Cape Peninsula
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ASSESSING CONTRIBUTIONS OF TOURISM DEVELOPMENT TO POVERTY ALLEVIATION PROGRAMMES IN LANGA, WESTERN CAPE PROVINCE.

by

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DECLARATION

I, Nokuzola Assunta Mzamo, declare that the contents of this dissertation/thesis represent my own unaided work, and that the dissertation/thesis has not previously been submitted for academic examination towards any qualification. Furthermore, it represents my own opinions and not necessarily those of the Cape Peninsula University of Technology.

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ABSTRACT

The study, which deals with Assessing Contributions of Tourism Development to Poverty Alleviation Programmes in Langa, Western Cape Province, was conducted against the background that Langa Township has all that it takes to be considered as a well developed tourist destination. Despite the great potential of tourism economic clusters in Langa Township, which covers its rich historical contribution in the history making of new the South Africa, cultural tourism and township tourism, the township faces a challenge of unemployment whilst there are few community members that perceive tourism as an escape industry that would create job opportunities for them, and hence contribute to a better life.

Conversely, this study locates the tourism industry as key in efforts to uplift the poor standard of living that the Langa township community faces. In South Africa, generally, the tourism industry is recognised as one of the key economic sectors that has great potential to contribute towards eradicating community-based poverty challenges.

The central focus of the study involves the viability of tourism business segments in Langa Township, community participation, community understanding and awareness of the tourism industry in the area, as well as basic infrastructure to support tourism industry.

The study employed both quantitative and qualitative methodology. The quantitative survey was administered by using Likert Scale questionnaires, which were distributed to community members who have stayed in Langa for more than five years. The quantitative survey was distributed to the Langa Local Economic Development Forum, tour operators based in Langa, and those who make use of Langa as a visiting destination, and community leaders.

The main findings of the study revealed that there are few tour operators who conduct business based in Langa township, whilst those tourism establishments that exist are not widely marketed and properly planned to both lead and benefit from the potential of tourism economic segments in order to keep these operators highly viable and sustainable. Community understanding and awareness of the tourism industry in the area is at a fair level of understanding and awareness, but with little in-depth knowledge on how these communities can use it for the improvement of their living conditions. However, basic

infrastructure to support the tourism industry in Langa is not at a high standard to attract tourist use. For example, the indoor sport centres, playing fields, and cultural yards are of a poor quality. This situation makes it difficult to currently position the tourism industry in Langa township, and drive it as a leading economic sector for poverty alleviation. Nonetheless, the study presents recommendation on how best to improve the current exploration on the tourism industry in Langa township for a positive impact on programmes towards poverty alleviation.

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DEDICATION

I dedicate this work to my late parents, my mom Nomajama Hubether Mzamo, and especially, my father, Toy Joseph Mzamo, who made it possible for me to be who I am today: "*A highly educated individual*".

I dedicate the following poem to Toy Joseph Mzamo.

The things you taught me I will always know. How could I not? The roots have sunk deep all lessons of the heart that I will keep. No matter who I am or where I go. You are my book of life, the thoughts I reap. Under my words your voice sings soft and slow. From you I learned the rules of right and wrong against which I at times had to rebel, though with regret I carry with me still. How lucky I am to have been loved so well, Even as I pushed against your will, relying on a father fair and strong.

By John Blow

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CHAPTER: 1

GENERAL INTRODUCTION

1.1   INTRODUCTION

Prior to 1994 South Africa was governed by an Apartheid regime, which was based on a system of racial segregation that was enforced in 1948 and, which ended in 1994. Under the Apartheid regime, Black people had no vote, and in 1994 for the first time in the history of South Africa, Blacks voted for a democratic government, which heralded equality within the country. However, this equality was not shared by everyone, in particular, the Western Cape region, which was and still is ruled by the Democratic Alliance (DA). Changes in this region were not felt by Black people who lived there *(*McDonald, 2008, 3). A majority of Langa community members live in an environment where there is unemployment, and the earnings are only enough to feed from hand-to-mouth (Guralnik, 2012:1). The case of bringing about tourism development in this township to alleviate poverty is regarded as a potential economic reward (Sinclair and Jayawardena, 2003: 402). According to the United Nations' World Tourism Organization, tourism supports economic activities by providing jobs and income through the supply chain (2007:3). Nobody wants to live in poverty, and yet most people in Langa are faced with poverty and in order for them to improve their lives, tourism is regarded as a way out. For the purpose of this study, the researcher examines whether tourism development could be a key tool to alleviate poverty in this community.

The chapter provides a clear background to the problem, and thoroughly considers the goals and objectives of the study. A research methodology of the study is presented, while the significance and motivation of the study is also highlighted in

this chapter. The chapter ends with clarification of key concepts, which are used throughout the research study.

1.2   BACKGROUND TO THE PROBLEM

Most Black townships in the South Africa face poverty (Ellie, 2012:1). Since the early years of Apartheid, Black people have been living in poverty-stricken conditions. Apartheid laws brought about the forced removals of Black people to designated areas in the south and east of Cape Town City (Giliomee and Schlemmer, 1989:35). Giliomee and Schlemmer (1989:35) argue that "Apartheid laws governed White supremacy, which excluded the Blacks", since Black people had no say in any decisions that were taken by the government, as they were excluded and had no right to question the authorities.

A Black person is a term, which is used in socially-based classification for humans of dark-skinned with an African origin (Osayande, 2012: 1).

According to the Black Economic Empowerment Act, No 53, "Black is a generic term, which means Africans, Coloureds and Indians".

Since Apartheid, the community of Langa has been living under the burdens of poverty, while nothing much has been done to uplift the poor standards of living in this township. The township is characterized by a high rate of unemployment, crime, alcohol abuse, teenage pregnancies, general poor conditions of living, and a lack of access to health care and, basic services, which are all key indicators of poverty (APIC, 2009).

There are skilled people in Langa who live in an environment, which hardly encourages self-improvement or empowerment (Sporting Chance, 2012). Alcohol abuse is rife in Langa, since one can easily find drunken people early in the morning who then still go to work, and may even be professionals in their field. For

example, a teacher or a nurse will buy liquor at an unlicensed dealer before going to work, drink it there, and will then choose whether or not to go to work that day. As a result, this person loses their job, hence unemployment occurs and instead of cleaning up their act, the person continues to abuse alcohol.

There are also those who will rather steal or engage in criminal activities, which will earn them money to buy drugs or alcohol. An increase in drug dealers and unlicensed sellers makes these substance levels more prevalent. Microsoft and the National Broadcasting Company (MSNB, 2009) points out that alcohol is regarded as the most dangerous substance that community members use, as it generates the above mentioned problems (poverty, poor conditions of living, lack of education, unemployment, teenage pregnancies, HIV/Aids and crime), and its direct effects have a negative influence on the community of Langa. The abuse of these substances comes from the fact that most of the time people who live in Langa have nothing to do, but consume alcohol to rid themselves of their frustrations of living in unemployment.

Langa faces with a high rate of teenage pregnancy, unemployment, and drug abuse, poor conditions of living and school dropouts, while there are also unsustainable Langa projects that have been implemented to fight unemployment and poverty (Ellis, 2003: 1). Kakaza states that there are various factors that are attributed to project failure (2009:54). Dr Morley (2012: 1-2) and Kakaza (2009: 54) state the following as reasons why programs fail:

- Perception: If the problem that is addressed or the solution that is offered does not resonate, then the program will not work;
- Lack of common clear vision;
- Unrealistic expectations;
- Poor communication;
- Poor planning or no planning;

- Top management: Conversely, if the program is merely a top-down, packaged program that does not adequately engage people throughout the planning stages, it will also fail;
- Reality: The program does not address "real" problems facing the community;
- Fear: A culture of trust is not fostered so fear persists;
- Resources: They are not properly resourced with time, money, and/or people;
- Training: Training is not provided;
- Resistance: if several previous programs have failed, this tends to inoculate employees against change initiatives ;

Contrary to this, the community of Langa has a rich history of politics and heritage sites that were formed during segregation, which can be developed for tourism sites and even for the community to use at different functions (Frankel, 2001:213).

The study focuses mostly on the entire Langa community, since this is the major reason for this study, and the community of Langa needs upliftment. Tourism is regarded as the largest industry that plays a role in shaping the global economy, which creates employment for millions of people and in the process uplifts the poor standards of living of the particular host area (Davidson, 1995: ix). According to Wahab and Pigram (1997: xi), "tourism has become a significant expression of human activity that has contributed and still contributes much to receiving country's economies, social welfare and cultural patrimony".

The effects that tourism development has on poverty are investigated, and the necessary steps to achieve the desired goals to fight poverty, are discussed in the following chapters. The tourism industry should benefit from this community by creating jobs in order to decreasing poverty problems that Langa community is currently experiencing.

Langa is in desperate need of tourism development in order for it to uplift its standards of living. Community involvement in this tourism development is vital for its success as Lankester, Campbell and Rader (2000:11) state that community inputs are the basis of almost every successful project in any community, and without community involvement the project will fail and chances of development will fade away. The community holds a vital role in partnership with stakeholders, government and the private sector.

1.3   DEFINING THE RESEARCH PROBLEM

Langa community is faced with a high rate of unemployment, lack of education and government developmental programmes such as Reconstruction and Development Programmes, which seemed to have little positive impacts (Baobab, 2012). Tourism development, conversely, is known for bringing about change in communities, as it provides various employment opportunities for communities, especially women and youth. Providing local businesses with chances to sell and provide direct services to visitors and, in so doing, help the economic development of their community (Rivett-Carnac, 2012:7).

According to Brown (1998:4), "the tourism industry is made up of activities in the sectors of transport, accommodation, catering, and retailing, historical and other attraction management, which is one of the world's largest and most significant in terms of turnover, employment and visibility".

The main problem of the study is the high level of poverty that Langa community members live in. This is owing to a lack of unemployment, poor houses, alcohol abuse, poor health care, a high crime rate and failing development projects, as well as poor standards of living for this community. Langa township is a small community, while the problems that the community faces are huge and varied, as outlined above.

1.4   **RESEARCH SUB- PROBLEM**

The research sub problem of this study is set out to address the following two areas. Firstly, the involvement of Langa's community on tourism related programmes, which currently is mainly characterised by too much spontaneity and disorganisation. Secondly, this result in situations whereby the Langa community benefits less, if at all, from tourism related spin-offs.

1.5   **KEY QUESTIONS**

- How developed is tourism in Langa?
- How can tourism development contribute to poverty alleviation?
- What is the state of tourism infrastructure in Langa?
- Can tourism development create job opportunities in Langa?
- How effective are tourism development programmes in poverty alleviation, and do they contribute to such efforts in the Langa area?

1.6   GOALS AND OBJECTIVES OF THE STUDY

The goals and purposes of the study are to investigate:

- Sustainability of tourism development programmes in the Langa area;
- Potential that tourism development programmes has to alleviate poverty in this area; and

The study aims to achieve better results in terms of poverty alleviation and to place Langa township on the map as a tourism destination. If these goals can be achieved, they will uplift the spirit of the Langa community and contribute towards poverty alleviation and, in the process, develop a tourism infrastructure.

According to the Concise Oxford English Dictionary (2002:801), an objective is an "opinion which considers and represents facts".

The research objectives of this study are as follows:

- To investigate ways in which poverty can be alleviated in Langa through tourism development;
- To establish viable tourism programmes in Langa;
- To investigate the potential that partnerships have on tourism development in Langa;
- To investigate the impact that infrastructure has on tourism development programmes in Langa;
- To find ways to promote Township tourism;
- To investigate the role of role players (government, stakeholders, private sector and community); and
- To create job opportunities for the unemployed community of Langa.

1.7 **RESEARCH METHODOLOGY**

O'Sullivan, Rassel and Berner (2002:24) state that research methodologies are steps that are used to collect and analyse data. Methodology is the way in which information is found, and it also refers to the theoretical analysis of methods, which are suitable to a field of study (Jupp, 006:175). Methods that are employed in the study should accomplish the objectives and the goals of the study within which the facts are placed so that their meanings may be more visible to readers.

There are two existing types of methodologies, which are used in the study, namely qualitative and quantitative. According to Given (2006:377), qualitative methods involve research, which is based on evidence that is not easily reduced to numbers; this is scientific in nature and consists of the following:

- It seeks answers to questions;

- It collects evidence;
- Produces findings that were not determined in advance;
- It uses a predefined set of procedures; and
- Produces findings that are applicable beyond the immediate boundaries of the study.

Quantitative methods deal with quantities of things and involve the measurement of quantity or amount thus it is a formal, objective, systematic process in which numerical data is utilised to obtain information about a study (Patton, 2002: 14).

The study uses both methods simultaneously in answering the research question, since both methods need each other more often than not. This study relies on the following techniques for data collection, namely:

a) Literature search;
b) Empirical survey
- Questionnaires
- Interviews; and
- Data analysis and interpretation.

1.7.1 Literature review

Both primary and secondary sources were consulted for the study. Primary sources provide direct descriptions of research studies, which are written by an individual who actually conducted the studies on a particular topic.

Secondary sources explain or analyse primary source information (Birley and Moreland, 1998: 53). Existing literature was used to examine views regarding poverty alleviation by using the tourism sector as a tool to achieve better standards of living.

The following sources were used in the study:
- Books;

- Journal articles;

- Newspaper articles;

- Internet articles;

- Magazines;

- Theses and Dissertations; and

- Government published reports.

1.7.2   **Empirical survey**

The empirical survey will depend on the following tools of data collection:

1.7.2.1   **Questionnaire**

Questionnaires are usually paper- and- pencil instruments that respondents complete as a useful tool to collect information from a larger sample of people; an instrument consisting of a series of questions and other prompts for the purpose of gathering information (Shuter, 1987: 33).

There are two types of questionnaires, namely open-ended, which is also known as unstructured questionnaires and closed-ended, which is also known as structured questionnaires.

- An open-ended questionnaire is a questionnaire that requires respondents to provide answers to a question.

- A closed-ended questionnaire is a questionnaire that requires respondents to choose an answer from a list that is provided in the questionnaire (Kumar, 2005:134-135).

For the purpose of this study a structured questionnaire was employed and distributed to identify community members in Langa township. This process first dealt with sampling, followed by the actual questionnaire that was administered personally.

1.7.2.2   **Interviews**

Interviews are an in-depth conversation with individuals concerning a particular topic (Patton, 2002:340-341). Selected individuals who are key stakeholders in tourism development or developmental programmes in the Langa area were identified for the study and face to face interviews were conducted.

1.7.2.3   **Data analysis and interpretation**

Data (Flick, 2011: 122) is information that is gathered by observation, which is open to experiments. To analyse is to examine information, which is obtained in the process of gathering that data. Interpretation is the way in which data is viewed (Bouma and Ling, 2004:12).

Describing this concept of data analyses and interpretation concerns both qualitative and quantitative data, which are observed and analysed according to the research questions and may be concluded from assumptions regarding the meaning of the study (Neuman, 1997: 426). For the purpose of this study, obtained data was objectively analysed and interpreted.

1.8   **SIGNIFICANCE OF AND MOTIVATION FOR THE STUDY**

Langa is a pot-hole area, which houses illegal squatter camps, constructed by the many migrants who flock to cities in pursuit of a better life. Since there is a housing problem, they have no choice but to live in self-constructed shacks that are made of wood, hard board, iron plates and anything else that they can find. High unemployment and basic amenities are starkly evident, whilst depressing.

In each and every corner one finds two or three men smoking marijuana and further along the same lane oil drums over hot coal containing brown beer (umqombothi), which is where one finds most unemployed men drinking, while children play

waiting for their mothers to sell the last bottles for the day. During the day one will find many people in the Langa area instead of being at work and having nothing to do for the rest of the day. These people do not work and there are no projects or any form of activities that keep them busy, but in spite of all this they somehow manage to buy alcohol and drugs. Some parts of this community have no access to water, toilets, sanitation, road infrastructure, and health facilities, which are far from the people, while many children linger around and do not attend school because their parents cannot afford to buy them lunch boxes and others cannot afford to pay school fees.

During the last decade South Africa had to undergo transformation, which saw some positive and negative changes, since in some parts of the country changes were made, but not efficiently enough to eradicate the barriers of apartheid. The White Paper on Sustainable Tourism Development and Promotion in the Western Cape (2001: 2) was designed to equalise standards of living among various races, particularly previously disadvantaged groups. The study is important in the sense that it tries to address imbalances of the past that this particular community has experienced and hence try to find ways in which it can solve its problems by means of tourism development.

The focus of the study is on how to alleviate poverty and raise the importance of partnerships, community involvement and ways in which tourism development can be used as a tool to alleviate poverty in this community. Past failed projects have done nothing to uplift standards of living for the Langa community, and this study examines why these projects failed and how they can be maintained and sustained in future. Tourism is a sustainable project that should create a great deal of business and employment for the community as it will provide the perfect foundation to eradicate poverty.

This study uses tourism development as a tool to alleviate poverty; the community has overlooked the potential that tourism development has to uplift standards of

living in the community. As emphasized by the World Tourism Organization (2006:1), tourism has increased in the developing countries and has had a positive impact on poverty alleviation.

The study is significant because for the first time in years the Langa community will provide themselves with food, shelter, and skills that they will gain from development and basic services, since they will be partners in tourism development projects.

1.9 CLARIFICATION OF SELECTED TERMS AND CONCEPTS

1.9.1 Community development

The building of peoples' skills and knowledge so that they can meet their own needs (Lamkester, Campbell & Rader, and 2000:27).

1.9.2 Development

A set of systematic and planned activities, which are designed to provide participants with an opportunity to learn required skills to meet current and future demands (Werner & Desimone, 2006:5).

1.9.3 Economic impacts

The way in which income is created and how this income flows through the local economy (Matheison & Wall, 1993: 35).

1.9.4 Economic development

A process that influences growth and restructuring of an economy to improve the economic and social well-being of a community (Desai & Potter, 2002:42).

1.9.5   **Empowerment**

According to Quinn and Davies (1999:23), empowerment is an "idea that people may have greater power over some aspects of their own lives".

1.9.6   **Infrastructure**

A set of physical systems that provides public services to the community and these services are controlled by government in the public sector (Grigg, 2003: 2).

1.9.7   **Poverty alleviation**

A strategy that is used to improve the poor conditions of the poor by implementing programmes that will be used to fight poverty (Remenyi and Quiñones, 2000:131-132).

1.9.8   **Partnership**

A voluntary pooling of resources between two or more parties in order to accomplish collaborative goals – in part, a mutual self-help group (Knowles, Diamantis & El – Mourhaabi, 2004:246).

1.9.9   **Private sector**

Companies that are not owned by the government and whose main focus is to make profits (Davids, Theron & Maphunye, 2001: 88).

1.9.10   **Social impacts**

Social and cultural consequences in the community that alter the ways in which people live, work, play and relate to one another to meet their needs and cope as part of society (Matheison & Wall, 1993:133).

1.9.11 Stakeholder

A stakeholder is a person or organisation that has a genuine interest in a project (Eccles, Keegan & Philips, 2001: 256).

1.9.12 Sustainable tourism development

An "activity, which optimises economic and other social benefits available in the present without putting at risk the potential for same benefits in the future" (DEAT 1996: vi).

1.9.13 Tourism

A collection of activities, services and industries that deliver a travel experience, including transportation, accommodation, eating and drinking establishments, retail shops, entertainment, activity facilities and other hospitality services (Anon, 2007: 1) [PRM 300 no date indicated on document].

1.9.14 Tourism industry concepts

1.9.14.1 Accommodation

A space in which someone may live or stay at a cost and it can be either overnight or on commercial bases (Lumsdon, 1999:217).

1.9.14.2 Security

A measure taken to protect the assets of a company or group against damage, injury or loss arising from internal and external causes and creating a secure environment (Steenkamp, 1987:4).

1.9.14.3   **Transport**

A means of carrying people from one place to another by means of trains, vehicles and ships and it is a highly competitive sector (Lumsdon, 1999:233).

1.9.15   **Tourism planning**

It is goal oriented, striving to achieve certain objectives by matching available resources and programmes with the needs and wants of people and it also requires a systematic approach involving steps that should be followed to obtain the end goal (Gunn, 1988:17).

1.9.16   **Tourism development**

A venture that achieves an effective balance among environmental, socio cultural and economic aspects of tourism (Knowles, Diamantis & Mourhabi, 2004: 9 -10).

1.10   **DEMARCATION OF THE STUDY**

The study is limited to the greater Langa area, while the most focussed area is the informal settlement and old location.

1.11   **EXPECTED OUTCOMES, RESULTS AND CONTRIBUTION OF THE STUDY**

- To find ways in which poverty will be alleviated;
- Create job opportunities for the unemployed;
- Sustain employment through tourism;
- Upgrade the poor standards of living in the community;
- Empower; the community to be in partnership with the government and role players in projects;

- To try and build a unified environment for the people who live in this community; and
- To educate and bring tourism benefits to this poor community.

1.12   **ORGANIZATION OF THE STUDY**

Chapter 1

Focuses on an introduction to the research problem, providing a brief background to the problem in its setting in Langa.

Chapter 2

Considers the theory of poverty alleviation and tourism development in the Langa community.

Chapter 3

Deals with literature review, and gives a brief history of Langa and its present tourism development.

Chapter 4

This chapter combines all findings, which were found while researching this study.

Chapter 5

This chapter concludes the research study and outlines recommendations for future research.

1.13   SUMMARY

This chapter has reviewed the research problem of the study, and mainly focussed on poverty and finding ways to fight this problem by means of investigating various contributions in which tourism development can assist. Tourism development's impact in the Western Cape has been uneven and poor areas have been neglected, hence it is time to uplift standards of these poor areas by promoting tourism development in order to alleviate poverty. Tourism development is presently a possible solution to fight poverty. Partnership with the community is vital in this regard so that it can have a developed economic township that these people can depend on for development and for it to succeed.

