in tourism ventures by, inter alia, establishing partnership tourism ventures with communities. The government is committed to providing a climate conducive to the further growth, development and profitability of the tourism private sector. Specific private sector functions include:

i investment in the tourism industry

ii operate and manage the tourism plant efficiently and profitably

iii advertise and promote individual tourism services as well as the country - locally, regionally and internationally

iv continuously upgrade the skills of the workforce by continuously providing training and retraining

v continuously refurbish plant and equipment

vi satisfy customer needs by providing quality products and services

vii develop and promote socially and environmentally responsible tourism

viii ensure the safety, security and health of visitors in collaboration with the government and other private sector members

ix collaborate with the government in planning, promoting and marketing tourism

x involve local communities and previously neglected groups in the tourism industry through establishing partnership ventures with communities, out-sourcing, purchase of goods and services from communities (e.g. poultry, herbs, vegetables and other agricultural supplies, entertainment, laundry services, etc.)

xii enable communities to benefit from tourism development, for example communities benefiting directly from new reticulation systems and village electrification programmes developed through tourism investment in rural areas

xiii operate according to appropriate standards

xiv efficiently organise itself to speak with one voice

xv represent the interests of private business on the boards of the major national and provincial tourism bodies.

## 6.5 Role of labour

Labour has a critically important role to play in improving the quality, productivity and competitiveness of the tourism industry. While it is often believed that the key to quality is the physical features of the tourism product, it is actually the quality of the experience delivered by the labour force that determine the true quality of the tourism experience. At the same time, labour is often taken for granted. Rooms and equipment, walls and furniture are regularly upgraded but the skills of employees are rarely refurbished. In particular many front-line employees - the first and often the most frequent point of contact for visitors - are often not adequately trained or prepared for the job at hand. In the tourism industry as indeed other industries, labour is far more than just a production cost - labour holds the key to quality.

Labour should play a number of vital roles in the tourism industry including:

i provide services in a responsible manner

ii continuously upgrade skills and take advantage of all available training opportunities provided by the industry

iii deliver quality services to the tourism industry

iv negotiate for reasonable wage, working hours, working conditions (including transportation) job security and remuneration based on qualifications, experience and merits, and in general ensure working conditions that are amenable to best productivity

v ensure equitable pay and working conditions as well as special conditions for female employees

vi support the growth of the industry and the creation of more job opportunities in the process

vii in partnership with the business sector, be flexible and responsive to the changing needs of the customer

viii participate fully in the tourism industry, not only in the supply of labour but also as tourists and shareholders in their own country

## 6.6 Role of communities

Communities are also expected to play a vital role in the development of tourism. Many communities and previously neglected groups, particularly those in rural areas, that have not actively participated in the tourism industry possess significant tourism resources. The role of communities in the new tourism thrust include:

- iiorganise themselves at all levels (national, provincial and local) to play a more effective role in the tourism industry and interact with government and role players at all levels
- iiiidentify potential tourism resources and attractions within their communities
- iiixploit opportunities for tourism training and awareness, finance and incentives for tourism development
- ivseek partnership opportunities with the established tourism private sector
- vparticipate in all aspects of tourism, including being tourists
- visupport and promote responsible tourism and sustainable development
- viioppose developments that are harmful to the local environment and culture of the community
- viiiiparticipate in decision-making with respect to major tourism developments planned or proposed for the area
- ixwork toward enhancing the positive benefits of tourism and minimise the negative impacts
- xorganise themselves to maximise the sharing of information and experiences, possibly facilitated through financial assistance by local governments
- xihave a representative voice in all tourism structures at national, provincial and local levels
- xiiencourage the press, particularly the radio and the print media to proactively provide tourism information and awareness to communities
- xiiiwork closely with NGOs to educate communities concerning tourism and engender tourism awareness
- xivmake information on community tourism resources and attitudes transparent and accessible to all levels of national, provincial and local governments
- xvsensitise the private sector, tourism parastatals, environmental agencies and NGOs to the importance of communities involvement in tourism development
- xviactively participate in and promote responsible tourism

## 6.7 Role of women

Women, especially in rural communities, have a particularly important role to play in the development of responsible tourism. The employment of women can be a fundamental determinant of the development impacts of the tourism industry. In a survey conducted among women farm workers in the Lowveld, it was demonstrated that a strong correlation exists between salaries and household welfare among employed women. The potential employment impact of the tourism industry on both men and women in rural areas will considerably improve family life. The urban drift among men who migrate to cities and mines in search of employment has had a deleterious impact on rural women who continue to suffer not only from hard labour in the rural fields, poor access to infrastructure and basic necessities such as water, but also from the impact of AIDS. The special roles that women can play in the new tourism drive of South Africa are identified below:

- ias teachers, mothers and mentors, generate awareness of the potential of tourism to stimulate community growth and development

iiactively assist in shaping a responsible tourism industry in South Africa as policy-makers, entrepreneurs, entertainers, travel agents, tour guides, restaurateurs, workers, managers, guests house operators and other leading roles in the tourism business environment.

iiiorganise themselves and lead the implementation of community projects that will have positive environmental, social and economic impacts

ivensure equality in the conditions of employment of women. Too often, women are seen as a "cheap" alternative to employing men, with no security of tenure, maternity leave or investment in career development

vpromote and where possible ensure respect for and dignity of women in the development, marketing and promotion of tourism

vilobby the support of developers and local authorities for the provision of services and infrastructure to enhance the position of women in communities

viisecure the provision of craft training and other opportunities to expand the skills base of rural women.

viii give special attention to the needs of women tourists, with a particular emphasis on safety and security.

## 6.8 Role of NGOs

NGOs, particularly environmental and community-based ones, are expected to play a vital role in the development and spread of responsible tourism practices. They are expected to play the following roles:

i contribute to the development of policies and plans for the tourism industry

ii assist the government in developing a standard for responsible tourism

iii assist the government, private sector and communities in implementing, monitoring and evaluating responsible tourism

iv attract funding from donor agencies to develop specific community-based tourism projects

v assist communities and community groups in organising themselves, preparing themselves for tourism and implementing tourism projects

vi assist the government in conducting tourism and environmental awareness programmes among communities and the tourism industry at large

vii liaise between the private sector and communities to generate more community involvement in the tourism sector and stronger private sector commitment

viii deliver education, training and bridging courses to local communities

## 6.9 Role of the media

Areas of participation and involvement by the local media in developing tourism include:

i tourism awareness programmes to the population at large

ii press coverage and special campaigns to promote responsible tourism initiatives

- iiipromotion of domestic tourism through familiarisation trips and press reports on different destinations
- ivcooperate with Provincial Tourism Organisations in marketing their provinces to the domestic market
- vprovide an important link to the national public relations efforts in overseas markets

#### 6.10 Role of conservation agencies

National and provincial conservation agencies play an important role in developing and managing state conservation land for tourism purposes. In this regard, their roles are as follows:

iensure the protection of biological diversity in South Africa, within the network of protected areas and other areas which contribute to nature conservation and tourism

iiactively integrate areas under their control into the tourism resource base by providing controlled access to and use of protected areas to the public and commercial tourism operators

iiiwhere appropriate, provide tourist facilities and experiences in areas under their control, in a responsible manner

ivpromote the diversity of tourism experiences offered within and adjacent to protected areas

voffer a range of tourism experiences which remain accessible to the average South African

vifacilitate and support the establishment of biosphere reserves, conservancies and community owned reserves

viiwhere appropriate, facilitate and support the establishment of partnership tourism ventures between communities, private business and conservation agencies inside or adjacent to protected areas

viii promote and provide opportunities for local entrepreneurs to integrate their operations with tourism activities inside protected areas

ixassist tourism authorities in the conduct of environmental tourism awareness programmes

xcontribute to the development of policies and plans for the tourism industry

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## PART VII: ORGANISATIONAL STRUCTURE

Institutionally, the responsibilities associated with carrying out tourism mandate lie with:

- Government (national, provincial and local departments)
- Statutory body (national, provincial and local tourism organisations)

The government's responsibility is largely one of policy-making, planning and facilitation but it can also implement strategies and carry out specific tourism development programmes. The existing national tourism organisation (Satour) is mainly responsible for the marketing and promotion of the tourist industry internationally. However, such statutory bodies often carry out a more proactive and developmental role in the tourism sector, undertaking research, product development, training and other functions in addition to marketing and promotion.

Research and quality control (maintaining standards), these functions are carried out either by the government or the statutory body depending upon the strength and capability of the respective

organisations. These activities are sometimes also carried out by a private sector body or organisation, appointed by government or the statutory organisation.

In what follows, organisational structures at the national and provincial levels are examined.

### 7.1 Ministry of Environmental Affairs and Tourism

The Minister of Environmental Affairs and Tourism is ultimately responsible for the government's management of tourism. The tourism responsibilities of the Ministry are as follows:

- to raise the profile of the tourism industry and put it in a position to compete with other sectors for funding and other national resources
- to unleash the sector's potential as a leader in wealth-creation and employment generation.
- to link the management of tourism with the critical environmental products that it uses, viz. national parks, protected areas and cultural resources by formulating a cohesive development strategy and introducing specific environmental functions of monitoring, regulation and impact assessment where appropriate.
- to carry out a critical coordinating role among ministries whose mandates and activities directly impact on tourism - namely Ministries of Finance, Public Works, Transport, Trade and Industry, Arts, Culture, Science and Technology, Labour, Education, Home Affairs and Foreign Affairs.
- to facilitate creative and strategic interaction between the tourism policy and policies guiding the management of land, water, energy and other natural resources

In addressing these needs, a number of options could be pursued to reform the government's structuring of tourism. These include:

- establishment of a separate Ministry of Tourism
- the delegation of the tourism portfolio to the Deputy Minister of Environmental Affairs and Tourism
- restructuring the Department of Environmental Affairs and Tourism to create a better balance between the environmental and tourism components, i.e. stripping the Department of its line functions (e.g. the Weather Bureau and Sea Fisheries) for it to play more of a coordinating role with respect to the environment
- placing a strong tourism component with another ministry, for example, Trade and Industry
- create a new ministry with tourism as the lead sector (e.g. Ministry of Tourism and Services; Ministry of Tourism, Arts, Culture and Sports).

A separate ministry of Tourism is possibly the best option, but also the most difficult to achieve in the immediate term, due to a limited number of cabinet positions available. This should be pursued as a long term-option. Linking tourism with another Ministry, e.g. Trade and Industry, has the advantage that stronger links can be established with economic policy and growth strategies. A disadvantage is that tourism could get swamped by the many other activities of such a Ministry. Restructuring the Ministry of Environmental Affairs and Tourism to better accommodate tourism is difficult to justify, as the environment is important in its own right and tourism is a consumer of environmental resources.

The option of strengthening the tourism capacity within the Department of Environmental Affairs and Tourism seems the most practical solution

#### 7.1.1 Department of Environmental Affairs and Tourism

As stated in part II Section 2.2, the Chief Directorate: Tourism within Department of Environmental Affairs and Tourism is severely constrained - the section has been under-staffed and barely able to carry out more than liaison and administrative functions. . While progress in this regard has already been made, further attention is urgently required. In the immediate term, it is necessary to strengthen the Chief Directorate: Tourism to improve its effectiveness and give it the necessary influence at a higher level (e.g. in the form of a dedicated deputy director general). This will give the section the appropriate status and decision-making capability to facilitate the development of the tourism industry.

Specific functions of the Chief Directorate: Tourism within the Department of Environmental Affairs and Tourism are as follows:

#### Planning and policy-making

- tourism policy formulation and revision, in conjunction with the national tourism organisation and other major parties
- long-term planning for tourism (including master planning)
- maintain an overview of the implementation of policies and actions approved by Cabinet and the Minister
- coordination and monitoring of the tourism policy and implementation plan

#### Development promotion

- take on a dynamic leadership role in lobbying the cause of tourism
- work closely with the national and provincial tourism organisations in supporting and facilitating tourism development
- take the lead in initiating discussions and negotiations with other Ministries and Departments to remove bottlenecks and impediments to tourism development at the national level
- bring about the necessary changes in legislation to promote and facilitate tourism development

#### Coordination and liaison

- coordination with provincial tourism departments in order to ensure effective cooperation
- coordination, communication and direct liaison with other tourism interests and stakeholders at a national level
- coordination with Environmental Affairs, Foreign Affairs, Trade and Industry, Transport, Home Affairs, Education, Labour, Land Affairs and other related ministries and departments
- international liaison and coordination of international agreements
- representing South Africa in international and regional organisations
- coordination of donor funding

#### Facilitation

- facilitation of a dedicated tourism fund and funding mechanism
- formulation, approval and management of tourism incentive schemes



- creating an enabling fiscal and legal framework for tourism
- encouragement and promotion of foreign investment
- facilitation of training policies and programmes
- promotion and facilitation of responsible tourism and effective environmental management
- facilitation of tourism safety and security

The possibility of the Chief Directorate: Tourism sharing premises with the national tourism organisation should be investigated, in order to establish a one-stop-shopping area for the tourism industry. Such premises could also accommodate tourism financing and training structures.

## 7.2 National Tourism Organisation

Given the objectives and strategies set for the tourism sector and the key success factors of the South African tourism industry, the role of the national tourism agency (presently Satour) requires careful review. One of the key questions for South Africa is whether the national tourism organisation should carry out principally tourist marketing and promotion functions or whether it should take on a broader developmental role in the industry.

A case can be made for establishing a strong statutory body whose functions go beyond mere tourism promotion and marketing, and encompass product development and other functions. Such a statutory body - a South African tourism organisation - can play strong leadership, facilitating and coordinating roles in the tourism development thrust of South Africa.

It is envisaged that this national body will spearhead the tourism marketing and development initiative. It will have responsibility for almost every aspect of tourism development in the country - product development, marketing, the setting of standards, research, etc. The national organisation will play a strong coordinating role with the nine provinces and will provide, for example, functional and technical support to less developed provinces. The presence of the nine provinces on the board will ensure that the organisation incorporates provincial aspirations in a coordinated national strategy.

It is therefore imperative that Satour be replaced by a South African Tourism Organisation. Such organisation will incorporate appropriate infrastructure and skills available within Satour. The exact structure and staff composition of the organisation will be determined through a detailed investigation of functional, staff and financial requirements. A possible name for it was discussed at various forums and it appears that the most appropriate name could be Tourism South Africa (TOSA, TOURSA, TSA or Tourism SA). The proposed roles and responsibilities of Tourism South Africa are as follows:

### Main line functions

- International marketing and promotion
- Research, market intelligence and information management
- Industry standards

### Development facilitating and coordination

- Product development
- Human resource development

The primary functions of Tourism South Africa are international marketing, tourism information management and the setting of standards.

With respect to the implementation of industry standards, it is either possible that the provinces implement centrally developed standards or that an independent organisation or private sector body is tasked to carry out these functions. While it is necessary to develop something of a 'one stop shop' for tourism where all of the activities are coordinated by a centralised body, if appropriate standards can be maintained by an independent body such as the automobile association. It will then be necessary for the national organisation to maintain close coordinating and monitoring functions with respect to the performance of the body responsible for standards.

While it is also important for provinces to undertake some degree of information management and research, it must be emphasised that the South Africa tourism industry will gain considerable economies from a national body carrying out these functions and disseminating the information to the provinces.

With respect to product development and human resource development, it is not proposed that the national body directly undertakes training or product development. It is envisaged that the national statutory training organisation will be mainly responsible for training and the provinces will take on the main responsibility for product development. In both of these areas, the national body is expected to play coordinating and facilitation functions. With regard to product development, for example, it is expected that the national authority will have a very small professional staff that will coordinate the promotion, development and packaging of responsible tourism products which are in accordance with the marketing and promotions strategy. This drive towards responsible tourism development could include:

- agreement on and implementation of responsible tourism standards in conjunction with the provinces;
- provide technical assistance in product development and packaging to the disadvantaged provinces;
- identify new product opportunities based on new consumer research;
- coordinate nation-wide community involvement programmes and projects such as an 'adopt a school' programme among tourism establishments;
- establish and coordinate a programme to allow South Africans and particularly front-line employees to become 'tourists at home';
- coordinate visitor information projects in conjunction with communities; etc.

One of the advantages of national coordination of these types of projects is consistent story lines for the country can be created, which can be used to market and promote South Africa internationally. It is important that the statutory agency should independently manage its budget, operate independent of civil service regulations on terms and conditions of employment, take a lead role in the promoting and developing the tourism thrust and implement projects of national significance. Government structures do not have the flexibility, the wherewithal or the financial clout to effectively implement.

#### 7.2.1 Responsibilities of the National Tourism Organisation

The organisation will have overall responsibility for policy support marketing, research, development, standards and promotion.

##### Policy support

- assist the Ministry and Department in formulating a national policy and strategy to achieve a national tourism vision which spreads tourism benefits to stakeholders

- advise national government on all national matters concerning tourism, which could affect the achievement of the tourism vision

- assist the Ministry and Department in coordinating and implementing a national tourism strategy by formulating clear and measurable objectives

- serve as a strategic think-tank for stakeholders

#### Marketing

- establish South Africa as a prime global tourist destination

- market South Africa internationally and generically

- manage an international network of tourism marketing and promotion offices

- develop and implement an international marketing strategy in cooperation with national and provincial tourism councils/organisations

- assist the provinces in their domestic marketing efforts, in accordance with national priorities and strategies

- assist the provincial and local tourism marketing agencies to achieve their objectives within the national tourist strategy

- promote a quality experience for all international tourists òinitiate the packaging of products

- identify new and emerging products and markets

#### Research and market intelligence

- carry out necessary research to support the development and growth of the South African tourism industry

- execute research that will support tourism activities which are to the advantage of the national economic base, including forecasting and targeting

- facilitate the growth of the domestic market through community education programmes relating to tourism and information concerning the development of SMME tourism businesses

- satisfy information needs of the Minister, the Department, other government bodies, NGOs, the corporate and business sector as well as the media and the public

- cooperate with provincial tourism organisations on research matters

- advise central government on strategic research priorities concerning tourism

- ensure the effective distribution of relevant information to all stakeholders and to the provinces in particular

#### Standards

- ensure the setting and maintenance of appropriate standards to facilitate positioning of the South African tourism industry in the international tourism arena

## Development promotion

- promote the tourism vision in coordination and cooperation with all stakeholders
- advise all stakeholders on product development opportunities which are in accordance with market needs
- promote the conservation and development of the country's unique natural and socio-cultural environments
- encourage the provision and improvement of tourist amenities and facilities throughout South Africa
- support the Ministry and the Department in the creation of a tourism culture within South Africa
- coordinate the packaging of products by provinces, which are in accordance with the international marketing thrust and themes

### 7.2.2 Representation and reporting relationships

Tourism South Africa will lead and facilitate the tourism development thrust in South Africa and, together with the Ministry and Department, will champion the cause of tourism at the national level. The representation, structure, organisation, management, leadership and staffing of this organisation will determine the success of the tourism initiative.

The organisation will be governed by a Board of Directors that will equitably reflect stakeholder interests, i.e. those of the tourism business sector, labour force and community interests. It is of major importance that Board members are knowledgeable in the field of tourism and that they represent a broad spectrum of industry requirements, including accommodation, natural, cultural and community attractions, conference and incentive services, transportation (air and ground), intermediary services (tour operating, tour guiding and booking systems) and ancillary services. The Board will be appointed by the Minister, based on nominations received from the public as well as from organisations representing the various stakeholder groups. The nine provincial representatives should be nominated by the MEC's responsible for tourism. The Board will be accountable to the Minister.

Nine provincial tourism representatives will also be represented on the Board, i.e. one person from each province will be represented at national level. As such, Tourism South Africa will not simply be a body imposing national plans and strategies on the provinces. Rather, the national goals, objectives and priorities identified will be a summation of the needs and desires of the provinces. The provinces in turn should be driven by local and regional tourism interests as well as community-based tourism organisations (CBOs). In other words, provincial tourism organisations should be fully representative of regional tourism organisations and regional tourism organisations in turn will be fully representative of local and community-based tourism organisations as well as publicity associations.

The Board could consist of between 15 and 20 members. The following selection principles should guide the appointment of members:

- Board members should be competent persons who are knowledgeable in the field of tourism.
- they should be able to take binding decisions on macro tourism issues.
- they should not be government officials or political office bearers serving in local, provincial or national government.
- provincial representatives should preferably be the chairpersons of the relevant provincial tourism agencies, or if this is not appropriate any other appropriate provincial leadership figure who fulfills the stated criteria.

- costs of maintaining the board should be considered
- an official of the Department of Tourism should be accommodated as an ex officio member

### 7.2.3 Committees of the Board

In addition, a number of specialist committees will report to the board of directors. Specific committees could include:

Finance

Marketing

Product development

Environment

Education and training

Community involvement

Information management and research

Ad hoc committees as needed e.g. crime, ground transportation

Committees should serve the purpose of expanding the expertise and capabilities of the board and should carry out specific work programmes that are not normally possible in the context of board meetings. Committees should be allowed to co-opt members based on expertise and contribution to the work of the specific committees. Committees should be formed as and when needed. They can be ad hoc or semi-permanent depending upon the need. Committees should cease to exist when their jobs are completed. Each committee should be the responsibility of a board member who should report directly to the board on the progress and recommendations of the committee. This should ensure that the size of the board remains manageable. It is envisaged that within these structures of representation (board and specialist committees) all of the interests and stakeholders of the industry, including labour and communities, will be represented. The technical staff of the department of tourism as well as the technical staff of Tourism South Africa should participate on the various committees of the board as appropriate. A close relationship between Tourism South Africa and relevant conservation authorities should be fostered.

The parties should work together to realise, in a sustainable way, the full tourism potential of the country's natural and cultural resources. This partnership could initially be developed through an exchange of directors on the respective boards.

The organisation is expected to be staffed with the highest level of technical and managerial expertise from South Africa, and abroad, if necessary.

### 7.2.4 Establishment of the national tourism organisation

A statutory or parastatal organisation is the preferred form of organisation. The organisation shall be created by an act of parliament which should be developed with a preamble that highlights the exclusion of the organisation from strict public service regulations and the possibility to raise income if it has the capacity to do so. The national tourism organisation will facilitate government intervention.

## 7.3 Provincial Tourism Organisations

Provincial tourism organisations (PTOs) have a critically important role to play in the development and promotion of the tourism industry of South Africa. The Provincial tourism organisations will ultimately be the drivers of the tourism industry.

The structure and organisation of provincial and local tourism organisations have been left up to the discretion of the provinces. However, there has been agreement that a statutory organisation is the best institutional structure to carry out the functions of provincial tourism organisations. It is important and necessary, however, that some form of consistency across provinces be developed. It is suggested that:

- i) the structure of provincial tourism organisations reflect as closely as possible those at the national level
- ii) that provincial and local organisations attempt as far as possible to assist community organisations in organising themselves so as to have access to greater representation.

Two provincial tourism structures are provided. One attempts to identify the levels of representation that PTOs should aim at. The other provides a proposed framework structure for PTOs which mirror the national structure. These structures are in no way prescriptive, but serve to provide an option that provinces may want to consider. At the end of the day, provinces must implement structures that are most effective in achieving their mandate based on local conditions.

#### 7.4 The way forward

It is of crucial importance that the policy guidelines and organisational proposals contained in this White Paper are practically implemented as soon as possible. To this end, this document will be followed by an implementation strategy, which will contain a clear action plan and identify a number of priority actions to be implemented. Such plan will be drafted in close cooperation with the provincial tourism authorities.

This is the html version of the file <http://www.capetown.gov.za/econdev/tourismdev/pdf/PublicParticipationBackgroundInformation.pdf>

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# **TOURISM DEVELOPMENT FRAMEWORK FOR THE CITY OF CAPE TOWN BACKGROUND INFORMATION DOCUMENT**

**Tourism** has been selected by the Council as one of the economic activities which will play an important role in Cape Town's future. The Council intends to adopt a **Tourism** Development **Framework** which will set out the functions and projects that the Council needs to undertake in order to support the development of **tourism** in Cape Town. The **Tourism** Development **Framework** will also describe how the City will work with partners in the public and private sectors and communities to implement the **Framework**. The Council is now in a position to debate and finalise the **Tourism** Development **Framework**. This will form an integral part of Council's IDP and broader processes such as the Growth and Development Strategy.

### **What is **Tourism** Development?**

The City defines "**Tourism** Development" as entailing:

The sustainable development and maintenance of **tourism** attractions, facilities and infrastructure

Expanding the range of products and services available to meet the needs of tourists

Building a **tourism** culture and awareness; and

Building capacity of local business to benefit from the opportunities offered through the **tourism** industry, with special focus on spreading the benefits to the people of disadvantaged communities.

### **How does the **Tourism** Development **Framework** relate to the **Tourism** Marketing Strategy produced by the Joint Marketing Initiative?**

The **Tourism** Development **Framework** complements two outcomes of the Joint Marketing Initiative, i.e. the **Tourism** Marketing Strategy and the Destination Marketing Organisation. The **Tourism** Marketing Strategy provides directives for improving the **tourism** market share of the Western Cape and Cape Town. The Destination Marketing Organisation will be responsible for the implementation of the **Tourism** Marketing Strategy.

The **Tourism** Development **Framework** will provide directives for preparing Cape Town to be able to provide the products and services that will attract tourists, and to serve our visitors better. The **Tourism** Development

**Framework** will also recommend actions to be taken to ensure that the people of Cape Town benefit economically and socially from the income generated by **tourism**. The **Tourism** Development Branch and various departments of the City of Cape Town will be the main parties responsible for the implementation of the **Tourism** Development **Framework**.

### **Why will the Tourism Development Framework be useful?**

The **Tourism** Development **Framework** will identify important issues that affect the development of **tourism** in Cape Town, and provide recommendations regarding actions that can be taken to address these issues. The **framework** will describe the following:

What types of tourists should we be attracting to Cape Town?

What type of **tourism** attractions, facilities and services do we need to develop to attract these tourists?

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What infrastructure is needed to support the development of **tourism**?

How can we protect our natural, **cultural** and social resources for the enjoyment of future tourists and citizens?

How best can we ensure that local people benefit from **tourism** through employment or increased household income?

What type of training, skills development, project start-up and business development support is needed?

What are the responsibilities and activities of the Council, other spheres of government, the private sector and civil society relative to the development of **tourism**?

What organisational arrangements and capacities need to be in place



to implement the **Tourism** Development **Framework**?

## **What will be included in the Tourism Development Framework?**

### **Policy Review and Situation Analysis**

The **Policy Review** provides a summary of the principles, guidelines and strategies contained in related documents at national, provincial and city level that has informed the preparation of the **Tourism Development Framework**.

The **Situation Analysis** contains an overview of the following destination components:

#### **Tourism products**

The natural, **cultural**, man-made attractions and resources that draw visitors to Cape Town.

#### **Tourist facilities & amenities**

The accommodation places (B&Bs, guest houses, hotels, etc.) where tourist stay, as well as tourist information centres.

#### **Markets**

The people who visit Cape Town, their characteristics and their opinions and expectations of our tourist products, facilities and service levels.

#### **Infrastructure**

The transport infrastructure that tourists use to travel to and within Cape Town, as well as road signs, landscaping, ablution facilities, cleansing, etc.

The Situation Analysis also contains a **SWOT analysis**, a summary of the Strengths, Weaknesses, Opportunities and Threats that Cape Town as a tourist destination needs to be aware of.

#### **Tourism Spatial Framework**

The **tourism spatial framework** describes the **spatial roles** that different places fulfil when tourists visit the city. For example, some places are the 'entrance gates' to the city or parts of the city, others are places where people stay over and use as a base to visit other areas, and so forth.

The **tourism spatial framework** also identifies **Tourism Development Areas** throughout the city. Each area has a distinctive character in terms of types of **tourism** products and resources found there, the types of tourist experiences currently offered, the potential to develop new

products and the characteristics of the population of the area.

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The **Tourism** Spatial **Framework** provides **recommendations** regarding the actions that can be taken in each **Tourism** Development Area in order to:

increase the attractiveness of the area by developing unique products and experiences that build on the resources of the area;  
make it easier for tourists to get to and move around the area; and  
help local people to develop **tourism** businesses and share in the benefits of **tourism**.

### **Tourism Investment and Implementation Framework**

This section of the **framework** is the “Action Plan”, indicating the priority actions and investment to be taken, by who and provides timeframes for implementation.

## What has happened already?

### Preparation of technical studies

The technical studies completed so far include:

Review of related policies, strategies and studies

An audit of existing **tourism** products, markets, and **tourism**-related infrastructure in the Cape Town

Communication with various communities and stakeholders in order to obtain their views on the future direction of **tourism** in Cape Town

Preparation of **Tourism** Spatial **Framework**, which was tested with the land-use planning departments of the various administrations

### Consultation with Technical

#### Steering Committee

The City also convened a Technical Steering Committee with representatives from different branches of the city administration, as well as provincial and national government departments and organisations that have a role in **tourism** development in the city.

#### Consultation with stakeholders

Meetings were held with a range of stakeholders, e.g Local **Tourism** Bureaux, Chamber of Commerce, in order to obtain their opinion about **tourism** development in Cape Town. In addition, working sessions were held with stakeholder forums in order to explore specific issues in more detail.

## How will the public be involved?

An important part of the development of the **Tourism** Development **Framework** for Cape Town is public consultation, which will assist with the confirmation of issues and concerns and help the project team and authorities to make informed decisions. The Public Participation Process will also keep the public informed about the project, provide channels for their input, enable the public to raise any issues or concerns and to optimise the design of the **Tourism** Development **Framework**.

The Public Participation Process will involve the following:

Creation and maintenance of a stakeholder database.  
Media advertisements to inform the public of the project and to provide opportunities for input.

## **TOURISM DEVELOPMENT FRAMEWORK FOR THE CITY OF CAPE TOWN BACKGROUND INFORMATION DOCUMENT**

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The distribution of a Background Information Document.

Public meetings.

A project website that you can use to access the technical documents.

An e-mail address that you can use to contact the project team and provide comment on the draft **Framework**.

### **How can you get involved?**

Your input is essential for this project to succeed, and we invite you to attend one of the consultative sessions planned for September. The primary aim of the meetings is to inform the public about the process and invite input into the development of the **Framework**. Stakeholders, interested and affected parties are therefore urged to attend the meetings that relate to the area in which they reside or operate **tourism** businesses.

Details of the meetings are as follows:

**Date**

**Time****Venue**

Wednesday 10 September 18h00 - 21h30

Hout Bay High School

Thursday 11 September

10h00 - 14h00

Muizenberg Civic

Thursday 11 September

18h00 - 21h30

Saxonsea Civic - Atlantis

Monday 15 September

18h00 - 21h30

Athlone Minor Hall

Tuesday 16 September

10h00 - 14h00

Bellville Conference Hall

Tuesday 16 September

18h00 - 21h30

Oliver Tambo - Khayelitsha

Wednesday 17 September 18h00 - 21h30

Cape Town - Podium Hall

Wednesday 17 September 11h00 - 13h00

Kuils Rivier - Van

Riebeeck Hall

Thursday 18 September

18h00 - 21h30

Somerset West Town Hall

Saturday 20 September

9h00 - 13h00

Milnerton Town Hall

# **TOURISM DEVELOPMENT FRAMEWORK FOR THE CITY OF CAPE TOWN BACKGROUND INFORMATION DOCUMENT**

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## **VISION AND POLICY GUIDELINES**

During 2000, the city developed the following overall vision for **tourism**, which was incorporated in the City's Economic Development **Framework**.

### **Cape Town **tourism** vision**

**What is the**

**Vision for**

****tourism** in Cape**

**Town?**

*To position Cape Town as a world-class competitor and South Africa's premier **tourism** and events destination and to maximise the economic spin-offs and jobs created.*

The following broad strategic objectives were also identified:  
support the development of internationally known **tourism** icons attracting increased visitor numbers, and resulting in job creation and other economic spin-offs;  
spread the benefits of **tourism** through creating empowerment

opportunities in the industry; and ensure the fundamental conditions are in place for an efficient and productive business and visitor environment that will attract and encourage tourists to return.

The principles, goals, strategic objectives and strategies of the **Tourism Development Framework**, are based on this vision and strategic objectives.

## **On which Policy**

**Principles are**

**the City's**

**Tourism**

**Development**

**Framework**

**based?**

The **Tourism Development Framework** has been developed in the context of the Western Cape government's economic growth and development strategy (DEAAT 2000), the Western Cape's White Paper on Sustainable **Tourism Development and Promotion** (2001) and the City of Cape Town's Economic Development Strategy (2001).

The following Policy Principles underpinning the **Tourism Development Framework** are aligned with the afore-mentioned policy frameworks:

### **Sustainability**

**Tourism** will be underpinned by sustainable environment practices, respect for **cultural** values and contribute to sustainable livelihoods

For **tourism** to be environmentally sustainable, the need to conserve and protect that which is of value must be balanced with the need to facilitate access at a level appropriate to the sensitivity of the area.

For **tourism** to be socially sustainable, host communities must actively participate in an ongoing way in its management, including the mitigation of its potentially negative effects such as environmental degradation, prostitution and abuse of drugs, alcohol and gambling.

For **tourism** development to be economically sustainable, it should diversify opportunities, provide jobs and facilitate access to productive resources and Product development should be based on market requirements and trends

For **tourism** to be institutionally sustainable, it should involve creative partnership between government, civil society and the private sector.

# **TOURISM DEVELOPMENT FRAMEWORK FOR THE CITY OF CAPE TOWN BACKGROUND INFORMATION DOCUMENT**

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## **Social equity**

**Tourism** should benefit the population at large.

Every effort should be made to encourage the participation of and benefit of women, the disabled, the youth and neglected or disadvantaged groups.

The full spectrum of cultures inherent in the province should be reflected in **tourism** promotions.

The potentially negative social impact of **tourism** should be minimised.

Local people will participate in decision-making regarding the future of the destination

Priority will be given to education and training

## **Environmental integrity**

The environment should be acknowledged as the cornerstone of the Cape Town **tourism** industry and environmental assets must be constructively developed to the benefit of **tourism**.

The environmental impact of all **tourism** development plans must be carefully considered. Appropriate **tourism** strategies should be pursued in specific locations.



All industrial, commercial, residential and agricultural development proposals must consider the potential impact on and conflicts with the potential for **tourism** growth. At the same time, **tourism** concerns should not necessarily take precedence over others.

Spatial development plans and conservation efforts must take into account the **tourism** potential of the areas in question. Unique features should, as far as possible, be preserved.

Visual, sound, water and air pollution must be limited and the effects of these hazards on tourists and the local population must be recognised.

### **Economic empowerment**

**Tourism** will be used as a development tool to enhance economic opportunities for local people

Emerging entrepreneurs, in particular SMMEs, should be encouraged and facilitated to participate in the industry.

Special efforts should be made to substantially facilitate participation and ownership in **tourism** among previously disadvantaged entrepreneurs.

### **Co-operation and partnership**

Partnerships between government, the private sector and local people will characterise the growth of **tourism**

The government should guide the direction of **tourism** by providing the social, economic and environmental policy **framework**, public infrastructure, skills training, generic image and branding and a safe, well-maintained and sustainable environment that is conducive to **tourism**.

The private sector should capitalise on the **framework** by investing in **tourism** and competing for a growing share of the **tourism** market, with increased profits.

A motivated, skilled, adequately remunerated, protected and productive labour force should provide consistent, high-quality, world class service levels.

The community at large should be encouraged to receive tourists in a hospitable manner and should be assisted to fulfil a watchdog role with regard to their resources.

# **TOURISM DEVELOPMENT FRAMEWORK FOR THE CITY OF CAPE TOWN BACKGROUND INFORMATION DOCUMENT**

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## **DESTINATION SWOT ANALYSIS**

### **What strengths can we build upon?**

### **What weaknesses do we need to address?**

Strong destination characteristics: scenery, natural environment, heritage and distinctive Cape culture continue to attract domestic and overseas markets

Cape Town can offer a wide range of special interest and activity holidays including walking, golf, fishing, shopping, entertainment, cycling etc.

Established annual events programme, with a distinctive Cape Town flavour

Cape Town is perceived to be a competitive, value for money holiday destination

Cape Town is increasingly seen as a city of international status

Cape Town is becoming known for “new economy” sectors, such as filming, information technology

Improvements in transport infrastructure, e.g.

Cape Town International Airport, reconstruction of Chapman’s Peak Drive

Construction of Cape Town International Convention Centre

Limited provision of quality branded accommodation compared to our competitors  
 Uneven infrastructure provision – poor quality visitor amenities in some areas and congestion in “honey-pot” locations  
 Negative perceptions regarding safety and security  
 Stereotypical images of climate in some markets  
 Lack of awareness of **cultural** opportunities Cape Town and dominance of strong “icon”, mostly scenic beauty and nature-related images  
 Seasonality of demand and consequent seasonal fluctuation in employment and business income  
 Destination perceived as relatively expensive to get to by both domestic and international markets  
 Limited direct transport links for in-bound **tourism**  
 Lack of financial incentives to stimulate capital investment in new and improved tourist facilities  
 Low profile and status of **tourism** – the importance of **tourism** to the economy is poorly recognised  
 Some operators ill prepared for commercial realities of industry: businesses under performing  
 Low level of professionalism reduces competitiveness and constrains profitability

### **What opportunities can we use?**

### **What threats do we need to be aware of?**

Cape Town can develop a competitive advantage in activity and ‘wellness’ **tourism** product provision  
 Effective marketing partnership between the public and private sector and development of new and improved facilities will improve competitive position  
 More extensive range of events based on successful hosting of major events  
 More sophisticated market segmentation will improve the marketing effectiveness  
 Improved market research information will support more effective product development and better inform investment decision-making  
 A longer **tourism** season - more full time jobs, improved viability of **tourism** businesses  
 The integrated use of information technology, including the Internet, for marketing and bookings  
 Improving the profile and status of **tourism**: improved community perceptions, enhance government support and increased resource availability  
 Other South African destinations are gearing up in terms of product development and marketing  
 A declining level of public sector funding support for the industry could reduce Cape Town’s ability to promote itself effectively in the key markets  
 Ineffective visitor management and planning could

result in visitor congestion and damage the natural and **cultural** environment of Cape Town  
 Skills shortage exists in many vocational and specialist areas in the industry; risk of lowered service quality and competitiveness  
 Ad hoc rather than strategic approaches to **tourism** investment could result in the displacement of activity or misplaced investment in products without sufficient demand and provide no net gain for Cape Town

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#### **TOURISM DEVELOPMENT CHALLENGES AND GOALS**

Cape Town must meet a range of challenges to develop **tourism** sustainably and remain competitive in the global marketplace. The challenges have been clustered into a set of eight strategic themes, and form the basis for the **Tourism** Development Goals:

##### **Strategic theme**

##### **Tourism Development Goal**

**Sustainability:** The long term future of **tourism** in Cape Town is linked to developing **tourism** in a way that respects and protects our natural, **cultural** and built heritages and lifestyles, and leads to improved livelihoods for Capetonians.

1) Protecting and conserving resources for a sustainable future and supporting sustainable livelihoods

**Market-driven product development:** Our efforts to develop new products must be based on an understanding of what our markets want and focus on the unique characteristics of the city.

2) Meeting visitor requirements through world class product provision

**Partnerships:** More effective partnerships and alignment are

required between public and private sectors, between different spheres of government, industry and communities, etc.

Alignment and sector efficiency is achieved through clear definition of roles and responsibilities, rationalisation of activities and avoidance of duplication.

3) Providing leadership and working in partnership

**Investment facilitation:** Private and public investment in **tourism** facilities and infrastructure, is the backbone of **tourism** development. An investment environment conducive to attracting investment in **tourism** and general commercial activity is a key challenge in this respect.

4) Facilitating investment and commercial activity for sustainable growth and economic prosperity

**People development:** For the **tourism** sector to succeed and contribute to the livelihoods of Capetonians it must be supported by appropriate strategies for the training and skills-building and economic empowerment of individuals and small businesses.

5) Investing in people for long term future

**Quality service and standards:** There must be close alignment between the promises made to visitors and the products delivered. This requires focus on accessibility, safety, cleanliness, service quality, information provision, citizen attitude etc.

6) Delivering a world-class visitor experience through quality service and standards

#### **Linking Destination marketing and Product**

**development:** We must ensure that we meet and exceed the promises made in our marketing activities through suitable product development.

7) Marketing Cape Town more effectively as a unique, vibrant, all year round destination

**On-going and focused research:** Our future decisions about product development and marketing must be based on sound and accurate market research.

8) Ongoing research and information provision to specific target audiences

# TOURISM DEVELOPMENT FRAMEWORK FOR THE CITY OF CAPE TOWN

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### THE TOURISM SPATIAL FRAMEWORK

What is the

#### Tourism Spatial Framework ?

The **Tourism Spatial Framework** of the metropole consists of the infrastructure, the distribution of **tourism** product portfolio across the **tourism** spatial landscape and the various structuring elements of the **tourism** space economy (gateways, entry points, distribution points, staging posts, destination areas, including **tourism** routes which link the elements of the **tourism** spatial economy). The **framework** illustrates how the various structuring elements relate and link to one another and also provides a context for the identified **tourism** development areas.

What is the

#### purpose of the Tourism Spatial Framework?

The main purpose of the spatial development **framework** is to guide the form and location of **tourism** development in the Cape Metropole in order to meet the goals of the **Tourism Development Framework** and the defined **tourism** planning principles.

The starting point for Cape Town as a **tourism** destination is the “one night principle”. Getting tourists to consume broader **tourism** nodes and routes, and additional experiences and products within and outside of the established areas will impact positively on length of stay, spend patterns and dispersal of visitor flows. The long-term objective is to distribute tourists to currently unknown and

under-utilised destination areas, thereby achieving a more equitable distribution of both tourist volumes and benefits to the local population.

This means identifying incipient destinations which visitors may visit as day or transit visitors but which have the capacity to offer more. This approach recognises that opportunity arises out of density, clustering or critical mass. Successful destinations offer a range of products, services and facilities built up through agglomeration or clustering. Product development and packaging is a critical step. Likewise, the provision and enhancement of services, transport, accommodation, attractions and infrastructure are fundamental building blocks in **tourism** growth.

## **Tourism**

### **Development**

#### **Areas**

The **Tourism** Spatial **Framework** divides the City of Cape Town municipality into eight local **tourism** development areas (TDAs) and discusses the key strategic issues affecting **tourism** development in each area. TDAs are areas with a sustainable and competitive **tourism** product which have demonstrated existing demand, or with the potential for future **tourism** growth based on a supply of resources and features around which product can be built.

Each TDA presents particular market and product development opportunities and different development and marketing challenges. Through focus on these destinations, we can begin to direct future **tourism** flows – thus spreading benefits across the metropole, and opening up opportunities for product development, job creation and investment opportunities. The TDAs are:

City Bowl

Atlantic Seaboard

Rondebosch to Westlake

Peninsula

Cape Flats and Metro South East

Helderberg Basin

Tygerberg and Oostenberg

Blaauwberg

The following section provides a summary of the approach to one of the **Tourism** Development Areas

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## **TOURISM DEVELOPMENT AREA – CAPE FLATS METRO SOUTH EAST**

### **Area socio- economic characteristics**

The Metro South East area is widely acknowledged to be Cape Town's single largest area of greatest and concentrated socio-economic need. Housing half of Cape Town's population, the suburbs of Khayelitsha, Philippi East, Gugulethu, Macassar, Delft, Mitchell's Plain and Manenberg have the highest incidence of unemployment in the metropole. These communities generally live in sterile landscapes with a severe shortage of employment opportunities and lack of infrastructure, social services and community amenities.

### **Current tourism activity and development issues**

The Cape Flats and Metro South East is the most under utilised **tourism** destination area. It is an area of great adventure and ecotourism potential that has thus far played a minor role in the **tourism** development of the city. Some of the issues constraining the growth of **tourism** in the area, as identified by stakeholders, are:

- Lack of community awareness of economic and social significance of **tourism**;
- Unlicensed vehicles and illegal guides;
- Lack of defined routes and route signage;
- Inappropriate location of **tourism** facilities;



Lack of safety and security, including lack of visible policing;  
 Lack of partnerships between “external” tour operators and communities;  
 Lack of representative community **tourism** forums in some areas;  
 Ignorance regarding operating standards and regulations on part of operators;  
 Lack of protection of historically significant sites; and  
 Lack of creative packaging with the broader Metro experiences/products.

## **Recommended actions**

Develop a cohesive **Tourism** Development Action Plan  
 Rejuvenation of existing facilities which are rundown, neglected or vandalised  
 Nurture existing facilities doing well to continue to expand and develop, and attract other **tourism**-related developments. Key actions include improving security, and improving the aesthetic environment  
 Encourage authenticity of attractions  
 Provide basic tourist amenities, such as toilets, secure parking  
 Establish Community **Tourism** Forums where required, and assist poorly-coordinated forums and organisations to mature based on defined strategies and business plans  
 Assist operators to address varying prices, product quality, service quality and reliability in order to ensure the quality of the visitor experience  
 Establish regular information and capacity-building sessions for township operators  
 Identify and map of **tourism** routes (in association with community **tourism** forums and tour operators)  
 Formalise routes with appropriate directional and **tourism** signage, and reinforcing through brochures and marketing material  
 Ensure visible policing through community police forums and neighbourhood watches  
 Facilitate communication between the police and township **tourism** operators through by including representatives of the SAPS on community **tourism** forums

# **TOURISM DEVELOPMENT FRAMEWORK FOR THE CITY OF CAPE TOWN BACKGROUND INFORMATION DOCUMENT**

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## **TOURISM INVESTMENT AND IMPLEMENTATION FRAMEWORK**

This section contains a summary of the different strategies that need to be implemented in order to achieve the eight **Tourism** Development Goals. The detailed actions, timeframes, and allocation of roles and responsibilities for implementation are included in the comprehensive technical **Tourism** Development Investment and Implementation **Framework**.

### **GOAL 1:**

**Protecting and conserving resources for a sustainable future and supporting sustainable livelihoods**

#### **Strategic objectives**

##### **Strategy**

To develop **tourism** responsibly

Develop programmes to ensure the implementation of the guidelines for 'Responsible **Tourism** Development' as an integral component of the City's **Tourism** Development Policy

Promote the application of environmentally, culturally and economically responsible practices amongst industry members through the provision of information packs, guidelines and adoption of incentives, such as awards programmes

Use Responsible **Tourism** Indicators to provide progress reports regarding successes achieved to stakeholders in order to recognise contribution or motivate renewed effort

To ensure recognition of the value of the **cultural** and natural environment, and support and promote its conservation

Create citizen awareness regarding the importance of, and obtaining commitment to actively contribute to, improved environmental quality by informing citizens of visitor's evaluation of the quality of the environment of the destination

Foster understanding of, and responsible behaviour towards, the built, natural and **cultural** heritage and the lifestyle of her people amongst the industry and visitors through codes of conduct and guidelines

Initiate '**tourism** impact assessments' in honeypot locations in order to determine constraints in terms of infrastructure capacity, resident impact and tolerance, environment carrying capacity, etc. and recommend management interventions

## **Goal 2:**

**Meeting visitor requirements through world class product provision**

**Strategic objectives**

**Strategy**

To strengthen the unique elements of Cape Town's culture, heritage, lifestyles and natural environment in product development

Form an industry working party consisting of tour operators; local marketing agency; heritage, arts and **cultural** sector; CBOs; etc. to investigate opportunities to develop **cultural tourism** in a manner that will differentiate Cape Town. The working party must be mandated to prepare a **Cultural Tourism** Action Plan.