CHAPTER: 2

THEORY OF POVERTY ALLEVIATION AND TOURISM

2.1 INTRODUCTION

The aim of the literature review in this investigation is to gain a better understanding of poverty and implications that it has to the community. Tourism, as a tool for poverty alleviation and community development should be viewed in relation to contributing factors in order to find ways to alleviate poverty so that tourism can be sustained. Contributing factors to poverty crisis are viewed in relation to the Langa township situation. Various authors were consulted and literature was viewed from different angles in relation to poverty alleviation in this chapter.

2.2 DEFINING POVERTY ALLEVIATION

Poverty alleviation is any process, which seeks to reduce the level of poverty in a community or country (Vanderschueren, Wagelin and Wekwete, 1996:5). This is a process, which requires careful and strategic planning, since it seeks to help to reduce the poor living conditions of the community and in the process educate the specified community. Before conducting a literature review concerning poverty alleviation, there is a need to first define underlying factors that have built up to this process of poverty alleviation.

These factors are as follows:
- Poverty; and
- Challenges of poverty.

2.2.1   Types of poverty

There are various definitions of poverty by different authors, but before defining poverty, there is a need to distinguish between two types of poverty, namely "absolute and relative poverty". Sachs (2005:20) describes the two types of poverty below.

(a)   Absolute poverty refers to the resources that a household should acquire in order to maintain a minimum standard of living. Certain people in Langa live in absolute poverty, as they lack sufficient resources in order to survive.

(b)   Relative poverty is concerned with how well-off an individual is with respect to others in the same society. This is poverty, which is associated with income or resources in relation to the average; it is also concerned with the absence of material needs to participate fully in accepted daily life.

2.2.2   What is poverty?

Poverty is the depreciation of basic capabilities and a lack of access to education, health, natural resources, employment, land, political participation, services and infrastructure (World Tourism Organization, 2002:21). Koza and Zola (1975:10) state that poverty is a man-made condition, and the result of mismanagement of social affairs. Van der Merwe (2006: 22-23) describes poverty as a multidimensional condition and a comprehensive description of several facets of the daily living of people, while it is a lack and need of material wealth and social inclusion, which often manifests in a lack of dignity.

Poverty is a concept that is used to define peoples' standard of living and how they deal with the way in which they live, as it tends to be categorised in different ways; be it by the level of income, how developed is the community one lives in and according to, which group or race one belongs to (Werner, 2002:1).

Graaff (2003:8) argues that poverty is "as much about quality of life, power, and access to resources as it is about income". The researcher fully agrees with this argument because if one looks at the environment of the poor, particularly in the Langa community, then one can see that these people do not have any say in whatever decisions are made concerning their needs.

According to the Commission for Africa (2005:101), "poverty means hunger, thirst, and living without decent shelter. It means not being able to read. It means chronic sickness. Poverty means not finding any opportunities for you or your children. It is about being pushed around by those who are more powerful. It is about having little control over your own life. And it can mean living with constant threat of personal violence."

The Human Science Research Council (HRSC, 2012:55) identifies poverty as a distinction between a lack of income¸ lack of education and technical skills and lack of incapacity due to poor health"

Poverty essentially has three closely interrelated aspects: poverty of money, poverty of access and poverty of power (Iceland and Bauman, 2004:2). Tawodzera (2011:503) further states that these mentioned aspects make working, living and social environments of the poor extremely insecure, and severely limit options that may be available to them to improve their lives.

2.2.3   **Causes of poverty**

Swarm and Kasim (1997:1527-1528) raise the following causes of poverty.

2.2.3.1 Unemployment

Unemployment is a condition of willing to work but not getting any jobs (Makgetla, 2006:13). Lestoalo (2000) states in her research that unemployment is not an unemployed person's fault, but that of not being educated. Kwago, Thesnaar, Thirion and Yates (2006:72) argue that "unemployment is one of the most socio economic challenges currently confronting the society of South Africa". Vakalisa (2005: 53) points out three factors, which contribute to unemployment, namely economic climate, the legacy of inequalities in education and expectations and preferences of the newly qualified employed. Meusburger and Jöns (2001: 193) defines unemployment as "being made up of all persons above a specified age who are currently available for work and are actively seeking work but who are not gainfully employed". Meusburger and Jöns (2001, 193) further regards unemployment as a serious economic and social factor in the daily lives of the community.

2.2.3.2 Education

Education is a process of cognitive cartography, mapping your experiences and finding a variety of reliable routes to optimal states of mind when you find yourself in non-optimal states (Nakhaie, Nakhaie, 2011: 88).

Du Plessis (2001:213) outlines the role of education as "drawing out from the individual of the very best, which he/she is capable of". Lestoalo (2000) also emphasises that education is a key to success and without it the chances of doors opening for uneducated people are slim, especially at present. Bynner (1998: 5) views education as the means of "transmitting cultural values as much as job – related competences of liberating individuals as much as socialising them into particular occupational roles". Bheki (2007: 12) further states that "education is the great engine of personal development".

2.2.3.3   **Fertility**

Fertility is a natural capability of giving life. The Department of Social Development (2003:1) has suggested that the high fertility rate has a negative result on both mothers and children, since they will not have a fruitful life, but a life with a bleak future.

2.2.3.4   **Urbanisation**

Urbanisation is a process in which the number of people who live in the cities increases because of rural people who flock to the cities in search for a better life where they see better employment and education prospects (Sachs, 2005:36). When arriving in the urban cities these promises of urbanisation trends results in poverty, crime, unemployment and poor conditions of houses and even homelessness, which is a breach of the country's Constitution, which guarantees houses to everyone (Section 26(1) of the Constitution, 1996). Tomlinson (1990:196), in concluding his book, states an unfortunate point that even with democracy, South Africa will always feel the effects of apartheid, referring to urbanisation in terms of housing, health, poverty and unemployment.

2.2.3.5   **Inequalities**

Inequality is a situation whereby there are two things that are equal, but because of gender, race and the area that one lives in is regarded as more inferior than the other (Ribane, 2006:99). Prior to 1994 and following the election, Black communities in the Western Cape experienced different kinds of inequality in terms of education, health, job opportunities and gender. The Western Cape is still ruled by whites and coloureds given them the powers to discriminate against the minority group of the black community (Miller, 2007:122).

2.2.3.6 **Corruption**

Corruption is the misuse of public power for private benefits through bribery and speedy money (Misbach and Mabuza, 2007:5). Williams and Quinot (2007: 340) define corruption as "a behaviour, which deviates from the formal duties of a public role because of private- regarding [close family, personal and private clique] pecuniary or status gains". Bower (2007: 111) states that "corruption has insinuated itself in the country so thoroughly and for so long, that many people seem to no longer be able to distinguish between what is ethical and what is underhand". Pillay (2004: 586) describes corruption as a major constraint, which affects the development of an economy, which has significantly inhibited good governance in the country. Nye (1970: 566-7) defines corruption as "behaviour, which deviates from the formal duties of a public role because of private pecuniary or status gains, or violates rules against the exercise of certain types of private influence. This includes behaviour such as bribery, nepotism and misappropriation.

2.2.3.7 **Crime**

Bacaria (1981: 14) regards crime as an infringement of certain laws that are passed and promulgated by state for the protection of individuals and society. Sellin, in Brown, Esbensen and Geis (2001:3), describes crime as a violation of conduct norms. The G.I. Roundtable series (2008:1) defines crime as "a failure or refusal to live up to the standard of conduct deemed binding by the rest of the community," or "some act of omission in respect of which legal punishment may be inflicted on the person who is default whether by acting or omitting to act." As defined by De Rosies and Bittle (2004: vii), "crime is something against the law". Brown, Esbensen and Geis (2001:37) define crime as an act of commission that is stealing, a thief gains something by stealing and the owner of the stolen item loses.

2.2.3.8 **HIV (Human Immunodeficiency Virus) and AIDS (Acquired Immune Deficiency Syndrome)**

AIDS is a collection of symptoms and infections, which result from specific damage to the immune system caused by HIV in humans (Granichi and Mermin, 1999:5-6). Granichi and Mermin (1999) explain that this is a disease that only affects human bodies, and it weakens the immune system so that it cannot fight off infection as it usually does in the absence of diseases (1999:11). HIV/AIDS has recently became a major cause of poverty whereby it takes away parents from their young ones, leaving them alone with no one to look after them, whilst having the stigma of parents dying of the disease brings more burdens to the children (Foster, Levine and Williamson, 2005: 106). Foster, Levine and Williamson (2005: 1) consider the disease as one that has a long term impact, particularly on children because they regard it as a disease, which "has changed profoundly and is still evolving". This is true, since children were involved because they will lose their parents due to Aids and now this have evolved for they are now born with the disease and face an uncertain future.

2.2.3.9 **Apartheid**

The United Nations described apartheid as a "crime against humanity" (Pheko, 1994:1). Pheko further explains that apartheid is "a story of dispossessed people, land robbery, colonialism, bloodshed and national dispossession of the people on a scale unparalleled and unprecedented in the history of Africa". Gibson (2004:30) describes apartheid as "a codification of racism that the world has never seen before; it was manifest in a body of legislation defining racial groups and delineating many of the crucial aspects of people's lives".

According to the World Development Report 2000/2001 the broad causes of poverty are:

- Lack of income and assets to obtain basic necessities (food, shelter, clothing and acceptable levels of health and education). Assets can be described as good health, the skills necessary for achieving employment, access to basic infrastructure, money in savings or access to credit.
- A sense of being powerless and unheard in various social institutions. These concerns include unfair sociological conditions where the poor are faced with inhumane treatment, lack of protection against violence, intimidation and lack of civility and predictability in their interactions with public officials.
- A vulnerability to adverse shocks linked to an inability to cope with them. The poor are susceptible to various risks of health, natural or human-made hazards and often are incapable of economically, socially, physically and emotionally recovering from these shocks.

The World Bank (2012) states the following as causes of poverty:

Income:
- Dependence on cash to purchase essential goods and services.
- Employment insecurity;
- Unskilled wage work;
- Lack of qualification to get a good job;
- Inability to hold jobs due to poor health and
- Lack of access to job opportunities due to the distances between work place and housing.

Health:
- Overcrowding and unhygienic living conditions;
- Living in residential areas that are prone to pollution and natural and human hazard;
- Exposure to diseases due to the poor quality of air, water and lack of sanitation and
- Occupational risks.

- Poor nutrition.

Education:
- Constraint access to education due to insufficient school size in rapidly growing cities;
- Inability to afford school expenses and
- Personal safety/security risks deter school attendance.

Security:
- Tenure insecurity for housing;
- Drug and alcohol abuse and domestic violence;
- Family breakdown and reduced support for children and
- Social and income inequalities in cities can lead to crime.

Empowerment:
- Lack of housing;
- Lack of legitimate work permit;
- Social exclusion;
- Lack of access to job information and
- Lack of rights and responsibilities as citizens.

2.2.4. **Impacts of poverty on communities**

Below is a brief description of poverty in communities such as Langa township, where it manifests in several negative impacts.

The high level of HIV and AIDS diseases among South African youth make them vulnerable and they will do whatever it takes to have money for them and to help out at home (South Africa. Department of Social Development, 2003:2). Some of these children fall pregnant and die either while giving birth or die after birth, which

leaves the new born babies with their parents who already struggle to maintain the current family (Campbell, 1999:144-148).

School teenagers leave school in search of finding ways to provide and survive for the family's sake. Some of these children end up selling themselves to older people or become involved with old men simply to feel a sense of having a father figure who provides everything and, in return, these teenagers fall pregnant and some are infected with the killer diseases (Gonzales, 2007:4). Teenage mothers are at a significant disadvantage of becoming a contributing adult, both psychologically and economically (De Villiers and Kekesi, 2004:21). Teenage boys resort to engaging in crime; first they dropout of school, move around town begging for money resort to stealing and robbing people of their belongings. Some join gangs so that they have a sense of belonging somewhere (Richter, Dawes and Higson-Smith, 2004:71). Teenage pregnancies results in an inability to complete their education, which minimizes any chances of them reaching tertiary level and finding job opportunities (Park, Fedler and Dangor, 2000:28).

A recent common factor, which is common in disadvantaged communities, is drugs and alcohol. It mostly affects the poorest of the poor within these communities. Substance users are willing to do whatever it takes so that they can have a fix to reduce cramps of hunger. As a result of using these substances they rape and abuse children (Richter *et al*, 2004:42). Buddy (2007: 1) defines substance abuse as "a pattern of any substance for mood-altering purposes". South African Government Services (2008:1) defines it as follows: "substance abuse is the overindulgence in and dependence on addictive substances, especially alcohol or drugs".

A lack of secure living conditions, especially in migrant settlement, overcrowding and informal settlements results in health risks and diseases (Szabo, 2002:1). Joubert (2007:1) reports a story about Joe Slovo squatter camp residents who blocked the N2 highway in protest against housing authorities and, as a result of this, they were threatened with being eliminated from the housing list (2007:1).

A lack of adequate health services, nutrifortified functional food and a lack of uncontaminated water and sanitary conditions contribute towards many of these people being unable to meet their basic needs of adequate food, water and clothing. This scenario continues to increase as the growth of urbanization, overcrowding, garbage at buildings and poor drainage or no drainage at all, provide ideal conditions for diseases.

2.2.5   **Poverty alleviation**

Poverty alleviation concerns active involvement and the support of local business with specific organisations that represent the poor community (Kroukamp, 2006:23). Adekola and Olajide (2007:129) concludes in his article that access to poverty alleviation programmes gives poor people, especially youths, opportunities to improve their income level through employment, education and other skills enhancement programmes. "Poverty alleviation is a service and infrastructural development targeted towards poor and the involvement of local communities in the affairs of local government might be seen as panacea for poverty alleviation" (Alebiosu, 2006:1).

Triegaardt (2005:249) points out that "there are various debates related to poverty alleviation because it is a complex matter in terms of ideological orientations, conceptual issues, causation and its nature. Poverty alleviation is an accepted commonly understood concept, a concept that seeks to reduce the levels of poverty in a community or group of people, a concept that uses various methods in order to alleviate poverty". According to the Asean Foundation (2008:17-19), poverty alleviation is means to fight poverty issues in society, which results in job creation and skills development.

2.3   TOURISM INDUSTRY

The tourism industry, according to Botha, Fairer – Wessels and Lubbe (2006: 2), is made up of businesses such as individual small, medium and large businesses that provide places where tourists stay, the food they eat, the way in which they move from one place to another, services that they buy when experiencing another place and products that they buy while travelling. Rogerson and Visser (2004:3-4) state that tourism has good potential to contribute to the economic regeneration of the country, and it is one sector that was recognised as having the greatest potential to reduce unemployment in the country.   Seymour (1995: iii) points out that the tourism industry will benefit a lot from the substantial publicity with the South African 2010 Soccer World Cup.

The World Tourism Organization (2003:9-10) points out the significance of the tourism industry as:

- a major source for infrastructure development;
- an important generator of employment for the local population;
- tourism can help to reduce reliance on other sectors of the economy; and
- has an important role to play in the process of promoting trade and relationships between nations.

The Department of Environmental Affairs and Tourism (2004:4) agrees with one of the above points that tourism has potential to promote community involvement and, in so doing, create employment for the unemployed. The tourism industry is recognized as an industry that can deliver growth and employment on a level needed to make a change in its host, only if it is well taken care of in a strategic and sustainable manner. It can transversely slash several priorities and can have significant potential in contributing to the economic development of the country (Kiambo, 2005: 142).

Burger (2006:535-6) notes that government has recently been focusing on seven major key points to further strengthen tourism growth, namely: Transport; Safety and security; Product - business development; Market growth; Information; Black economic empowerment; and Skills development.

Tourism is regarded as an industry that makes a significant contribution to job creativity and employment. The involvement of Langa community in tourism activities will not only benefit the community but also improves the quality of the local tourism industry.

2.3.1 Transport

Improving public transport should be perceived as a most acceptable and desirable measure in tourism development (Dickson and Dickson, 2006:202). According to Burger (2006: 574), a new national plan is being developed, acknowledging the importance of roads to the economy. Burger (2006:570) further notes that a main objective and substantial public transport system should be improved to broaden access to affordable transport and to stimulate economic activities. Currently, Langa has only one mode of transport service, which is the taxi industry, and is an industry that is currently stable in Langa (Ayele, 2008).

"Tourism and recreation represent a vitally important set of economic and social activities, which are both reliant on transport and generate considerable transport on their own" (Hall, 2004: 321). Hall (2004:321) concludes by noting that sustainability is a key concept in both transport and tourism, which should act as an area of practical implementation.

Bertolini (2012) notes that typical policy objectives for urban transportation, includes the following:

     i)   Improving accessibility for work, leisure, shopping, business, education, and welfare services;

ii)   Stimulating economic activity and employment opportunities;

iii)   Improving road safety and the environment; and

iv)   Mostly to improve quality of life for the community.

Jonker, Heath and Du Toit (2004:10) raise valuable points regarding road signage and information networking, appropriate infrastructure provisions and an appropriate transport system, which should enable the easy movement of tourists in the community.

2.3.2   **Tour operators and tourist guides**

Tour operators are devoted to making the visit to a destination enjoyable and relaxing for tourists, because these are people who are in charge of marketing holidays by distributing through travel agents (Carson, Cronnie, McGowan and Hill, 1995: 284-5).

Tourist guides provide an important service of taking visitors through the intellectual and emotional experience (Harris, Griffin and Williams, 2002: 52). Harris, Griffin and Williams state that tourist guides' interpretation is an important concept and includes signs, exhibits, self-guided walks and various electronic media (2002: 36). Tourist guides are important people in the world of travel that are called the shepherds of the industry as they heard tourists around safety (Mason, 2003: 146). Mason notes that the role of tourist guides for visitors is to tell, sell, participate and delegate in assisting visitors on the site, while they should focus on the diversity of visitors, be more flexible and aware of other roles of leadership, host public relations and conduct tours.

2.3.3   Hospitality

"Hospitality refers to the sector of the tourism industry that provides food and shelter to the tourist" (Keyser, 2006: 178). Keyser further states that this sector consists of accommodation and catering.

Various authors define hospitality in different ways:

- Wilks and Hemsworth (2011: 131) refer to hospitality as "a large group of industries, and involves a wide and diverse range of operations";
- "Traditionally, it refers to opening one's home and its comforts to others without expecting rewards";
- Ottenbacher, Harrington and Parsa (2009: 263) regard hospitality as a powerful economic activity that touches many aspects of human life; and
- O'Gorman (2010: 187) notes that hospitality is a two-way process:
    - It is a commercial friendship; and
    - Hospitality involves stresses and barriers: thresholds that a guest has to cross before they are welcomed.

George and Fred (2009: 11) state that the tourism industry relies on the sustained beauty and hospitality of the community.

2.3.3.1   Accommodation

For tourists the location of accommodation will invariably be the most important aspect that is considered when visiting any destination (Holloway and Taylor, 2006: 284). Holloway and Taylor describe that the accommodation sector comprises of different forms of sleeping and hospitality facilities, which can be conveniently categorised as either serviced or self-catering (2006:271). Many tourists, particularly overseas visitors, prefer to find accommodation within the local communities so as to meet the people and enjoy a more intimate relationship with

the culture of the country that they are visiting, and this has had a major impact on the local bed and breakfast accommodation industry in the community, which is family-run catering businesses (Holloway and Taylor, 2006:292).

Accommodation holds a central role in tourism business and having tourism development in a community will boost the economy of the community, and hence create employment for unemployed community members (Beech and Chadwick, 2005:378).

Chen (2006:32) regards accommodation as a micro business, which is often operated by family members. Chen (2006: 44) further notes that the accommodation sector profited more where there was trained staff, which was more pivotal to measure customer satisfaction. Accommodation can have a positive contribution in providing employment to the unemployed of Langa in order to increase the economic level of the community (Chen, 2006, 215 -216). With democracy in 1994, many overseas visitors have flocked to the disadvantaged Townships where there is a rich history of racial segregation. The tourism industry has been growing, resulting in a shortage of accommodation, especially for visitors who want to experience the township first-hand (Chen, 2006:237).

Formulating local entrepreneurship in the community through accommodation, transport, and small media enterprises within the context of sustainable tourism, will provide skills development for the community and eradicate poverty.

Pender and Sharpely (2005:15) note that accommodation is a "fundamental element of domestic and international tourism industry". Pender and Sharpely (2005:15) also stress the following points:

  i)   accommodation is enormously fragmented and diverse;
  ii)   it is a sub sector of international hospitality industry; and
  iii) it is not only a constituent element of the tourism product, but also of the tourism experience.

Pender and Sharpely (2005: 26) emphasise that the importance of employee attitudes towards tourists is a vital element of quality management in the accommodation sector.

2.3.4   **TRAVEL AND TOURISM**

As defined earlier in the investigation by various authors, tourism involves people who travel from their environment, whether for business, leisure or other reasons, to different places (Rowe, Smith and Borein, 2002:3).

Travel refers to the movement of people or objects such as airplanes, boats, trains and other conveyances between various distant geographical locations (Anon, 2002:1)

Travelling involves the movement of people or objects such as airplanes, boats, trains and other modes of transport for reasons other than tourism, and hence is a more widely applied concept (Holloway, 2004:8).

"Travel provides a rare opportunity to witness first-hand the beauty and fragility of societies, cultures, and natural systems, which generate strong philanthropic impulses" (Hudson, 2008:37).

Travel trade tourism is a type of tourism where, apart from mere site seeing and relaxing at exclusive resorts, tourists engage in business as well. The decision to visit a location for touring purposes is informed more by business opportunities that are available (World Travel & Tourism Council, 2011).

Travel and Tourism has a potential to create employment for the unemployed community of Langa (Khati, 2001:18).

Tourism is different from travel (UNWTO, 2012). The UNWTO notes that in order for tourism to happen, an individual has to travel, using any type of means of transportation.