Encourage the development of **cultural** based products and work with the provincial Department of **Cultural** Affairs to identify opportunities for innovative provincial packaging

# **TOURISM DEVELOPMENT FRAMEWORK FOR THE CITY OF CAPE TOWN**

## **BACKGROUND INFORMATION DOCUMENT**

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Showcase the essential elements of the lifestyles and **cultural** heritage of Cape Town's communities in preference to "imported" **cultural** practices and artefacts by supporting the development of indigenous performing, visual and material arts and local craft

Investigate the development of a Cape Town mark of authenticity - "Cape Town made"

Encourage **tourism** businesses to source a greater proportion of locally produced goods and services from local suppliers

Add value to the area's rich natural assets

Develop integrated coastal experiences

Celebrate the regions' arts and culture

Tell the story of the region's history and heritage

Create a 'sense of place' in neighbourhoods and **Tourism** Development Areas

### **Goal 3:**

#### **Providing leadership and working in partnership**

##### **Strategic objectives**

##### **Strategy**

Provide leadership in the area of **Tourism**

Development

Enable the **Tourism** Development Branch to fulfil identified functions through recruitment of appropriately skilled employees

Build effective partnerships between marketing and development functions

Provide clear direction about who is responsible for which activities and functions through information-sharing sessions between local authority

officials responsible for **tourism** development and LTB/VIC staff  
 Set up contact list of individuals responsible for **tourism** development  
 function in the various administrations and update regularly

#### **Goal 4:**

### **Facilitating investment and commercial activity for sustainable growth and economic prosperity**

#### **Strategic objectives**

#### **Strategy**

To have the public sector responsive, aligned and committed to their role in investment in supporting infrastructure

Provide information to relevant local government departments about their role in the development of **tourism** in Cape Town through an Advocacy campaign amongst officials, relevant Portfolio committees and other spheres of government

To provide information to leverage allocation of resources to **tourism** infrastructure

Establish systems to generate and communicate information regarding the economic and developmental significance of **tourism** and launch an Advocacy campaign amongst officials

To enhance transportation access to the destination, and to **tourism** areas and attractions in the city

Communicate **tourism** infrastructure requirements identified in the **Tourism** Spatial and Investment **Framework** to relevant transport authorities

## **TOURISM DEVELOPMENT FRAMEWORK FOR THE CITY OF CAPE TOWN BACKGROUND INFORMATION DOCUMENT**

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To ensure that the destination preconditions of safety and cleanliness are in place

**Tourism** Development Branch to contribute to and support existing initiatives such as Cape Town Partnership; Clean City Campaign, etc.

**Tourism** Development Branch to initiate **tourism**-specific initiatives as project leader

To ensure that infrastructure which will support product and market development is in place

Infrastructure investments as per Spatial **Framework**

Improving the utilisation of current infrastructure as per the **Tourism** Spatial **Framework**

Base input into IDP process and requests for **tourism** infrastructure investment on long-term scenarios as identified in Spatial **framework**

**Goal 5: Investing in people for long term future**

**Strategic objectives**

**Strategy**

To ensure that marginalized Capetonians participate and are partners in the **tourism** sector

Recognise and understand the constraints to participation, e.g. barriers to entry and factors in business attrition/failure, and provide interventions to unlock and create access to opportunities

Establish an **Tourism** Training and Education Forum to develop a Training and Education Action Plan based on identified needs, and identifying opportunities for collaboration between the education and

business sectors in training and awareness creation

Revise the **Tourism** Development Fund in terms of the application procedure, applicants support, funding period, type of projects considered, project support, etc.

To improve the capacity of the City to better serve the needs of SMEs

Establish resources and systems required to perform business support function:

Provide capacity for Business Support function within **Tourism** Development branch: point-of-contact, clearing house, facilitator of contact between **Tourism** function and relevant internal 'service providers'

Web-based and paper-based reference source for entrepreneurs: legal requirements to register the business, funding schemes and agencies, government assistance schemes e.g. ITMAS

To improve the capability of people to enter into and work in the **tourism** industry

Increase business competence within the sector, and emerging entrepreneurs and SMEs in particular, through monitoring of skills shortages, mentoring of **Tourism** SMME start-ups in association with relevant Economic Development branches, 'mutual learning and support' forums, "Learning from success" information packs to guide business start-ups, etc.

Together with external bodies, e.g. Business Partners, develop a more co-ordinated approach to the delivery of business support and training to the industry, particularly SMEs

## **TOURISM DEVELOPMENT FRAMEWORK FOR THE CITY OF CAPE TOWN**

### **BACKGROUND INFORMATION DOCUMENT**

14

Develop and deliver a range of business tools, methods, templates and resources for use by SMEs and emerging entrepreneurs

Create mechanisms for sharing of innovative business solutions and pooling of resources, e.g. network of "Cape Town **Tourism** Resource Centre" to house training activities, business advisory activities, etc.; possibly in association with secondary and tertiary institutions

Encourage established businesses to provide work experience for industry entrants e.g. Support "industry placement/co-operative experience programmes" of tertiary institutions

Monitor and report the employment contribution of **tourism** activity

#### **Goal 6: Delivering a world-class visitor experience through quality service and standards**

##### **Strategic objectives**

##### **Strategy**

To have Capetonians understand and actively support **tourism**

Understand the perceptions of Capetonians regarding **tourism** through regular resident perception surveys aimed at monitoring attitudes and opinions towards **tourism** and, inter alia, benefits to communities, constraints to participation, awareness of marketing campaigns

Build Capetonian's recognition of **tourism** as an important contributor to the local economy through a co-ordinated communications strategy using print and broadcast media

Encourage the development of community **tourism** action plans through Citizen **Tourism** Forums

To improve service quality levels

Understand visitor perceptions regarding service quality through regular visitor satisfaction survey to monitor attitudes and opinions towards, inter alia, standards of service, quality of facilities and value for money

Review existing service quality initiatives and revise to improve 'fit' with



issues identified through visitor surveys

Develop a co-ordinated approach to service quality training programmes offered by independent, private trainers

To improve the hospitality of Capetonians towards visitors

Launch a citizen communication strategy aimed at addressing perceptions highlighted in Gauteng survey

To improve the ability of tourist facilities and attractions to accommodate visitors with disabilities

Identify opportunities for better meeting the needs of visitors with Disabilities

# **TOURISM DEVELOPMENT FRAMEWORK FOR THE CITY OF CAPE TOWN**

## **BACKGROUND INFORMATION DOCUMENT**

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### **Goal 7:**

**Marketing Cape Town more effectively as a unique, vibrant, all year round destination**

### **Strategic objectives**

#### **Strategy**

To target the right market segments for sustainable growth

Promote a better understanding of adopting a more professional approach to market segmentation amongst industry members through seminars and training, and provision of advisory publications

Identify and prioritise market segments and focus resources on segments which offer most sustainable growth potential by incorporating questions for 'lifestyle' segmentation in research

Establish a Cape Town **Tourism** Research Strategy to enable continuous monitoring and review of the priority segments for Cape Town and their product development requirements

To optimise seasonal spread (increase the percentage of visitors that arrive outside the defined "peak season" whilst not reducing the peak

Growing year round domestic and international demand for Cape Town as a destination by:

Promoting Cape Town as a short break and holiday destination to the domestic market

Enhancing the appeal of products that are not weather dependent and therefore can more easily be provided outside peak season

Examining ways to create demand in off-season periods through Innovative packaging of products or joint ticketing to target specific lifestyle segments

Use MICE and events to assist in smoothing out seasonality by:

Preparing a co-ordinated events calendar for Cape Town to ensure an wider distribution of activity through out the year

Establishing a process for the development and co-ordination of event bidding and management

Examining opportunities for developing packages linking attractions e.g. events with accommodation and transport provision

To attract Western Cape residents

Capture the decision of Western Cape residents to spend short breaks/getaways and annual holidays in Cape Town through affordable product packaging

Improve market share of domestic market

Address issues of resident and industry attitudes through awareness creation of the requirements and perceptions of key domestic source markets

Increasing the spread of visitors to improve the spread of **tourism** benefits

Provide differentiated products in non-core areas in line with visitor needs through support for area product development as outlined in Spatial Development **Framework**

To establish Cape Town as a leading destination in our target markets

Increase reach and penetration of Cape Town brand to key market segments by co-operating with external marketing agencies/brand builders, e.g. Airlines, accommodation, South African **Tourism**, Western Cape **Tourism**

# **TOURISM DEVELOPMENT FRAMEWORK FOR THE CITY OF CAPE TOWN**

## **BACKGROUND INFORMATION DOCUMENT**

16

Improve the effectiveness of marketing spend and information provision in international and domestic by combining the most effective media

To develop and retain strong distribution channels

Develop a **tourism** distribution strategy so operators have an increased level of influence in the distribution channel

Optimise the use of information technology to market to, and respond to visitors information requirements and reduce the cost of service provision and business management

To increase yield per visitor (average) by 2015 and achieve targeted yield levels

for each target market

Understanding, identifying and targeting high yield (in terms of duration of stay and spend) visitors

### **Goal 8:**

**Ongoing research and information provision to specific target audiences**

### **Strategic objectives**

#### **Strategy**

Improve understanding of our customers

Provide the industry with market intelligence through improved interpretation and dissemination of market research by:

Preparing a joint research strategy for the industry which determines research needs and information priorities, identifies opportunities for collaborative research and recommends improved approaches for sharing information with the industry

Preparing user-friendly summaries of market research for posting on central website

Providing access to market research reports through website

Encourage the industry to research their existing and prospective customers to better understand their needs, preferences, expectations and opinions through provision of an “Understanding your customer” booklet, seminars and information sessions

Improve collection,  
exchange and  
dissemination of research

Develop the systems and processes to ensure relevance of research,  
create partnerships in research funding and facilitate information-  
sharing



The Department of Economic Development and  
Tourism in partnership with  
Cape Town Routes Unlimited and the District  
Six Museum



## Cape Flats Tourism Framework



December 2005



Cape Town Routes  
*Unlimited*

(Prepared with the assistance of African Equations  
and Birthright Projects on behalf of the partners)

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# CAPE FLATS TOURISM FRAMEWORK

## EXECUTIVE SUMMARY

### 1. TERMS OF REFERENCE

The **terms of reference** required the study to explore the cultural and heritage potential of the Cape Flats and to involve role-players from the heritage tourism industry as well as the community and tourism industry stakeholders in the development of the framework.

### 2. OBJECTIVES

The study attempted to stimulate the following objectives:

To promote the concept of the Cape Flats Area as a tourism region by drawing tour operators, local/provincial/national government departments, artists, cultural activists and tourism entrepreneurs into a collective effort towards developing tourism on the Cape Flats

To foster a culture of tourism entrepreneurship through exposing a wide range of communities to informal, non formal and formal economic opportunities, through celebrating local arts, crafts, trades, music and food.

To advocate for increased community participation through the skills development strategy and other means of economic stimulation through seed funding.

To suggest plans for the building of holistic and supportive new infrastructure based on partnerships, introduction of additional services and the improvement of existing services, including infrastructure to memorialise historical events.

To add to the knowledge base of cultural heritage tourism through consultative tourism development processes such as these.

To build a coalition for on-going tourism promotion on the Cape Flats through a core group comprising relevant roleplayers and stakeholders in the tourism and cultural heritage industry.

The feasibility study included but was not limited to the elements below:

- Collate existing information and data

Survey of product development opportunities

Conduct an assessment of resources, infrastructure and sites that pertain to cultural heritage tourism

Audit of existing tour operators and tour packages

A public consultative process towards developing the framework for a set of pilot projects and to create a formalized network to support and implement the Cape Flats Tourism Development Area Plan

Develop a networking database system

Framework for pilot projects and development plan

### **3. DEFINING THE CAPE FLATS**

The first step was to define what is understood by the term “Cape Flats” from a tourism and heritage perspective. The brief defined the study area as the “Cape Flats”, which can be interpreted in various ways. The **physical** boundary of the Cape Flats is generally defined by the City of Cape Town as the sector which is commonly known as the Metro South East.

It was agreed that this boundary was historically too recent and would exclude our understanding of other “boundaries”. For example, the tourism industry follows different boundaries when earmarking tourism regions while the heritage sector does not merely look at **spatial** boundaries, but boundaries through **“time”**. Furthermore, the **geo-political** understanding of “the Flats” varies according to the different historic periods e.g. where people were removed to under Apartheid needs to be identified. It was therefore decided to use for the purposes of this study, the wider “Cape Flats”

definition, which includes any place that has historic, social, environmental and/or cultural connections yet falls outside of the 'core' physical area corresponding to the Metro South East Sector.

#### **4. METHODOLOGY**

A range of methodologies including: Policy reviews, desktop searches, focus group discussions, surveys and interviews was used to gather information and input from a wide selection of stakeholders from the arts, culture, and heritage and tourism sectors as well as from the Cape Flats Communities.

#### **5. TOURISM AND THE CAPE FLATS**

Tourism presents an important opportunity for the local people to participate in economic development, especially in view of the Cape Flats' unique and significant heritage value, political history and cultural wealth of activities that can be offered as part of the broader metropolitan area tourism package. To date the area has not been fully able to tap into the opportunities or benefits offered by the tourism sector due to the deliberate policies of under-development in the past, which led to social exclusion. From a spatial point of view, systematic tourism linkages, opportunities and areas will require infrastructural investment and coordination to ensure appropriate investment on the Cape Flats, as part not only of the broader tourism industry, but as a means of adding value to the local social and economic potential of the area. Tourism that builds on the unique history of the area can be used to bring about much needed economic opportunities on the Cape Flats and play a *spatial reconciliatory* role as it complements the broader City's tourist industry.

An examination of the primary stakeholders and a review of the statutory and political environment was undertaken. The introduction of a new era of legislation based on different principles to the laws of the past has focused on the transformation of South African society through the development of governance frameworks for a mature, responsible and empowered civil society. Several new tourism policy frameworks and related policies<sup>1</sup> are indicative of the dramatic policy shifts, which support the development and changed role of tourism, which in turn have led to changed roles for government, the private sector and local people. The spirit of this new era of legislation has yet to be realised and will require a greater emphasis on inter-departmental and inter-sectoral co-operation to achieve the policy visions. Moreover, it is imperative that such cooperation be focused on investment that works at a local level and is supported by locals while at the same time benefiting the tourism industry. Vital to this is an integrated approach, which involves all stakeholders, is participative and inclusive and so will ensure sustainable, holistic and profitable cultural tourism ventures.

The extensive research carried out into the range, type and number of tourism products available (including tours, accommodation, food and places of interest, MICE sector, cultural industries and cultural heritage projects) as well as the existing tourism spatial economy found that:

- Tourists need to be more informed about what Cape Town, incorporating the Cape Flats, has to offer and to move beyond the traditional tourist sites of existing tour programmes. Tourism practitioners can continue to draw on the types of activities that tourists seek but also need to encourage visits to regions and locales that are not currently supported by large tourist flows.

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<sup>1</sup> See Annexure A in full document for list of policies and other relevant documentation

- Marketing authorities, at all levels, must integrate a development approach to ensure that the spatial distribution of tourists in the Western Cape becomes more equitable. In the Western Cape, as in other regions of South Africa, the need for the tourism industry to become transformed from one that is white dominated to one that is owned by the majority of South Africans is a major political and economic imperative. In addition, the supply of finance, access to procurement opportunities, and the distribution channel markets remain key challenges for SMMEs.

## **6. KEY CHALLENGES AND FINDINGS**

6.1. Key challenges that face tourism development on the Cape Flats emerged from research into the needs and expectations of the consumer, market place and tourism product owners, viz:

- *Transformation.* Indicators that need to be considered include: language, demographics, gender, standards and quality, use of environmental resources, employer-employee relationships, working conditions, training, and development of SMMEs and growth of all tourism sub-sectors.
- *Sustainability.* For this, innovative products that focus on the cultural history and uniqueness of the Cape Flats are needed, combined with on-going market research and proper marketing plans that counter the effect of seasonality and target currently untapped market opportunities (e.g. domestic market).
- *Competitiveness.* As the tourism industry becomes more integrated, independent SMMEs continue to find themselves facing severe competition as the larger operators move into the “niche” Cape Flats market. Currently the smaller Cape tour operators struggle to compete as the services they offer are in general undifferentiated. In addition they lack market knowledge, skills and resources and have difficulty breaking into the distribution channels used by most travellers to

South Africa for bookings and information. Many also require skills training on how to do business with the international community.

- *Investment.* The lack of an overall community-based strategy for tourism, arts, culture and heritage is impeding development of tourism in the Cape Flats. Better co-operation and integration between different levels of government is needed to address the uneven infrastructural development (public transport, investment corridors, and public facilities). In addition the low level of corporate business activity and residential incomes on the Cape Flats makes large scale, commercial tourism projects that depend on local support difficult.

6.2. Analysis of the status quo of tourism found that to address the social, environmental and economic issues facing the Cape Flats, requires **interaction and co-operation** amongst the three tiers of government departments and sectoral departments (planning, heritage resources management, tourism, economic development, etc) in order to:

avoid duplication and maximise use of resources. For example, funding for the upgrade and maintenance of public spaces and facilities.

make communities aware of the value of their local resources – open spaces, parks, nature reserves, cultural assets – and how to make the best use of them.

create support and information networks, perhaps through Public-Private-Community partnerships

research, monitor and evaluate projects to assess return on investment

6.3. This approach will serve as a backdrop to the process of developing a tourism product. The study further identified eight essential elements as critical for successful product development

- visually attractive / aesthetically pleasing



- accommodation
- food
- transport / access
- attractions
- night activities
- information services
- safety

6.4 Pivotal to future success is the concept of **partnerships**. The type of partnership could be destination or inter-sectoral and will depend upon the nature of the project, the needs and the anticipated outputs. One important partnership is the one between the arts, culture and heritage sectors and the tourism sector. While the tourism sector does not traditionally fund or focus on cultural heritage resource development and management – that is traditionally the domain of arts and culture sector – the tour product is directly dependent on the narratives and interpretations developed by such agencies.

6.5 Furthermore, in considering the development of cultural tourism strategies on the Cape Flats, it is essential that there be a differentiation between cultural resource development and cultural production. And important for sustainability is the identification and management of tourism initiatives from a local level, with ownership by everyone being key to the success of the process and project.

In order to take the process forward it was agreed that actual development of the plan initially be sited in one or more nodes.

## **7. ASSESSMENT FRAMEWORK TO TEST THE VIABILITY OF THE IDENTIFIED NODES**

Common principles were developed to form a position that the theoretical framework builds upon. The resulting assessment framework emerged out of an integrated analysis of sustainable tourism projects from the three perspectives (spatial planning, marketplace and cultural resource management). Based on these principles criteria were developed from an analysis of existing tourism projects and products and their rate of sustainability. Factors that were also considered were the potential for poverty alleviation through tourism, successful cultural resource development and management components and triple bottom line principles. The criteria used included: support and convenient services, transport infrastructure, diversity of tourism product, existing cultural heritage infrastructure, managed natural resources and current tourism investment

The 'assessment and valuation matrix' was used to look at the different nodes on the Cape Flats (Woodstock/, Salt River, Langa/Athlone, Greater Philippi and Khayelitsha and using the CBD/City Bowl as the standard) in order to determine the node most suitable for a pilot project. The findings were presented to a broad stakeholder audience who, after group discussions, identified at the final plenary session the most appropriate node. The Athlone/Langa node or precinct was selected as the most suitable for piloting any Cape Flats Tourism plans.

Recommendations were made with regard to the concept and possible themes, routes and linkages, as well as an overview of sector and business opportunities.

Key components in the development of a pilot project on the Cape Flats are the concept, potential themes, potential routes and node development (in the Athlone/Langa precinct). The sustainability of a tourism project will only be achieved if each of these components are INTEGRATED and are developed interdependently. Some of the key factors that need to be addressed in the Cape Flats Pilot Project are:

The need for tourism development to recognise its dependency and symbiotic relationship with other sectors, e.g. natural and cultural heritage sector, planning sector, public works sector, safety and security etc. and therefore the need to build partnerships within these sectors

The need for tours on the Cape Flats to integrate the strictly controlled bus and kombi tours and tours which also encourage independent self-exploration. This is also premised on developing areas of safety together with surrounding communities.

Tourism on the Cape Flats cannot succeed if it is merely directed at foreign tourists. It has to target people on the Cape Flats and Cape Town as key participants, as well as other South Africans

Community involvement and participation in the process of development of the project

Nodal development, rather than individual and singular project development, is key to the sustainability of a Cape Flats tourism project

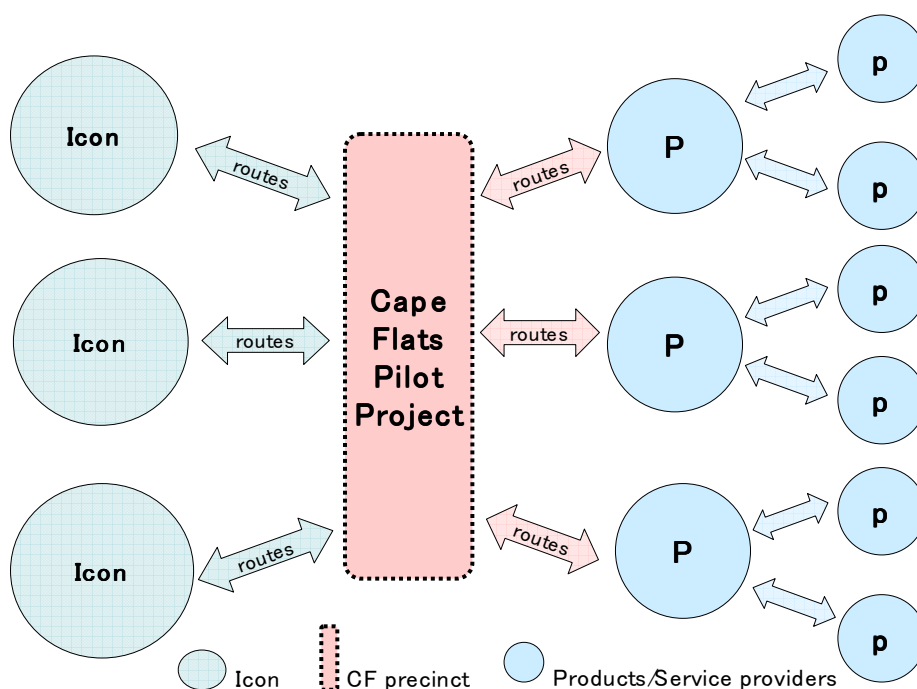
Marketing the Cape Flats to Capetonians, local and foreign visitors is a key success factor for the success of the Cape Flats Pilot Project, with marketing organisations playing a pivotal role here.

While the Cape Flats does not have any tangible heritage sites or buildings which are of national significance (because of historical under-investment) or which would have the status of an “icon” or tourism magnet, it does have many examples of intangible cultural heritage which reflect the way of life on the Cape Flats and presents unique forms of cultural expression. Based on research into current tourist demand and the supply of cultural resources, a sustainable pilot project on the Cape Flats will be most successful if it aims to research, interpret, present and showcase the diverse forms of this cultural heritage.

The most successful example of sustainable cultural resource management in the Western Cape is the example of the District Six Museum. The District Six Museum

was established as a project, which would be a place of memory, rather than a monument and would primarily represent the “voices of the people”<sup>2</sup> and reflect the “enduring sense of spirit of the community”<sup>3</sup> which was removed from District Six. While the Cape Flats does not exhibit the same qualities of place such as District Six, a sense of community is the trademark of the Cape Flats and that needs to be re-valued, enhanced and showcased alongside the historical events and processes which have influenced its particular character and uniqueness.