2.3.5   TOURISM MARKETING

Marketing is defined by various authors, and a few of these definitions are presented below:

"A social managerial process by which individuals and groups obtain what they want by creating and exchanging products and value with others" (Roa and Kotler 2011: 1).

Marketing involves finding out what customers want first, and then producing the product to fit those needs (Holloway, 2004:7).

Marketing is the process of planning and executing the conception, pricing, promotion, and distribution of ideas, goods, and services to create exchanges that satisfy individual and organisational objectives (Hudson, 2008: 9).

Marketing is about knowing one's customers and their wants, meeting their needs at a reasonable price and promoting the product by a variety of means so that a purchase can occur (Tourism Western Australia, 2006).

Tourism Marketing strives to contribute to Gross Domestic Product, job creativity and the redistribution of transformation through service delivery by focusing on community tourism development (South African Tourism, 2012: 77).

Hudson (2008: 12) notes that tourism marketing is a subject of vital concern in tourism because it is the principal management influence that can be bought to bear on the size and behaviour of the tourism market.

Tourism marketing is a business function that identifies customer needs and wants, determines, which target markets the community can serve best, and designs appropriate products, services and program to serve the market (Jeffries, 2001: 54).

The Department of Environmental Affairs and Tourism's (2002:4) economic objectives and indicators on marketing are as follows:

- A lack of market access is a major constraint on the growth of new enterprises. Enterprises should provide information about local services and attractions that are provided in local communities, and encourage their clients (individuals and operators) to use them;

- Consider co-operative advertising, marketing and the promotion of new and emerging products and attractions;

- Ensure that the visual way in which the product is presented includes local cultural elements and emphasises the richness of the local complementary product;

- Consider developing and marketing fairly traded tourism products; and

- Foster the development of access opportunities for all visitors and potential visitors, regardless of the physical or mental conditions of the visitor. Public authorities and enterprises should understand and embrace financial incentives that enhanced accessibility will create, and the positive image that such 'access to all', will provide.

2.3.6   **TOURISM INFRASTRUCTURE**

The Department of Economic Development and Tourism, in its 2004-2007 strategic plans, offered a "framework to grow the economy through increasing our contributions in key sectors, particularly for infrastructure and skills". But Langa does not have the necessary skills, let alone infrastructure to develop the community

from its current situation (Rasool, 2003: 6). Ebrahim Rasool, then Minister of Finance and Economic Development (2003: 7) went on to further state that, as executive authorities for the department, they are committed to the principles of empowerment, poverty reduction and integrated planning to shape services that are offered and to meet community demands.

In the 2004/5 to 2006/7 Strategic Plan of the Department of Economic Development and Tourism, Mr. Rasool ensured that regular monitoring and evaluation of progress was done, reports on the results were obtained, but this was never the case with Langa, because for whatever infrastructure was implemented, nothing was monitored and evaluated (Rasool, 2003: 7).

Langa lacks basic infrastructure (Field, 2008: 22), and in relation to the above statements on infrastructure, has had some development, which has not been monitored, since projects that happened had no contribution in terms of skills development and poverty reduction (Manelisi, 2007).

2.4   ADVANTAGES AND DISADVANTAGES OF TOURISM

The advantages of having tourism development in any community is the upgrading of old infrastructure, for example, old roads, public facilities and public bathrooms, are upgraded and if there were none around, they are then built, and while restaurants are given a facelift, the local community benefits by selling their products (Musa'd, 2007).

Advantages of tourism, as stated by the World Tourism Organisation (2002:32), are as follows:

- Higher potential for linkage with other local enterprises because customers come to the destination;
- Relatively labour intensive and employs a higher proportion of women;

- Has potential in poor countries and areas with few other competitive exports; and

- Tourism products can be built on natural resources and culture, which are assets that some of the poor have.

Disadvantages of tourism, as stated by the World Tourism Organization (2002:34) are as follows:

- Tourism can impose substantial non-economic costs on the poor through loss of resources, displacement from agricultural land, social and cultural disruption; and

- Tourism is vulnerable to change in economic conditions in the originating markets, which cause major swings in the level of economic activity in tourism in the destination; visitors are also vulnerable to city unrest, crime, political inability and natural disaster in destination.

2.5   DEFINING TOURISM DEVELOPMENT

2.5.1   What is tourism?

According to Frechtling (2001: 4), "tourism comprises the activities of persons travelling to and staying in places outside their usual environment for not more than one consecutive year for leisure, business and other purposes". Tourism is about people being away from their homes, for a short period for particular tourism purposes (Davidson, 1989:2). Murphy (1988:8) provides an understandable and working definition of tourism as a combination of recreation and business, but mainly economic in nature, which is directly related to the entry, stay and movement of foreigners inside and outside a certain country, city or region.

Elliott and Davids (2007:41) define tourism as a business, which should be viewed as an industry that plays a big role in creating new jobs for the unskilled occupants. Duffy and Smith (2004: 137) state that "tourism has been increasingly promoted as a path of development that can satisfy needs development", and it is also regarded as "a way out of the classic problem of poverty". Tecle and Schroen (2006: 444) regard tourism as a potential tool for development, which is widely recognised and promoted in several countries.

Goeldner and Ritchie (2006:4-5) define tourism as the study of people who are away from their usual habitat; where the industry responds to their needs; as well as the impact that both they and the industry have on the host's socio-cultural, economic and physical environment.

McIntosh, Goeldner and Ritchie (2000: 22), conversely define tourism as a composite of activities, services and industries that deliver a travel experience; transportation; accommodation; eating and drinking establishments; shops; entertainment; activity facilities; and other hospitality services, which are available for individuals or groups that travel away from home. This definition clearly shows that tourism offers a wide range of services and many great opportunities for employment. The main problem that is observed is that local communities are normally not employed, or are employed as cleaners, while persons from afar hold higher positions.

The United Nations (2003: 7) defines tourism "as a socio-economic phenomenon comprised of the activities and experiences of tourists and visitors away from their home environment, serviced by the travel and tourism industry and host destinations".

The following are dimensions of tourism (Keyser, 2007:28):
- Economic phenomena

- o Gautam (2008: ii), Mello (2007:181), the United Nations (2001:12) and Berno and Bicker (2001:2) regards tourism as the world's largest industry and creator of jobs across national and regional economies;
- Social phenomena; and
- Cultural phenomena.

2.5.2   Development

According to Shah (2007:55), development is about building peoples' skills and knowledge so that they can meet their own needs in future. Davids, Theron and Maphunye (2005:24) argue that development is about seeking to empower individuals and groups with the skills that they need to render effective changes in their own communities. Graaff (2003:1-3), in his introduction, explains development as a concept that binds people to fight poverty and inequalities as far as political and symbolical power is concerned.

2.5.3   Tourism development

Donald (2003:1,121) regards tourism development "as a vehicle for achieving goals of environmental preservation", and further notes that tourism has been promoted as a positive means of economic development for many communities. It is a human interaction, which forms a crucial component of any destination's tourism product and enhances the economic contributions of tourism through the development of the people that are employed in the industry (Tecle and Schroenn, 2006:444). "Tourism development is centred on the ability of the tourism system to generate employment opportunities, create and support small and medium enterprises and, more generally, greater economic development" (Rogerson, 2002a). Keyser (2006:380) notes that "tourism must be compatible with the society and culture of the tourism destination".

The City of Cape Town defines (2004: 1) "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.

According to Gartner and Lime (2000:310) tourism development was regarded as supportive to the municipality's mission of developing, packaging and marketing the resources of their area to a buying audience.

The United Nation's World Tourism Organization (2006, 2) points out several reasons that make tourism an economic development sector for least developed countries (LDC):

(a)   Tourism is consumed at the point of production;

(b)   Most LDCs have a comparative advantage in tourism;

(c)   Tourism is a more diverse industry than many others;

(d)   Tourism is labour intensive;

(e)   It creates opportunities for many small and micro entrepreneurs;

(f)   Tourism provides not only material benefits for the poor, but also provides cultural pride; and

(g)   Infrastructure required by tourism can also benefit poor communities.

Sinclair and Jayawardena (2003:03) note that collaboration among stakeholders, government, communities and non-government organizations, can possibly develop

a high quality tourism industry. Ayres (2000: 132) stresses the importance of achieving tourism development through planning for it to grow.

2.5.4   **Trends of tourism development**

Keyser (2006:272) notes that careful monitoring of destination trends, planning for innovation, and rapid response to market changes and opportunities, will play an important role in the future competitiveness of a destination. Keyser (2006:36) also points out that regular trend analysis helps analysts to monitor changes or trends in tourism movement over time, and hence balance valuable trends with tourist demands.

Based on current tourism trends, planning tourism ventures should at least initially be based on visitors. The concept of capacity carrying of cultural tourism should be raised as an important factor. Modern tourists are more interested in the history, culture and experiences that they can get from their tourism destination (Wessels, 2005:9). Tourists are no longer interested in visiting well-known sites, but to explore different cultures, local food, arts, festivals and heritage sites that are in the area that they visit (Kepe, 2001: 156-158). The World Tourism Organisation study' (2001:4) reveals that tourists tend to look for destinations where they can actually experience and learn about the way of life of the local people.

2.5.5   **Policy framework for tourism development**

Policy is one component of tourism that is important to determine the success of a tourism destination, as it ensures that the destination offers the kind of travel experiences that are most appropriate to the visitor (Goeldner and Ritchie, 2006:19).

For tourism development to be booming, it must be implemented under a particular policy framework, which will indicate guidelines that should be followed.

Tourism development, as defined in the White Paper on Sustainable Tourism Development and Promotion in the Western Cape (2000:4) is a set of rules, directions, regulations, guidelines and development objectives and strategies that provide a framework within which collective and individual decisions directly affect tourism development.

Goeldner and Ritchie (2006:406) note that tourism policy fulfills the following:

- It defines the rules of the game – the terms under which tourism operators function;
- It sets out activities and behaviours that are acceptable for visitors;
- It provides common direction and guidance for all tourism stakeholders within a destination;
- It facilitates consensus around specific strategies and objectives for a given destination;
- It provides a framework for public/private discussions on the role and contributions of the tourism sector towards the economy and society, in general; and
- It allows the tourism sector to interface more effectively with other sectors of the economy.

The White Paper on Tourism Development (DEAT, 1996:99) provides the policy framework for tourism in South Africa and is stated as follows:

Our vision is to develop the tourism sector as a national priority in a suitable 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 global competitive tourism industry will be a major force in the reconstruction and development efforts of the government.

In order for the government to develop tourism at a national level, priority should be given to the local communities first in order to make them aware of tourism as an economic booster and what tourism entails.

The City of Cape Town provides the following framework for the management of tourism within the municipality area to ensure that tourism in the destination:

- Generates greater economic benefits for local people and enhances the well-being of host communities;
- Involves local people in decision making that affects their lives and life chances;
- Is culturally sensitive, encourages respect between tourists and hosts, and builds local pride and confidence;
- Minimizes negative economic, environmental and social impacts;
- 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
- Improves working conditions and access to the industry.

2.5.6   **Tourism infrastructure**

Township tourism in South Africa has increased hugely in the past thirteen years since 1994 (Colsen, 2007:1). In the Penrith City Council, Coombes and Coombes (2008: 12) note that tourism infrastructure is required for the development and growth of tourism capacity and assets of such infrastructure to create jobs for both constructional stages and operations. Infrastructure such as transport and roads are vitally important in tourism development; the presence of transport infrastructure is a pre-requisite in tourism development because this is where tourism plans and investment initiatives can be built Department of Economic Affairs, Agriculture and Tourism (2002:43).

The Department of Economic Affairs, Agriculture and Tourism (2002:53) has highlighted the following key elements of tourism infrastructure

- Security;
- Information and amenities;
- SMMEs;
- Heritage sites; and
- Art and craft centres.

The Department of Economic Affairs, Agriculture and Tourism have identified the following types of infrastructure that links products to markets:

- Location – includes built environment, culture, trade, commerce, shopping and entertainment;
- Delivery – information and amenities; and
- Transport that is roads, rail, sea and air.

The Western Cape Sector (2003: 183), in its Working Paper, noted the following infrastructure, which they regarded as a provision in tourism development:

- Housing development;
- Social development; and
- Environmental management.

Harrison, Todes and Watson (1997: 51-52) point out two types of infrastructure namely service and economic. Service infrastructure, which is the core source of any kind of development that occurs in any community, will result in lack of sustainable economic infrastructure if there is a lack of it. Harrison, Todes and Watson (1997: 53) describe service infrastructure as electricity, telephones, parks, roads, and water and wastewater systems. Economic infrastructure consists of four various sectors, namely:

- Markets - facilities for informal traders;
- Hives - clusters of small, cheap factory units of size;
- Public sector investment and economic support – activity centres;

museums; fresh product market; house support centre; local service centre; business hive; market space; food and drink venue; and civic centre; and

- Local service centres – are the providers of support service centres for SMMEs that provide information and advice services to small enterprises (Briggs, 1997: 54).

2.6   **SUMMARY**

The above definitions underline how the issue of a tourism industry can help to alleviate poverty in any community. Moreover, implicit in definitions are explanations of poverty and its causes, which generally reflect positive structural perspectives. The phenomenon of poverty should be understood both as a painful reality that is experienced by disadvantaged communities as a construction, definitions and measures, which will help to alleviate poverty and hence develop the community's economy.

CHAPTER: 3

SUSTAINABLE TOURISM DEVELOPMENT PROJECTS AND COMMUNITY INVOLVEMENT IN LANGA TOWNSHIP

3.1   INTRODUCTION

South Africa is undergoing a period of profound and momentous change; disadvantaged South Africans such as Langa township residents are being given an opportunity to build a nation, which is founded on a democratic ethos. During this transitional period there is likely to be public participation in major areas of national and local developments.

During this transitional period tourism has proved to be a viable and developmental industry in which Langa township can benefit. Tourism is an industry composed of various sectors that are dependent on community involvement. There have been little developmental projects in Langa and in this chapter the researcher considers different projects that have surfaced in Langa township. There are both positive and negative contributions in Langa tourism development and the chapter considers what effects of education, unemployment, and development has on sustaining community development through tourism from the views of different authors.

The contribution and involvement of the government, stakeholders, investors and the community is of vital importance for the success of tourism development in Langa. Langa community members have a big role to play in helping out with the success of tourism development, and in sustaining the industry, which can be done through partnerships, community involvement, leadership and unity.

3.2 HISTORICAL BACKGROUND OF LANGA

The Township was named after the chief of the Amahlubi tribe from the Northern Natal who was born in 1818. In 1948 his tribe was driven out of their place of birth by Mpande to Klip River country and the chief's name was Langalibalele (Molapo, 1994:9). The history of Langa, according to Anderson's study (as cited in Ullmann, 2005:13), confirms that Langa was the first black township that was established under the Native Act of 1923. The Act was designed to entrench racial segregation in South African Urban Places (SAUP), which controlled black access to cities and the development of residential spaces.

Black people were controlled by the SAUP within urban places. In 1945 this act was replaced by the Native Consolidation Act (NCA), which became one of the crucial measures under which Apartheid policy was implemented in SAUP. In 1948 the act and its amendments provided powerful changes under which the structure of Apartheid was developed. Langa is situated eight kilometres to the east of Cape Town (Wilson and Mafete, 1963:6). The location was officially opened in 1927 and was established by the Cape Town Municipal Council (Wilson and Mafete, 1963:6). The location came into existence after the forced removals of the Ndabeni in 1963. As the oldest remaining Township in Cape Town, the history of this location spans an important reach in the history in Cape Town. This native location was planned as a model "native urban village" under the Act of 1923, characteristically located on a segregated site on the then urban periphery of the city.

Langa is quite a small Township with a population of about 49 666 people living in it, as stated by the Census of 2001 from Statistics South Africa. This Township's morphology is reprehensive of developmental values and principles that were generated by powerful authorities, which imposed upon a powerful Black sub - jugated population (Ullmann, 2005:18).

The heritage of Black groups in cities was effectively ignored since the Apartheid policy assured that cities are for Whites and Black people were not regarded as human beings (Ullmann, 2005:14). In its initial stage, Langa had only one entrance, which was also an exit and was controlled by police; this was done in order to control the number of Black people that were allowed to work in the cities (Ullmann,2005;18). These people were employed in menial and low paid occupations that impose high levels of poverty.

Built environment was consistent with the role that was determined for Blacks in urban areas by the then dominant White groups. Single male migrant labourers were regarded as temporary and were only allowed to stay in cities without their families; and they could stay as long as they had a job (Ullmann, 2005:18). As the years went by, things changed and living in special houses accommodated those who wanted their families to stay with them.

According to Wilson and Mafete (2003: 49), the first form of housing was hostels, which were meant for single male workers, and these were publicly imposed by the apartheid regime. People were allocated in overcrowded barracks, hostels and different forms for single male workers.

Other houses took the form of utilitarian, repetitive and regimented dwellings, which generally composed of semi-detached or row-houses of limited size and the standards were for family houses. These houses were built from bricks with corrugated iron or asbestos roofs, wooden floors and ceilings. Cooking facilities consisted of a built-in fireplace and there was no provision for lighting. Behind the houses were water taps, which were used and are still used communally by occupants of four houses, and detached from the rear of each house is a lavatory with waterborne sewage. These houses were always perpetually in short supply. Although living conditions for these people has since improved, some still live in crowded conditions (Mackey, 2006).

After the hostels there were small houses called special quarters that were built and these quarters housed two hundred men and one hundred women in one hundred and twenty-eight single rooms and thirty six double rooms (Anderson and Field, 2003:44). Women's accommodation was built along Harlem Street next to the Old Day Hospital. The grandchildren of migrant workers later occupied these quarters.

An area called the old location was the first area to be built in Langa. This location lies between Bhunga Avenue and Mendi Avenue, and was the third and fourth developments after the hostels, barracks and special quarters, which were built in1932/4 (Anderson and Field, 2003: 49). Anderson and Field state that this location extended the Township as far as Jungle walk, Bongweni and Tembani, respectively, and included forty eight houses, which comprised two to three roomed houses with verandas (2003:50).

According to Molapo (1994:10-12), the naming of streets and squares of this Township took place around 1936 and the street names were taken from veterans who participated in the struggle for democracy. For example, Moshesh Street was named after the founder of the Sotho Nation. Rubusana, was named after Dr Walter Rubusana, author and founder-member and vice-president of the South African Native National Congress (SANNC), which later became the African National Congress in 1925.

Ndabeni Street refers to the old location from which these people were removed from, while Livingstone and Moffat Streets were named after British missionaries, which reflects the colonial past. Washington was named after the Border Taliafeno in Washington, America, and he was born a slave in 1856 in Franklyn county, Virginia.

Harlem Street was named after the Black American "renaissance" and ghetto settlement, while Meriman and Jabavu were both named after liberal politicians.

Makana Square was named after Makana who in 1819 led the Ndlambe people in an attack on Grahams-town and was captured in the attack, and subsequently drowned while attempting to escape from Robben Island. He became a symbol of resistance against foreign domination. Mendi Square commemorates the drowning of some six hundred Black South African soldiers in the First World War in France (SA Legion, 2008).

Tembani opposite Bongweni housed one hundred units, while sixty marital housing units were built comprising of two to four roomed houses, which were followed by thirty six units in 1936, and these lay between Washington Street and Jungle Walk opposite Langa High School. These houses became known as Bulawayo. In 1940/1 two hundred and four three-roomed houses were built, which had electricity, private toilets, a sink in the kitchen, built-in cupboards and fuel storage. These houses were called Bubana houses because people would struggle to pay the rent, which was too high for people who did not earn enough to even take care of their families, but after the 1994 election people were given houses and now pay for services that are being rendered.

From 1944 to1957 the old new flats, old flats and the Zones were built. The old flats were the first to be developed between 1944 and 1948, and comprised of eight-storied blocks of bricks, which accommodated one thousand two hundred and ninety six men who were supervised by an African man called Induna (Anderson and Field, 2003:51-2).

From 1949 to 1957 a row of hostels was built to accommodate thirteen thousand and six hundred single men, and this area of development became known as the Zones, which were categorized as Zone one to Zone twenty seven. During 1979 and 1980 some of these Zones were converted to family houses. And in 1988 subsidy houses were built, which were named Settlers as they were built along Settlers Way on the N2. These houses vary in room sizes, since some were big and others small and were mostly bought by people who lived outside of Langa who could afford

such subsidies. In 1999 the late Mr B. Mbenya who was a Langa resident formed Joe Slovo informal settlement residents residing in Zone 9 (Mbenya, 2006).

In 2004 other subsidy houses were built near the cemetery along the railway line and they were mostly occupied by naval officers and other people who were not from Langa. In 2004 the N2 Gateway Project Housing was built, which comprised rental flats for the Langa community who live in hazardous conditions (Ullmann, 2005: appendix 5 maps 1).

In its initial stages Langa township had one to two- roomed houses which were expected to accommodate more than six members of a family, but in spite of all this, residents of the Langa community enjoyed themselves (Field, 2008:24). The shared rural homelands were a factor to promote a high degree of neighbourliness and created a spirit of Ubuntu (Nandipha, 2008).

Education in Langa township was highly valued even though only primary schools were built in the community, as authorities refused to build secondary schools. It was only in 1937 that a secondary school was allowed to be built (Nandipha, 2008). Nandipha further notes that churches were and remain an important part of Langa life, especially for women who provide various services for themselves and for the community at large.

3.3   **ECONOMIC DEMOGRAPHICS OF LANGA TOWNSHIP**

3.3.1   **Unemployment**

Bhalla and Lapeyre (1999:55) regard unemployment as that, which has structural characteristics with major economic and social problems that confront communities. Johoda (1982:15-32) agrees with Bhalla and Lapeyre's argument by raising the fact that there are psychological consequences, which lead to illegal

activities such as child prostitution, gangsterism, substance abuse, teenage pregnancies and school dropouts.

Unemployed people in the Langa community usually drink alcohol, smoke drugs, play cards or dominoes and, according to Deem (1988:73), "unemployed people have endless time available to them, but often derive little enjoyment". She also states that this mostly occurs within ethnic minority groups, namely Blacks and Coloureds. She further argues that all negative effects of life usually occur amongst unemployed people in respect of poverty, boredom, lack of status, marriage breakdowns and criminal activities.

Simai, Maghadam and Kuddo (1995:84) recognised that there is a relationship between unemployment and poverty, and that unemployment breeds poverty. Fiddy (1985: 48-49) argues that the high rate of unemployment is also owing to the fact that the unemployed do not have skills, which is mostly the case with the educated unemployed who have the qualifications for jobs, but have no experience. Khan (2006:18) notes that the government makes excuses when it should make resources available that can be effectively used to decrease crime and the unemployment rate.

As mentioned in Chapter One, unemployment in the Langa township is mainly amongst the educated and uneducated (Careers Researchers and Information Centre, 1993:4). Since Langa is a Black Township, it is believed that the reason for the high rate of unemployment is because it is a Township for disadvantaged people, while even those who have professions are still in lower-paying jobs (Sassem, 1991:319).

Erasmus (1999:28) states that unemployment is a "reflection of the low educational profile of the total population". According to Hoon (2000:7) unemployment comprises the following different types, which are currently experienced by Langa's inhabitants, namely:
- Cyclical unemployment which is caused by a business cycle recession;

- Frictional unemployment, which refers to people who move from one job to another;

- Structural unemployment, which is caused by a mismatch between the location of the job and the location of the job seeker; this type of unemployment occurs because the unemployed are not willing or are unable to move from the area in which they live;

- Classical unemployment, which is when the real wage of an employee is set above the market-clearing level;

- Marxian unemployment occurs when unemployment is needed to motivate employees to work harder and to keep wages down;

- Seasonal unemployment occurs when an occupation is not needed at certain times of the year; and

- Technological unemployment is caused by people who are replaced by machinery or other advanced technology.

3.3.1.1 Measuring unemployment in Langa

According to Barker (1999: 112), "unemployment is the most severe problem South African society is experiencing and it is conceivably the root cause of many other problems such as high crime rates, violence, and abject poverty".

Barker (1999:115) states that there are various ways of measuring unemployment, which are as follows:

- The census method, where the economic status of the whole population is determined;

- The difference method, where the difference between the economically active population and those in employment is taken to the number of unemployment;

- Registration method, where unemployed persons register as such; and

- The sample survey method, where a survey is undertaken among a number of households to determine the economic status of the members of the households.

Not much is distinctive about the unemployed in the Langa community, according to Statistics South Africa (2001:1-8). The total number of people living in Langa township was 25,879, while the unemployed totalled 12.752 and the employed totalled 13.127, which resulted in a 49 percent rate of unemployment, making it half of the Langa community.

3.3.2   Education

"Education system is perceived to have a responsibility to promote the values of democracy and to influence the development of young South Africans towards higher levels of moral judgment" (Green, 2004: 108). Most Langa community members are illiterate, and presently, with various new technologies that require one to have education and skills in order to become employed, a majority of community members have no education (Denton and Vloeberghs, 2003: 85).

Education remains a two-tiered system, which is highly impacted by the historical legacy of Apartheid conditions, since infrastructure in disadvantaged schools are still wanting. Classrooms accommodate more than fifty students, have no windows and at times, no doors, and compared to advantaged schools, this is hugely unfair for a disadvantaged community such as Langa (Brown, 2006: 513-515). Langa community's chances of savouring the taste of being educated remain high on the agenda of Langa schools, but owing to certain circumstances, cannot continue with their education (Doost, 1999: 271).

As De Klerk and Rens (2003:362) point out that the value of education is a product to many significant and positive contributing factors towards any development. In supporting the statement above, an educated individual will always want to educate

the uneducated, and in so doing, provide skills to the unskilled, which is especially true for people who want to uplift the standards of living in their community. There is a need to educate the Langa community in order to improve their prospects of obtaining employment and, in this current situation; the Langa community should educate community members (Bynner, 1998: 4-5).

Through educational participation in organized services the Langa community could result in a fruitful result for it is when one is part of a learning programme, that one receives information (Bender and Jordaan, 2007: 635).

Educational change is important and it is up to the youth of this community to keep up with the changing environment in which they live and that it is time for the youth in Langa to have self-interest to engage in proactive learning opportunities (Cross, 2004:150). Cross (2004: 151) also notes that successful learning means prospering with people and networking with possible private partnerships in order to realize tourism development in Langa.

The Secretary-General of the United Nations, Koffie Annan stated the following: "Education is a human right with immense power to transform and on its own foundation rests the corner stone of freedom, democracy and sustainable human development".

3.3.**3   Security measures**

Security should be the first pillar of tourism development, while creating a secure, safe environment is an important part of providing good customer service and maintaining it (Cambridge Training and Development (CTAD), 1996:291).

The CTAD (1996:291) states that managing security and safety include the following valuable points:

i)   Security guards must be employed;

ii)   Staff must be well trained in safety and security matters;

iii)   Customers must be given advice on what to do with their personal belongings; and

iv)   Ensure that safety measures are followed.

Currently, Langa lacks security plans and, according to Healy (1983: 3-6), this will result in problematic outcomes and will not reflect well on attracting visitors. Glaesser (2003:92) further states that security issues are important within the context of a destination's image. When tourists visit a destination they should be assured that concern for their safety is paramount, and that all appropriate measures should be taken, and greater assurance of quality, safety and well-being should be considered (Theobald, 2005: 542).

Security implementation can bring about job opportunities for township unemployed individuals (Aramberri and Butler, 2005:303). A South African tourism brand survey revealed that fears about safety is one reason for not visiting South Africa and that crime is, therefore, an issue that the industry should deal with in order for tourism to boom (Cole, 2007: 5). Joseph (2007:1) notes that extra security measures should be implemented in order to combat crime and this can be done by the unemployed of the Township as means to secure them with employment, and to uplift their community.

It should be known that the security of visitors and their property is an absolute necessity for stability, development and cooperation and this should be the primary responsibility of the community (Hough and Du Plesis, 1996: 11).

3.4   INCOME INEQUALITY AND POVERTY

3.4.1.   Income inequality

Since the Apartheid era there has been extreme income inequality among racial groups in South Africa, and none more vivid in Black households (Whiteford, Posel and Kelatwang, 1995: 13). They note that the poorest households earn less than half of the total income of rich households (1995: 13). Yao (2005:49) states that inequality and poverty go together, for where there is poverty one knows that inequality is a cause. He notes that poverty can trigger unrest and threaten social stability, and this is all caused by rising inequality and poverty in any community (2005, 50).

"South Africa's inequality is a long legacy inherited from apartheid era, when Blacks were prohibited to move from rural areas to urban areas" Bhorot and Kanbur (2006:1, 59). This is owing to inequalities that Black people live under. Yao further notes that alleviating poverty is going to be a difficult thing to do owing to rising inequalities that still persist in the new South Africa, which is caused by corruption (2005:50). "Inequality breeds inequality" (Cole 1935:62). Agreeing with Cole's statement of inequality, one can note that as a Black person, educated or not, one is still Black and the person will always be categorised as a Black person from a disadvantaged group (MacDonald, 2006: 129).

Mbaiwa (2004: 44) points out that social equity advocates fairness and equal access to resources by all groups, which is aimed at ensuring equity in the distribution of costs, benefits, decision making and management and, in theory, will eradicate poverty.

Professor Luiz (2007:1) states that the "country's social and economic history has entrenched inequality, unemployment, poverty and lack competitive capacity and the volatility of the 1980's had raved the economy". According to Professor Luiz,

past Deputy President of South Africa, Phumzile Mlambo-Ngcuka, introduced a national accelerated and shared growth initiative, which was aimed at achieving an average growth rate of 4.5% of the Gross Domestic Product (GDP) between 2005 and 2009, which was also aimed at reducing inequality and should halve unemployment by the year 2014 (2007: 7).

It is said that this initiative did work, though it had some constraints that prevented it from achieving the targeted goals of reducing unemployment and eradicating inequalities. According to Gildenhuys and Knipe (2000:104, 105), there are two distinctive inequalities, namely the natural and the conventional. They describe natural inequality as the differences that one has over the other in terms of abilities that one have, meaning that natural inequality is unalterable and conventional inequality is established by the consent of men, since they depend on the morality and the political inequality of individuals resulting in inferiority of the poor from the rich who can afford (Gildenhuys and Knipe, 2000: 104-105).

According to Whiteford, Posel and Kalatwang (1995:19) the Gini Coefficient is a popular indicator that is reliable when measuring income inequality of any population. A Gini Coefficient is a measure of statistical dispersion, which is most prominently used as a measure of income inequality (Black, Hartzenberg and Standish, 2000:81-82).

The greater disproportion between the wages of Black and White proletariat continues to exist as the characteristic feature of the colonial type of the country" (Pheko, 1994:26). Wilson and Mafete note that (1963:25) Whites were getting more while they were not doing anything, and Black hard labourers were paid less than Whites.

3.4.2   **Poverty**

The mere fact that people are building shacks in squatter settlements, which leak when it is a rainy season, have such forms of housing, which have inadequate foundation and are mostly too small for family members that live in them, show that poverty does exist (Swanepoel and de Beer, 1996: 13). They note that they live in such a hazardous environment, which most of time is overcrowded and has health risks (1996; 13). In supporting the statement made above, Jones and Nelson (1999: 10) state that poverty is not only about income, but by the way in which people live in, whether there are basic services, sanitation, clean running water, health facilities and proper housing.

Government activities that have been introduced have not substantively and effectively addressed the needs of the poorest people as part of poverty alleviation, since they have brought no improvements to communities of disadvantaged people (Jones and Nelson, 1999:15).

According to Burger (2006: 536-7), poverty - relief projects have been established by the Department of Environmental Affairs and Tourism to promote the development of community – owned tourism products and information centres and tourism development signage.   .

The fact that people are building shacks that leak in rainy seasons in squatter camps is the influence of poverty (Swanepoel and De Beer, 1996:13). These forms of houses have inadequate foundations and are mostly too small for the occupants who occupy them. They are also usually overcrowded, which causes hazardous health risks to those who are healthy, and this keeps them from their jobs, since they tend to get sick most of the time.

A lack of drinking and sanitation water is one the clearest signs of poverty (Swanepoel and De Beer, 1996:14). Because of the vulnerability of finding employment in such a living environment, chances are zero to nothing for these

community members who do not even have money for proper transport, while some of them are not educated (Swanepoel and De Beer, 1196:15).

According to Swanepoel and De Beer (1996: 16), unemployment is another cause and result of poverty, because without a job with any income, one is not able to pay for proper housing, food, medical care and education.

3.5 Key Role Players in Langa Township Development

3.5.1 Private sector involvement

3.5.1.1 Stakeholders

Remenyi (1999:58) defines a stakeholder "as any individual or group, which is involved in the projected interned in proving the business process or practices being supported". He further notes that the relationship of the stakeholder and the parties involved is important to obtain a successful end goal that is required for the project, and all stakeholders involved should come to one desired goal. There could be several stakeholders in a project who can be categorised according to their activities that each is involved in, so as to identify exactly, which players are engaged with what role in order to set priorities in terms of their importance (Remenyi, 1999: 67). He concludes by pointing out the importance of stakeholders in a successful project.

Stakeholders can be any of various people who are involved in a project, whether the community, government, environmentalists, developers or service providers (Vatala, 2005:226).

Stakeholders should always be involved in decisions that are taken to give them opportunities to comment on both negative and positive decisions that are made, while transparency is the most important component that must always be given to

stakeholders especially when reporting feedback (Kotler, Kartajaya and Young, 2004:228-229). Stakeholders should be involved in decision making that involves their future (Mbaiwa, 2004:48).

Kotler, Kartajaya and Young (2004:228) also state that continual engagement with stakeholders is of vital importance in any project for it to be successful. Ngubane and Diab (2005: 116) identify the importance of involving stakeholders in projects' initial phases so as to identify areas and locations for tourism development, and that consultation is another issue, which must be considered when striving towards a positive goal.

When Ms Thobeka Thamage an executive director of Bohlweki and Enviro-Waste Ltd. tried to find sponsors for a project in Langa, several stakeholders were not interested in helping her out with such a development in a disadvantaged community, which is full of slums, foul drainage, strewn garbage, unpaved streets and burnt out cars (Younghusband, 1996:1). Several stakeholders are afraid of becoming part of developments taking place in disadvantaged communities (Magazi, 2008:7).

For any project to be successful, all parties involved should always negotiate towards an understanding and, in so doing, always recognise key areas that require the most attention (Ngubane and Diab, 2005: 117).

Summing up stakeholders' involvement in a tourism development plan is vital because they bring support, negotiation skills, expertise and provide labour with skills development.

3.5.1.2   **Investors**

Baddeley (2003: 9) defines investment as a flow into a stock of capital goods. Tier (2006: 4) points out that when investors invest in something they do not focus on profits that they will make, but on losing money, which will be double in future. He further takes note of the important rules by the masters of investment, Warren Buffet and George Soros, which are as follows:

- Rule number one: "Never lose money" (Warren Buffet);
- Rule number two: "Never forget rule number one"; and
- "Survive first and make money afterwards" (George Soros, 2006:18).

Baddeley (2003: 4) notes the importance of investment as central to the promotion of economic well-being because it is one of the most important economic activities that business, consumers and government can undertake. The following types of investments are described by Baddeley (2003:9):

- Tangible, fixed asset investment: investments that are objects such as art, precious metals, postage stamps and jewellery Hirschey and Nosinger (2008: 294);
- Inventory investment: the difference between the goods sold and goods produced in a given year Schreibfeder (1997: 3-4);
- Residential investment: property purchase for the sole purpose of holding or leasing for income and where there is an element of capital risk (Home Investment, 2008);
- Intangible investment assets, which do not have physical identity and are amortized, which fall under fixed assets Hunter, Webster, Wyatt (2005: 3); and
- Financial investment: provides the funds that allow investments in capital goods Hirschey and Nosinger (2008: 577).

As stated by Tier (2006:18), an investor's cornerstone believes that the main priority is always preservation of capital because the more risks one takes, the

luckier one becomes. Investors always invest in what they know best (Tier: 2006:245).

3.5.1.3   **Government**

Chapter 10 Section 195. (1) of the Constitution of the Republic of South Africa clearly states that "public administration must be governed by the democratic principles enshrined in the Constitution, which include the following principles":

(a)   Efficient economic and effective use of resources must be promoted;

(b)   Public administration must be development oriented; and

(c)   Services must be provided impartially, fairly, equitably and without bias.

" All residents will enjoy a quality of life based on improved economic and social opportunities, greater equality and better access to assets, resources and healthy living environments that forester the well - being for both today's generation and for generations of the future" (White Paper on Growth and Development Strategy, 2008:8).

This is not so with the community members of Langa who still face various obstacles such as poverty, inequality, lack of education and mostly unemployment which is the cause of poor standards of living that the community of Langa experiences. In Langa there are no resources to begin with, let alone not have access to economic opportunities that are said to be available especially for disadvantaged communities.

It is said that the role of local government is concerned with implementation of procedures and processes that enable the government to uplift communities in a sustainable, participatory way, as mentioned by the Local Government in the Preamble under Municipality System Act, 2000. The Municipality Act of 2000 states the following:

- To provide the core principles, mechanisms and processes that are to enable municipalities to move progressively towards the social and economic upliftment of communities;
- To ensure universal access to essential services that are affordable to all;
- To define the legal nature of a municipality including residents and communities within the municipal area, working in partnership with the municipality's political and administrative structures;
- To provide for public participation;
- To provide for manners in which municipal powers and duties are exercised and performed;
- To establish a simple and enabling framework for the core processes of planning, performance management, resource mobilisation and organisational change, which underpin the notion of developmental local government;
- To empower the poor and ensure that the municipalities put in place service tariffs and credit control policies that take their needs into account by providing a framework for the provision of services, service delivery agreements and municipal service districts; and
- To establish a framework for support, monitor and standard setting by other spheres of government in order to progressively build local government into an efficient, frontline developmental agency capable of integrating the activities of all spheres of government for the overall social and economic upliftment of communities.

The above Act shows how fundamental community involvement is in development, and this is elaborated in Chapter Four of the Municipal System Act, of 2000 which comprises of the following:

- Development of a culture of community participation (section16);
- Mechanisms, processes and procedures for community participation (section 170);

- Communication of information concerning community participation (Section 18); and
- Communication to local community (section 21).

Self (1985:3) states that "public policy cannot remain independent of political process and cannot be value free". "Tourism and leisure are an important element of the economic development strategies of the local government" (Hall and Jenkins, 1995:38).

The policies of government are influenced by economic, social and cultural characteristics of society and government and its critics have become more aware of and interested in the industry of tourism development, since it increases the economic stability of a community, creates job opportunities and attributes to the alleviation of poverty (Hall and Jenkins, 1995:28). Hall and Jenkins (1995:29) note that with tourism industry the government programmes at different levels may also see a shift towards a better integrated tourism industry.

Government used to play a pioneering role in the past because of huge investment, which was required to provide basic infrastructure and facilities that were necessary to open up areas of a country to tourism and to attract growth (World Tourism Organization Business Council, 2000: 10). With Langa, government should help the community by providing them with skills and infrastructure rather than simply finance projects and disadvantage itself in the process (World Tourism Organization Business Council, 2000:25).

The World Tourism Organization Business Council (2000:63) also points out needs that the government should focus on, which are as follows:
   i)   to have a vision for tourism;
   ii)   to ensure adequate infrastructure development and maintenance;
   iii)   to create sufficiently open market conditions to stimulate sustainable tourism development;

iv)   to ensure flexible labour to enable staff with key skills to be located where necessary; and

v)   assure the wellbeing of local communities, international and domestic visitors.

Lennon, Smith, Cockwell and Trew (2006:5) note that the government can develop tourism in a sustainable manner if it could provide an appropriate physical, regulatory, fiscal and social framework. With the government's help, the growth of small medium enterprises (SMEs), which is a contributor to economic growth in the short and the medium term, there might be a difference in sustaining tourism development of the community (Lennon, *et al,* 2006: 34).

Swarbrooke (2002:150) states that government can help to boost tourism development financially, but lacks to assist community projects for the unemployed, noting that the government can help by reducing the capital costs of attracting projects in the following ways:

i)   labour availability through job training schemes funded by the public sector;

ii)   expensive infrastructure such as transport links and drainage; and

iii)   land and building free of charge or less than true market value.

Swarbrooke (1999:87) points out reasons why government intervention is important in the tourism development sector.

i)   The public sector is mandated to present the whole population and not just one set of stakeholders or interest group.

ii)   The public sector is intended to be impartial, with no particular rested or commercial interest; and

iii)   The public sector can take a longer term view of tourism development than the private sector.

As Swartbrooke gives the above reasons, one can see that within this new South Africa that we live in, these only apply to the White community and that since democracy, little or nothing has been done by the government to uplift the standard of tourism development in Black communities. This is where one finds that though there have been some improvements, the input of the government is still lacking and the standard of labour employed for a particular project, lacks skill, while in some instances no training is provided to offer skills to these community developers.

The Local Government White Paper (RSA, 1998) and the National Constitution (RSA, 1996b) have subsequently charged local governments with promoting economic and social well-being, and hence introduced development and job-creation endeavours in areas under their jurisdiction. The result has been the emergence of a range of recently initiated projects, with some of the most common ventures being:

public works programmes;

local procurement and small-business promotion strategies;

support for both formal and informal business; and

efforts to encourage tourism-based development.

Langa currently has the following operating tourism businesses:

- Accommodation;
- Restaurants;
- Craft Workers; and
- Bed and Breakfast establishments.

Frenzel, Koens and Steinbrink (2012:89) note that the above business owners are inexperienced and that they compete with similar products.

The role of government at provincial level, as stated in the White Paper on Sustainable Tourism Development and Promotion in Western Cape (2001:57-58),

was to create an enabling environment for tourism to flourish by providing the following:

- Safety and security;
- Developing regulations for tourism;
- Planning and development, public infrastructure and road signage;
- Education programmes, including raising levels of awareness and understanding tourism and its importance;
- Facilitation of the removal of barriers to entry into the tourism industry for previously disadvantaged groups and individuals;
- Minimising the negative social and environmental impact of tourism;
- Establishment of standard entrepreneur support programmes, which facilitate appropriate skills, education and training;
- Ensuring that national and provincial marketing initiatives are conducted in liaison with local marketing initiatives.
- Maintaining tourism attractions;
- Planning in support of tourism after consultation with the Local Tourism Bureaux;
- Providing and maintaining public infrastructure in tourism areas;
- Providing public amnesties such as parks, ablution facilities and public transport in support of tourism;
- Planning and providing local road signs in support of tourism in conjunction with the provincial government;
- Maintaining the environmental integrity of the local area; and
- Administering any (future) compulsory registration system for tourism businesses.

Kerr (2003: 158) states the following role of government in tourism development:

- Provision of infrastructure and resources to support a fledging tourism industry;

- Set more general policy decisions and general economic and regulatory parameters within which the tourism industry operates (Hall, 1994: 6), as cited by Kerr; and

- Provide political stability, social infrastructure, security, and legal and financial framework to smooth the progress and development of tourism (Kerr, 2003: 27-28).

Insight Organization (2012) notes the role that the public sector plays in tourism, which involves researching, developing and marketing tourism in a destination. The public sector provides the following services:

Strategic directions – through the development and production of tourism strategies that recognise important synergies, identify key initiatives and set out coherent plans for the multi-faceted sector that makes up a destination's tourism product.

Destination research - the public sector is able to gather a range of information on:

- Visitors to a destination;

- Their numbers and spending habits;

- Their perceptions of and satisfaction with a destination, and

- Their collective effect on the local economy and individual businesses.

"The rationale for control and accountability in public administration and management is to ensure efficient and effective resource utilisation to foster public service provision, good governance and development" (Kakumba and Fourie, 2008: 121).