To be sustainable, tourism projects need to be part of a *network of tourism service providers and product suppliers* in the form of a seamless tourism distribution channel. Linkages between existing successful tourism destinations or icons, which are crucial to the survival and sustainability of a project on the Cape Flats, are shown below. As tourists travel to ‘something’ in a destination, the precinct becomes a critical link within the overall experience as it serves as the major source of information, direction and focus.



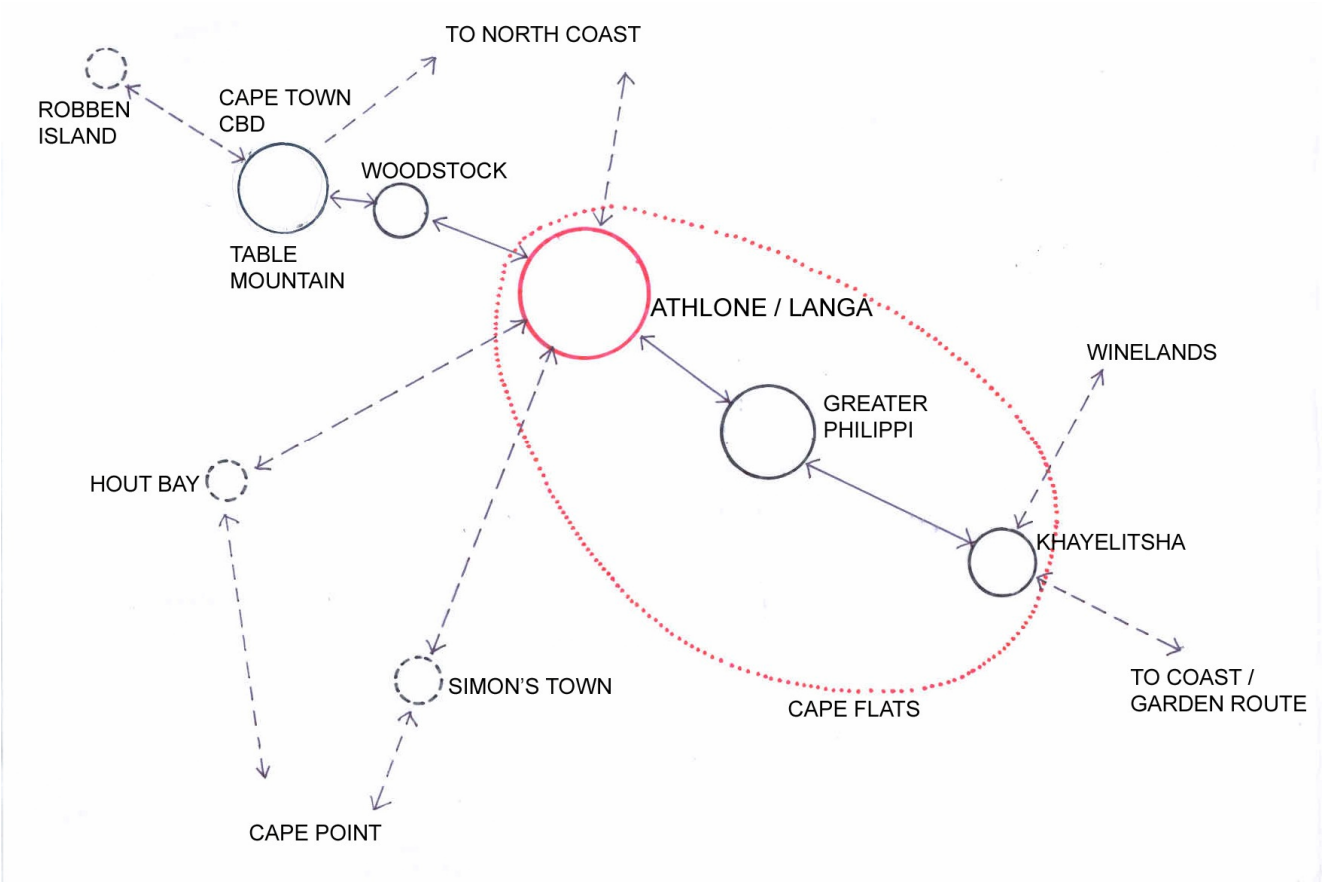
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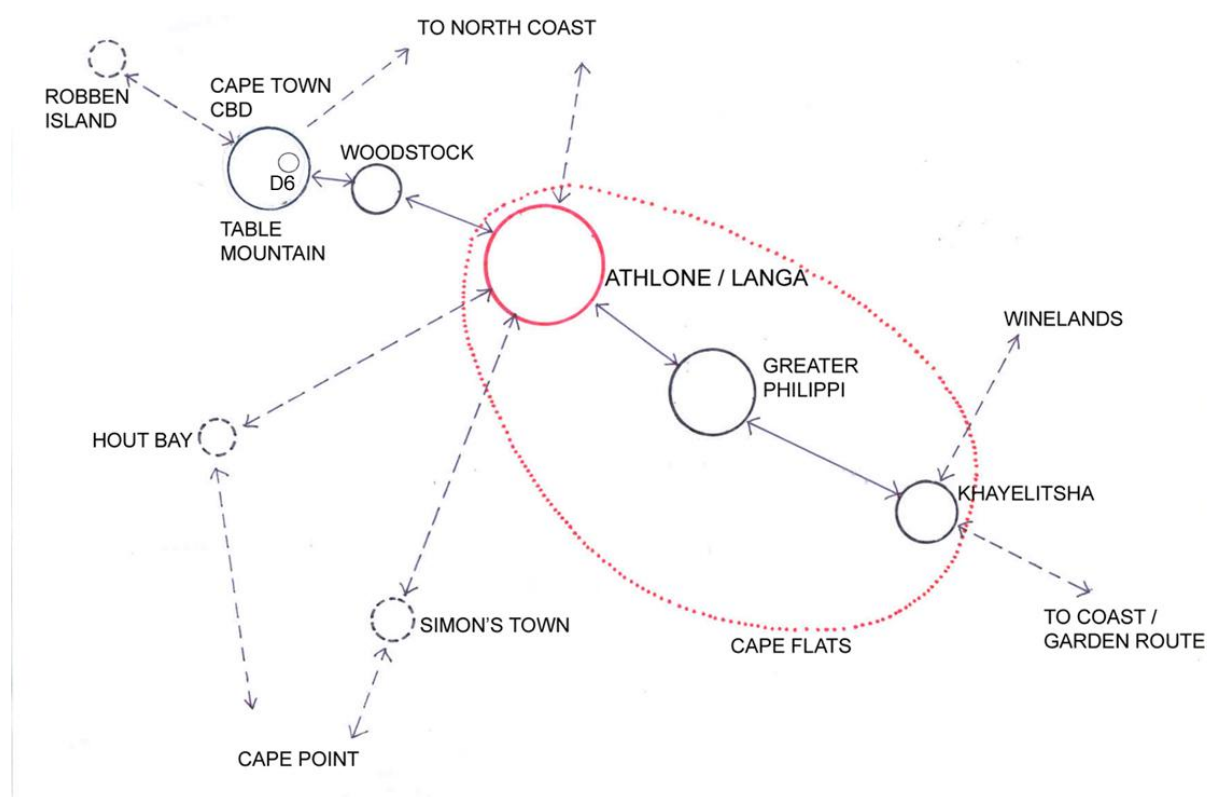
Tourism delivers markets to products and therefore is inherently spatial. An important first step is to understand the tourism journey. Some of the key points in the journey have been identified as following the major routes along the coast or M3/M4 and running along the mountainside from the centre of Cape Town to Cape Point. The strategy would be to link places on the Cape Flats, which have thematic linkages, to the “mainstreamed” sites. Examples could be the following:

<b>Theme</b>	<b>Routes</b>
<b>Direct linkages of forced removal:</b>	D6 – Langa- Guguletu- Athlone – etc. Kirstenbosch – Claremont – Athlone – Hanover Park etc Simonstown – Ocean View – Retreat – Mitchellsplain
<b>Environmental linkages</b>	Kirstenbosch – Edith Stephens – Rondevlei –Driftsands – Wolfgat – False Bay Beaches
<b>Political (sites of struggle)</b>	D6 – Robben Island Museum – Oude molen/Valkenberg - Langa– Athlone – Gugulethu – Crossroads – Khayelitsha – Faure - Lwandle
<b>Spiritual site linkages</b>	Churches, mosques, temples, karamats, graveyards, initiation sites
<b>Industrial site linkages</b>	Woodstock – Salt River – Phillipi – Ndabeni – Athlone cooling towers - Epping - Airport Industria CBD - Hout Bay – Kalk Bay - Retreat – Athlone

Spatial representations of the precinct showing linkages and routes are contained in the main body of this report. Diagrammatically, the connections between the Athlone/Langa node and the CBD combined with access to other geographical areas of interest is shown below:



Thematically using the 'heritage of sport' is shown below, as an example of how this model can be adapted to specific themes.



Sample Areas	Sample sites Local level activities and sites to be identified
Robben Island Museum	Exhibitions, tours: on ex-political prisoners sporting activities
District Six Museum	Sports in District Six (exhibitions, sports tours)
IZIKO, Bo-Kaap Museum	Exhibition : traditional sports; History of Sports in Bo-Kaap
Green Point	Green Point Track, Stadium,
Cape Town CBD	Exhibitions: History of Adventure sports (marine-based, mountain, aerial sports) Mega Sports Days
Hout Bay - Simonstown	Exhibitions on Adventure sport (marine-based, etc)
Athlone-Langa Node	Athlone Stadium, Vygies Kraal, City Park Stadium; Community Centres (exhibitions, tours, live matches: Soccer/athletics, ballroom dancing, horse dressage)
Khayelitsha	Oliver Tambo Centre: Exhibitions, tours, live matches,

Newlands	History of Rugby , soccer. Exhibitions; tours, live matches
Winelands	Boland Stadium: history of rugby, etc

**Opportunities may include:**

- “run up to 2010 activities”
- media profiling of sports icons
- merchandising
- gifts, mementoes, craft, memorabilia, books
- informal trading
- tour packages
- all levels of accommodation
- entertainment
- transport
- safety and security
- transport
- food and beverage
- tourist guiding
- events, festivals, exhibitions, expos
- events services and products
- maintenance services and support for sport venues / events
- ticket salespersons
- sports equipment and accessories (uniforms, etc)
- photography, film, documentaries and support services
- sports training camps , media , communication material and services



## **8. OUTLINE OF POSSIBLE TOURISM PRODUCT AND ROUTE DEVELOPMENT IN THE ATHLONE, LANGA NODE.**

### **Tangible opportunities**

After extensive consultation that included community based meetings, surveys and a tourism symposium the Athlone-Langa node had been identified as the first feasible tourism development area. These meetings were conducted with a sample group of tourism organisations, practitioners and operators on the Cape Flats. The choice of Athlone and Langa hinged on the fact that there had already extensive development and investment in this area and an intervention of this sort would be the most strategic. The current initiatives include the N2 Housing project, the improvement of the Klipfontein corridor, the development of Vangate shopping centre on Vanguard drive and the existing memorials and sites of cultural heritage. Other factors for success include amongst others easy access to transport, diversity of tourism opportunities, support services and its heritage value and significance.

The District Six Museum, Department of Economic Development and Tourism and Cape Town Routes Unlimited identified the following opportunities as the most appropriate pilots after the completion of the Cape Flats Tourism Feasibility Study. The criteria used is outlined in the final report of the Cape Flats Feasibility Study: Assessment Framework (pp. 65 – 67). However, another critical factor is the link to the city centre. District Six and the District Six Museum had been identified as the gateway to the proposed Tourism Development Area. The reason District Six is central to the narrative of forced removals and is the main connection that will link the Cape Flats to the central city.

### **8.1 Sites of Struggle:**

#### **8.1.1 Memorials (e.g. Trojan Horse Memorial, Gugulethu Seven Memorial, Colleen Williams and Robert Waterwhich Memorial, Ashley Frantz Memorial, Amy Biehl Memorial)**

The Trojan Horse Memorial developed by the City of Cape Town begins to insert the narrative of struggle onto the Cape Flats in a very tangible way. With the re-conceptualised memorial site the City and the Province are looking at ways of broadening the narrative, raising awareness about the story and also making the site accessible to the community. Based on the experience of the District Six Museum it has been shown that community involvement and endorsement is essential for the success and ongoing development of a cultural heritage site. The initial framework within which the memorial is placed is the broader struggle narrative that includes the Gugulethu Seven Memorial. This includes looking at the theme of youth struggle. The route could comprise many sites, for example: Colleen Williams and Robert Waterwich, Ashley Kriel, Anton Fransch, Amy Biehl and Philip Kgosana amongst others. The Robben Island Museum as the prime site of struggle in the City becomes the key central city node that will link up all sites of struggle in a seamless narrative of the Western Cape contribution in the fight against apartheid.

Suggested infrastructural intervention -Interpretive memory centre: The District Six Museum serves as the primary example of success in this area. An interpretation centre will be critical to creating the context in which the sites of struggle as sites of memory can be understood. The interpretive centre also needs to be more than just a centre for memory. It needs to be a community space that will allow locals as well as visitors to immerse themselves in the history of the area.

### **8.1.2 Slave site routes**

The District Six Museum is housed in a church that was once home to many freed slaves in the central city. There is a new permanent exhibition at the Slave Lodge in Adderley Street (to be opened December 2005). The issue of Prestwich Street and Protea Village adds to a narrative that presents us with an opportunity to open the debate on slavery by making the links between slavery, District Six and the Cape Flats more explicit. This approach would allow for the creation of a slave sites route. At a later stage this can be expanded to include the Cape Winelands and other rural sites like, Genadendal, Elim and Wupperthal.

## **8.2 Cape indigenous trades:**

### **8.2.1 Sacks Futeran Commercial Shopfront**

Cape Town has a rich variety of localised trades. Most slaves were skilled and semi-skilled craftspeople, such as dressmakers, coopers. In the industrial era, many people also worked as craftspeople and semi-skilled workers, as well as in creative industries such as photographic studios, doing signwriting and film development. Many also worked in the fishing industry, in gardening concerns such as Kirstenbosch. Others were cooks for wealthy homes or in the catering trade. There are also surviving crafts such as model shipbuilding and of course the artistic traditions developed through institutions such as the Community Arts Project in District Six in the 1970s and 1980s. All these activities can be reflected in the development of new products, the development of Cape indigenous foods and methodologies, in masonry, of photographic and visual arts, and the manufacture of indigenous musical instruments such as *Goema* drums and the "*tamarina*"

The D6 museum also has a craft product development initiative that we would like to strengthen. This involves the making of textile materials such as pillow cases, and other products for sale in the shop. Finally, the museum has an active music heritage programme, and artists are normally resident in the space for peak tourist periods to promote the musical heritage. We would like to see the musicians showcasing not only their own skills but also instruments and audio products developed through this process.

From this we want to consolidate indigenous trades in a knowledge base from which we can develop products. Moreover, we aim to drive a process which creates training opportunities for youth in disadvantaged communities, particularly the Cape Flats. It

is our intention to see a manageable skills transfer process from older practitioners to young craftspeople who might be drawn from areas on the Flats and from returnees to District Six itself.

*The pilot craft development project will build on our existing craft initiatives with community bodies such as Khulumani and AMAC.*

The Sacks Futeran Building was built in the 1800s. It has a wonderful historic atmosphere, which evokes the period of mercantile industry in Cape Town in the early 20<sup>th</sup> century. Today it still operates as the shopfront for Sacks Futeran merchants, a textile retail outlet.

Sacks Futeran will be a major hub for the Precinct and will also need to be a viable community cultural complex and income generator for the museum. We believe that it has the potential to be a flagship craft centre for indigenous trades in Cape Town. We would like to conduct a major research and development project to develop this idea.

- i) The first step is to survey indigenous trades in Cape Town, especially to find practitioners and craftspeople who are likely to be older, retired people. It is likely they were employed in the wine, building, clothing, and metal industries, or self employed. They might be tailors for the annual carnival, or retired wine casket makers, or goema drum makers.
- ii) The second is to source younger unemployed youth who could be engaged in a master crafts class with these persons.
- iii) The third is to develop a training and product development programme, based on the outcomes of the survey of youth and older craftspeople.
- iv) The fourth is to find ways to develop innovation around these crafts through international and national liaison and exchange, artist workshops, and other initiatives. We would like to have a major input in terms of international best practice to ensure that what is eventually produced here are products of lasting value and quality.

The final step is to open the Museum Craft Centre at the Sacks Futeran Complex in 2005/ 2006. The centre will house the museum's extended book and craft shop, a restaurant, and visible workshop space where visitors and tourists can see the craftspeople and their apprentices at work. The Sacks Futeran space will also house major new exhibitions as well as a theatre for professional productions as well as community events and amateur performances reminiscent of the Star Bioscope.

### **8. 3 Sport:**

#### **Athlone Stadium - Sports Museum**

The District Six Museum has a comprehensive sports collection. This collection was displayed in 1996 at the District Six Museum and celebrated 100 years of the unsung heroes of black sport in the Western Cape. Out of this process a sports committee had been established representing many different organisations. There have been ongoing discussions about housing the collection in a permanent space. However, the lack of resources meant that the project could not reach its desired goal. The revamp of Athlone Stadium, in preparation of the 2010 Soccer World Cup, presents the Province with an ideal opportunity to showcase the heroes of black sport in a world class facility and at the same time preserve the rich cultural legacy of black sport.

### **8.4 Iconic Junction:**

#### **Power Station Precinct**

'Looking at individual electricity supply options Mowzer says the decision has just been taken to mothball the Athlone power station. Although a request for proposals for an IPP was issued and several responses were received none of these were deemed suitable for the power station and alternative uses are now being investigated, such as conversion into a cultural and trading precinct and event centre.' ([http://www.esi-africa.com/archive/esi\\_1\\_2005/39\\_1.php](http://www.esi-africa.com/archive/esi_1_2005/39_1.php)).

Following on this thought the Athlone power station would form a bridge between the N2 and the Athlone and Langa areas. It would also encompass the Black River which has a rich history of its own. On the perimeter of the node lies Epping, Thornton and Ndabeni. The Athlone Power Station Precinct will be able to breach the gap between Langa and those areas particularly Ndabeni which is the area to which the first people from District Six were forcibly removed to in 1901.

Other references: City of Cape Town

### **8.5 Events:**

It is clear that there is a need to use events as a link to re-integrate communities of the Cape Flats into the mainstream. Whilst many suggestions have been made the following is initially proposed:

#### **8. 5.1 'Klopse Kamer'**

The District Six Museum has been involved in research and engagement around the Carnival traditions of the Cape as part of its Music, Memory and Heritage Programme. The carnival project is dubbed the 'Klopse Kamer' and is a destination and concept tour. Visitors to the Cape Flats can experience a sing-along session with a carnival troupe while being entertained in the home of one of the carnival families. The possibility of purchasing the carnival instruments and paraphernalia can be done at the Sacks Futeraan Complex in the District Six Cultural Heritage Precinct once they return to the central city.

These are a preliminary list of possible activities

- 8.5.1.1 Goema drum makers come in and make or repair goemas, introduce them, do demos and sell them

- 8.5.1.2 Have a regular klopse kamer take place and invite different troupes to have their “kamers” at the museum
- 8.5.1.3 Have makers of carnival costumes come in and talk about last years costumes and share experiences of the making and sales of costumes and challenges around these – with older costumes of sale or for display in the space.
- 8.5.1.4 Have banjo players or banjo makers/repairers come and present different banjos, as well as discuss the issue of instruments generally

### **8.5.2 Township Groove Initiative**

It entails a holistic township tourism development concept including:

- 8.5.2.1 A Township Groove Magazine;
- 8.5.2.2 The cleaning up, landscaping and fencing of an open site within a community residential area in Guguletu, where events can be staged
- 8.5.2.3 The branding of a tourism route through the townships (first phase Langa, Bonteheuwel and Guguletu) with marketing collateral/brochure highlighting the attractions, stories, lifestyle and heritage of the townships
- 8.5.2.4 A Township Groove Festival at the site in Guguletu with music and entertainment.

The Festival will take place in Guguletu at a festival village with entertainment, catering, crafts, etc. There will also be events in the Waterfront so as to create a link between the City and the township.

## **9. FORWARD PLAN**

### **9.1 Short Term**

Identification and building of partnerships. This will form part of an ongoing process of consolidation throughout the next five years.

Identification of additional members of the Steering Committee (public and private sectors), to ensure adequate representivity (both sectoral and geographical)

Establish the mandate for the Implementing Agent, which will include overall brief, objectives, targets, tasks as well as the limits and lines of authority.

Identification of the resources required to support the Implementing Agent

Implementation of suggestions for pilot nodal areas

Development of the reporting procedures and implementation of the required monitoring and evaluation processes

Development of a media and communication strategy to keep all stakeholders abreast of progress. This will form part of an ongoing roll-out plan

First phase of the development of an Infrastructural Plan, which will consist of consultation with appropriate private/public sector partners, to ensure integration with other infrastructural plans that already exist or are in the process of being developed.

## **9.2 Medium Term**

Development of an Infrastructural Plan for tourism in the precinct. Aspects to be addressed in the plan include the upgrading of the environment and transport services as well as evaluation of signage, buildings and facilities

Development of a Business Plan. Aspects to be addressed in the plan include: procurement, partnerships, concessioning, quality standards, funding and sponsorships, marketing, media and communications, product design and development, festivals, conferences and events programmes, human resources plan, cultural and environmental resource development

Development of a finalised tourism plan. Aspects to be addressed include skills development, enterprise development, marketing in relation to the overall Cape Town brand, visitor management and events calendar (e.g. promotions, exhibitions, shows).

## **9.3 Long Term**

Implementation of the Infrastructural Plan for tourism in the precinct by appropriate role-players, co-ordinated by the Steering Committee

Implementation of the Business Plan in the precinct by appropriate role-players, co-ordinated by the Steering Committee

Implementation of the Tourism Plan in the precinct by appropriate role-players, co-ordinated by the Steering Committee

## **10. CONCLUSION**

The Cape Flats Tourism Framework is a *living document* offered as a tool to assist with re-integration of our people into the mainstream of tourism, maximisation of the use of limited resources, development of sustainable tourism product and the creation of market access opportunities for all in our quest to improve the quality of life for our citizens.

Indeed we see the framework as an important part of our armoury to reach our vision of a growing sustainable tourism economy where the benefits are spread to all.

Thank You

**DEPARTMENT OF ECONOMIC DEVELOPMENT AND TOURISM**

**PROVINCIAL GOVERNMENT OF THE WESTERN CAPE**

**DECEMBER 2005.**

**For further information write to:**

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# CAPE FLATS TOURISM FRAMEWORK

## 1. INTRODUCTION

As part of the need to co-ordinate the efforts of all the organisations that have primarily been involved in promoting cultural heritage tourism in the Province, a feasibility study was undertaken to explore the cultural heritage tourism potential of the Cape Flats.

### Elements of the Study

The feasibility study includes, but is not limited to, the elements below:

Survey of product development opportunities

Development of a networking database system

Audit of resources, infrastructure and sites that pertain to cultural heritage tourism

Audit of existing tour operators and tour packages

A public consultative process towards developing the framework for a pilot project

The creation of a formalized network to support and implement the Cape Flats Tourism Development Area Plan.

### Objectives of the Study

The study attempted to stimulate the following objectives:

To promote the concept of the Cape Flats Area as a tourism region by drawing tour operators, local/provincial/national government departments, artists, cultural activists and tourism entrepreneurs into a collective effort towards developing tourism on the Cape Flats

To foster a culture of tourism entrepreneurship through exposing a wide range of communities to informal, non formal and formal economic opportunities, through celebrating local arts, crafts, trades, music and food.

To advocate for increased community participation through the skills development strategy and other means of economic stimulation through seed funding.

To suggest plans for the building of holistic and supportive new infrastructure based on partnerships, introduction of additional services and the improvement of existing services, including infrastructure to memorialise historical events.

To add to the knowledge base of cultural heritage tourism through consultative tourism development processes such as these.

To build a coalition for on-going tourism promotion on the Cape Flats through a core group comprising relevant roleplayers and stakeholders in the tourism and cultural heritage industry.

### Tasks of the Study

The feasibility study includes, but is not limited to, the elements below:

Collate existing information and data

Survey of product development opportunities

Conduct an assessment of resources, infrastructure and sites that pertain to cultural heritage tourism

Audit of existing tour operators and tour packages

A public consultative process towards developing the framework for a set of pilot projects and to create a formalized network to support and implement the Cape Flats Tourism Development Area Plan

Develop a networking database system

Framework for pilot projects and development plan

### The Project Team

The project team included specialists in the fields of tourism, cultural heritage and spatial planning.

Shareen Parker	African Equations (Tourism)
Juanita Pastor-Makhurane	Birthright Projects (Heritage)
Nisa Mammon	NM & Associates (Spatial Planners)

## THE STUDY AREA

The brief defines the study area as the “Cape Flats”, which can be interpreted in various ways. The physical boundary of the Cape Flats is generally defined by the City of Cape Town sector known as the Metro South East Sector. It was felt that this boundary was historically too recent and would exclude understanding of other “boundaries”, for example:

The tourism industry follows different boundaries when earmarking tourism regions.

The heritage sector does not merely look at spatial boundaries, but boundaries through “time”.

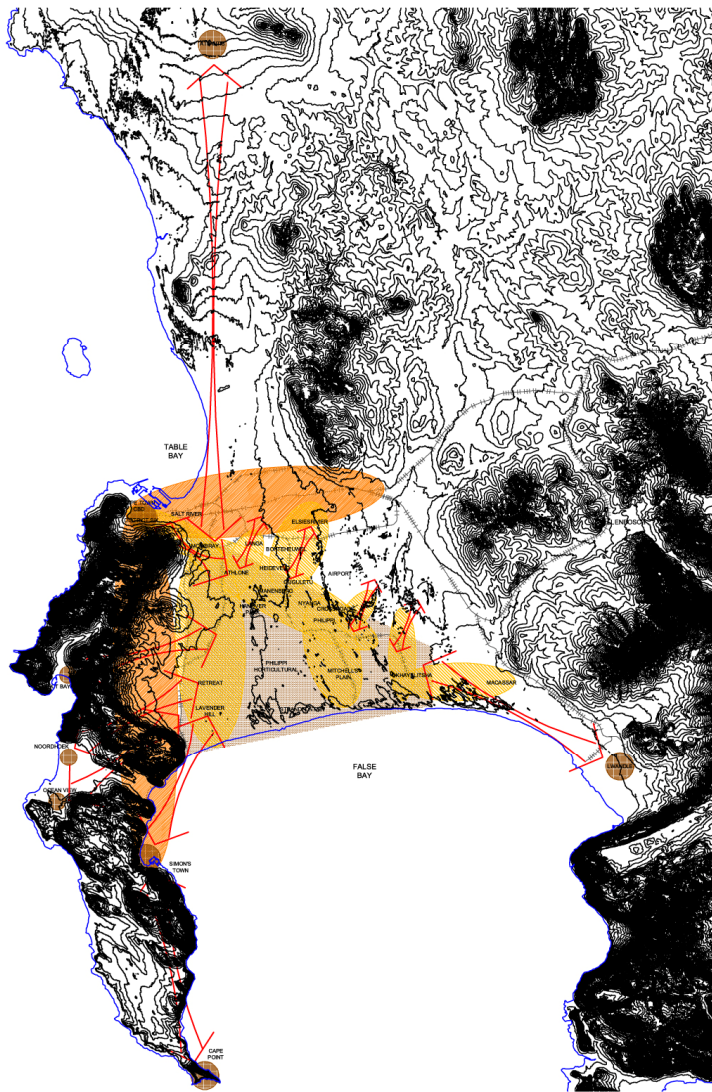
Defining the boundary to a cultural landscape and/or natural landscape does not work on a political level.

Furthermore, the geographical understanding of “the Flats” varies according to the different historic periods and where people were removed to under Apartheid needs to be identified.

Definition of the Cape Flats

**It was therefore decided to have a defined “core” area including Macassar, Khayelitsha, Mitchells Plain, Greater Philippi, Crossroads, Gugulethu, Nyanga, Langa, Manenberg, Lansdowne, Bonteheuwel, Greater Athlone, Woodstock, Salt-River and District Six, where direct participation, surveys and data collection would take place. The wider “Cape Flats” definition would include any place that falls outside the core area but has historic, social, environmental and/or cultural connections.**

Map of the study area



**FIGURE 1: STUDY AREA**  
Scale 1:500,000  
NMI & Associates Planners and D

CMA boundary  
Historic activity corridors  
Road, the False Bay Coast & Baden Powell Drive  
Urban connections within study area or just outside study area  
Outlying routes with linkages to the Cape Flats

## THE STUDY METHODOLOGY<sup>4</sup>

Tourism on the Cape Flats was viewed and researched from the perspective of the following sectors:

- Accommodation
- Agri-tourism
- Ancillary services
- Arts, Culture and Heritage
- Eco-tourism
- Food & beverage
- Heritage
- MICE
- Private sector
- Public sector
- Tour operators and transport
- Tourist guides

Our understanding is based upon the national definition of tourism<sup>5</sup>. Organisations are defined as being a direct part of the industry if a major portion of their income is derived from tourism related activities.

The following formed part of the methodology:

- Policy review
- Desktop research
- Community Surveys (with individuals and institutions)
- Focus Group Discussions
- Interviews with key stakeholders from Industry and Government
- Symposium
- Mapping of existing practitioners, services and sites

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<sup>4</sup> Full details of the study methodology can be found in the Interim Report on the Status Quo and the Discussion Document

<sup>5</sup> White paper: DEAT Development and Promotion of Tourism in South Africa, June 1996

## THE PROBLEM STATEMENT

The Western Cape has achieved success in becoming a global player in the highly competitive tourism market. However, this success brings its own challenges and responsibilities and the uneven distribution in the Cape Metropolitan area of tourism activity with its attendant economic benefits must be addressed. The Integrated Tourism Development Framework (ITDF) for the Province provides the basis for delivery of product development and marketing strategies through a market-led approach and focus upon prioritisation. It identifies 11 Tourism Development Areas (TDAs) of which the proposed Cape Flats Tourism Development Area is one. Despite the overwhelming contribution by the Cape Metropole to the Western Cape tourism income, the historical lack of development has resulted in the absence of tourism economic nodes on the Cape Flats where the community's contributions to and benefits from the tourism industry are marginal.

Why is the Cape Flats unique as a study area?

Racial polarization was the ultimate goal of Apartheid planning and resulted in the creation of labour pools and townships, which were populated by people who fitted into a "racial" category. The Cape Flats was designed largely as a dormitory residential area and as such has generally resulted in limited economic investment opportunities. Today, the Cape Flats is characterised by high levels of

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*"...CAFDA was established in 1944 and works with local communities on the Cape Flats. There is a unique culture here on the Cape Flats and we need to make people aware of that..." Neil Scott. CAFDA*

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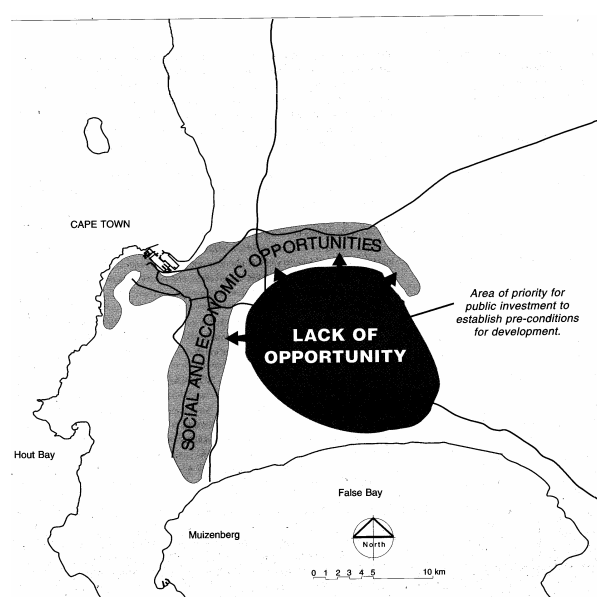
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severe shortage of economic opportunities and a lack of infrastructure, social services and community amenities.

Tourism is integrally intertwined and dependent on the social dynamics that exist in society and the effects of social exclusion (a direct result of apartheid planning) are clear when analysing tourism on the Cape Flats. Communities living on the Cape Flats reflect a low awareness of development/globalization trends, a lack of self-confidence and of self-esteem. Many people in the communities lag in participation in a capitalist/competitive process, due to historical exclusion from access to resources and markets, exacerbated by a tradition of social development characterised by welfare support. The current tourism product offerings reflect the racial division in Western Cape society produced through the continued existence of racialised townships on the Cape Flats, which divide people along racial lines.

Historically alienated from the tourism industry, the Cape Flats possess unique characteristics with the potential for a wide range of tourism opportunities and activities in the fields of heritage, cultural, industrial or eco-tourism, which could stimulate economic growth in this historically marginalised area.



### Summary of implications

Given that Cape Flats has a unique and significant heritage value, political history and cultural wealth of activities to offer as part of the broader metropolitan area tourism package, tourism presents an important opportunity for the local people to participate in economic development. From a spatial point of view, systematic tourism linkages, opportunities and areas require infrastructural investment and coordination to ensure appropriate investment on the Cape Flats, as part not only of the broader tourism industry, but as a means of adding value to the local social and economic potential of the area.

It is therefore crucial to understand the spatial implications of these trends but most importantly to think about ways in which tourism that builds on the unique history of the area can be used to bring about much needed economic opportunities on the Cape Flats and play a spatial reconciliatory role as it compliments the broader City's tourist industry.

## **WHO ARE THE PRIMARY STAKEHOLDERS?**

### Provincial Government

The Provincial Government is responsible for the synergy between national policy frameworks and provincial policy implementation. Its areas of responsibility include funding, monitoring and enforcement, infrastructure, capacity building, marketing and promotion, awareness raising and potential of tourism as well as entrepreneurship.

One of its role is to facilitate collaboration between the functions of tourism, environmental management and cultural heritage.

### Local Government

Local Government has to ensure that by-laws are not in conflict with national or provincial legislation. Local Government acts as an agent for development, monitoring and enforcement, marketing and promotion and as the Heritage permitting



authority at local level. In addition, local government activates research and develops databases of relevant heritage resources, tourism entrepreneurs and support services and products.

### Communities

A community can be defined as any group of people who have an association or link, whether past or present, with a cultural heritage resource. It is important to ensure that community participation strives to involve groups within the communities that have been previously marginalised, e.g. tourism policies have identified women, youth and ngos as important role-players to be specifically targeted.

### Museums and Heritage Sites

Museums and Heritage Sites play a role in the implementation of cultural heritage resources management, as they may also be designated management authorities for specifically significant heritage resources at national, provincial or local level.

Included in their responsibilities is to liaise with and inform the tourism agencies and private sector practitioners about the nature of their resource and how it should be integrated into tourism activities, local visitor management strategies, tour itineraries, tourist guide narratives, general tourism product development and inform craft design.

### Private Sector

The private sector should play a role in funding cultural heritage resources management projects, developing partnerships with heritage authorities and heritage institutions, developing corporate social investment (CSI) programmes in cultural heritage, and forming partnerships / joint ventures with local entrepreneurs or collectives on commercial projects

### Organised Labour

Labour has a critically important role to play in improving the quality, productivity and competitiveness of the commercial delivery of a tourism product. While it is often believed that the key to quality is the physical features of a tourism product, it is actually the quality of the experience delivered by the labour force that determines the true quality. The skills of employees need to be regularly updated so that they are appropriately trained and prepared for the task at hand.

In addition, it needs to be recognised that employees, are also part of 'sending communities'. The contribution of employees needs to be recognised both in the manner in which they have shaped the communities that they form a part of, as well as the shaping of their working environment.

### Non-Government Organisations

Involvement in decision making by non-governmental organisations, local, national or international, may contribute in the development and management of cultural heritage resources for tourism, as encourage an activism among local communities to own their cultural heritage and seek to promote participation in cultural heritage development and management at all levels of society.

### Media

The role of the media is important to raise awareness amongst the population at large. The media is an also a useful ally for press coverage and to promote responsible cultural heritage and tourism practices. All levels of media (from community radio, newspapers) need to be harnessed to promote domestic tourism and to expose and familiarise ordinary South Africans about the range of cultural heritage and tourism experiences available.

## Summary of implications

An integrated approach, which involves all stakeholders are vital, as it is participative and inclusive and will ensure sustainable, holistic and profitable cultural tourism ventures.

## **STATUTORY AND POLITICAL ENVIRONMENT<sup>6</sup>**

During the past two decades, developing economies have increasingly harnessed tourism as a key economic driver to make a significant contribution towards the overall “development” of their countries. However, the quality and nature of this growth has been tempered with critical questions about the “multiplicity of power structures” which will determine where tourists visit, what they see and do and who among the host population receives the economic benefits.

This has led to increased recognition that tourism can only contribute effectively to economic and social development<sup>7</sup> – including poverty alleviation – through addressing issues of “locus of control”, beneficiation, the development of appropriate policy environments and putting into place the required steps to tap into its potential.

### International

#### World Heritage Convention Act (1999)

The World Heritage Convention is an international agreement between State Parties, which are members of the United Nations Education, Scientific and Cultural Organisation. The objective of the Convention is to “establish an effective system of collective protection of the cultural and natural heritage of outstanding universal value in accordance with modern scientific methods. The Convention lists certain criteria for establishing universal significance.

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<sup>6</sup> For more details on the statutory and political environment, please refer to section 2 in the “Interim Report on the Status Quo Cape Flats Tourism Framework”

<sup>7</sup> Refer to the 2004 NEPAD Tourism Action Plan’ the first African development strategy which acknowledges the role of tourism as a development strategy. Discussion document prepared for the 41<sup>st</sup> Meeting of WTO Commission for Africa, Mahe, Seychelles. 10-13 May 2004.

Act 49 of 1999, implemented by the Minister and Department of Environmental Affairs and Tourism gives effect to South Africa's ratification of the World Heritage Convention. The encouragement of tourism is one of the key objectives of the World Heritage Convention Act, 1999. While the Act gives the Minister of Environmental Affairs and Tourism the authority to co-ordinate the nomination of World Heritage Sites, it presupposes and requires that the Departments of Environmental Affairs and Tourism and Arts and Culture co-operate on the implementation of the specific requirements of the Act, such as establishment of management authorities, integrated management plans.

#### Guidelines on tourism

The South African government is an affiliate to various international bodies, which have developed guidelines on tourism. All of these are voluntary and member countries are not compelled to enforce them amongst the tourism practitioners, but there is an attempt to strive towards a common vision of responsible tourism practices from the source country and at the destination. Amongst the bodies are WTO (World Tourism Organisation), ICOMOS International Scientific Committee on Cultural Tourism, ECTAA, PIRT (Partners in Responsible Tourism) and the United Nations.

#### National

In the past, "tourism has not been about development, its focus has been about the economics of the white elite, and the surrounding social realities of scarcity and deprivation did not intrude or else were converted into picturesque elements"<sup>8</sup>. The

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<sup>8</sup> Baskin, J. 1995: *Local Economic Development – "Tourism: Good or Bad?"* Working Paper. Land and Agriculture Policy Centre (LAPC) Tourism Workshop Proceedings – Small, Medium, Micro Enterprises. Johannesburg 1995

impact of apartheid policies did not merely curtail international tourism flows, but led to the under-development of domestic tourism amongst black South Africans<sup>9</sup>.

Since 1994, rapid social and political change, coupled with the climate of global competition, have propelled South Africans to identify tourism as a source of economic growth as well as a way of reconstructing the past.

The South African Constitution (1996)

Chapter 3, of Act 108 of 1996 obliges all government departments and institutions to co-operate with one another. Exchanging information, consulting, reaching agreement, assisting and giving support are all key features of cooperative government. The need for such cooperative governance is echoed in the Cultural Heritage and Tourism Development Guidelines compiled in 2004. Schedule 4 of the Constitution makes special provision for tourism...to be a provincial and local responsibility.

Relevant to Tourism

\White Paper on the Development and Promotion of Tourism in South Africa (1996)  
The White Paper provides the broad framework for tourism policy in South Africa. It acknowledges that tourism has social and environmental dimensions and that the benefits and impacts upon local destinations need to be equally measured. Guiding Principles for the development of responsible tourism in South Africa are laid down and include: tourism will be private sector driven; government will provide the enabling framework for the industry to flourish; effective community involvement will form the basis of tourism growth; tourism development will be underpinned by sustainable environmental practices; and will support the economic, social and

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<sup>9</sup> Rogerson, C.M. & Visser, G. 2004: *Tourism and Development in Post-Apartheid South Africa: A Ten Year Review*. Tourism and Development Issues in Contemporary South Africa. Ed. Rogerson and Visser. 2004

environmental goals and policies of the government. The national vision for tourism is “To develop the tourism sector as a national priority in a sustainable and acceptable manner so that it will significantly contribute to the improvement of the quality of life of every South African”<sup>10</sup>

### **6.2.2.1 National Tourism Spatial & Infrastructure Investment Framework, (1999)**

The National Tourism Spatial Framework provides the context for decisions regarding strategic interventions by defining priority areas for tourism infrastructure investment (PATII’s). The National Tourism Infrastructure Investment Framework identifies tourism infrastructure requirements at national level, and outlines requirements regarding policy changes, the scale of investment necessary and the mechanisms for implementation.

### **6.2.2.2 Tourism Amendment Bill (2000)**

This bill promulgated the representation, role and responsibilities of the SA Tourism Board, whose primary role is to market the country internationally and to ensure that the images and messages reflect not only the multiple voices of local people but also the changing socio-cultural character and conditions of South Africa and its role globally. Other roles are to conduct research and to improve the geographic spread of tourism.<sup>11</sup>

### **6.2.2.3 Tourism Second Amendment Act (2000)**

The Act governs the area of tourist guides. The National Registrar for Tourist Guides must maintain a central database of all tourist guides registered by Provincial

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<sup>10</sup> South Africa. *Institutional Guidelines for Public Sector Tourism Development and Promotion in South Africa*. DEAT 1999

<sup>11</sup> the Domestic Tourism Growth Strategy 2004 – 2007 identified that 60% of domestic travel is within the province in which people live and only 40% of trips are taken to another province

Registrars and monitor trends in the tourist guide sector, particularly the transformation within the provinces. In addition, the Western Cape Provincial Tourism Department, together with the Provincial Registrar, must ensure that imbalances and skills gaps are addressed and that learners are recruited from the disadvantaged areas e.g. Cape Flats region.

#### **6.2.2.4 The Tourism Industry Charter (2001)**

In 2001 the Tourism Business Council of South Africa issued an industry charter of empowerment and transformation. The Charter identifies 5 routes or components of a strategy designed to empower black South Africans in the tourism industry: expanded ownership; affirmative procurement; development of small businesses; internal transformation including employment equity and management opportunities; and community development. The Tourism Scorecard compels all industry practitioners to declare their scoring of BEE and is aimed at creating a more level playing field in tourism.

Relevant to Spatial Planning

#### **6.2.3.1 National Environmental Management Framework Policy**

The policy framework which was developed out of a consultative process (CONNEP) by the Department of Environmental Affairs and Tourism as the lead agent of environmental matters between 1995 and 1997, creates a framework for the development of sectoral policies, such as cultural heritage and tourism development, sustainable resources use and impact management and the enactment of new legislation:

### **6.2.3.2 Environment Conservation Act (1989)**

Act No. 73 of 1989, establishes the environment as: “the aggregate of surrounding objects, conditions and influences that affect the life and habits of people or any other organism or collection of organisms”

### **6.2.3.3 National Environmental Management Act (1998)**

Act 107 Of 1998 aims to co-ordinate and harmonise decisions of the various national departments that exercise functions, which may affect the environment in order to minimise the duplication of procedures and functions. Amongst its aims are to promote the integration of and compliance with the principles of environmental management; to identify, predict and minimise negative impacts; and maximise benefits of any cultural, heritage and tourism development activities on the environment

### **6.2.3.4 National Environmental Management: Protected Areas Bill (2003)**

Bill 39 of 2003 provides for the establishment of protected areas in four categories, under the authority of the Minister and Department of Environmental Affairs and Tourism: Special nature reserve, National park, Nature reserve and Protected environment. While the above protected areas are specifically established to manage natural ecosystems, it is often the case that cultural resources exist within these protected areas. Here the management authority established under this Act must take responsibility for the identification and management of cultural resources as an integral aspect of the protected area; and liaise with SAHRA and relevant heritage authorities in relation to the national heritage resources grading system.



Relevant to Arts, Culture and Heritage

#### **6.2.4.1 The National Heritage Resources Act (1999)**

The Act proposes a three tier system for heritage resource management. National level functions are the responsibility of the South African Heritage Resources Agency (SAHRA). Provincial level functions are the responsibility of the various provincial heritage resource agencies. Local level functions are the responsibility of local authorities. The Act requires the various heritage management authorities to investigate the designation of heritage areas to protect their environmental and cultural value. The National Office of SAHRA manages the grading and declaration of sites deemed to be of national heritage significance. The legislated definition of a heritage resource is any place or object of cultural significance. Living heritage means the intangible aspects of inherited culture<sup>12</sup>, while archaeological means material remains resulting from human activity<sup>13</sup>.

#### **6.2.4.2 The Cultural Institutions Act (1998)**

This Act provides for the declaration of institutions as cultural institutions. Cultural institutions receive funding from the Department of Arts and Culture, but enjoy framework autonomy. A cultural institution is not predefined, but could be a museum or scientific institute. This act is relevant when considering the roles and responsibilities of cultural institutions as potential management authorities under other acts.

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<sup>12</sup> These may include: cultural tradition; oral history; performance; ritual; popular memory; skills and techniques; indigenous knowledge systems; and the holistic approach to nature, society and social relationships

<sup>13</sup> These include buildings, a site, area or region, artifacts, human and hominid remains, representation executed by human agency, wrecks whether on land or in water, any cargo, debris or artifacts older than 60 years, features, structures and artifacts associated with military history older than 75 years and the sites, meteorites, palaeontological remains and fossils.

### **6.2.4.3 Cultural Industries Growth Strategy (2003)**

The strategy is based on the perspective that creativity, innovation and knowledge need to be developed in South Africa to attain a competitive advantage. DACST's lead project in this regard is the Cultural Industries Growth Strategy (CIGS). Cultural industries are distinguished from other art forms by the commercial activity that is assumed to be their prime motivating force. Yet, art forms that are "not-for-profit" are taken as important resources for the cultural industries. The CIGS has identified the craft, film and television, music and publishing sectors as industries of focus:

Other

### **6.2.5.1 The Development Facilitation Act (1995)**

One of the key provisions of the Development Facilitation Act (1995) is the integration of environmental management principles into development activities and the emphasis on sustainable development. This Act entrenches the consideration of the impact of land-use development on the environment and therefore on cultural heritage resources.

### **6.2.5.2 Local Municipal Systems Act (2000)**

This requires all municipalities to put into place an IDP (Integrated Development Plan) at town and district levels.

### **6.2.5.3 BEE Act (2003)**

Section 12 of the Broad-based BEE Act 2003 provides the enabling framework for the promotion of black economic empowerment; defines a strategic path forward; outlines the need for all sectors to negotiate its own charter and scorecard; and defines the use of the term "black"

Local Economic Development Charter for South Africa<sup>14</sup>

Amongst the eight principles contained in this Charter is “a divided city cannot be successful or competitive. It is in everybody’s interests to narrow the gaps that divide us geographically and economically...”