3.5.1.4   Non- Governmental Organisation

A non-governmental organization (NGO) is any non-profit, voluntary citizens' group, which is organized on a local, national or international level (Keyser, 2006: 207). These organisations are task-oriented and driven by people with a common interest NGOs perform a variety of services and humanitarian functions; bring

citizen concerns to Governments; advocate and monitor policies and encourage political participation through provision of information. Some are organized around specific issues such as human rights, environment or health. They provide analysis and expertise, serve as early warning mechanisms and to help monitor and implement international agreements (Werker and Ahmed, 2007:3).

NGO roles in Langa's tourism development (Rose and Urquhart, 2001:7):
- Act as catalyst and liaise between stakeholders;
- Invest in training, capacity building and technical assistance to the poor to increase their understanding of the tourism industry, and develop skills for small business and tourism employment;
- Explore linkages between private operators and poor suppliers; facilitate the process to reduce time and risk for the poor;
- Develop processes that amplify the voice of the poor at policy level;
- Help to avoid raising unrealistic expectations amongst the poor;
- Support campaigns that aim to enhance pro-poor objectives of tourism; and
- Encourage the inclusion of pro-poor objectives within multilateral trade relations.

Aref, Gill and Aref (2010:155) state that in order for tourism development to succeed, the Langa community should work closely with NGO to educate others in the community concerning tourism development projects.

According to Mthyobile (2012), Siyaphambili Orphan Village is the only Non-Governmental Organisation in Langa. The organisation's founder Ms. Ndileka Xameni, saw the need to open her house to HIV/AIDS orphans and child - headed homes. She provides emotional and physical support, counselling, advice and financial assistance. Ms Ndileka Xameni, a qualified social work by profession, quit her job in 2005 and opened her house to orphaned children who are looked after by either their grandparents or brothers and sisters.

3.5.1.5   **Community-based organisation (CBO)**

A CBO is an organisation that provides social services at a local level (Salles and Geyer, 2006: 4). It is a non-profit organisation whose activities are based primarily on volunteer efforts, which means that CBOs depend heavily on voluntary contributions for labour, materials and financial support. CBOs have an important role to play when it comes to strengthening democracy in communities (Salles and Geyer, 2006: 23).

Community-based organisations always focus on empowering local communities to do things themselves (Hainsworth, Jamieson, Noakes and Day, 2007:14).

CBOs are facilitators of community development as their interests lie in the development planning process of the community (Keyser, 2006:206).

CBOs enhance social sustainability by empowering local communities to manage their own resources, while they provides meaningful employment, and assist with capacity building and cultural preservation (Asker, Boronyak, Carrad and Paddon, 2010:3).

Asker *et al.* (2010:3) further note that the CBOs work effectively on the following:
- Support local economic development through diversification of employment;
- Respect and encourage equitable participation of the local community;
- Are ecologically sustainable and minimise impact on the environment;
- Conserve and promote living cultural heritage and welfare;
- Educate visitors about culture and nature;
- Demonstrate good management practices; and
- Ensure a qualitative and safe experience for all individuals involved.

Dalukhanyo Pre-School is one of the few nursery schools in Langa, which is a community-based organisation (Anon, 2012). It was established by local hostel dwellers in 1986 who saw a need to provide a playground for children when their single parents are at work. The school receives funding from the Cape Provincial Administration, as well as and a monthly fee from the parents. The school provides care for children who are between three months and six years old until they enter the mainstream education system. The school generates additional income by arranging structured tourist visits

The Chris Hani School, which is also a CBO, was founded by Mrs Maureen Jacobs and a cadre of parents from the ALTA hotels in 1991 (Jacobs, 2012). The founders of the school identified the need to provide immigrant children with the following:

- A nurturing supportive educational environment;
- An effective model, which will work for the children;
- A safe environment with walking distance to homes;
- A cadre of qualified, effective teachers;
- A sensitive, culturally-aware multilingual staff; and
- Xhosa/English language teachers.

Johnson (2010: 150) considers the CBO as one component of a broad-based plan to improve community economies.

3.5.1.6 **Tourism Grading Council of South Africa (TGCSA)**

The TGCSA is an officially recognised quality assurance body for tourism products in South Africa, and was established in September 2000 by the former Minister of Environmental Affairs and Tourism, Vallie Moosa (TGCSA, 2012). TGCSA is an independent assessment agency that attempts to establish a common set of standards, which patrons of guesthouses, hotels and other accommodation facilities may use to compare different establishments. The TGCSA's vision, as stated in Gumede's summary (2012), is to implement a recognisable and credible globally benchmarked system of quality assurance for accommodation, Meeting Exhibitions

and special events experiences, which can be relied upon by visitors when making their choice of establishment. Gumede further states that the TGCSA STAR insignia provides assurance of quality and service excellence to domestic and international visitors.

At the unveiling of the new star Grading Plague with the Universal Accessibility Plague for accommodation and the MESE establishment, the current Minister of Tourism Mr Marthinus van Schalkwyk, stated: "The role of TGCSA in ensuring that the tourism industry in South Africa delivers the promised quality experience to tourists visiting our country, is critical" (Tourism Grading, 2011).

Cape Town Tourism (CTT)

CTT is the City of Cape Town's official regional tourism organisation, which is responsible for destination marketing, and visitor and industry services (CTT, 2012). This organisation believes that tourism is built around involvement, participation, relationships and participation, which means working actively with local communities; listening to communities' needs, and working side-by-side to ensure that environmental and indigenous cultures are preserved.

This is an organisation that works and encourages the involvement of disadvantaged individuals, and encourages the community to buy local items. The CTT has an operating membership programme that works on the basis of partnership, and is aimed at all businesses, large and small.

CTT has the following strategic objectives and priorities:
- To enhance the national and international image and awareness of Cape Town as an outstanding place to live, study, work and invest;
- To optimise tourism volumes and yield for the city's economy in a totally sustainable manner;
- To establish good levels of tourism business all-year round;

- To optimise the distribution of tourism benefits within the city region and beyond;

- To engage actively with the City's tourism businesses to help them to become highly competitive, embrace transformation and adopt responsible practices; and

- To encourage action by Cape Town Tourism's partner organisation in the City to develop Cape Town responsibly, and to ensure a safe, attractive and welcoming environment.

3.5.1.8 Community involvement

Participation is the key to everything that happens in a community (Swanepoel and De Beer, 1996: 26). The success of any community project lies in equity within the community, irrespective of the background and financial capabilities of an individual (Mbaiwa, 2004:44). According to Swanepoel and De Beer (1996:26), community members have the right to take part in decision making mechanisms regarding any development within their community. Mbaiwa (2004: 46-47) points out that those community institutions play a vital role in providing leadership and sharing of different developmental programmes, as seen in the Okavango Delta in Botswana. "The establishment of trusts, among other issues, indicates organized institutional arrangements and tourism development in Okavango" (Mbaiwa, 2004: 47). Agreeing with the above statement, the community has a vital role to play in terms of seeing that development is completed in time and without any disruption, and noting that they will be beneficiaries of the development.

Involving the community before starting a project is important and involves negotiating because they are the ones who know what is needed in the community (Sowman and Urquhart, 1998: 14). Mbaiwa (2004:47) agrees with Sowman and Urquhart that communities should be given a platform to raise their views and to ensure that the community participates and benefits from tourism activities. The community should be given complete information so as to make enlightened decisions, involving them in the initial planning stages (Swanepoel and De Beer,

1996: 26). While dealing with the community, communication is an important factor towards the end goal of the project (Swanepoel and De Beer, 1996:55). Sowman and Urquhart (1998:16) state that the community will always have important ideas and information about the environment in which they live, which can help to make a project more sustainable. Community involvement in negotiations aims to reach the same goals in order to avoid resistance within the project (Swanepoel and De Beer, 1996:63). The community should be regarded as representatives of the interests of their constituents because they are the beneficiaries of the success in the development of the project.

Swanepoel and De Beer (1996: 55) state that community involvement in the project is important because it provides skills to unemployed members of the community, and the community can also shape their future, which is essential for the success and long – term sustainability of the project. Community involvement in these projects will promote better integration as a step towards social sustainability (Sowman and Urquhart, 1998: 16). Having joint project agreements have benefits in terms of finances and employment development (Mbaiwa, 2004:48).

While Gugas'thebe was being built the community was involved in the architectural design of the centre and the purpose of involving the community was to build and encourage the collaboration of community development (Ullmann, 2005: 177). According to Swanepoel and De Beer (1996: 18), community members are the most and main stakeholders in any development that happens in their community, especially poverty alleviation.

3.6   COMMUNITY DEVELOPMENT

3.6.1   Positive developments in Langa township

The LEAP Science and Maths School project is a project with various programmes such as a teacher mentoring program, teacher reclamation, student tutoring, educating unemployed parents, counselling services, community projects, community bridging and active community partnerships. LEAP is a project that uplifts the confidence of the disadvantaged community by providing the Langa community with hope of having a bright future and bridging the divide between different communities (LEAP: 2007, 1-3).

Tsoga project is a project, which was designed and constructed with an approach that sees making the built environment a regenerating process rather than a consuming one, which means that the project generates more resources and benefits than it takes from the system (Rendall, Cowen, Goven and Collis (2005:1).

Eziko project "aims at providing the unemployed with technicality, career – oriented skills in cooking and catering, basic watering , part- time baking and catering, micro business , aftercare and placement services". The aim is backed up by guidance on how to find employment and further motivates and counsels individuals into becoming entrepreneurs (BP, 1996:1).

Challenges that communities face in community development (Dukeshire and Thurlow, 2002: 1):

      i)   Lack of entrepreneurship and management;

      ii)   Lack of understanding the concept;

      iii)   Poor distribution of financial and employment benefits; and

iv)   Lack of required support in training.

Current community services (Thandeka, 2008): Sports complex; Home Affairs; Police station; Post office; Love Life; Civic Hall; Library; FNB; and Cape Town Tourism.

3.7   TOURISM DEVELOPMENT IN LANGA TOWNSHIP

Since the Langa township originated, few developments have since emerged, which is owing to the fact that apartheid existed since the development stages of the township. Only until recently, development has occurred, which has had an effect on the daily lives of community members in Langa.
The following developments have occurred (Anon, 2007):

- transport – roads and steer lights have been constructed to ensure safety and easy access for tourists;
- a taxi rank has been reconstructed to accommodate the growing taxi industry;
- hostels renovated into three bedroom family units;
- three parks have also been built for children;
- three public baths were built for backyard dwellers who do not have any privacy in their shacks;
- a stadium, which offers soccer, cricket, rugby and hockey; and
- a swimming pool was renovated.

Other forms of development are Love Life, an organization, which offers sexual health services, outreach support programmes and confidence building workshops for teenagers in the Langa community. The Love Life centre was organized by the wife of past South African President, Thabo Mbeki, Zanele Mbeki, and was funded by the overseas Bill and Melinda Gates Foundation, along with the South African government (Peace Boat: 2007,1).

During this research, Langa community members were in a process of formulating a developmental forum that will focus on tourism development in the township, since the previous forum did not have any developments, especially in terms of community tourism development. On the 5 of July 2009 a meeting was held by members of the Masibambisane organization to select executive members of the Langa Development Forum. Masibambisane is an organization, which was formed because there were no successful development projects in Langa; it is an organization that comprises different political parties, which are available in Langa. Tourism development has since been disrupted by the politicking threat towards the long-term viability of the development of Langa (Zille, 2007).

The following heritage sites in Langa were recorded in an oral historical project by Field (2008:23-33): Pass Office and Court; Reception Deport; Hostels; Old and New flats; Special Quarters; Main Barracks and North Barracks; Washington Street; and Market Hall.

Ma Neo Township Bed and Breakfast

The above was established in 1999, and is a family business, which is owned by Mama Thandi who works as an Aids councillor. Ma Neo's B&B has space for four people and consists of two clean spacious rooms, each with a television.

Simon's craft stall

Simon Kumanya operates a craft stall on a dusty corner in Langa, and sells carved wooden and exquisitely beaded souvenirs, whist providing work for twenty people (Anon, 2012).

Mzantsi Restaurant

The restaurant is wned by Nomonde who is an active member of the community's tourism development in Langa (Anon, 2012). The restaurant was opened in 2008 and has been in operation ever since.

Radebe's Bed and Breakfast (Coffee shack)

This guesthouse and coffee shack is owned by Minah Radebe, and offers themed South African homeland bedrooms. Minah serves an African breakfast; lunch and dinner, and also offers tourists walking tours.

Ubizo Events & Tours is a township tour operator, which specializes in cultural tours, events and visits to the vibrant Cape Town townships of Langa and Gugulethu for international and local tourists and students (Ubizo Tours, 2012). Siyabulela Siyaka is a young man from Langa who took the initiative of taking up a career in the township tourism sector. Ubizo events and tours opened in 2008, and specialises in the staging of quality musical and networking events.

Eziko Community Project & Township experiment's cooking and catering school (Eziko Restaurant, 2012).

Eziko was established in 1996 by a former Langa High School teacher, Victor Mguqulwa. The school is dedicated to providing community members with life and career-oriented skills in cooking and catering in order to empower them to find employment.

Powers states that Langa township does not have supermarkets only spaza shops, fruit and veg stalls and Smiley Delis (Powers, 2012).

3.8   CHALLENGES OF TOURISM IN LANGA

Langa community is not aware of the importance and the opportunities that come with tourism development. The community does not know the challenges that this industry brings to the community. It is true that this part of the country still faces racial problems, as this city is managed by the National Party (NP) (New National Party, 2007). The World Tourism Organisation (2001:13) points out the following challenges:

- Access of the poor to the market: physical location, economics elite and social exclusion;
- Commercial viability: product and price, marketing, strength of the broader destination;
- Successful development of pro poor tourism initiatives involves a strong commercial orientation and the capacity to engage with a wide range of stakeholders and achieve integrated change;
- Implementation: filling the skills gap, managing costs and expectations and maximising collaboration; and
- Policy framework: land tenure, regulatory context, planning process, government attitude and capacity.

Saayman and Du Plessis (2003: 57) state "that changing technology, more experience of consumers, global economic structuring and environmental limits to grow are some of the challenges that countries and tourism managers are faced with".

Davids (2007) quotes Eister at a conference in Durban about tourism, in terms of challenges that Blacks face in tourism development: "Blacks are required to contribute 40 to 50 percent of the investment, which is an extremely high amount of money for Black entrants to the industry"

3.9 TOURISM AND BUSINESS PARTNERSHIP

Business in Langa is in the form of SMME's such as spaza shops, shebeens, hawkers and taxi industry and vendors (Collins, 2008). On the 10th July 2008 at the Langa sport complex, the mayor of Cape Town was called by the Langa Business Forum, where the forum raised issues about the Township being overlooked when it comes to tourism business related issues and wanted to put Langa on the map of tourism destinations in the Western Cape.

Currently, Langa has the following entertainment areas and restaurants' (Thandeka; 2008): Eziko Restaurant; Lelapa Restaurant; Imbizo lounge and restaurant; Mzansi restaurant; Eswazini food and services; Xoli's catering; Jitana's catering; and Kita Events Solutions.

Bed and Breakfasts: Radebe's; Maneo's; Sangweni; Nala Zondwa; Bonani; and Vuvu's.

Tour Operator's: Tsoga Tours; Samkelekile Tours; Sam's Cultural tours; Camissa Travel and Marketing; Langa Heritage walks; Siviwe Tours; Gcinanani Tours; Nonzaba Tours; Attraction and Craft; Tsoga Centre; and Gugas'thebe arts and cultural centre.

On the 10th of July 2008 Magazi an editor from Vukani Langa's local newspaper published an article about the traders of Langa, raising their concerns regarding benefits that they will miss because of lack of support from the City of Cape Town and other spheres of government (Magazi, 2008: 7). Magazi also reported that traders have been battling to secure land ownership, which deprives traders of opportunities to do business and earn a living. Magazi, quoting Mr. Bonxi a local business owner stated that the Langa Traders Association (LTA) has been battling

to address their concerns with the government and various stakeholders, but to no avail.

3.10   SUMMARY

The tourism industry has influenced the changing society of communities, be it through development, education economic and participation. The industry has been seen as one of the biggest that offers change in any community in the world. Therefore, why not let a community with a historical background of forced removals be one that will lead in providing tourists with memories that cannot be forgotten? This community has lived through historical events, and still remember them. Tourists have shown an interest in knowing more about the cultures and political background of disadvantaged communities in South Africa. By transforming the Langa Township into being a most attractive destination in the Western Cape, will eradicate poverty and the economic growth that it will receive in the process, will help towards sustaining its tourism industry.

CHAPTER: 4

RESEARCH METHODOLOGY AND DESIGN TO ASSESS THE CONTRIBUTION OF TOURISM DEVELOPMENT TO ALLEVIATE POVERTY IN LANGA

4.1 INTRODUCTION

This chapter considers the design that was used in the research study; the researcher presents challenges of an investigation that was conducted in Langa. The methodology was used to obtain relevant information, which was required for the results of the study. Interviews and questionnaires were conducted to consider views of Langa community members regarding tourism development in their Township. The researcher concluded interpretations according to information that was received from community members who were willing to provide information that they had. While the researcher conducted interviews, mixed views regarding tourism development and Langa infrastructure were depicted from different interviewees.

The researcher distributed questionnaires that were later analysed and interpreted according to the way in which the researcher regarded them, and interpretation of these questions were also provided. The research interviews are discussed in this chapter and the findings provide characteristics and perceptions of the tourism industry that were surveyed as part of this study, and are thus merely an indication of the broader picture concerning tourism development programmes in the area. Interviews that were conducted revealed certain facts that the researcher was not aware of concerning corruption and security in the township.

4.2   RESEARCH DESIGN

According to the Institution for Planning Research (Mullins, 1994:20), research design is a guide to planning data collection and analysing phases of the research project. The institution notes some of the major functions of research design as follows:

- It provides the researcher with a blueprint to address research topics and this is said to be one of the important functions of research design; and
- It dictates boundaries of research activity and enables the investigator to channel his/her energies in specific directions.

The research design, which was used in this study, was used to demonstrate how all major parts of the projects have worked collectively to address the research questions of tourism development in poverty alleviation programmes in Langa. The research design was also classified in terms of the research objectives, as stated in Chapter One.

4.3   RESEARCH METHODLOGY

Research methodology refers to the process in which scientific methods are used to expand knowledge in a particular field of study; it involves the application of various methods and techniques in order to create scientifically obtained knowledge by using objective methods and procedures (Welman and Kruger, 2001:2).

Methodology is simply a plan of action to assist in proving correctness, which at times helps to persuade the rightness of the plan. The plan consists of two things: the ingredients, tools or materials that are required to get to the point, and then prove it, and the strategy to go about using those materials (Munro and Munro, 2003:1).

In concluding the above description of research methodology (O'Sullivan, Rassel and Berner, 2002:24), research methodology include steps that are used to collect and analyse data. This study used the quantitative approach as a method, whilst the qualitative approach was used to obtain more insight in order to supplement the shortcomings of the quantitative applied study method.

The qualitative method is a field of enquiry that cross-cuts disciplines and subject matters, while its aim is to gather an in-depth understanding of human behaviour and reasons that govern such behaviour (De Vos, Strydom, Fouche and Delport, 2005: 267-268). Qualitative research, according to Welman and Kruger (2001:191), "is not concerned with the methods and techniques to obtain appropriate data for investigating the research hypothesis, its data is based on meanings expressed through words and other symbols". Savenye and Robinson (2012:1046) define qualitative research as a research devoted to understanding and understanding of human system, which involves highly detailed rich descriptions of human behaviour and opinions. Research methods used in qualitative research include interviews and observations Savenye and Robinson (2012:1046). Thomas (2003:1) defines qualitative research as one that involves a researcher describing kinds of characteristics of people and events without comparing events in terms of measurements or amounts.

Qualitative research was used to explore participants' subjective experiences of tourism's roles in poverty alleviation. Qualitative research is multi-method in focus, and involves an interpretive, naturalistic approach to its subject matter (Neuman, 1997: 32).

The researcher explored the experiences around the perceptions of tourism after reintegration into respective tourism developments in Langa. Describing the two mixed methods, qualitative and quantitative methods from various authors' perspectives, Du Plooy (2001: 29) defines quantitative research as "an objective and value free reality that can be researched based on deductive reasoning". Cormack

(1991: 139-141) defines quantitative research as a research method that describes systematic scientific investigation of quantitative properties and phenomena and their relationships, while that its objective is to develop and employ mathematical models and theories pertaining to natural phenomena.

Quantitative research uses the syntax of mathematical operations to investigate the properties of data (DJS Research Ltd, 2009). The researcher obtained a better understanding of how the community of Langa regards tourism development and how it can help to alleviate poverty. As the researcher distributed the questionnaires and conducted interviews, the community's behaviour showed that they were ready for any development that could lead them to better standards of living. Much small talk was made while the researcher investigated the community's understanding of tourism and the contributions that it could make to develop their township.

Qualitative research as defined by Thomas (2003:1) focuses its attention on measurements and amounts of the characteristics displayed by people and events that the researcher studies, which involves interpretive, naturalistic approach to its subject matter.

Minichiello and Kottler (2010:19) point the following key characteristics of both Qualitative and Quantitative research:

Qualitative research
- Is concerned with understanding people's experiences from the perceptive of the participants (conceptual framework);
- Assumes a dynamic and negotiable reality (assumptions);
- Inductive and circular, alternating back and forth between data, analysis and literature (reasoning processes);
- Data collected through observations of what is happening in the real world, or with people in a conversational style (methodology);
- Active informants about their experiences and perceptions (participant role);

- Interviews, focus groups, observations, reviews of documents (primary tools);
- Small, strategic samples not presumed to represent population (sampling);
- Data report in text or words, analyze by themes (data analysis);
- Coded and classified into themes and concepts (data classification); and
- Proportions development that synthesize themes and lead to rich descriptions, models, and theories (outcomes).