#### **6.2.5.4 Liquor Act (2004)**

This act establishes new norms and standards in order to maintain economic unity within the liquor industry. The drive is to ensure that formalisation of illegal liquor outlets through licensing.

Provincial

Relevant to Tourism

#### **6.3.1.1 Tourism White Paper<sup>15</sup> (2001)**

The provincial tourism policy is based on the fundamental principles of social equity, environmental integrity, economic empowerment, co-operation and partnership and sustainability. The challenges of transforming the society and economy of the Western Cape are the driving forces directing the policy. The key messages of this policy centre on the recognition of the economic significance of tourism to the provincial economy, the importance of promoting sustainable tourism activities and attractions, and the promotion of coordinated tourism development.

The provincial tourism vision is: *“by the year 2010 the Western Cape is renowned as a premium world tourism area”*

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<sup>14</sup> White,S. et al. 2002: Local Economic and Employment Development in South African small towns: “The Small Towns LEED project.”

<sup>15</sup> Full title: White Paper on Sustainable Tourism Development and Promotion in the Western Cape

### **6.3.1.2 Western Cape Tourism Act (2003)**

The 1997 Western Cape Tourism Act was repealed and this new act promulgated.

The message of this new Act is in keeping with the National White Paper on Tourism and is underpinned by a clear development approach.

### **6.3.1.3 Integrated Tourism Development Framework (ITDF) (2003)**

The ITDF draws strong attention to the fact that not enough focus and resources have been paid to those areas which are distanced from the main transport arteries, such as the N1, N2 and N7, with the result that tourists perceive that there may be of little interest going there and so do not visit such places. The study puts strong arguments forward to encourage dispersion from these main routes so that tourists may be signposted along “easily identifiable destination points into undiscovered areas – such as the Cape Flats”. The ITDF identified 11 TDAs (Tourism Development Areas), which include the Cape Flats. A TDA or corridor is an area with potential for future growth and a priority area of focus for marketing activity from a product and spatial perspective.

### **6.3.1.4 Cape Town Routes Unlimited**

Cape Town Routes Unlimited was created to reconcile the marketing initiatives of the province under one brand, shape a shared vision, ensure optimal use of resources and collective inputs into campaigns and programmes. The Board and Advisory committees are a fair representation of broad stakeholder groupings

### **6.3.1.5 Cape Town Declaration (2002)**

This declaration emerged from the Cape Town Conference organised by the Responsible Tourism Partnership and the Western Cape Tourism Board as a side event prior to the WSSD in Johannesburg. The Declaration embraces guiding

principles in the social, economic and environmental spheres, in line with responsible tourism in destinations.

Relevant to Spatial Planning

### **6.3.2.1 Klipfontein Corridor (Economic report, 2004)**

In 2003, the City of Cape Town and the Provincial Government of the Western Cape committed to a joint initiative to implement a mobility strategy for the City of Cape Town. The Cape Town CBD – Klipfontein Road – Khayelitsha Corridor, a line or corridor strategy, formed Phase 1 of this mobility strategy. Key components identified include: tourism, arts, culture and heritage, public transport, non-motorised transport (NMT) and the creation of an improved public environment.

Relevant to Arts, Culture and Heritage

### **Western Cape Cultural Policy – Preliminary Draft (2005)**

The preliminary draft proposes a process to review existing policies on Arts, Culture and Heritage presently being utilised by the Provincial Government of the Western Cape, Department of Cultural Affairs and Sport, using the National White Paper on Arts, Culture and Heritage as its guide to practice. This policy provides a new vision and policy direction for the Provincial Government of the Western Cape Department of Cultural Affairs and Sport and its statutory bodies. It also provides a broad policy framework for all stakeholders and potential partners involved in the field of arts and culture in the Western Cape.

Other

### **6.3.4.1 ‘iKapa elihlumayo’**

The “iKapa elihlumayo” (the Growing Cape) is a framework aimed at creating “a home for all” with the objectives of increasing economic growth, increasing employment and economic participation, reducing geographical and socio-economic inequality; and

providing a sustainable social safety net. Tourism is an important sector for growth in the Western Cape and is an integral part of the micro economic strategy.

#### **6.3.4.2 N2 Gateway Project**

The Project is a directive from the National Minister of Housing which forms part of a national, provincial and city housing policy and programme that was initiated to address directly the issues of housing and poverty. The initiative is a collaborative partnership between the public and private sectors to begin to build high-density, low-cost housing with a view to upgrading informal settlements adjacent to the N2 freeway and to address poverty alleviation at the same time.

#### **6.3.4.3 Essentials for Product Development<sup>16</sup>**

The following aspects have been identified as critical elements for the development of tourism product development, viz.,

- visually attractive / aesthetically pleasing
- accommodation
- food
- transport / access
- attractions
- night activities
- information services
- safety

Local Government

Relevant to Tourism

#### **6.4.1.1 Vision for Tourism**

The city's vision for tourism<sup>17</sup>, which flows from the overall economic development vision, is “to **position Cape Town as a world-class competitor and South Africa's**

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<sup>16</sup> Input obtained from Brent Walters (Acting Chief Director – DEDT) Source: Management Policies and Strategies for Redeveloping Tourism Course: International Development Ireland 2002.

<sup>17</sup> Tourism Strategy and Situational Analysis for the City of Cape Town. KPMG report

**premier tourism and events destination and to maximise the economic spin-offs and jobs created”.**

#### **6.4.1.2 Tourism Development Framework (2003)**

Tourism has been identified as one of the economic activities for the future of the City of Cape Town. The Tourism Development Framework sets out the functions and projects, which the City needs to undertake in order to support the development of tourism in Cape Town, and describes how the City works with partners in the public and private sectors and communities to implement the Framework. Eight strategic themes form the basis of the Tourism Development Goals: sustainability, market-driven product development, partnerships, investment facilitation, people development, quality service and standards, linking destination marketing and product development, and on-going and focused research.

Relevant to Arts, Culture and Heritage

#### **6.4.2.1 City of Cape Town Heritage Management Policies**

Heritage and cultural resources fall under the City of Cape Town's Environmental Management and Planning Department. The underlying principle is that environment and environmental management touches on all aspects of peoples' lives, their role in local government, the services provided and the economic and cultural qualities of Cape Town. An Integrated Metropolitan Environmental Policy, or IMEP, has been developed to guide various activities and programmes, and to create a framework of values, which can be adapted to all of the numerous challenges and opportunities, the city provides. The Environmental Management Department assists with planning and implementing sustainable development which improves local environments, protects and enhances the unique natural and cultural resources of the City for the benefit of current and future generations.

## Summary of Implications

The introduction of a new era of legislation based on different principles to the laws of the past has focused on the transformation of South African society through the development of governance frameworks for a mature, responsible and empowered civil society. Several new tourism policy frameworks and related policies<sup>18</sup> are indicative of the dramatic policy shifts, which support the development and changed role of tourism, which in turn have led to changed roles for government, the private sector and local people.

## POSITION STATEMENT

### Principles

The following principles have been developed from an analysis of the objectives and goals inherent in current legislation and government policies in planning, heritage management and tourism sectors. The principles<sup>19</sup> provide a benchmark against which to measure the objectives and success factors of potential pilot projects.

- Strive to reach a balance between Market Demand and Supply:
- Access and Movement:
- Sustainability (Environmental, Social, Economic)
- Equity, Integration and Opportunity:
- Diversity and Difference:
- Quality:
- Flexibility:
- Sense of Place:
- Value
- Enhance Tourism Brand of Western Cape

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<sup>18</sup> See Annexure A for full list of policies and other relevant documentation

<sup>19</sup> For a more comprehensive explanation of these principles, please refer to Section 3.2.2 of the Interim Report



## Theoretical Framework

### Arts, Culture, Heritage and Tourism

Since 1994 and the advent of a democratic government in South Africa, the museum and historical monument sector has changed predominantly because of two major factors (i) the introduction of new legislation which has sought to transform laws and policies which were based on apartheid planning and principles; and (ii) the emergence of the South African economy into global markets, especially impacting on the development of the tourism industry and the changing opportunities for funding of such projects.

New legislation, specifically the National Heritage Resources Act of 2000 and the National Heritage Council Act of 1999 has sought to be more inclusive of a diversity of cultural values, in comparison to previous laws such as the National Monuments Act of 1969. Policies by government departments have specifically sought to emphasise the importance of intangible cultural heritage or “living heritage” because of its currency in global heritage discourse<sup>20</sup>. The National Department of Arts and Culture has also establish Legacy Projects which aims to “approve and facilitate the setting up of new monuments, museums...plaques, outdoor artworks, history trails and other symbolic representations” and foreground “formerly neglected heritage”<sup>21</sup>.

Simultaneously with the emergence of new legislation and policies, there is an increasing emphasis on heritage as product, as South Africa has opened up to a global markets and the government economic policies have identified tourism as the industry with the most potential to increase the country’s GDP and to create jobs.

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<sup>20</sup> Deacon, H., Mngqolo, Proselandis, S. 2003. Protecting our Cultural Capital, HSRC Social Cohesion and Integration Unit

<sup>21</sup> Rassool, C. 1999 The Rise of Heritage and the Reconstitution of History in South Africa, University of the Western Cape

While the heritage industry around the world has developed and grown in response to a new demand by people to experience other parts of the world through travel and to consume products of the regions where they travel, the heritage industry in South Africa has been dominated by government transformation strategies, rather than private sector investment.

The demand for tourism products and cultural product development has burgeoned in South Africa, influenced by the marked increase in tourists to the country, so much so that the traditional cultural heritage sector has been unable to meet the new demands, as its mandate has always been the protection and conservation of heritage. The Department of Arts and Culture has directed the emergence of a new sector, called the Cultural Industries Sector as a strategy to try to meet the new demands influenced by the growing tourism industry<sup>22</sup>.

However, the problems of transformation of South African society tend to predominate in areas, which were specifically identified for underdevelopment by Apartheid planning. The Cape Flats in the Western Cape is no exception. While the South African government has identified as one of its strategies as the development of intangible heritage, the Cape Flats seems to expose the dangers of an overemphasis on this aspect of heritage<sup>23</sup>.

Cultural tourism initiatives have succeeded in consolidating the ethnographic “gaze” by developing tours which present black South Africans through a “living museum” showcase in the townships and there are no museums on the Cape Flats, and therefore a serious lack of critical and historic presentation of real life on the Cape

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<sup>22</sup> Department of Arts & Culture 1997 Cultural Industries Growth Strategy

<sup>23</sup> Deacon, H., Mnqolo, Proselandis, S. 2003. Protecting our Cultural Capital, HSRC Social Cohesion and Integration Unit

Flats. “Townships are either cast in a timeless past of tradition or a post-apartheid future of imagined modernisation through “trickle down” effects from the growth of tourism.”<sup>24</sup>. In this way, tourism to the Cape Flats succeeds in creating a division between the “European-derived” city centre and the “exotic African experience” in the townships.

The current dominant concept and practice of tourism is to match supply with demand, which has conditioned the notion of tourism itself and, consequently, shaped the way in which local communities participate and “re-construct” their cultural heritage for tourism. Tourism products need to balance ‘market demand’ with the aspirations and needs of the destination community. Management of the resources through its local people can minimise leakages and maximise benefits. This is particularly relevant as the transformation to a democratic government has ‘opened’ up the participation, contribution and beneficiation to all those constituencies who had been historically excluded from tourism.

#### Spatial

The spatial organisation of the CMA is a product of the historical racial segregatory policies inherited from the apartheid era. As a result the City is polarised and marked by high levels of uneven distribution of economic opportunities across the different areas. The current economic development trends in the CMA continue to entrench the old spatial tendencies of a socio-economic polarisation and fragmentation. It is argued that CMA has resulted in spatially dualistic economies the first economy (which is growing) and the second economy (with limited opportunities).

The overarching trend is a rise of “tertiarisation” (high-skilled) of the City’s economy in particular tourist industry and the expansion of the “FIRE” (Financial services, Insurance and Real Estate) and other services sectors, while on the other hand there is a significant decline in the traditional manufacturing industries (semi-skilled)

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<sup>24</sup> Witz, L. 2001, Museums on Cape Town’s Township Tours. History Department, University of the Western Cape

throwing the employment and income prospects of a significant proportion of the established working class population, in question<sup>25</sup>.

Turok<sup>26</sup> states four principal trends behind the “persistent polarisation” in the local economy: the decentralisation of retail and office activities away from the Cape Town CBD to suburban centres generally associated with higher income residential areas; a broader tendency for various economic development to shift away from established centres towards a more dispersed pattern of development; the trend of development towards the city’s major northern growth corridor and; a tendency for economic activity centres to specialise in serving different market segments. All these serve to reinforce the continued polarisation between the city’s more developed northern and western areas and the major zone of socio-economic disadvantage in the metropolitan south east sector of the city (refer to diagram on page 14) Massive private investment has tended to shy away from the historically marginalised areas such as the metro southeast or Cape Flats.

### Lessons Learnt<sup>27</sup>

#### Bdwire Craft Art

The vast majority of funded projects such as Community Based Tourism projects and craft projects have been implemented by either a new organisation set up specifically for the project or an existing NPO. Bdwire Functional Craft Art, however is an

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<sup>25</sup> Wilkinson P. (2004). “Renegotiating Local Governance in Post-Apartheid City: The Case of Cape Town” *Urban Forum* 15(3): 213 – 230, July – September 2004.

<sup>26</sup> (2001) cited in Wilkinson P. (2004). “Renegotiating Local Governance in Post-Apartheid City: The Case of Cape Town” *Urban Forum* 15(3): 213 – 230, July – September 2004.

<sup>27</sup>

**“Impact assessment of the City of Cape Town’s Community-Based Tourism development and SMME support/job creation funding programmes” City of Cape Town, 2004**

initiative that was set up by an experienced private sector enterprise, Streetwires CC and initially funded by the City of Cape Town.

While the work of this organisation is based on the perspective that the skill of wire-working is an indigenous traditional skill developed by young people and children in building toys, a particular message or narrative is not explicitly directed in the design of new products. Designs are influenced by trends in the market and the design sector.

The project, while employing PDIs from the Cape Flats area, took a conscious decision to centralise the project in its existing premises in Cape Town. In setting up the project, the problems of decentralised production of craft viz. difficulty in controlling quality, problems with material supply and the lack of supervision resulting in difficulty in meeting deadlines were viewed as being significantly greater than the problems of having the artists and crafters commute. Another important factor was the ability, through centralisation, to provide improved labour conditions such as security of work and work benefits including sick leave, access to the Basic Conditions of Employment as well as the Labour Relations Act, this being a major concern for crafters that work from home.

The project has demonstrated that the centralisation of both manufacturing and marketing can be a successful model for the crafters as it has been able to create sustained employment for the 15 persons initially taken on. The key success factors have been:

Private sector conceived, driven and organised

Centralisation of activities

Implementation of formal labour practices and protection for crafters

### Lwandle Migrant Labour Museum

Lwandle Museum is located in the Lwandle Township located close to Somerset West. It has as its focus the migrant labour system that formed an economic and political cornerstone of apartheid. The museum's aim is to tell the stories of this system while simultaneously creating jobs in the area.

It has received funding over a number of years from the City of Cape Town as well as various other organisations. With 4 full time employees, however it has struggled to generate income of any significance. While the museum is generally well known to the tourism industry, it receives very little support from tour operators and only one tour operator, Cape Capers, utilises the museum regularly as a stop.

The Museum exhibits are underdeveloped and generally unattractive and uninformative and while there are plans to include one of the old labour hostels as part of the museum, this has not yet happened. The intended core message of the museum is clear but is not well translated into an exhibition resource or other products. Lwandle Museum has started an arts and crafts centre that creates opportunities for approximately 17 crafters (who produce craft unrelated to the experience of the migrant labour narrative) and recently opened the Imbizo restaurant on site. These initiatives however are not linked or integrated into the overall migrant labour narrative and offer products that are indistinguishable from a large number of other outlets.

In summary, Lwandle Migrant Labour Museum continues to struggle to draw tourists and move towards sustainability. Its problems arise from a number of sources including:

Poor resource development: poor exhibits and narrative

Lack of focus: the job creation aspect has overwhelmed the conservation and narrative resulting in a weak offering to the tourism industry

#### Two Oceans Craft and Cultural Centre

The Two Oceans Craft and Cultural Centre (TOCCC) is located at Masiphumelele alongside a major tourism road and opposite the Solole Game Reserve. It received significant funding from the City of Cape Town. On paper, the project appears to have significant potential due to its location, infrastructure and support from various organisations. The project initially offered tourists: crafts that were made on site<sup>28</sup>, a restaurant and entertainment in the form of dancers and marimba band. At the same time, the project provided a central venue for community activities, undertook training of various community members and acted as a marketing and booking service for guides that operate township tours in the area.

Despite all of this, the potential of the project has never been realized and the project has never approached sustainability. One of the major problems that the project encountered was a lack of consistent leadership. Due to the high turnover of project coordinators there was no consistent strategic direction, planning, branding and product development. This meant that the product offerings to the industry were inconsistent and the tourism practitioners ended up with a poor view of the TOCCC, specifically around the issue of reliability, both in terms of availability of the various services (e.g. dancers and restaurant) as well as the quality of these. The result is that although subsequent plans were implemented to address these issues, there has been little success due in part to historical factors. Lessons learnt:

Strong and consistent leadership is essential for projects

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<sup>28</sup> The design of craft is not directed by any particular message or narrative. Knowledge of the market for such products, as well as the market demand for such products is minimal

A consistent, articulated strategy needs to drive the process

The initial offering to the tourism industry is important, i.e. product and organisation development must be done prior to launch as it is difficult to reverse a negative perception of the product by the industry

#### Look Out Hill

Look Out Hill is a multi-purpose centre that was constructed in Khayelitsha with funding of approximately R12 million from various organisations. The objective of the Look Out Hill Project is the “creation of a tangible tourism destination, thereby benefiting the local communities through economic benefit and access to infrastructure.”

This 992m<sup>2</sup> development was designed by Magqwaka Architects to accommodate a restaurant, curio shop, and an exhibition centre and was commissioned by the City of Cape Town,. However, while the narrative or intention seems to be focused on community involvement, the practice and organisation of the development does not carry this message through. Instead, the place is devoid of community life, rather than reflective of it.

The situation of Look Out Hill is unique in that it provides a spectacular view of Khayelitsha and the Cape Flats and as such has tourism potential. This potential has however not been realised. The centre is underutilised, has been vandalised and had a number of the boards removed. While there is space and infrastructure to support a number of traders and crafters, none are permanently present (initially 22 traders and crafters occupied the centre) and the only full time employees are security guards. While there are many reasons for this, the bottom line is that there is insufficient trade to sustain the traders and crafters. That the Look Out Hill centre is a tourism bubble with little connection to the residents of Khayelitsha was evident from the community



survey conducted by the study team. The main lesson learnt is that from conceptualisation, a project must take into account the need to create a space that locals can enjoy, which will in turn create a tourism venue. It is social engagement that makes venues successful and assists with the challenges of seasonality: even the V&A Waterfront, would struggle to be sustainable without significant local support.

#### Imvubu Nature Tours

Imvubu Nature Tours is a tourism company which has been established to manage all of the tourism aspects at Rondevlei Nature Reserve. Imvubu was set up as part of the process to outsource non-core services by Cape Nature. Initial funding was provided by a number of sources including the Department of Environmental Affairs and Tourism and the City of Cape Town. Imvubu provides nature tours, conferencing facilities and overnight accommodation.

The narrative or message in this tourist destination is well-developed through a focus on the conservation of the natural resources at the Nature Reserve. The product narrative (nature tours, accommodation and conferencing facilities) articulates well with the narrative representation of the natural resource.

Although Imvubu was developed as a community based initiative, employing local residents where possible, the company always intended to be a private sector enterprise that would take up the concession at Rondevlei to manage the tourism and conferencing facilities.

Imvubu has worked hard at integrating itself into the broader tourism industry. It has used the opportunities provided by both Provincial Government and other assistance mechanisms to increase its understanding of both business and the tourism industry. Equally importantly it has used these opportunities to network and develop tourism connections that have led to sales.

The key success factors that have been demonstrated:

Although the project was community based, it was set up from the outset to be a private sector enterprise

The young entrepreneurs have maximised the use of assistance mechanisms and networks

## **STATUS QUO**

### Tourism Spatial Economy

When viewing the distribution of tourism activity in the Cape Metropolitan area, the “current tourism spatial economy” is characterised by unevenness. Not enough has been done to address this skewed distribution with respect to activities and beneficiation<sup>29</sup>.

Although the segment descriptions do not always outline the geographical scope of tourism activities, the most frequent site attractions are located in the Cape Metropole (Cape Town, Cape Point, Table Mountain, V&A Waterfront); the Cape Winelands (particularly Stellenbosch and Franschhoek) and the Garden Route and these regions remain the key beneficiaries of actual and potential tourism expansion.

### The Cape Flats Tourism Spatial Economy

Location of existing tour routes, transport infrastructure and accommodation  
There are two key factors that shaped the movement structure of the CMA. The first is the modernist approach to planning after the second world-war and the second is the strategy of apartheid to separate and divide the city and its land uses into group areas, discreet pockets of land uses and mono-functional housing estates especially in the metropolitan south east sector. Freeways and railway lines and their respective

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<sup>29</sup> Visser, G. 2004: SA Tourism and its Role in the Perpetuation of an Uneven Tourism Space Economy, page. 278

buffer zones were used to reinforce the apartheid city and up until today, these have a profound impact on integrating the city and its people. This situation is also largely impacting on the ability of the MSE to be spatially accessible to the mainstream of the city's activities, including the tourism industry (refer to Section 7.2.2.).

#### Tours

There are approximately 75 tour operators providing a "township tour" to the Cape Flats. A small number have their office based outside of the primary area i.e. based in the City Centre. They range in description from township tours, cultural tours, evening tours which include dinner and visits to jazz night clubs, etc. The tours offered by the majority of the tour operators are between 3 and a half hours and a half day. A full day is generally a tailor made tour and invariably includes Robben Island Museum and a lunch stop on the Cape Flats.

#### Accommodation

Hostels and lodges are well provided in the Mowbray – Observatory areas probably because of students needing to live close to the tertiary institutions and Groote Schuur Hospital. Guest and tourist accommodation appear to be located more frequently in Khayelitsha and surrounds followed by Langa where approximately 3 places of accommodation or B&B's have been recorded. Some non-tourism accommodation facilities stand unused during periods when they could be utilised by the tourism sector, e.g. EROS hostel. The University of Cape Town outsources the management of its residences in this way during summer vacations.

The majority of accommodation offerings in the townships are homestays, which appeal to the niche market and involves a foreign or domestic tourist, visiting or temporarily living within a family environment that provides this service for a fee. The underlying principle is based on understanding the community dynamic and the

experience is created around the social traditions, local cuisine, rituals, community and way of life of the host family and infrastructure, which supports such interaction. A great emphasis is upon relationship building and personal interaction between the visitor and the visited: mutual respect, open-mindedness and friendliness create an enriching learning experience. The diversity of the many different kinds of families in South Africa exposes the visitor to a wide variety of cultural learning opportunities, such as family activities, holiday celebrations, religious practices, sporting events, and cuisine rituals.

The homestay accommodation sub-sector does not have formal grading status by the Tourism Grading Council of South Africa (TGCSA) and therefore the majority of accommodation provided in townships operates informally<sup>30</sup>. This means that tourists do not have an indicator of quality. This situation is being partially addressed by Cape Town Routes Unlimited (CTRU) through an accreditation process which has been agreed to by the Tourism Grading Council of South Africa. Despite the lack of grading status, provincial and local government departments are placing training support, marketing assistance, and other resources to ensure that homestays can become economically competitive in the mainstream tourism economy.