Quantitative research

- Is concerned with discovering facts in terms of cause effects (conceptual framework);
- Assumes a fixed and measurable reality (assumption);
- Deductive and linear, operating in a sequential series of progressive steps (reasoning process);
- Data collected by measuring things via instruments or conducting experiments (methodology);
- Subject of experiment or respondents to questions (participant role);
- Structured questionnaires, predetermined measurement devices, or tools to collect and measure data (primary tool);
- Large samples, randomly selected, presumed to present large groups (sampling);
- Data reported via numerical values and then statistically analysed (data analysis);
- Classified by variables (data classification) and
- Hypotheses tested between independent and dependent variable (outcomes).

Mixed methods of research uses both qualitative and quantitative data because they often compensate each other for perceived shortcomings of stand-alone methods, and provide a better understanding of a research problem (Creswell, 2003:12). For data collection, these methods relied on the literature review, questionnaires and interviews.

4.3.1 Literature review

According to Hart (1998: 1), literature review is any collection of materials on a topic; it discusses information on a particular subject, both published and unpublished, which contain information, ideas and data.

An intensive literature review was conducted to investigate the contribution of tourism to poverty alleviation programmes in Langa; two sources were used to gather information, namely primary sources, which provide first-hand testimony concerning a topic under investigation and are characterized by their content; and witnesses who experienced the conditions being investigated create them (Nueman, 396: 1997). Face-to-face interviews were also used to obtain more information as a source of primary data collection for this study.

According to the West Virginia Archives and History News (2002:2), secondary resources are documents or recordings that relate or discuss information that is published such as textbooks, journals, computer searches, reports and other publications, which were also used in this study.

4.3.2 Research survey

a) Questionnaire

The study used two broad categories, namely questionnaires and interviews. According to Arkey and Harris (2007: 168), questionnaires are usually pen-and-paper instruments that respondents complete in order to obtain respondents' opinions, beliefs and convictions. Thomas (2004:155) describes a questionnaire as a form that contains a list of questions, and a means of gathering information for a survey. For purposes of this study, a Likert Scale Model questionnaire was used to collect data.

b) Interviews

According to Thomas (2004, 162: 163), an interview is a set of questions, which are read to a respondents by an interviewer who also records responses. A structured interview is a formally controlled meeting in which one person asks a series of questions of another person for the assessment of facts or statements that were elicited from the other in order to obtain information for publication (Keats, 2000:1).

1. An interview is a far more personal form of research because it allows the researcher to have a personal interview directly with respondents based on the interview's input, which is completed by the interviewer. "Both interview and questionnaire are techniques for measuring variables, which involve asking questions" (Bouma and Atkinson, 1995: 81).

The questionnaires and interview questions that were posed for this study were used to gather information towards an understanding of individuals regarding tourism development in Langa. There were no targeted individuals and the information that was required was from all those who live in the Langa community.

4.3.3 Data analysis and interpretation

Data, as defined by De Ploy and Gitlin (2005: 318), is a set of information obtained through systematic investigation, and is also referred to as information, which is numerical or narrative. According to Sekaran (2003:219), data can be obtained from using primary or secondary sources. A primary source refers to data that is obtained first-hand by the researcher on the variables of interests for the specific purpose of the study, and a secondary source refers to information that is gathered from sources that already exist (Walliman, 2001: 231-232). Data analysis and interpretation involves reducing "raw" data by means of statistical and / or linguistic summarization (Walliman, 2001:226-227).

For purposes of this study, both primary and secondary data was collected and objectively analysed and interpreted. Arkey and Harris (2007: 190) describe a technique of descriptive analysis as one that uses numerical and graphical methods for organizing, presenting and analysing data, which were utilised in this study. Veal (2006: 37) states that interpretation places more reliance on the people being studied to provide their own explainations of their situation or behaviour and tries to get inside the minds of subjects to see the world from their perspective. Through interviews that were conducted for this study, the aspects outlined by Veal (2006) were employed.

This study made use of descriptive, analytical and statistical data analysis, followed by an interpretation of respondents' responses, which were obtained during the distribution of questionnaires in an objective and reliable manner.

4.3.4   **Data collection**

a)   Ethical considerations

A number of ethical issues were considered throughout the process of this research study, and these are outlined below.

- Informed consent; included receiving informed consent from participants in order for them to participate in the research. The researcher also ensured that participants were informed of their right to withdraw from the research at any point during the research. Permission was obtained from the community to determine potential participants in their understanding of the benefits of tourism projects in the community.
- Professionalism: time schedules and venues for appointments were adhered to.
- Confidentiality and anonymity: participants remained anonymous and the information that they provided was kept confidential.

b) Pilot study

Before data collection commenced, the researcher conducted a pilot study to identify the utility of questionnaires in the Langa community context. The pilot study was conducted on twenty potential respondents to understand the essence of the questionnaire. Questionnaires were translated from English into Xhosa by the researcher, as some of the respondents were Xhosa-speaking and did not understand the English language. This was done to ensure that the correct translation occurred, and that it was an accurate replica of the original questionnaire. The questionnaire was conducted in person to establish validity and reliability of the questionnaires.

Ensuring face validity, the participants had to understand terms that were used in the questionnaires in spite of language and literacy barriers, as this was vital to the outcome of the study. From the pilot study the researcher was able to establish the best means to implement questionnaires, and found significant differences between the languages and methods of obtaining data.

c) Final questionnaire distribution

After completing the pilot study, a final questionnaire was developed. Some respondents were eager to answer the questionnaires, while some requested to answer in their own time. The researcher printed one hundred and fifty questionnaires, but some questionnaires were either lost or not completed owing to the fact that those who wanted to complete them privately, never did. The researcher had to then print more copies and assist in the completion of the questionnaires.

Data that was collected from questionnaires was loaded onto SPSS (version 18 of the statistical software), which made it easier to read and interpret

what was reflected by respondents in a quantitative form. This statistical data processing was done with the assistance of a professional statistician.

d)   Interviews

The total number of interviews that were conducted by the researcher were eleven: three tourist guides, three community members, three business members and two councillors. All interviews were conducted at the consent of the interviewees. Appointments to conduct interviews were made before the actual interview day, and the duration for each interview was between twenty to thirty minutes.

These interviews were conducted by using both English and IsiXhosa. The reason was that some of the interviewees requested to be interviewed in a particular language that they felt more comfortable with. For interpretation of the data generated during interviews, the researcher constructed themes around similar responses of the same questions asked. This was designed to make it easier to have theme cluster data interpretation in order to make meaningful conclusions.

4.3.5   Limitation of the study

Taking into account all constraints, the research was limited to Langa, therefore, the findings and conclusions applied only to Langa. The time provided for completion of the thesis was reasonable enough for a thorough analysis. However, the researcher had other commitments, which were time consuming and a lot of planning had to be made to keep all work commitments on schedule. Working alone on the research requires effective time management. The research should be conducted in a limited period of time.

Because the research targeted Black African speaking residents, language barriers became a problem, since the target group predominantly speaks African languages and a majority of these people are not educated. Therefore, the interviews and questionnaires were conducted in their home language, and were later translated into English.

The difficulty of data collection was mainly owing to most of the respondents' lack of understanding of questions that were posed by the questionnaire, which emphasised that they are not familiar with tourism development projects in the Langa community; hence they required clarity regarding some of the questions.

The researcher is a Public Management student, and whilst the research was conducted with accuracy and seriousness, the findings should be treated with caution.

4.4   **SURVEY RESULTS**

With regard to demographic responses, variables that were considered included: gender; age; employment status and the number of years the respondents resided in Langa Township. The tables used below indicate the variables, sub-variables, frequency percentages involved in the analysis.

4.4.1   **Demographic description of respondents**

TABLE 1: DESCRIPTION OF THE AGE OF RESPONDENTS

Age group			
	Frequency	Valid Percent	Cumulative Percent
20 – 30 years	53	35.3	35.3
31 – 40 years	50	33.3	68.7
41 – 50 years	19	12.7	81.3
51 – 60 years	14	9.3	90.7
61 years and above	14	9.3	100.0
Total	150	100.0	

The first variable to be analysed was that of age. Of the one hundred and fifty respondents, 35.3 % were between the ages of 20-30. The lowest category comprised age 51-60, while 60 and above years of age totalled 9.3%. The remaining respondents were as follows: 31-40 comprised 33.3%, and the last category of 41-50 comprised 12.7%.

The distribution was designed to represent the age levels of the youth, the young adult, the mature adult and the aged, respectively. As illustrated in the table above, it is worth noting that there was more respondents' between the ages of 20-30. The second highest group of respondents was the young adults, ranging from 31-40 which consists of employed and unemployed.

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TABLE 2: GENDER OF RESPONDENTS

Gender				
	Frequency	Percent	Valid Percent	Cumulative Percent
Female	96	64.0	64.0	64.0
Male	54	36.0	36.0	100.0
Total	150	100.0	100.0	

The second variable to be analysed was that of gender. Of the one hundred and fifty respondents, the gender distribution of respondents reflects that female respondents comprised 64% (96 females), while the remaining 36% (54 males) comprised males. The reasons why there were more female respondents is that the male respondents were not willing to participate in the survey as there were no monetary benefits involved.

TABLE 3: EMPLOYMENT STATUS OF RESPONDENTS

EMPLOYMENT STATUS				
	Frequency	Percent	Valid Percent	Cumulative Percent
Employed	78	52.0	52.0	52.0
Unemployed	60	40.0	40.0	92.0
Self employed	12	8.0	8.0	100.0
Total	150	100.0	100.0	

The level of employment in any society significantly influences the level in which poverty is alleviated. Of the one hundred and fifty respondents, respondents' employment status showed that 78 (52%) of the respondents were employed; 60 (40%) respondents were unemployed; and 12 (8%) respondents were self-employed.

There were a significant number of respondents who indicated that they are employed in domestic labour where they earn less than R1500.00 per month. A relatively high number of respondents indicated that they were not employed. Some of these respondents are employed in subsistence and small garden word and do not regard their activity as part of the economic or employment engagement.

TABLE 4: RESIDING PERIOD OF RESPONDENTS IN LANGA TOWNSHIP

HOW LONG HAVE YOU RESIDED IN LANGA TOWNSHIP?				
	Frequency	Percent	Valid Percent	Cumulative Percent
10 – 20 years	46	30.7	30.7	30.7
21 – 30 years	55	36.7	36.7	67.3
31 – 40 years	26	17.3	17.3	84.7
41 – 50 years	7	4.7	4.7	89.3
51 – 60 years	6	4.0	4.0	93.3
61 years and above	10	6.7	6.7	100.0
Total	150	100.0	100.0	

Of the one hundred and fifty respondents, 67.4% of respondents less than 50 years; and the remaining 10.7% of the people residing in Langa have lived there for less than 60 years.

Since Langa Township is an urban township the variables above clearly illustrate that the number of respondents residing in this township do not stay in the township for long. Looking at the ranges between 51- 60 and 61 years and above it is clear that the people who once lived there in the segregation era have moved back to their birth areas.

4.4.2   Data analysis and interpretation of the results

Statement one

I am aware of the purpose of tourism development in Langa.

Descriptive analysis

Of the one hundred and fifty respondents, 69.3% agreed with the statement; 29.3% of respondents disagreed; while the remaining 1.4% respondents were unsure.

Interpretation

The majority of respondents who agreed with this statement indicate an awareness of what tourism development is about, what it entails and what it could bring to the Langa community. According to the Department of Economic Development and Tourism, the purpose of tourism development in communities where its direct impact is not strongly seen, is to broaden the ownership base so that more people can benefit from the tourism industry. Following this argument by the Department of Economic Development and Tourism and respondents' majority response to statement one, it can be argued that it shows that within the Langa community there is awareness on what tourism development efforts should aim to achieve.

Regarding the 30% that disagreed with being aware of the purpose of tourism development in Langa, it seems to be a trend considering previous research, as stated by Brougham and Butler (1981); Ap (1992); Joppe (1996); Mason and Cheyne (2000); Macleod (2004); and Lepp (2008) in Claiborne (2010: 2); that there is increased evidence, which shows that communities are not homogeneous groups of like-minded people, but rather a collection of individuals that have ambivalent or mixed feelings in relation to the perceived purpose and impacts that they have of tourism development. This can also be associated with issues of poor community involvement in those tourism development projects that may exist in Langa.

Statement two

There is a need for tourism development in Langa.

Descriptive analysis

A total of 92.7% of respondents agreed with the above statement; 6.7% of respondents were unsure; while the remaining 0.6% of respondents disagreed with the above statement.

Interpretation of analysis

A majority of respondents agreed that there is a need for tourism development in Langa and this is an indication that tourism as one of the viable options to improve the prevailing economic situation of Langa might help in alleviating poverty. According to Tourism Product Development Co. (2010: 1), tourism development empowers individuals and groups of people by providing them with skills that they need to effect change in their communities. Following this statement by the Tourism Product Development Co., it could be argued that the 92.7% that agreed with statement is aware that tourism development can be a driving force for the development of the Langa community by way of employment opportunities (Huybers, 2007: xiii).

Regarding 6.7% of respondents that were unsure of the need for tourism development in Langa. Murphey and Murphey (2004: 3) argues that "without a solid understanding of the business and community aspects of tourism, resources can be squandered on inappropriate tourism developments that fail to meet the expectations of either the host community or the tourists". Hence it can be argued that the reason why 6.7% of respondents were unsure of the statement indicates lack of awareness concerning what exactly tourism could bring to the Langa community.

The remaining 0.6% of respondents disagreed with statement two. According to Aref (2009: 1), "communities' perceptions towards the impact of tourism on a

community can vary significantly", and it can be argued that the 0.6% that disagreed show lack of awareness that can be brought about by this industry to their township.

Statement three

Langa community members should play a more meaningful role in tourism development.

Descriptive analysis

A total of 93.3% of respondents agreed with the statement; 6% of respondents were unsure; while the remaining 0.7% disagreed with the above statement.

Interpretation of analysis

A majority of the respondents that agreed with the statement show that as the host community, they should be recognised as one of the significant role-players in decision making regarding tourism development and management in their community.

As stated by Gretzel, Go, Lee and Jamal in Höpken, Law and Gretzel book (2009: 1) that community tourism plans are always presented to the community and not developed by the community. It can thus be argued therefore, that the 0.7% that disagreed with this statement is aware that as the community they should play meaningful roles in tourism development of their area but that should be at the benefit for all community members.

The remaining 6% of respondents was unsure. According to Nguyen (2007: ix), other community members may have different motivations to participate in tourism activities that focus more on community-driven activities in the hope of producing a more equitable, secure, and cohesive community with which they have a deep affection and identity. It can be argued that some community members view their

participation as a way of participating in their community development and not as an economic interest.

Statement four

Township tourism has a positive contribution in the economic development of any Township.

Descriptive analysis

From the one hundred and fifty respondents, 82.7% agreed with the statement; 11.3% were unsure; while the remaining 6% disagreed.

Interpretation of analysis

A majority of respondents agreed with the statement that township tourism contribute positively to their township's economic development. This indication concurs with Petra Claiborne's (2010: ii) assertion that the tourism industry has greater potential to affect the lives of community residents by improving their economic conditions.

The 11.3% of respondents that were unsure of such contributions indicate a different perception about what tourism contributions can bring. As Johnson, Snepenger and Akis's conclusion state (1994) in Claiborne's (2010: 8) theses, the community's perceptions towards tourism is related to economic activities within the community. Thus it can be argued that the 11.3% of respondents' perceptions regarding positive economic development, differs.

The remaining 6% of respondents disagreed with the statement; show different expectations of ownship tourism, while this kind of response can also be attributed to poor communication of tourism activities in the area and how this sector can benefit the Langa community.

Statement five

Tourism development projects will help to provide skills.

Description analysis

A total of 90.7% agreed with the statement; 8.7% of respondents were unsure; while 0.7% of respondents disagreed with above mentioned statement.

Interpretation of analysis

A majority of respondents that agreed show an awareness that tourism development projects can help to provide skills for the Langa community. According to Hayakawa and Rivero (2009: 1), tourism projects have potential to empower the host community with the necessary skills that could see the industry grow and receive positive economic benefits.

Regarding the 0.7% of respondents that disagreed with the statement of tourism projects contributing to provision of skills, the response indicates a challenge that exists as skills development can only be beneficial to those that play an active role in the tourism industry in Langa. This is what the UNCSD NGO Steering Committee (1999: 2) once pointed out as a serious challenge in the tourism industry where investors do not approach the local community to see what they can provide, and as a result there is always a relatively small number of people that participate in tourism business initiatives.

The remaining unsure 8.7% of respondents' responses indicate problems of a small number of interested individuals in this industry in Langa Township be it such situation is as a result of lack of awareness about tourism industry strengths or no relevant skills for this industry in the area. According to the UNCSD NGO Steering Committee (1999: 1), a major problem with some community members is the lack of a common understanding of what the meaning of tourism is, and how it can contribute towards improving standards of living. In the City of Cape Town's Tourism Development Framework Business Plan of 2005/6 - 2008/9, one of its

targets to achieve Cape Town's tourism visions was committed in the skills development of communities in terms of tourism (City of Cape Town Tourism Department, 2005).

Statement six

Skills development in tourism projects can lead to more job creation.

Description analysis

Of the one hundred and fifty respondents, 91.3% agreed with the statement; 7.3% of respondents were unsure; while the remaining 1.4% of respondents disagreed with the above statement.

Interpretation of analysis

A majority of the 91.3% of respondents that agreed with the statement indicate that skills acquired from the tourism development projects could lead to job creation and alleviate poverty in the process. In the Kwa-Zulu Natal Province (Anon: 2010), International Marketing Council of South Africa, for example, locals created projects where volunteers were given special training, which should enhance their opportunities to attain recognised qualifications. These projects have general skills as a bases and possibilities of specialising in different fields such as hospitality and information services. This can be seen as one of the direct benefits for the Langa township community if they can maximise their participation in tourism business initiatives, which can in future increase job creation opportunities in the area.

A total of 7.3% of respondents were unsure of jobs being created by having skills from existing tourism projects in the Langa township. According to Eraqi (2007: 192), there is evidence that shows negative effects of tourism development projects, in particular, regarding the environment and the community's standards of living. Following this statement, it can be argued that the respondents have mixed feelings about skills that were acquired through tourism projects, as they might have various impacts on the community, including job creation.

Regarding the 1.4% that disagreed with the statement, it could be an indication of a lack of understanding of tourism business activities in the Langa township (Lembeni, 2012:2).

Statement seven
The tourism industry is well organised in Langa.

Description analysis
A total of 28% of respondents agreed that the tourism industry is organised; 46% were unsure of how organised tourism is in Langa; while 26% disagreed with the above statement.

Interpretation analysis
A majority of respondents were unsure of any well organised tourism activities in Langa. It can be argued that not much marketing is done to inform the Langa community of tourism related business initiatives and activities.

A total of 28% of respondents agreed with the statement, this response indicates that there is an awareness of existing tourism-related activities in Langa Township. The 26% that disagreed with the statement shows lack of massive marketing of dominant tourism activities in the Langa Township, which may lead to an unfair interpretation by some community members that there is disorganisation of existing tourism activities in the area.

Statement eight
There is a high level of poverty in Langa.

Description analysis

From the one hundred and fifty respondents, a majority of 82.7% of respondents agreed with this statement; 8% of respondents were unsure; and the remaining 9.3% of respondents disagreed with above mentioned statement.

Interpretation analysis

A majority of respondents that agreed with the statement that there is a high level of poverty in Langa and this indicates awareness that Langa community has on daily experiences of poverty. As indicated in Black's theses (Black: 2009, xii), that Langa is a poverty-stricken community.

For example, Black (2009: xii) highlights that Langa is a poverty-stricken community, which has a high rate of unemployment problems, poor housing infrastructure (though now there are efforts that are improving housing problems via the N2 Gateway Housing Project), the community is generally socially excluded and have minimal access to education, health and other forms of social welfare that are enjoyed by others in communities that are not poor; they suffer relative depravation and are generally marginalised in decision- making processes (Jamieson, Goodwin and Edmunds, 2004: 3).

Complicating this further is the community's' limited access to infrastructure and valuable assets, which could be beneficial to them. Poverty problems in the Langa township are acknowledged, and from this study's perspective, poverty problems are acknowledged, hence efforts are aimed at finding meaningful solutions for the good of this community.

The 8% of respondents that were unsure and the 9.3% that disagreed with the statement could be attributed to challenges that are linked to a lack of knowledge around poverty issues and its impact on the Langa community.

Statement nine

Poverty has a negative impact on the economy.

Description analysis

From the one hundred and fifty respondents, 87.3% of respondents agreed with the statement; 7.3% were unsure; while the remaining 5.4% of respondents disagreed with the above statement.

Interpretation analysis

A majority of respondents agreed that there is a negative impact on the economy, which results from poverty. This negative impact could be crime problems. As stated in chapter two, criminal activities result in discouraging investors from coming to Langa. If Langa faces a lack of investment opportunities, chances of poverty growth and buying power leak are high with unbearable poverty consequences.

A total of 7.3% of respondents were unsure of the negative impacts that poverty brings to a community and 5.4% disagreed with the statement. Langa community shows awareness on the negative impacts of poverty problems such as crime and poor education on conducive environments where investors can conduct business.

Statement ten

Most Langa households earn less than R1000 a month.

Description analysis

From the one hundred and fifty respondents, 58.7% agreed that most Langa households earn less than R1000 a month; 29.3% of respondents were not sure, and the remaining twelve percent 12% disagreed with the above statement.

Interpretation analysis

A majority of respondents that agreed with the statement show awareness that the income levels of Langa community are unequal. The implication of this situation for the Langa community is that for those who are employed, wages tend to be too low to sustain their families, which make it difficult to meet basic family needs such as a balanced diet, paying higher education and maintaining a healthy life style (Bonti-Ankomah: 2001, 4).

A total of 29.3% of respondents were unsure, and the remaining 12% of respondents disagreed with the statement, which could be attributed to a lack of information distributed to the community concerning wage disparities in the area and how this financial situation impacts on their living standards. Information availability to the Langa community remains a key challenge in spite of study results that were realised by the Development Action Group (2007:15), which showed that 61.3% of households in Langa earn between R0-R1500 per month. These income levels have both direct and indirect negative impacts on the Langa community, as buying power limitations is a major poverty source even though some people are employed. Eitzen and Baca-Zinn (2003:184) contends that people who have incomes that are below the poverty line are severely poor and, in many instances, comprises females.

Statement eleven

In order for poverty alleviation to be sustainable, tourism should be developmental in practice.

Description analysis

From the one hundred and fifty respondents, 94.7% of respondents agreed with the statement; 2% disagreed with the statement; and the remaining 3.3% of respondents were unsure of the above statement.

Interpretation analysis

A majority of respondents that agreed with the statement indicate an awareness of the tourism sector's potential to earn positive results on existing efforts to alleviate poverty problems, which face the Langa community, and why the tourism sector should be regarded as serious business activity in the area. The Eagles, Bowman and Tao (2001: 41) outline the concept of developmental tourism practice as a process that involves tourism stakeholders with an emphasis on community leadership in the development phase. This response also points out the significance of host community involvement in tourism projects and business ventures, which aim to alleviate poverty in the Langa Township.

The 2% of respondents that disagreed with the statement could be attributed to key aspects that developmental tourism practice depend on such as viable infrastructure for transport modes, suitable accommodation, information systems, sanitation, shopping facilities, and safety and security (Bhanumurthy and Mathur: 2-3&35).

Statement twelve

Tourism development should involve partnerships.

Description analysis

From the one hundred and fifty respondents, 83.4% of respondents agreed with the statement; 14% of respondents were unsure; while the remaining 2.6% of respondents disagreed with the above statement.

Interpretation analysis

A majority of respondents that agreed with the statement agreed with having partnerships. The implications of having good partnerships include possibilities of sharing expertise and other resources that may or may not be available in Langa as means to drive the tourism industry.

A total of 14% of respondents were unsure of the statement, which could be because of historical experiences and observations where partnerships were established and failed to live up to Langa community expectations. The remaining 2.6% disagreed with the statement, which could indicate that in Langa there are those that are not in favour of the partnership approach which could be caused by fear of losing control by the host community. Das (2010:1) points out distrust problems, limitations and problems around transfer of share, and a lack of prompt decision making owing to long consultations.

Statement thirteen

All tourism development projects in Langa should aim to improve the livelihood of both young and old.

Description analysis

From the one hundred and fifty respondents, 97.3% of respondents agreed with the statement; 0.7% of respondents were unsure; while the remaining 2% of respondents disagreed with the above statement.

Interpretation analysis

A majority of respondents agreed with the above statement as they seem to be aware that older people have fundamental qualities, which are required by the younger generation, as they have grown to become stronger over the years, and have gained immeasurable depths of wisdom (Field, 2008: 27). Thus it can be argued that the 97.3% of respondents that agreed with the statement seem to

understand that partnerships between both old and young community members in development projects could be vital owing to the elders' rich knowledge of the community.

The 0.7% that was unsure and the remaining 2% that disagreed with the statement could be an indication of a lack of understanding of the mix of generations that is involved in the tourism business sector, which is key to its success, and how ultimately the proceeds of tourism activities benefit both old and young in the Langa township.

Statement fourteen

There is a need for greater community involvement in tourism development projects in Langa.

Description analysis

From the total of one hundred and fifty respondents, 94.7% of respondents agreed with the statement; 2% of respondents disagreed; while the remaining 3.3% were unsure of the above statement.

Interpretation analysis

A majority of respondents that agreed with the statement show a belief that community involvement is an essential component of tourism, and that this will not happen overnight, but with sincere community commitment to tourism development. The secretariat of the Convention of Biological Diversity (2004: 10) affirm the significance of community involvement by stating that one of the main goals in maximising the benefits of tourism, is supporting effective participation that prioritises the local community in the development, operation and monitoring of tourism activities.

The 3.3% that was unsure and the remaining 2% that disagreed with the statement could be attributed to a need to educate the Langa community about their

involvement in economic development projects and business opportunities in the tourism sector, and how this may ultimately improve standards of living for members of the community. Jamieson, Goodwin and Edmunds (2004: 26-27) note that community involvement in the tourism industry bequeaths a strong sense of project ownership among community members, and inspires continuous development of community skills through consultative processes and practical experiences. A critical aspect of community involvement in this sector is benefit sharing, which broadly measures levels of impact success.

Statement fifteen
Existing tourism developmental projects that currently operate in Langa do contribute to poverty alleviation.

Description analysis
From the one hundred and fifty respondents, 28.7% of respondents agreed with the statement; 41.3% of respondents were unsure; while the remaining 30% disagreed with the above statement.

Interpretation analysis
A majority of 41.3 % of respondents were unsure of the contributions of current projects to alleviate poverty in Langa. This could be attributed to problems of poor community involvement in this industry and little understanding of tourism business activity in the area, which could also be a result of information sharing. This is a critical challenge since communities, as participants, should always be kept informed of how each tourism activity in Langa contributes to poverty alleviation. Jamieson, Goodwin and Edmunds (2004:3) regard tourism contribution to poverty alleviation to include economic gain through the creation of full or part-time employment; livelihood benefits such as improving health and education; and offer opportunities and capacity for engagement in decision-making in order to enable the poor to improve their livelihood.

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Economic gain

There are various definitions of the word gain; but for purposes of this research study the researcher will use the highlighted definition:

- "To attain in competition or struggle; win";
- "To obtain through effort or merit; achieve"; and
- To secure as profit or reward; earned (Mankiw, 2012).

The Oxford dictionary defines economy as "state of a country in terms of the production and consumption of goods and services and the supply of money".

Economic gain as defined by Daly (1991:17), refers to "a steady growth in the production capacity of the economy".

Economic gain is the measure of profitability, which is adjusted for the risk borne in making the return (Anon, 2012:3).

Considering respondents' responses and what the above authors have noted, it seems that a majority of respondents have not seen any of the above mentioned provisions. Hence, they were unsure of the contributions of existing tourism projects.

A minority of respondents that agreed with the statement seem to know of development projects that have benefited some community members of Langa. According to Boudreaux (2008: 38), some Langa residents have turned their homes into cost-effective places for business purposes, which could be why they agree that the tourism sector in Langa does contribute to poverty alleviation.

The remaining 30% of respondents that disagreed with the statement could be seen as an indication of unsatisfactory tourism development projects in Langa, as they

have made little or no contribution to poverty alleviation. This could be informed by problems of marginal employment, low benefits, development of illegal economic activities, outside hiring and seasonal employment and more (Ibike Tours, 2010: 1).

Statement sixteen

Tourism development projects in Langa will improve community development.

Description analysis

From the one hundred and fifty respondents, 87.3% of respondents agreed with the statement; 11.3% were unsure; while the remaining 1.3% of respondents disagreed with the above statement.

Interpretation analysis

A majority of respondents that agreed with the statement show awareness that if tourism development projects are planned and implemented as an essential balance to other developmental issues, it may improve standards of living in the Langa community. This also indicates a reasonable confidence in the tourism industry as having a critical role to play in Langa's poverty alleviation business tourism projects and activities.

4.4.3 Summary of interviews conducted

The interviews were conducted to expand on the responses obtained from the questionnaires. This was designed in order to obtain more insight from the direct experiences of those that are involved in the tourism industry such as community members and government leaders in the area. The interviews were conducted between May and October 2009.

Appointments were made prior to each interview telephonically, while four were conducted face-to-face. These appointments were with arts and crafts business women, Guga's Thebe Centre and a tour guide who did not want to be named.

Telephonic interviews were conducted with Mr. M Mabuto (church steward) and he also organized one more interview for the researcher and Miss Neo from the Bed and Breakfast (owner) business. Appointments with councillors were difficult to obtain as they were busy with community issues. The researcher also interviewed a tour guide who was originally from the Eastern Cape (whose name shall not be disclosed).

The last two interviews were conducted at the Baptist Church in Langa where the researcher also saw an opportunity as there were tourists visiting the church. The researcher then used a few minutes of the tour guide's time while tourists socialised with church members. The tour guide also wanted to remain anonymous. Another interview that took place at the church was with a community member who is an usher at the church. The total number of interviews that were conducted by the researcher was eleven: three tourist guides, three community members, three business persons and two councillors.

Examples of tourism businesses in Langa- how many are there?

All interviewees were aware of the tourism businesses in Langa as they mentioned different tourism businesses that operate in Langa. Some of the interviewees could not give the researcher the exact number of businesses that they were aware of; only a few could provide numbers. Langa tourism business owners, as mentioned in the previous chapters, are only interested in profit making and using their family members as part of their businesses, hence several Langa community members are ignorant when it comes to the point of giving the researcher examples of tourism businesses in the area.

Interpretation

The above confirms that few tourism business owners are aware of each other's existence, which might be for competition reasons. A few of the interviews suggested the following:

- To have a tourism forum where tourism business owners can gather and meet to establish strategic ways in which they can work together;
- Ways in which they can offer community members jobs;
- To try and do more marketing for the Langa Township collectively;
- To obtain sponsorships for disadvantaged community members who are not capable of providing for their children;
- Ways of engaging in better communication with the government, and other tourism developers from different communities, and
- To try to have more tourism related activities in order to bring more income for the unemployed.

When the researcher received responses for this particular question, it showed that the interviewees were keen to work together to reach a common goal, which is to improve the lives of members of the Langa community.

Interview Question:

1. How old or new are these businesses?

A majority of the interview respondents were not certain of how old or new Langa Township businesses were. This shows that the above mentioned acts were ideally true. Though some of the tourism businesses were aware of each other, they had no interest in knowing how old or new other businesses were (Frenzel, Koens and Steinbrink, 2012: 96)

Merely one or two business owners knew most of the other registered and some non-registered businesses in this industry. Another reason for these business owners not knowing about their competition might be the fact that these businesses do not make any contributions towards job creativity.

Interpretation

Considering these tourism businesses, the researcher observed that because some businesses were not registered, it was perhaps a reason why they knew nothing of each other's existence. Another reason might be the fact that certain business owners undermined others, as some of these tourism industries were conducted in informal settlements by community members who are from the Eastern Cape.

2. How developed is tourism in Langa?

The interviewees were of the opinion that the tourism industry is not developed in Langa, as there was still more that had to be done with regard to tourism development in Langa.

Interpretation

It was interesting to record the expressed opinions of interviewees regarding this particular fact, which are shown below.

"It is very difficult to take tourists walking in the Township for fears of being mugged in the informal settlements, as there are no roads".

"There are no preserved heritage sites in Langa and yet it has a rich history of struggle against segregation".

According to the above responses, the state of tourism development in Langa faces several challenges, which include leadership, planning and a common vision by those who hold strategic positions to drive and create a conducive environment for this industry to grow to its full potential in the area.

Langa councillors, tourism business owners and community leaders are doing little, if anything, to sustain and preserve what Langa Township has as part of their history. None of these leaders seek advice and support from the municipality in order to sustain and preserve whatever monument Langa community has (Frenzel, Koens and Steinbrink, 2012: 97).

3. Is there tourism infrastructure in Langa? Provide examples.

Most of the interviewees' opinions regarding infrastructure were that it is not well established in the Langa community. The interviewees pointed out the following: lack of sanitation, roads, transport, tourism sites and improper tourism developments.

Interpretation

Other more interesting expressed opinions by interviewees regarding this fact are shown below.

"We are operating in an area where there's no sanitation, roads, water taps, electricity, and most importantly the shacks that they live in leak in winter".

It clearly shows that conditions that the poor community of Langa live under are bad, let alone tourism infrastructure.

"Tourism infrastructure is slowly developing as some old buildings are being renovated, though most roads, tourism attractions, security, and transport are really not in a good state".

There are different infrastructures that interviewees considered depending on relevance for different persons. Firstly, interviewees mostly focused on personal issues surrounding the area, and secondly, interviewees focused on tourism-related infrastructure. In summing up this question, it shows that Langa has different goals and objectives, which should be addressed. This can only be done through community and stakeholder involvement, as stakeholders will provide guidance as to which tourism infrastructures are useful for tourism development in Langa.

4. Are there any examples of people who have benefited from Langa tourism?

The interviewees did not give the researcher many examples, but were aware of some people who have benefited directly and/or indirectly from tourism. Through observation, the researcher noted that some respondents were a bit reluctant to answer the question. One interviewee went as far as mentioning a project that was meant to boost tourism in the community, but because of greediness and fraud, the project failed.

Interpretation

The above shows that some community members use poor Langa community members as scapegoats for their own personal gain. They also confirmed though that poor community members did benefit, but only for a short period of time.

5. How effective are tourism development programmes for poverty alleviation efforts in Langa?

The interviewees did not see any effective tourism programmes in Langa, which contributed to poverty alleviation, as some interviewees mentioned that most tourism programmes were not successful, except for foreign tourists who visit Langa Township, churches and the 21 March 1960 Massacre Memorial.

Interpretation

The interviewees did not see any effective tourism programmes in Langa, which contributed to poverty alleviation, as other interviewees mentioned that most tourism programmes were not successful.

4.5   SUMMARY

The empirical survey, which was conducted for this research study shows that the community of Langa agrees that tourism development projects will bring change to their lives. It is vital that the community should start to work together to build organizations or societies to market themselves as tourism project coordinators. They should canvas for donations and partnerships to keep the spirit of togetherness going, and hence build a better future for the next generation.

Partnerships will be built through trust and the community's eagerness to plan stages of developmental projects for the near future. Tourism will give the community a sense of belonging since partnerships will benefit all who are involved – whether old or new community members.

Finally, tourism development projects will create job sustainability through skills that are obtained from the developments. It is clear from the study that the community is ready to take control of the environment and developments in Langa. Therefore, the rest of the community members who do not want to be part of this success should re-consider, because with tourism development projects they can achieve a lot for the benefit of the broader Langa community.

CHAPTER: 5

INVESTIGATING CONTRIBUTION OF TOURISM DEVELOPMENT TO POVERTY ALLEVIATION PROGRAMMES IN LANGA TOWNSHIP: STUDY FINDINGS, RECOMMENDATIONS AND CONCLUSIONS

5.1   INTRODUCTION

As specified in earlier chapters, Langa Township can benefit from tourism development. Poverty alleviation has been articulated as the main objective, which should be realized by Langa Township. Recommendations as to how this could be implemented are given below in order to strategize and to provide a clear vision regarding what should be done. The effects of tourism development projects in Langa will further strengthen skills, which will make Langa's economy more successful and self-contained than before.

Langa's poverty is directly or indirectly linked to unemployment, inadequate access to resources, social services and economic opportunities. The following recommendation seeks to assist various local projects to be sustainable and hence alleviate poverty in the process.

5.2   SURVEY FINDINGS

The study showed that there is little contribution of tourism business undertaking as one of the economic key drivers for poverty alleviation in Langa Township. The aspects mentioned below were found by the study as having a direct negative

impact on tourism development and how it can be used to contribute on poverty alleviation in the area.

- Weak leadership of local government representatives in the area as it is unable to take bold tourism development initiatives; and
- Absence of a tourism plan which should outline how to develop tourism in the area and make sure that it contributes in poverty alleviation; and

The findings of the study also have shown that in order for tourism development in Langa to succeed, there is a requirement for cooperation, participation and integration of government, communities, NGO's, investors, stakeholders and experts in the tourism industry in order to reach joint comprehensive tourism development projects. Partnerships should be encouraged through local coordination and public private partnerships. Participation of local community, NGOs, investors and implementation and planning authorities is of vital importance to sustain tourism development for Langa.

The study also showed the importance of having a comprehensive development plan through which tourism development and the Langa community can be part of. Tourism plans should be integrated with Langa Township members. The study indicated that Langa is popular because of its history of segregation, which the local municipality is not sustaining for future generations.

The study also indicates a need to achieve sustainability, community awareness and, most importantly, community participation should be encouraged. The role of information should be raised to increase awareness, support and participation from the community, investors, government and the tourism industry.

The study shows that government has a major role to play in order for tourism development programmes to be sustainable and successful in Langa. This would assist at creating tourist and investor confidence in the area.

A lack of infrastructure, which supports the tourism industry, was identified in this study. Investment in tourism structure is thus crucial for the future development of tourism in the area. Investment in hard infrastructure, which is a government function, includes the upgrade of road networks, good sanitation, public transport, and so on.

Another matter of concern that came out strong is the issue of safety of visitors and cleanness of area particularly public areas such as parks and other public facilities. Both government and locals were seen as having a leading role to play in addressing these two findings.

5.3   RECOMMENDATIONS

Recommendation 1

There should be an implementation of economic gain through the creation of full or part-time employment or the development of SME opportunities through sales to tourism businesses or to tourists Jamieson, Goodwin and Edmunds (2004). Such implementation will require government intervention as a leading role in the process of building a sustaining economy, as it will provide the following category functions:

- 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

Tourism product development such as events, fairs, festivals, and concerts will also promote Langa Township as a tourism destination and draw more visitors, especially outside visitors as they are more interested in the history of Langa Township's segregation years. It is also recommended that current Langa events should be more planned, organized and better promoted better in order to draw a higher number of visitors. There is a need for the provision of tourism facilities such as creating walking paths for Township walkers, as they are popular in other tourism destinations and restoring historic buildings such as the old historical flats, Special Quarters, and restoring of old collapsed buildings into tourism information stations or cultural shops.

Recommendation 2

A community development corporation could be used in seeking to build positive relationships between a project and its community (Hainsworth, Jamieson, Noakes and Day, 2007). In fact, one could argue that this is only good business and would encourage a community to maintain and improve the local environment and to be good hosts to the visitors.

The following functions could then be thoroughly looked at:

- assistance in developing participatory approaches.
- the development of community involvement and awareness in tourism management
- raising the awareness of various levels of government to support pro poor tourism.
- technical aid in the form of planning and management advice and assistance on tourism planning and management, marketing, promotion and product development.
- training in English, vocational and life skills by governments, the private sector, educational institutes, NGOs in order to facilitate the participation of the poor in the tourism sector.

- provision of basic infrastructure and tourism facilities to support pro poor tourism development

- the mobilization of NGOs and the media in order to ensure that they actively support pro - poor tourism initiatives.

Government involvement in this development is of vital importance because without the approval of certain projects concerning the land, infrastructure and environment will depend on it. Governments' involvement will entail skills development, capacity building of the community, financial assistance, approvals of land / building renovations and, most of all, and recognition of being in partnership with the government. The government, as it is known, has the potential to uplift and improve the daily lives of disadvantaged communities by providing frequent public services such as the removal of waste refuge, sanitary and provide clean water to squatter's in the community.

Khayelitsha and Gugulethu have proven themselves successful in tourism development projects as both communities have various tourism activities in their respective communities. Langa should, therefore, build some form of relationship with both communities in order to obtain more information and in order to be informed of what the most important elements are to build Township tourism development. This kind of partnership should also emphasize the importance of Ubuntu capacity building as a core value to build successful tourism development projects that would be viable and sustainable for the Langa community. These Townships have many things in common and yet Langa Township lacks the advanced developments that Gugulethu and Khayelitsha have.

Various sub-sections of the Langa community should nominate community members who are strong leaders to represent themselves in various workshops that will take place in the form of building tourism development projects in the community. The most important partnership in such a development is one that begins with trust and tolerance among community members in any sub- section, to a

foundation of togetherness in all that is planned for the community. This partnership can be done by having combined events in the community to build up the warmth and understanding of the community. In these gatherings, tourism should be the subject or key theme, which is discussed generally, but with intensions of obtaining all information that is gathered from community members in order to make the community feel that they are part of the development.

Recommendation 3

Partnership with those involved should then urgently look beyond the short term effects of the projects themselves, and make serious plans to harness their potential to deliver more enduring benefits (Berry, Forder, Sultan and Moreno-Terres, 2004).

Langa community members can benefit from investment in infrastructure, which is stimulated by tourism. This concerns the provision of roads, energy supplies, sanitation, clean water and telecommunication, on the back of tourism investment. Careful planning in such situations is clearly important and local communities should be involved from an early stage.

Recommendation 4

Crime prevention through direct deterrence in an effort to protect tourists and tourist attractions has become a necessity. In this regard, a suitable crime prevention model, which can physically protect tourists in Langa from criminal victimisation should, as a matter of urgency, be devised in consultation with all stakeholders (the government, the tourism industry, South African Police Service, community, street committees, and so on) for the benefit of the tourism industry. For this purpose, a central crime prevention task team should be established to work in close cooperation with the tourist protection units that are nominated by Langa community members (Ramatlakane, 2005/2006).

Community Policing Forums (CPFs) play an important role in the empowerment of the public and especially line functionaries as far as policing matters are concerned.

Apart from being viewed as a suitable media through which the public could be educated in regard to policing, crime prevention and dissemination of information about crime to the public remains an important function of CPFs. Langa community should reclaim "ownership" of tourist attractions in their residential areas by means of close cooperation with police initiatives to ensure the safety and security of visiting tourists.

A tourist information centre should be established in Langa to inform prospective tourists about safety and security issues when visiting prominent places of attraction. In this regard, the police and the local CPF at Langa can play a vital role in securing the safety of who visit a specific area. Pamphlets and/or brochures containing vital information pertaining to self-protection, high crime zones, places to obtain assistance in cases of criminal victimisation and the like, should be made freely available to tourists. The establishment of a toll-free number will do much to create a sense of security among tourists.

Recommendation 5

There is a need for continuous change and innovation (Partner, 2011:9). Human resources should be the lead function within Langa, as change and innovation programmes should be developed and implemented by Langa community members. This attitude of challenging the status quo of the community should help to create cultural conditions for continuous improvement.