#### Food and Places of Interest

Several places that cater to locals and tourists are largely located in Greater Athlone, Langa and Khayelitsha and offer mainly Indian, Xhosa and African style cuisine.

Take-aways are popular and relatively inexpensive. However, despite a few notable

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<sup>30</sup> The role of the Tourism Grading Council of South Africa is to provide a formalised system of quality standards for the tourism industry, and such compliance is voluntary. The homestay entrepreneur is also confronted by additional tribulations, such as industry perceptions about product, quality, safety, linkages and demand. The rigid regulatory framework of the mainstream industry has clearly inhibited the quest for *innovative* solutions to address the homestay concerns on grading and standards at a national level.

exceptions, the Cape Flats has little in the way of formal restaurants that serve the international tourism market. The challenge in developing eateries in the area is to combine local, domestic and international demand in order to reduce the impact of seasonality as well as increase volumes. To date this has largely been unsuccessful: restaurants that target international tourists tend to do this whilst ignoring local demand and vice versa.

In addition, while not shown on the map, many people living along the N2 and Klipfontein Corridors, provide catering services from home (light foods / snacks / traditional biscuits and cakes etc.), which could be extended to visitors.

Due to problems with the regulations governing the issuing of liquor licences and obtaining permits from the City of Cape Town, the number of licensed shebeens is “*miniscule*”. Most shebeens operate from residences and this issue is likely to create future tensions between licensed and unlicensed taverns which could adversely affect tourist access to these establishments. Quite evidently the tourism industry will in the future have to take cognisance of this issue and restrict tourist visits to those shebeens that have not been fully licensed.

There is a cluster of cultural and entertainment destinations located in the Guguletu – Nyanga – Crossroads Area and in Woodstock - Observatory - Mowbray - Rondebosch. For the remainder of the area, these destinations are fairly scattered with Khayelitsha having very few places of this nature. It is noted that the range of facilities clustered between Guguletu, Nyanga and Crossroads are very well patronised by locals and visitors to the City<sup>31</sup>, especially during the peak tourist season. There are a number of places of interest clustered in areas such as Langa, Guguletu and Khayelitsha. For example, the Sivuyile Tourist Centre, New Rest

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<sup>31</sup> Oral communication with facilitator of products in the area, April 2005

Squatter Camp, Uncedo Pottery, Siyazenzela Bead Project, Sakhisizwe Bead Project, Kwezi Community Centre, J.L. Zwane Centre, Amy Biehl Memorial, Guguletu Seven Memorial are all located along or within proximity to NY1 in Guguletu.

#### MICE Sector

The addition of the Cape Town International Convention Centre to the MICE profile of the City and the Western Cape has increased vastly the number of special events, conferences, exhibitions and festivals. The sheer size and diversity of events range from small-scale community-initiated events to international scale levels.

The Cape Flats has however not been a significant beneficiary of this growth other than as a source of labour. Although there are a number of small enterprises, for example Suburban Lodge, that provide conferencing facilities, the MICE sector is not a major source of income on the Cape Flats. Further evidence of this is the low number of Professional Conference Organisers (PCOs) based in the area.

This is not to suggest that there is a lack of events happening on the Cape Flats; rather that the events tend to be of a non-commercial nature with limited opportunities for formal business. One example is the huge number of weddings that take place. This creates opportunities for performers, flower arrangers and caterers. A brief survey of caterers in the area indicates that the caterers generally specialise in this sort of event and that they have not contemplated the MICE sector as a source of business opportunities.

While there are many challenges facing the development of the MICE sector in the Cape Flats including safety and poor transport access, a major factor is the lack of suitable conferencing and exhibition venues. The Oliver Thambo Centre in Khayelitsha, for example, is one of the only large multi-purpose venues available on the Cape Flats. Its desirability as a venue for the MICE sector however is seriously

affected by poor management and maintenance of the venue. This is also clearly evident at the relatively new Lookout Hill facility.

#### Cultural industries

**Craft:** The nature of the Cape Flats craft sector is “home” or “cottage” industry”. At the moment, the majority of the craft produced in the townships is not of a good quality as the crafters face many challenges such as: understanding issues around costing, pricing, administration, financial management, design and packaging.

Training is not always linked to outcomes, i.e. design and product linked and appropriate for the market: the products are competing against other products from outside of Africa, tourists have a certain perception of “Africa” and they want to know the place of origin and the producer’s story. Producers need to understand market demand, different market segments and how to differentiate between “craft as curio” and “craft as homeware”. Other challenges include difficulties in accessing finance (for example assistance agencies such as the Cape Craft and Design Institute (CCDI) do not provide capital assistance for stock) and production space. Although tourist guides and operators are important “facilitating agents” for the tourist industry as they are able to bring clients directly to producers or marketplaces<sup>32</sup>, their interpretation of the cultural values imbued in craft is not satisfactory.

**Music:** Music and dance on the Cape Flats is internationally renowned and is steeped in both tradition and a globalizing culture. The Cape Flats is lauded as the birthplace of Cape Jazz, choral music, kwaito, as well as the music linked to the minstrel carnival which has emerged out of a slave culture. Music-making takes places in a

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<sup>32</sup> Interview with Sibanya Crafters has indicated that their breakfast session for tourist guides has yielded returns.

broad spectrum of life, from spiritual choral singing, to entertainment to traditional cultural practices.

**Sport:** Sport is a strong cultural element on the Cape Flats, from both a political and recreational point of view.

**Entertainment:** Entertainment on the Cape Flats has been expressed in peoples' relationship with the natural environment – in hiking and camping and beach holidaying traditions. Sport has been a predominant expression of community cohesion and tradition. The unique music traditions have also influenced particular clubbing traditions, church traditions and competitions, open air “braaing” etc.

**Cuisine** The diversity of cuisine traditions found on the Cape Flats is legendary. Ranging from medicinal recipes based on indigenous herbs, cross-cultural food traditions emerging out of the Asian/African roots of slavery, the indigenous South African Nguni food traditions, as wells as European influences, the food of the Cape reflects the true diversity of the Cape Flats population best.

Cultural heritage projects

The following projects, which function predominantly as heritage resource development and management agencies, run various programmes which are linked to the heritage of the Cape Flats, even though some of these may not explicitly express the Cape Flats as an area of study. The list below contains projects that vary greatly in terms of size, scale and nature and is not exhaustive.<sup>33</sup>

CAFDA

Cape Family Research Forum

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<sup>33</sup> Various projects taken from Schedule of Cape Town Memory Related Institutions and Projects Draft 1 (11 June 2005)



Cape Town Heritage Trust

Cape Town Memory Project

District Six Museum, incl. Sacks Futeran Complex Development

Grand Parade

Langa Heritage Foundation

Centre fo Popular Memory: Trauma and Memory

Goedegift Precinct

Heritage Museum (Simonstown)

Heritage of Slavery in South Africa

Imizamo Yethu Museum

Institute for Healing of Memories

Institute of Justice and Reconciliation

Institute for Justice and Reconciliation: Community Healing Project

Iziko Museums, incl. Bo-Kaap museum

Lwandle Museum

Mandlovu Development Institute

Memory and Memorialisation Project, Centre for the Study of Violence and Reconciliation

Mothers Support Initiative

Parliamentary Millenium Project

Prestwich Place

Project on Public Past

Protea Village Museum

Robben Island Museum, University of Western Cape Mayibuye Archive

Simonstown Phoenix Committee, Simonstown Museum

Street Stories

Sendinggestig Museum

Surplus Peoples Project

Western Cape Oral History Project

### **8.2.7.1 Sacks Futeran – The Homecoming centre<sup>34</sup>**

The District Six Museum in 2002 bought, with the support of the Atlantic Philanthropies and a substantial discount from the then owner Mr Martin Futeran, the Sacks Futeran Complex, a set of 5 buildings on Buitenkant Street. This is an extension of the District Six Museum currently based in the Methodist Church in Buitenkant Street. With the assistance of a R14 Million National Lotteries Grant the Museum has been able to develop the Sacks Futeran Complex as a community centre for returnees to District Six, as a tourism hub and as the engine house for the District Six Museum's activities. Its position ensures its pivotal role between the development of the District Six Cultural Heritage Precinct (and as a potential national heritage site) as well as the urban regeneration project, taking place in the East City and Central City as a whole. The Sacks Futeran Complex would become an important link with the city and District Six as well as with the Cape Flats – to where most people were forcibly removed.

The vision of the Sacks Futeran Complex includes the following key components:

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<sup>34</sup> Submission by Zayd Minty (District Six Museum) Programming, Marketing and Expressive Arts Manager. 2005

A bustling **Shop-front** with restaurant, bar, museum shop (selling books, crafts, art, T shirts and merchandise, music, DVDs, drums, banjos, clothing and videos, postcards etc).

A 220-seater professional **Theatre**

**Galleries** for exhibitions

An **archive and conservation centre**

A **youth Internet Café – Zenit Project**

A **Resource Centre/Library**

**Educational and conference spaces**

**Offices** – District Six Museum, District Six Beneficiary Trust,

There would be **commercial areas** let out to other operators more especially the existing Sacks Futeran business and with the Arts and Media Access centre (AMAC) – a performing and visual arts and media training (currently operating)

### **8.2.7.2 The Kaapse Karnavaal - Tweede Nuwe Jaar / Carnival**

The Tweede Nuwe Jaar Carnival attracts over 30 000 participants and over 50 000 spectators to the city centre on the second of New Year as well as many more for the events around it. In 2006 it will have been on the Cape Town cultural and events calendar, as an organised event, for 100 years – although its roots extend to the days of the emancipation of slaves.

In recent years it has grown in popularity with working class people and has become an icon for Cape Town's marketing strategy. In recent years there has been attempts to turn it into a tourism event similar to carnival in Brazil – this has been slow and difficult but there is a concerted effort from the carnival itself and from authorities to ensure this is done. The proposed plan hopes to build on the ongoing developmental nature of the event – there are usually rehearsals running all year around on Sundays

as well as a massive industry related to the making of costumes, training of musicians etc.

### **8.2.7.3 The East City Precinct Development and Creative Cape Town**

A process to regenerate the central city led by the Cape Town Partnership and the City of Cape Town has been ongoing for the last 2 years. This has been bolstered by massive investments in recent years by foreign and local developers – more especially the development of loft apartments. There has also been a move to improve public space, to turn the city into a 24 hour city and attract more tourists. Recently work began on the redevelopment of Church Square to be followed by work on the Grand Parade. It is also planned to develop Longmarket Street as a link between District Six, the City Centre and Bo-Kaap and to work closely with the Memory Project to memorialise key aspects of the cities history which have been “hidden” including slave histories, indigenous peoples history, the history of migrancy and the history of exclusion of black Africans from the city centre.

Linked to this development is the idea of developing the city as a Creative or Cultural Precinct on the lines of Newtown in Johannesburg or Bankside in London. As part of this strategy the Cape Town Partnership is building on Creative Industries, Cultural Tourism and Heritage.

### **8.2.7.4 The Memory Project**

A partnership between the City, the Province and the Institute for Justice and Reconciliation – this process plans to map and develop a set of memory projects related to “hidden histories” including forced removals, apartheid history and community struggle, slave histories, indigenous peoples history, the history of migrant labour and the history of exclusion of black Africans from the city centre. The project

plans to focus particularly on those related to reconciliation and transformation and hopes to impact on new memorials planned for the broader city including in the Cape Flats and related – e.g. slave memorials, the Trojan Horse etc.

### Summary of Implications

Tourists need to be more informed about what Cape Town, incorporating the Cape Flats, has to offer and move beyond the traditional tourist sites of existing tour programmes. Tourism practitioners should continue to draw on the types of activities that tourists seek, but also encourage visits to regions and locales that are not currently supported by large tourist flows.

Marketing authorities, at all levels, must integrate a development approach to ensure that the spatial distribution of tourists in the Western Cape becomes more equitable. In the Western Cape, as in other regions of South Africa, the need for the tourism industry to become transformed from one that is white dominated to one that is owned by the majority of South Africans is a major political imperative. In addition, the supply of finance, access to procurement opportunities, and the distribution channel markets remain key challenges for SMMEs.

## **ANALYSIS OF STATUS QUO**

### Social Analysis

In order to understand the social context of the Cape Flats today, it is important to understand the historical development of the area, which has implications for the social conditions, which exist today. From its earliest history, when hunter-gatherers only visited the area on a seasonal basis, the Cape Flats has been a place of struggle and survival.

The 20<sup>th</sup> century saw the history of the development of the Cape Flats become one of forced removals. In 1901, following an outbreak of bubonic plague in Cape Town, the first forced removals occurred, to Ndabeni, from where the residents were later moved to Langa (in 1922). Over the next five decades, the process of forced removals to the Cape Flats continued. Land was designated as industrial land to create a barrier between “white” and “coloured”. “Black” areas were developed only for single men, to prevent African families from living together, and led to many families being sent back to the Eastern Cape.

Throughout this process the people whose lives were impacted were forced to live, survive and resist oppression there. From the 1970s onwards, resistance to the racist legislation intensified and eventually in 1994 a democratic dispensation was born.

The implementation of segregationist legislation and planning, culminating in the draconian laws under the Apartheid regime, has had various impacts on the development of Western Cape society, the legacy of which is difficult to eradicate and the lasting effects of which still have extreme consequences for people who live on the Cape Flats to reach their full human potential.

Today the Metro South East is widely acknowledged to be Cape Town’s single largest area of greatest and concentrated socio-economic need. Housing half of Cape Town’s population, the suburbs of Khayelitsha, Philippi East, Guguletu, Macassar, Delft, Mitchells’ Plain and Manenberg have the highest incidence of unemployment in the Metropole. Social exclusion is a direct result of apartheid planning and affects communities living on the Cape Flats, who generally have:

Low awareness of development/globalization trends which emerges out of the lack of appropriate education services for people living on the Cape Flats

Lack of self-confidence which reflects as a lack of acknowledgement of peoples' own knowledge of their own surroundings, heritage and the value of the community's cultural mores.

Low self-esteem in individuals and inconsistent events of social cohesion has led to a general lack of support networks for the development of new tourism initiatives within Cape Flats communities.

### Environmental Analysis

Only because of community demand were two official sites recently declared by the City of Cape Town: the Amy Biehl and the Guguletu Seven memorials in Guguletu.

Plans exist for officially registering other sites in Langa and Athlone. A wide range of natural resources<sup>35</sup> have been identified in the Cape Flats and associate areas, from beaches to forest areas and including fresh water vleis, river systems, bird sanctuaries, dune systems and botanic gardens. Recreational Areas have also been identified such as good sports grounds and parks.

In general the environmental resources are under-valued and under-utilised by the communities in the Cape Flats. In part, social exclusion levels have led to the tendency for communities not to take ownership of their environment but other reasons include:

current levels of maintenance of facilities,

perceptions of safety,

lack of local transport,

lack of information about accessibility and a community perception of inaccessibility of public facilities.

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<sup>35</sup> Refer Annexure B.8

In the case of the Cape Flats, signage is minimal, both for street names and tourist signs. This is in spite of the existence of a regulatory signage framework for tourist facilities that address the three main functions, i.e. directional - to guide the tourist, as a marker of quality and to ensure that the environment does not become clogged up with too much signage..

The high crime rate on the Cape Flats, which is in part a legacy of Apartheid planning and social exclusion, does impact on the viability of tours to certain areas. This issue of safety within the Cape Flats environment still remains a challenge, which has to be tackled, and was an issue that dominated the discourse of focus groups and community surveys during the study. Although specific incidences of crime against international tourists visiting the Cape Flats is rare, this is due to the way in which international tourists experience the tourism product, using some mode of transport, accompanied by a tourist guide, or crossing through the area.

The lack of a satisfactory public transport system is a severe limitation to a major sector of the potential tourism market. The presence of a viable, safe and efficient public transport system will expand the options that tourists have in terms of visits etc. In addition, the public transport system is also a means by which tourists and locals interact and therefore is an integral part of many tourists experience

#### Economic Analysis

In addition to the low levels of physical access, the issue of access to information channels about markets and networks (again influenced by the social exclusionary policies of the past) predominates on the Cape Flats. This overall lack of access manifests for tourism on the Cape Flats in the following ways:

Because people on the Cape Flats tend to be predominantly the primary producers, and not necessarily the owners and marketers of products for the Western Cape, there is a tendency



for people on the Cape Flats not to enter the tourism industry as marketers of their own products

Tourists, therefore, access products produced on the Cape Flats, in other areas and not at the point of production – this is an opportunity lost. Showcases for products tend not to be areas of investment on the Cape Flats Associated with the product development – product ownership imbalance, is also the lack of awareness and skills relating to ownership of intellectual property and copyright of product.

A significant income from tour operators is derived from commissions obtained through purchases of tourists and booking of accommodation. This was confirmed by the Global Competitiveness Study, which indicated that the larger wholesale operators achieve 80% of revenue from bookings and only 20% from tour packages. Data from the survey of Cape Flats tour operators indicate that commissions are severely restricted in the Cape Flats due to:

Limited number of products sold on Cape Flats. This is supported by information on the tourism spend.

The relative lack of accommodation on the Cape Flats

The limited number of established restaurants and eating establishments

The fact that the significant majority of tours on the Cape Flats are half day tours which minimises opportunities for sales

There are few medium and no large tour operators based on the Cape Flats, which implies that the Cape Flats is not generally viewed by the industry as a highly desirable location from which to operate despite arguably relatively low cost of property. Revenue derived from tourists by the smaller tour operators is limited

unless they are able to access the market directly and provide the total package, which would require the development of larger wholesale operators.

As already mentioned, the Cape Flats is economically and infrastructurally under-serviced, with very little corporate business activity and a low income base. This means that the formation of any large scale, commercial tourism projects is difficult, as they would require significant local support. There has been a shift in government and private sector thinking and an increase in investment on the Cape Flats, but this has so far been largely restricted to housing projects and various shopping malls. The formation of the Khayelitsha Business District and other business centres will hopefully provide an impetus for the creation of new businesses as well as prevent the need for growing businesses to move out of the Cape Flats.

Provincial and Local Government, through their economic development and tourism departments, have assistance mechanisms in place, some of which have been developed in partnership with key stakeholders such as SATSA, TEP and CTRU. CTRU assist SMMEs, specifically PDIs, to participate at marketing trade shows, ranging from local – national to international events.

#### Summary of implications

To address the social, environmental and economic issues that face the Cape Flats, interaction and co-operation amongst the three tiers of government departments and sectoral departments (planning, heritage resources management, tourism, economic development, etc) are needed:

To avoid duplication and maximise use of resources. For example, funding for the upgrade and maintenance of public spaces and facilities.

To make communities aware of the value of their local resources – open spaces, parks, nature reserves, cultural assets – and how to make the best use of them.

To create support and information networks, perhaps through Public-Private-Community partnerships

To research, monitor and evaluate projects to assess return on investment

## NEEDS AND EXPECTATIONS

From the research and public participation processes with all relevant stakeholders (refer Interim Report on Status Quo and Discussion Document for further details), needs and expectations were identified, from the following points of view: Consumer (tourist), Market Place (operators dealing with inbound tourism) and the Tourism Product Owner (supplier)

What the Consumer is looking for.

<b>QUALITY ASSURANCE MARKERS</b>
<b>Niche Market consumers will look for:</b>
<b>Fair Trade Tourism of SA Accreditation</b>
<b>Responsible Tourism practices (particularly community-based)</b>
<b>Accredited Tourist Guides</b>
<b>Graded Accommodation establishments</b>
<b>Niche Markets: Homestays which meet different criteria</b>
<b>Legal businesses entities:</b>
<b>Registered and Insured Vehicles</b>
<b>Health Safety Measures:</b>
<b>Sanitation; Hygienic conditions</b>
<b>Well designed, locally Produced Goods:</b>
<b>with appropriate branding : Proudly South African</b>
<b>INFORMATION</b>
<b>Clear, precise information about the tourism products they will experience</b>
<b>Context and nature of interaction of specific products e.g. Homestays</b>
<b>Accurate, lucid evaluation of security situation</b>
<b>All available transport options (costs and directions)</b>
<b>Cultural guidelines : how to interact with locals</b>
<b>General guidelines about “tipping”, bargaining</b>
<b>About the area: about the local communities, what to expect</b>
<b>Generic information: full range of services available</b>
<b>ACCESS AND MOVEMENT</b>
<b>Inexpensive, affordable, safe public transport</b>
<b>Ability to “mix and match” products</b>

**Niche markets:  
Independent travellers would seek to penetrate non-scheduled routes  
“Do as locals do”**

**Safety and security measures are in place**

**Large organised groups look for “packaged tourism interaction” with ease of movement between site stops**

#### **EQUITY, INTEGRATION AND OPPORTUNITY**

**Tourism products which reflect the new and changing South African political/socio-cultural and economic landscape**

**Opportunity to witness the historic legacy of colonialism and apartheid**

**Minimal barriers to reach destination: visas, flights, etc**

**Business Tourism: information about who to do business with**

**New local markets and innovative products**

#### **DIVERSITY AND DIFFERENCE**

**Cluster of products which offer full range of services for the tourist: accommodation, entertainment, banking services, transport, restaurants,**

**Innovative, creative, visually attractive products**

**Products which capture cultural diversity**

**Different product offerings: culture-based/ nature-based/night activities**

**Experiential tourism: appeals to all our senses.**

<b>VALUE</b>
<b>Destination has to offer value for money</b>
<b>Quality of Experience:</b> <b>Deliver emotional /psychological, aesthetic satisfaction</b> <b>Authentic products</b> <b>Social, cultural integrity</b> <b>Sense of Place</b>
<b>Ease of communication: real time bookings, ability to compare prices, fast confirmations</b>
<b>Feedback mechanism / comfort that complaints will be redressed</b>
<b>FLEXIBILITY</b>
<b>Product owners must provide rapid responses to enquiries</b>
<b>Ability to tailor and negotiate around tour itineraries.</b>
<b>Honesty about ability to deliver</b>
<b>Rapid response times along distribution channels</b>
<b>Meet contractual demands: Crafters, Fashion</b>
<b>SERVICES</b>
<b>Ability for large purchases to be transported back home.</b>
<b>Full range of services to make the stay comfortable</b>
<b>SKILLED PERSONNEL</b>
<b>Good people skills, guest relations</b>
<b>Options for interpretation of narratives in foreign languages</b>
<b>Professionalism and competency</b>
<b>High and consistent standards of service</b>
<b>PRODUCT</b>
<b>Expectation must match reality of the product</b>
<b>SECURITY</b>
<b>Appropriate security measures in place</b>

What does the Marketplace want

This refers to the operators dealing with inbound tourism. Marketplace here refers to those entities who interface between the consumer and suppliers. They generally provide distribution services and compile tour packages. The tourism landscape has changed significantly within the last 3 years. Intense competition has changed from

about 15 main players to 10 who garner approximately 70% of the tourist revenue in SA. There has been a strong trend in the industry towards integration. This is demonstrated in the table below:

(These may not be applicable to all Foreign/Domestic Wholesalers/retailers)

<b>QUALITY ASSURANCE MARKERS</b>
<b>Niche Markets:</b>
<b>Fair Trade Tourism of SA Accreditation</b>
<b>Responsible Tourism practices</b>
<b>Imvelo Awards for Hospitality sector</b>
<b>Accredited Tourist Guides</b>
<b>Graded Accommodation establishments</b>
<b>Niche Markets: Homestays which meet different criteria</b>
<b>Legal businesses entities:</b>
<b>Registered and Insured Vehicles, Risk Finance,</b>
<b>Accredited Trade Association Membership</b>
<b>Financially sound business environments</b>
<b>Consistent quality standards: meeting deadlines, financial accuracy</b>
<b>Health Safety Measures</b>
<b>ACCESS AND MOVEMENT</b>
<b>Public and private transport options</b>
<b>Flexibility</b>
<b>Ability to tailor route itineraries</b>
<b>Proximity to strategic locations</b>
<b>Access to Information about destination</b>
<b>EQUITY AND OPPORTUNITY</b>
<b>information about who to do business with:</b>
<b>Black Economic Empowerment relationships/ Scorecard and Charter</b>
<b>New local markets</b>
<b>Minimal trade barriers</b>
<b>DIVERSITY AND DIFFERENCE</b>
<b>Full range of products within a tourism cluster:</b>
<b>accommodation, entertainment, banking, transport, retail, restaurants,</b>
<b>etc</b>
<b>Innovative, creative products</b>
<b>Products which capture diversity of Cape Town</b>

<b>Different product offerings: culture-based + nature-based</b>
<b>Experiential tourism: not merely sight - which appeal to all the senses</b>
<b>FLEXIBILITY</b>
<b>Rapid response times along distribution channels</b>
<b>Tailor itineraries for non-scheduled tours / requests</b>
<b>Meet contractual demands: Crafters</b>
<b>VALUE</b>
<b>Tour packages / tour products must offer value for money</b>
<b>Quality of Experience: Deliver emotional /psychological satisfaction Authentic products Social, cultural integrity Sense of Place</b>
<b>EFFICIENT DISTRIBUTION CHANNELS OF BUSINESS</b>
<b>Efficient and streamlined ways of reaching players in the channel</b>
<b>Good relationships and partnerships</b>
<b>Good track record</b>
<b>Working capital requirements</b>
<b>Strong brands</b>
<b>SKILLED PERSONNEL</b>
<b>Better people skills, guest relations and computer related skills</b>
<b>Managerial skills</b>
<b>Multi-linguism amongst tourist guides</b>
<b>Professionalism and competency</b>
<b>High and consistent standards of service</b>
<b>PRODUCT</b>
<b>Enough diversity and quality for a year-round destination</b>
<b>Expectation must match reality of the product</b>
<b>SECURITY</b>
<b>Appropriate security measures in place</b>

What do the tourism product owners want?

Those involved in the production (all sectors) of goods for the tourism industry have indicated that they require:



<b>MARKETS</b>
Accessible markets: foreign and domestic
Few barriers along the distribution channel
Black Economic Empowerment facilitation
Fair trade practices
Access to key decision-makers within the marketplace
Acknowledgement that post-1994 products have changed
To be included along tour itineraries and tourist guide site stops
Greater consultation around how destinations and producers are imaged
<b>EDUCATION / TRAINING &amp; SKILLS</b>
Appropriate skills to deal with all levels within channel
Owner-managers want skilled front and back office support
Mentoring
<b>PRODUCT</b>
Support with product development
Ability to revise and adapt product more rapidly
Ability to decode the cultural symbols within a community for the tourist
Access to “space” : produce /market
Want to be part of how destinations and routes are conceptualised: so that tourists do not only “gaze” but purchase products
Increase diversity in product range: untapped opportunities
<b>SECURITY</b>
Security measures where trade takes place
<b>FLEXIBILITY</b>
Want consumers / operators to know that they have the advantage of small company flexibility
Willingness and ability to tailor products and negotiate around costs
Rapid response times
Feedback from tour operators and willingness to address concerns
Meet contractual demands: Crafters, Fashion
<b>VALUE</b>
Client has direct interaction with producer - offer value for money Often the producer and Retailer is one entity

<b>Provide Quality of Experience: (through direct interaction)</b> <b>Emotional /psychological satisfaction</b> <b>Purchase of an authentic product</b> <b>Products capture the background /story</b> <b>Products provide local social, cultural integrity</b> <b>Location of producer: Provides a sense of place</b>
<b>Equal economic value to be placed on spiritual/cultural aspects e.g. art works</b>
<b>Value of indigenous knowledge systems</b>
<b>ENABLING ENVIRONMENTS</b>
<b>Government intervention: assistance with -</b> <b>training</b> <b>marketing</b> <b>raising awareness: individuals and communities</b> <b>- of costs and benefits of industry</b> <b>information</b> <b>funding</b>
<b>Access to finance:</b> <b>Financial institutions who understand their needs</b>
<b>Private Sector:</b> <b>Networks</b> <b>Mentoring</b> <b>Sharing of Technical expertise (particularly relevant for HDI)</b>
<b>Minimal barriers to entry:</b> <b>Less onerous legislative requirements</b> <b>Affordable infrastructural support services</b> <b>Ability to negotiate around commissions</b>
<b>Partnerships:</b> <b>At all levels: Public sector, other players (big and small) in the private sector</b>

## **CORE TOURISM CHALLENGES**

Transformation

The indicators for transformation that need to be considered include: language, demographics, gender, standards and quality, use of environmental resources, employer-employee relationships, working conditions, training, development of SMMEs and sectoral growth.

Tourism BEE Charter and Scorecard<sup>36</sup>

<sup>36</sup> DEAT & TBCSA: May 2005: Tourism BEE Charter & Scorecard. A User's Guide.

The principle objectives of the Tourism BEE Charter and Scorecard, which will become applicable to all businesses, are:

to empower all black South Africans within the tourism industry

to make the tourism sector more accessible, relevant and beneficial

provide tourists with an integrated and authentic South African experience

realise the potential of the tourism sector to grow significantly beyond its current size

use transformation as an instrument of nation-building and breaking down barriers that exist between communities

The indicators for broad based black economic empowerment are: participation, ownership, management, skills development, preferential procurement, enterprise development and corporate social investment

#### HDE Ownership of tourism businesses

Research by the Tourism Enterprise Programme (TEP) shows an uneven weighting throughout the sector, with only certain types of business having high HDE ownership, as shown in the table below.

<b>HIGH HDE ownership</b>	<b>LOW HDE ownership</b>
Travel and tours	MICE sector
Accommodation (small scale)	Hotels, game lodges
Arts and Craft	Nature based activities
	Agri-tourism
	Marine based tourism
	Film and support services

#### Tour operators

Large operators have not historically offered tours to the Cape Flats, which has created a “niche” for Cape Flats operators to market their “township tours”. However, many larger tour operators are now moving into the township tour market, either to

increase their BEE profile or to gain access to tours, which in the past had been outsourced, to small HDE operators<sup>37</sup>.

Larger tour operators are either buying out smaller HDE operators (Southern Tip Tours for example) or forming alliances with them (example of Tsoga Tours). The result is that competition from the larger businesses will continue to increase and inhibit the growth of small and micro HDE tour operators in the future.

#### Tourist Guides

The numbers of black tourist guides have increased, but overall are still relatively low, as the table<sup>38</sup> below shows:

<b>Tourist Guide Race</b>	<b>Number</b>	<b>%</b>
White Male	874	51.8%
White Female	326	19.3%
Coloured Male	205	12.1%
Coloured Female	89	5.3%
Black Male	80	4.7%
Black Female	14	0.8%
Indian Male	3	0.2%
Indian Female	2	0.1%
Other <sup>39</sup> Male	41	2.4%
Other Female	54	3.2%
<b>TOTAL</b>	<b>1688</b>	

The low barriers to entry have led to an oversupply of tourist guides in certain categories and undersupply in others. Contributing to this problem is the manner in

<sup>37</sup> For example, this provided opportunities for HDE enterprises: Mohammed Baba of ILIOS (previously Legend Tourism Services)

<sup>38</sup> supplied by the Provincial Registrar

<sup>39</sup> Defined as Japanese, Chinese, Korean and Taiwanese

which tourist guides are recruited through projects, driven by training service providers rather than by looking at demand-supply needs.

Very few HDI guides possess foreign language skills and so are unable to compete in the marketplace, which is dominated by foreign language speaking tourist guides. Therefore they find themselves pigeonholed as township guides and frequently locked into a sub-contracting relationship which limits their guiding to township tours.

#### Access for designated groups

The right to universal access provided an underlying base of the recent conference on the Access 2004, which looked into the needs and challenges of the disabled persons. The fundamental issue regarding disabled persons in South Africa is drawn from the Bill of Rights which outlines the principle of equal rights, meaning that the needs of the disabled and non-disabled should be given equal weight and supportive mechanisms should be in place to ensure that everyone, regardless of their physical disabilities/impairment, can enjoy the protection or benefit from the laws, policies, structures and opportunities in the country. The Access 2004 conference raised the following issues regarding tourism:

Enhancing “township” tourism and support

More persons with disabilities in the profession (tourist guides, administration, etc.)

Arts and cultural activities

Equal access for disabled and able persons

Tourism Robots (e.g. electronic voices in lifts, electronic signage boards on roads and at tour destinations etc.) to facilitate access

Proper (public) transport that is customised to the needs of designated / challenged groups

Persons with disabilities should be supported to start own tourism businesses (shuttles, B&Bs, etc)

Access to opportunities should not be discriminatory by nature or design, but it should provide the necessary support to those with physical disabilities. Furthermore, opportunities for disabled persons should be identified and/or created and efforts should be made to ensure full participation of disabled persons in the tourism business.

### Sustainability

#### The Products Offered

Very little officially recorded information and narrative about the Cape Flats as an entity exists and the records that do exist tend to focus on the story of life before forced removal - the places from which people were removed, rather than on the places to which people were removed. This relative lack of information has had major consequences for the presentation and production of existing tour narrative.

Currently, the Cape Flats is represented as a historical narrative with the settlements themselves presented as “living museums”<sup>40</sup>. Not only is the tourism product skewed but also it is steeped in colonial and ethnographic perspectives.

The danger is that the development of the cultural product may erode the authenticity of the cultural resource and become “commodified”. A lack of awareness of the inherent value or significant narrative of the resource emerges in the development of a weak product and eventually the erosion of the resource itself. What is needed for sustainability are innovative products focusing on the cultural history and uniqueness of the Cape Flats and underpinned by on-going market research.

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<sup>40</sup> Witz, L. 2001, Museums on Cape Town's Township Tours. History Department, University of the Western Cape

### The Markets Targeted

Currently Cape Flats-based tourism businesses have access to a limited market, being mainly dependent upon sub-contracting and some word of mouth referrals. Entrepreneurs need to have a comprehensive and effective marketing plan in place to counter the effect of seasonality that limit the growth of the tourism sector on the Cape Flats. Other untapped opportunities are the domestic market and emerging markets as identified in the Global Competitiveness Study<sup>41</sup>.

### Competitiveness

The tourism industry is becoming more and more integrated<sup>42</sup>, which means that independent SMMEs continue to find themselves facing severe competition. The larger operators are moving into the “niche” Cape Flats market where the smaller Cape tour operators struggle to compete due to their size (physical and financial), limited networks and infrastructure. In general these tour operators lack market knowledge, skills and resources, and despite a strong desire to attract “international tourists”, their services remain undifferentiated. The domestic market is used as a “fall-back” market in many respects and not as a deliberate marketing strategy. In addition small tour operators may have difficulty breaking into the distribution channels used by most travellers to South Africa for bookings and information.

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<sup>41</sup> Department of Environmental Affairs & Tourism / SA Tourism / DEAT: *Global Competitiveness Study* by the Monitor Group August 2004

<sup>42</sup> source: Global Competitiveness Study, SATourism, 2004

For example, Cape Town Tourism operates 18 Visitor Information Centres across the Metropole at which tours can be booked. The policy is that tour operators receive bookings on a rotational basis. However there is a bias towards using the larger tour operators as they are perceived as having better rates, resources and flexibility. The smaller operators are generally used to provide what is termed “niche” tours and these include township tourism

## Investment

The need for better co-operation and integration between different levels of government and the lack of an overall community-based strategy for tourism and arts, culture and heritage is impeding development of tourism in the Cape Flats. Because of apartheid planning, the appropriate infrastructural development (transport, investment corridors, public facilities) required for sustainable tourism is uneven on the Cape Flats. The low level of corporate business activity and residential incomes on the Cape Flats makes large scale, commercial tourism projects that depend on local support difficult. The lack of a satisfactory public transport system is also a severe limitation to a major sector of the potential tourism market.

## **ASSESSMENT FRAMEWORK**

The assessment framework consists of an integrated analysis of three perspectives:

Sustainable tourism projects from a spatial planning perspective

Sustainable tourism projects from a marketplace perspective

Sustainable tourism projects and product from a cultural resource management perspective

Marketplace and tourism demand criteria, geo-historical criteria as expressed through spatial planning and criteria for the conservation of cultural resources have been integrated into the principles (see section 7.1) and criteria against which to measure potential pilot projects.



Information collected through survey for potential business opportunities will be identified and developed and eventually tested against these criteria in order to develop a priority decision-making matrix tool (through a ranking process) for future identification of viable tourism projects.

### Criteria

Based on the principles outlined in section 7.1, criteria were developed from an analysis of existing tourism projects and products and their rate of sustainability.

Factors that were also considered were the potential for poverty alleviation through tourism, as well as an analysis of the component of successful cultural resource development and management. The criteria that follow have been identified as crucial factors, which will determine the success of a project on the Cape Flats.

<b>Criteria</b>	<b>Explanation</b>
Support services (clinics, potable water, police station, toilets, access for disabled).	<i>These services are the generally expected services available surrounding a sustainable tourism project</i>
Convenient services ( banks, credit card facilities, baby-changing rooms, children's play areas, rest areas, )	<i>These services are services which are not necessary, but substantially enhance the consumptive nature of a tourist project</i>
Transport infrastructure (roads, signage, trains, buses, proximity to stations / bus-stops)	<i>Transport infrastructure is crucial for the development of a successful tourist route and determines whether tours cater for organised tour packages and/or the independent tourist market.</i>
Diversity of tourism product and potential service providers (categories of products need to be identified here: e.g. accommodation, food provision, arts and craft, live performance, sport and leisure, spiritual tourism, industrial tourism, events etc.)	<i>Sustainable tourist projects have more of a chance of success where there is a variety of products and service providers in close proximity and where competition flourishes.</i>

<p>Social benefit (education, welfare, health projects) and human flourishing or capability upliftment</p>	<p><i>Because the Cape Flats is an area which has been historically underdeveloped and subject to extreme processes of social exclusion, it is necessary that tourism projects consider their social benefit aspects very carefully</i></p>
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<b>Criteria</b>	<b>Explanation</b>
Availability of managed natural resources	<i>Sustainable environmental management or natural resources is a prerequisite for nature tourism</i>
Heritage value and significance	<i>Quality cultural and heritage tourism experiences are dependent on the quality of the record and integrity and authenticity of the heritage resource. A tour narrative cannot be developed without a basic historic record of cultural resources. Properly maintained and well-presented tangible heritage resources, such as buildings and places need to be managed with authenticity and integrity in order to create products for tourism</i>
Investment in existing tourism facilities / products  Health and Safety	<i>Investment which already exists is more cost-efficient than investment in completely new projects</i>  <i>A project needs to be able to meet health and safety regulations in order to be viable to host the local community, as well as tourists</i>
Skills Development and Training (and Job Creation)	<i>A tourism project should have the potential for stimulating training and skills development opportunities</i>

## Nodes

The purpose of identifying tourism nodes is to link the beginnings of identifiable points that have the elements of culture, history, social significance, political history, entertainment, places of interest and curiosity and public places and spaces, together.

It became apparent through the socio-economic and spatial analysis of these elements that these points occur within the N2 – Klipfontein Corridor bands. These corridors, and in particular the Klipfontein Corridor has the potential of associating and spatially linking some of these points, given the government's commitment to restructuring public transport within this corridor.

An urban corridor represents a broad band of mixed use activity around one or more continuous transportation routes, carrying high volumes of public transportation that operate on a stop-start rhythm. The activities along the line of the corridor tend to form energy points that cluster and grow together over time like 'beads along a string'.<sup>43</sup>

These potential tourism activities / nodes or beads can help to support some of these places that would in time carry significant volumes of movement and activity, and hence generate the opportunity for places of significance for locals, tourists and everyday activities, becoming part and parcel of contemporary life.

Cape Town has become an attractive and desirable tourist destination. However, its focus is still on promoting the mainstream tourist activities, facilities and amenities associated mainly to the city's natural and built areas as well as the higher echelons of its society and the tourism industry. A significant number of people residing on the

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<sup>43</sup> le Grange, Dewar and Louw " *A spatial and design concept for the Klipfontein Corridor* ", 2004. Prepared for the Department of Transport and Public Works, PG: WC.

Cape Flats are for various reasons not benefiting directly from the industry yet have something to offer.

There are some very ordinary and other unique features in the study area in terms of people, place, history-culture and space that can begin to be promoted as tourism or local products. These are not all necessarily place-specific but occur within a node or precinct that can begin to be targeted for potential investment.

#### Ranking Model

The combination of ratings against the criteria developed from the principles (11.2 above) resulted in a priority decision-making matrix for the recommendation of the proposed pilot project.

## **PROCESS OF DEVELOPING A TOURISM PRODUCT**

In the process of development a sustainable tourism project and products for the Cape Flats, the following key factors must be recognised:

#### Importance of partnerships

##### Destination Partnerships:

This involves destinations finding areas of common interest so that they can work together. These can be initiated from inside or outside of the Cape Flats, but in essence it means that a destination works in close collaboration with another partner/s, for example a destination from the greater Cape Town area such as Kirstenbosch Botanical Gardens works with Driftsands – Cape Flats Nature Reserve – Edith Stevens Wetland Park - Wolfgat Nature Reserve – coastal beaches.

##### Inter-sectoral Partners:

Such partners may be exemplified through a public–private–community sectoral partnership; or a collaboration of partners from differing disciplines within the public and private sectors, for example The Cape Tourism Showcase illustrates a collaboration between the public and private sectors, involving the Department of

Economic Development and Tourism, SATSA, Tourism Enterprise Programme, Cape Town Routes Unlimited and the Cape Craft and Design Institute

#### Other Partnerships

Tourism initiatives need to be identified, managed and driven from a local level to ensure sustainability as ownership by everyone is key to the success of the process and project. It is crucial that Government co-ordinates integrated strategies for cultural heritage and tourism development strategies to achieve its transformational objectives and ensure that heritage and tourism practice throughout in South Africa is synonymous with responsible practices. Capacity building has to be supported throughout the public and private sectors by cutting-edge systems in order to develop globally competitive products. The partnerships to be considered depend upon the nature of the project, the needs and the outputs that are anticipated but the main categories are as follows:

Sector	Identified need	Partner	Nature of partnership
State	Capacity building	DEDT / CTRU / ITESP	Provision of training and marketing assistance
Parastatal	Infrastructure	DBSA	Provision of funds for upgrading of infrastructure
Private Sector - finance	Financing	ABSA	Provision of working capital
Private Sector - tourism	Skills transfer	SATSA	Mentoring and marketing opportunities
Private Sector - Media and PR	Informing general public of project, publicity for launch etc.	Radio stations and Independent Newspapers	Advertorial space and interviews
Community structures	Liaison with community: community support and communication	Community forum set up for this purpose	Ongoing input and support to project as well as ongoing communication of progress from project team to community

Difference between cultural resource development and tourism product development



The Cape Flats is represented as a historical narrative in current tour packages and the settlements themselves are presented as a “living museums”<sup>44</sup>. This skewed development of the tourism product has happened precisely because there is no single agency or authority, such as a museum or cultural organisation, which is specifically focused on the development of a Cape Flats-based historical narrative and heritage resource. While the District Six Museum and oral history projects at the Universities of Cape Town and the Western Cape have been the primary role-players in recording the histories and stories of people living on the Cape Flats, this has done so primarily from the perspective of forced removal, rather than from the perspective of life and living on the Cape Flats AFTER forced removal.

In order for a more realistic tourism product development process to take place, and, specifically, one that is not steeped in colonial and ethnographic perspectives, it is essential that a cultural heritage resource agency for the Cape Flats, which records and focuses on its history, be supported. While the tourism sector does not traditionally fund or focus on cultural heritage resource development and management – that is traditionally the domain of arts and culture sector – the tour product is directly dependent on the narratives and interpretations developed by such agencies. It is therefore crucial that a consolidated strategy between the arts & culture sector and the tourism sector at government level be developed to address the issue of heritage tourism on the Cape Flats

In considering the development of cultural tourism strategies on the Cape Flats, it is essential that there be a differentiation between cultural resource development and

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<sup>44</sup> Witz, L. 2001, Museums on Cape Town’s Township Tours. History Department, University of the Western Cape

cultural production. The National Department of Arts and Culture, through its Cultural Industry Growth Strategy<sup>45</sup> has made a clear distinction between organisations and institutions that are non-profit making and therefore seek funding or sponsorship and those that are involved in the Cultural Industries. The cultural industries have specifically been identified for their job creation and income generation potential and organisations which are part of the cultural industries are usually profit-making and tend to be market-driven to ensure their sustainability. Conversely cultural resource development agencies have traditionally been conservation-driven and government or sponsor funded and view the South African public as their target market.

Eight essential elements have been identified as critical for successful product development (please refer to section 6.3.4.3.)

## **CAPE FLATS NODE WITH THE MOST POTENTIAL**

Analysis of assessment framework (matrix)

A Symposium took place on Thursday 29<sup>th</sup> July 2005 with the purpose to assess and evaluate the existing services for tourism in spatial nodes linked to the Cape Flats, based on the matrix presented below. Following brief presentations by Sheraaz Ismail (Department of Economic Development and Tourism); Valmont Layne (District Six Museum) and Louise Harrison (City of Cape Town), an explanation of the matrix showing the various nodes, the meeting formed breakaway groups for further discussion. After feedback from each group with the issues raised during the discussions<sup>46</sup>, the final plenary session, the most appropriate node was identified.

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<sup>45</sup> CIGS 2003, Department of Arts and Culture

<sup>46</sup> Refer Annexure C.4.2 for summary of breakaway groups' discussions

## Sector analysis of opportunities

In developing potential products, the following components of cultural and natural heritage resources are identified as strong factors on the Cape Flats:

		<b>Potential sources of opportunities</b>	<b>Ancillary services</b>
	<p>The Cape Flats has a rich cultural heritage based on the exploitation of the indigenous vegetation, as well as cultivation of agricultural produce to serve the rest of Cape Town. The Cape Flats has been well-known as a source place for wood. Cultural resources relating to this would be the tradition of hawking, carthorse sales, the marketplaces for fruit and vegetable sales. Also, the rich fishing traditions, originating in early Khoisan ways of life, has developed into unique cultural traditions linked to the Cape Flats</p>	<p>Retail: Produce for sale at Cape Flats tourism destinations, farm stalls, etc</p> <ul style="list-style-type: none"> <li>– konfyts, jams, pickles</li> <li>– smoked, dried, salted fish</li> <li>– cultural industries based on alien and indigenous woods</li> <li>– fruit and vegetables</li> <li>– indigenous herbs and medicines</li> <li>– indigenous drinks (honey-bush tea, rooibos tea; )</li> <li>– dried fruits</li> <li>– wines, grape juices, brandy, etc</li> <li>– dried and fresh indigenous flowers</li> <li>– books, post-cards, maps</li> </ul> <p>Events, Festivals, Exhibitions</p> <ul style="list-style-type: none"> <li>– Events</li> <li>– Professional conference organizers</li> </ul> <p>Tour operators and Tourist Guides: packaging and interpreting the experience</p>	<p>storage, packaging, bottling</p> <p>graphic designers – labels, logos, brochures</p> <p>IT support services</p> <p>printing</p> <p>marketing</p> <p>product development</p> <p>transport</p> <p>training providers</p> <p>maintenance of event venues / safety and security</p>

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**14****EDITING AND PROOFREADING**

The thesis entitled “Development of a normative model for cultural tourism on the Cape Flats”, was edited and proofread by the undersigned and the candidate has been advised to make the recommended changes.

Thank you

S Sulayman

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03 December 2008