Continuous enrichment of human capital is recommended for the Langa community by emphasing value creation through employee development, knowledge management and intellectual capital. This approach would help to prepare the Langa community for the challenges posed by an increasing competitive and globalised market.

Multidisciplinary teams should be developed to promote teamwork, which is aimed at providing a higher level of service, while acting as "nests" of complementary skills and competencies across the Langa township community.

Recommendation 6

Establishment of a Langa Tourism Development Board will ensure that development is sustainable, and could consist of stakeholders and community representatives that are nominated by the community that they will serve (Boraine, 2012). This will enable developments to be monitored, evaluated and equipped with skills development and various other relevant necessities. The board will consist of government, NGOs, community members, as well as qualified professionals who will offer their skills and empowerment, and financial and legal advice to the development of tourism in the community.

The tourism board will provide leadership and success in this industry in Langa. Key roles of the Board will be to:

- Promote sustainable tourism concepts in co-operation with all stakeholders;

- Work systematically to attract investment in sustainable tourism;

- Help to develop marketing strategies and training programmes, as well as educational materials;

- Work together with different institutions to involve all relevant stakeholder groups in tourism activities, bringing greater benefits to the entire Langa community; and

- Co-operate with grassroots-organizations to develop employment strategies through sustainable tourism.

Recommendation 7

Concerted marketing efforts for the promotion of Langa's unique historical sites and facilities can generate revenue to support unemployed residents, while it will also increase business in Langa (City of Cape Town, 2005: 9-10).

Recommendation 8

Tourism plans transportation should be considered as it could strengthen access to other areas beyond Langa. It is recommended that Langa township should be upgraded and resurfaced (City of Cape Town, 2009: 186 &217). Community members should be involved as employees in tourism enterprises, as this could address poverty directly by enabling the poor to develop their own skills; by allowing the possibility of a large number of people to benefit directly; and hence raise the standards of service. This mechanism should also stress the importance of the development of a formal system, including transport, catering, guiding and entertainment.

For tourism development to be effective and efficient in Langa, guidelines should be established by both parties involved; in this case, community and relevant stakeholders in respect of how they will bring about economic change in the community in order to alleviate poverty. Certain expectations should be given to the Langa community for this development, as they are the major beneficiaries of developments, at large. Transparency should always be available, especially to the Langa community, as this will motivate and uplift them, as they will be aware of new developments in their community.

5.4 Recommendations for future research

5.4.1 Sustainability of tourism development programmes in Langa

The sustainability of tourism development programmes in Langa will depend on the community, at large. The community should begin by letting go of the past (apartheid) and should focus on future generations and begin to build their moral values. Langa should try to find ways to deal with their current high rate of unemployment. Finding solutions to fight crime, poverty, high level of dropouts and teenage pregnancies and ways in which they can deal with the situation, can be done by first accepting the situation in which they live, and then prioritizing the most important aspects of the community. This should be one of the most successful township tourism destinations amongst communities in Cape Town. The community of Langa should markets their success by promoting their rich history of segregation and oppression by telling their stories to tourists.

5.4.2 Tourism's potential to alleviate poverty in Langa

Tourism can bring about changes in disadvantaged communities, as it has done in other disadvantaged communities pointed out in the research. Langa should thus focus on promoting tourism development programmes to alleviate poverty in the area. Tourism will bring about various upgrades in this host community of Langa, which should be welcomed by all within it. This recommendation should be thoroughly considered because the benefits of tourism can be easily sustained through partnership, involvement, financial monitoring and evaluation.

5.4.3 Positive impact on tourism economies in the area

As mentioned in previous chapters, transparency is highly recommended in any development, especially one that involves finances and positive benefits for the community. The community should not only be limited to what has been offered to

it, but what is most important, is that it should be involved in the development of its own community.

5.4.4   Government as a core partner in tourism development of Langa Township

Government involvement is required as it will play a pioneering role in terms of bringing investors, which are required to assist with basic infrastructure. The government is also required to create a stable, secure and prosperous social environment in which all citizens have access to basic nutrition, health, housing and education services in order to enable and empower them to develop pride, belonging, hope, self-help, self-respect, a spirit of caring and responsibility and their own respective potential. Government will bring about policies in tourism, performance indicators guide, assessment framework, implementation of human resource skills development for the projects, and systematic governance assessments, as well as monitoring and evaluation of revenue, which is received from stakeholders and investors.

5.4.5   Use Township's historical background as a tool to attract tourists and for tourism development purposes

The community can use the history of the Township to educate the youth for sustainability and heritage purposes. The youth could be used as mechanism to keep them from engaging in criminal activities that they tend to do when they do not have anything to do. Sustainability will serve as a tool to achieve positive results in maintaining the heritage history of the Township.

5.5   **CONCLUDING SUMMARY**

Chapter 1

In this chapter the problem study was reviewed focusing on poverty and ways in which tourism development can be a tool in eradicating the problem. Various tourism concepts were viewed in relation to finding possible solutions in terms of fighting poverty in Langa Township. Community partnership was then seen as a positive driving force towards the goals of having a productive tourism destination.

Chapter 2

Poverty exists in Langa Township on a massive scale, with many individuals struggling to survive. The chapter glanced at various definitions that are understood to have better explanations clarity of poverty. It was distinguish that much of the poverty was a result of insufficient resources from different combination of many factors, with a direct correlation to the Langa employment figures. Crime was considered as a most difficult challenge facing tourism development in Langa. Although crime was seen existing in various forms without deprivation, poverty and inequality often play a significant role in the incidence of crime.

HIV/AIDS disease had a great impact on poverty as it was seen as a recurring illness which decreases productivity with extensive resources being dedicated to health. The disease was perceived as one that primarily strikes young, decimating family structures and already leaving children orphans.

Chapter 3

The fact that tour groups pass through the area is considered positive as it makes Langa known and more visible, thereby increasing the chances or potential for community upliftment. This chapter showed that tourism has an influential effect on the development of any disadvantaged community, especially if that community has a rich history**.** It is not that the community lacks values in bringing out tourism

development in their community, but only because the community lacks fundamental values and benefits of what tourism can bring to their community. Langa community has a rich history compared to the successful Townships of Gugulethu and Khayelistha, but has underestimated its potential to bring change to its community members. Langa community members are skilled in various sections of development regarding the tourism industry but lack the motivation that they need to fight poverty through tourism development programmes that will be beneficial to all who live in the community.

Chapter 4

Langa community members agreed that tourism development will about change in the Township, if accompanied by partnership from various stakeholders. As pointed out in the research, Langa's heritage and history of Apartheid can play a positive and vital one in promoting tourism development programmes, and by marketing the community at large. Tourism development programmes in Langa are viewed as potential major poverty alleviation programmes that the community can have in order to boost their economy. The research found a need for infrastructure improvement, upgrading, accommodation, partnerships, government, the stakeholder community and NGO involvement as a tool to bring success to the Langa community.

Security measures were regarded as critical obstacles to provide tourism developments programmes that will be successful in this study. Langa community members might have the skills, but a vast gap of guidelines as to how they can tackle certain issues, is important. Community members can thus be employed for safety reasons. For tourism development programmes to be carried out successfully, community members must be informed of transparency, accountability, and trust and, most importantly, community involvement and their input in all the programmes, will enable the development of tourism so that this host community can have fruitful benefits.

The time has come for the Langa community to take a lead in building up their community towards better and sustainable tourism development programmes that will have economic benefits and, in so doing, alleviate poverty for the community.

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APPENDIX 1

QUESTIONNAIRE LETTER

Survey to investigate contributions that tourism development has made in poverty alleviation with specific reference to Langa Township.

Dear Madam/ Sir

This questionnaire is designed to ascertain the developmental benefits of tourism, and how it will contribute to poverty alleviation in disadvantaged communities. The results will assist in finding out what will be useful for tourism regarding Township tourism, job creation, poverty alleviation and tourism sustainability.

Your co-operation in the completion of this random sample survey questionnaire is sought. The information obtained will assist the researcher to complete a study on tourism development and poverty alleviation in Langa Township.

All obtained information will be treated strictly confidentially. Your willingness to complete this questionnaire is highly appreciated.

For any queries, comments and additional information, please do not hesitate to contact Ms. Nokuzola Mzamo on the following numbers: office no.
(021) 370 2349; and cell no. 074 672 3661.

Thank you for your co-operation.

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SECTION A Questionnaire

PLEASE TICK THE APPROPRIATE COLUMN

GENERAL INFORMATION

EMPLOYMENT STATUS

Employed	
Unemployed	
Self employed	

GENDER

Female	
Male	

AGE

20 – 30 years	
31 – 40 years	
41 – 50 years	

51 – 60 years	

HOW LONG HAVE YOU RESIDED IN LANGA TOWNSHIP?

10 – 20 years	
21 – 30 years	
31 – 40 years	
41 – 50 years	
51 – 60 years	
61 years and above	

SECTION B Questionnaire

1= Strongly agree, 2 = Agree, 3 = Unsure, 4 = Disagree

5 = Strongly Disagree

	STATEMENT	Strongly Agree	Agree	Unsure	Disagree	Strongly disagree
		1	2	3	4	5
1	I am aware of the purpose of tourism development in Langa.					
2	There is a need for tourism development in Langa.					
3	Langa community members should play a more meaningful role in tourism development					
4	Township tourism has a positive contribution on the economic development of any Township.			.		
5	Tourism development projects will help to provide skills.					
6	Skills development in tourism projects can lead to more job creation.					
7	The tourism industry is well organized in Langa.					
8	There is a high level of poverty in Langa.					
9	Poverty has a negative impact on the economy.					

10	Most Langa households earn less than R1000 a month.					
11	In order for poverty alleviation to be sustainable, tourism should be developmental in nature.					
12	Tourism development should involve partnerships.					
13	All tourism development projects in Langa should aim to improve the livelihood of both young and old.					
14	There is a need for greater community involvement in tourism development projects in Langa.					
15	Existing tourism development projects that are currently operating in Langa do contribute to poverty alleviation.					
16	Tourism development projects in Langa will improve community development.					

APPENDIX 2

White Paper on Sustainable Tourism Development and Promotion in the Western Cape as submitted to Cabinet in March 2001White Paper Department of Economic Affairs, Agriculture and Tourism Provincial Administration of the Western Cape.

White Paper
on Sustainable Tourism Development and Promotion in the Western Cape

as submitted to Cabinet in March 2001

Department of Economic Affairs, Agriculture and Tourism
Provincial Administration of the Western Cape

Acknowledgements

The Western Cape Government is pleased to present its White Paper for sustainable tourism growth in the Western Cape.

This White Paper is the product of extensive input both from stakeholders in the tourism industry and other interested parties. Numerous individuals and organisations, especially the Western Cape Tourism Board have provided constructive support and assistance. Comments received are gratefully acknowledged.

The key messages of this policy centre around 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 co-ordinated tourism development.

This policy signals the shift in thinking about tourism. It is driven by the challenges of transforming our society and economy in the Western Cape. It recognises the value of tourism since it provides immense direct and indirect benefit to the people of the Western Cape. It also sets out a people centred approach and stresses the powerful contribution that can be made to development in the Western Cape through facilitating sustainable tourism development ad promotion.

The policy highlights a host of opportunities that tourism can offer as the world's largest generator of jobs, the creator of substantial entrepreneurial opportunities and the fact that it may bring development to underdeveloped and rural areas, provided it is managed properly. These factors highlight the need for government to lead in making the most of tourism potential of the Western Cape in partnership with the private sector and other stakeholders.

Thanks are due to the Western Cape Tourism Board, regional tourism organisations and local tourism bureaux and local government structures, which, despite existing constraints, put the Western Cape on the world-wide tourism map. Without their support and contribution we would not be where we are today.

I extend my thanks to representatives of both government and civil society who have contributed to the process. I urge you to continue to participate actively in the implementation of a policy that can be embraced by all the people of the Western Cape.

Leon Markovitz
Provincial Minister for Finance, Business Promotion and Tourism
Western Cape Provincial Government

Executive summary

Introduction

Tourism in the Western Cape and its related components and activities have not been managed and developed in accordance with a clear, collective policy and strategy. As a result, the various components of the industry are largely uncoordinated and inwardly focused. This has resulted in *ad hoc* and fragmented strategies which failed to capitalise on our diverse tourism resources, thereby limiting the ability of the tourism sector to effectively provide much-needed entrepreneurship, employment and skills development opportunities. The White Paper on Sustainable Tourism Development and Promotion in the Western Cape provides the policy foundations and a competitive strategy for the Western Cape to become a leading global tourism destination. It sets out:

♦ the background to the drafting of the tourism policy and strategy

♦ the foundations for the tourism policy for the province, the vision, goals and objectives

♦ the proposed strategic framework to achieve the vision and objectives of the policy

♦ the proposed institutional and funding arrangements to support the implementation of this strategy.

Background

The October 1999 Green Paper on tourism in the Western Cape was published and extensively revised after interaction between the provincial government and stakeholders from tourism marketing organisations, business associations, training and educational institutions, hospitality corporations, local government and civil society. In its revised form, the Green Paper was discussed by over 200 tourism industry representatives. This White Paper now provides an agreed policy framework and guidelines for tourism development and promotion in the Western Cape.

Situational analysis

The Western Cape is one of the premier tourist destinations in South Africa and has a wide variety of established attractions, for example Table Mountain and Robben Island. Constraints to tourism growth in the province include security concerns, inadequate resources and funding, a seasonal market, air travel and infrastructure constraints, HIV/AIDS and limited involvement in the industry by previously neglected communities. There are a host of opportunities for expanding the province's share of the domestic and international tourism market, but exploiting these will require strategic

intervention, including increased funding and mutually beneficial public sector-private sector partnerships.

A vision of tourism in the Western Cape by 2010 is presented, together with clear targets for increasing the volume of domestic and international tourists to the province. It is proposed that a monitoring and evaluation system be established to measure improvements in qualitative measures such as customer satisfaction with service and value for money.

The Tourism Policy

The tourism policy is based on the fundamental principles of social equity, environmental integrity, economic empowerment, co-operation and partnership and sustainability and is driven by the challenges of transforming the society and economy of the Western Cape.

Tourism development must play a critical role in supporting the Constitution's commitment to improving the quality of life of all citizens, while protecting the natural environment for the benefit of present and future generations. The policy is informed by the goals of reconstruction and development – to meet basic needs, to develop human resources, to build the economy and to democratise the state and society.

The tourism policy has also been developed in the context of the provincial government's economic growth and development strategy:

♦ making the Western Cape the premier learning region in Southern Africa

♦ strongly linking it to the rest of the world

♦ supporting entrepreneurship and innovation

♦ improving job creation, raising the quality of basic services to the poorest citizens, and promoting the development of sectors which are able to absorb more low-skilled labour.

The policy emphasises the value of tourism and the importance of facilitating sustainable tourism development. It emphasises the importance of a style of management that views tourism as a system, that uses co-operation and partnership, and that promotes learning from experience.

Critical success factors include:

♦ meaningful involvement of previously neglected communities

♦ improved funding for tourism development and destination marketing

♦ better co-ordination of public tourism resources

♦ a safe and clean tourism environment

♦ constant innovation in the tourism product portfolio

♦ improved levels of service, product quality and value for money

♦ sustainable environmental practices

♦ dealing effectively with the impact on tourism development of the HIV/AIDS pandemic.

An integrated framework for tourism development

Tourism development is an intersectorial function which requires integrating various issues, activities and actors. The goals and objectives of putting the tourism policy in place must complement other policies and laws across a host of sectors, including environmental management, education, labour, safety and security, economic development, agriculture, transport and arts and culture.

An integrated framework for tourism development is therefore proposed, taking into account the external factors of institutional and financial structures and trends in the competitive environment, as well as the industry factors of the need to provide support systems, encourage competition, develop products, and engage in marketing activities. It must be emphasised that the goals and objectives in the strategic framework should not be viewed in isolation from one another. The goals are to:

♦ develop and promote a clear tourism development strategy

♦ increase tourism safety and security

♦ ensure tourism-related infrastructure and facilitate its provision

♦ legislate for compulsory registration for tourism enterprises and introduce an effective channel for complaints

♦ invest in tourism skills development and training programmes

♦ implement a tourism awareness, education and customer service programme

♦ develop a state of the art, integrated provincial tourism information system

♦ encourage sustainable tourism practices and promote general destination upkeep

♦ package tourism themes and attractions in the form of suggested routes and itineraries

♦ promote unique selling propositions and initiate special attraction programmes

♦ establish private-public partnerships

♦ keep the industry market-driven and as free from unnecessary regulation as possible

♦ promote entrepreneurship, with special emphasis on neglected communities

♦ improve participation of local communities in tourism development

♦ promote investment opportunities and establish incentives to stimulate investment in underdeveloped areas

♦ promote a single brand for the province, incorporated into the national branding

♦ focus on the lucrative end of the international market and provide affordable travel opportunities for domestic tourists

♦ complement the national (South African Tourism) marketing programmes and compete provincially for the domestic market

♦ initiate collective marketing opportunities to bring together private sector and local tourism organisations

♦ diversify the existing market base

♦ manage the potentially negative effects of tourism.

Each goal is accompanied by its own set of strategic objectives for realising the vision of the White Paper.

Proposed institutional and funding arrangements

Current institutional arrangements are inadequate for putting the strategy of the White Paper into place. Problems include inadequate funding, duplication of activities and fragmentation of resources, confusion among clients concerning branding of Western Cape tourism products, and confusion among stakeholders about functional responsibilities. Responsibility for tourism development and maintenance of infrastructure which should functionally be a government responsibility is inappropriately located in regional tourism organisations (RTOs) and local tourism bureaux (LTBs).

A clear role differentiation is proposed in the White Paper. Tourism development functions will in future be the responsibility of government, and tourism marketing functions will be done by marketing agencies.

At the provincial level it is proposed that one marketing agency for the Province be established which will incorporate all provincial marketing activities within one structure, with a unified brand for the province. This proposed body will primarily be responsible for co-ordinating all marketing activities in the province. Tourism marketing will operate as one unit of the agency. The tourism unit will be responsible for domestic and international marketing for tourism in the Western Cape. Other functions will include maintaining a system for accrediting tourism information centres, managing a provincial database of tourism information, providing guidelines and support to local government marketing structures, promoting tourism awareness, and promoting arts and crafts in the province.

In the spirit of partnership, it is proposed that the board of the proposed institution comprise representatives from the private sector, the CEO of South African Tourism, the CEO of the Western Cape Nature Conservation Board and representatives of local, metropolitan and provincial government. It is proposed that the marketing agency be funded by provincial government , local authorities, private sector based on a commonly agreed strategy.

The provincial government will be responsible for tourism development, including tourism safety, planning and development, public infrastructure, business advisory services and entrepreneur support, education and awareness raising, developing new tourism products, facilitating the entry into the industry of previously disadvantaged people, setting and monitoring norms and standards, and minimising the negative effects of tourism.

A provincial Tourism Protector who would hear complaints against registered tourism service providers is proposed to protect the interests of consumers and the long-term interests of the industry. A code of conduct for tourism is also proposed to promote quality service and standards and to strengthen confidence among tourists that they can expect internationally acceptable standards in the Western Cape.

A Ministerial Provincial Tourism Forum is proposed to facilitate and enhance communication and the spirit of co-operative governance. It will comprise the political representatives from provincial, metropolitan and district, and local government, the CEO of the marketing agency, and a private sector representative when necessary. Its role would be to promote a comprehensive account of all the needs of tourism stakeholders, provide a platform to exchange views and co-ordinate action on matters of mutual interest.

The White Paper strongly suggests that the metropolitan and district councils integrate their tourism marketing efforts with those of the marketing agency. It is proposed that the regional tourism function of these councils should be mainly developmental, including co-ordination with LTBs and other tourism stakeholders, providing local infrastructure, financially supporting regional tourism offices, implementing training programmes, and leading local tourism safety.

It is proposed that local municipal councils take responsibility for tourism development, including the provision of infrastructure, financial support to the relevant LTB, maintaining and beautifying the area, and providing public amenities. It is proposed that LTBs operate at the level of local municipal councils to market local tourism in their areas and implement local tourism policy, to promote tourism, to protect and advance emerging businesses or the entry into the industry of previously disadvantaged people, to promote the development of appropriate tourism infrastructure, and to compile a database of tourism information which is integrated with that of the marketing agency. According to the proposal, LTBs will comprise members from the local area, including tourism establishments, the general public, business organisations and the local municipality. The primary source of funding for LTBs is expected to be the relevant local council.

In summary, an integrated family of institutional structures is proposed which address responsibilities for development and marketing, responsibilities within different spheres of government, the need to integrate private sector input into

planning at all levels, and the ways in which these proposed structures can be funded.

Contents

Acronyms

B&B	bed & breakfast
BEECom	Black Economic Empowerment Commission
CBO	community-based organisation
CEO	chief executive officer
DEAT	national Department of Environmental Affairs and Tourism
DEAAT	Western Cape Department of Economic Affairs, Agriculture and Tourism
FIT	foreign independent traveller
GDP	gross domestic product
GIS	geographic information system
GRP	gross regional product
LTB	local tourism bureau
MEC	member of the Executive Council (member of a provincial Cabinet)
MICE	meetings, incentives, conventions and events market
MINMEC	forum of national ministers and MECs of the provinces
MIPTEC	MINMEC Interprovincial Technical Committee
NGO	non-governmental organisations
PCO	professional conference organiser
PR	public relations
RTO	regional tourism organisation
SMMEs	small, medium and micro enterprises
SMT	Strategic Management Team
SAPS	South African Police Service
SATI	South African Tourism Institute
SETA	Sector Education and Training Authority under the Skills Development Act
SA Tourism	South African Tourism
TDF	Tourism Development Fund
Theta	Tourism, Hospitality and Sports Education and Training Authority
USP	unique selling proposition
VFR	visiting friends and relatives
WCTB	Western Cape Tourism Board
Wesgro	Western Cape Investment and Trade Promotion Agency
WTTC	World Tourism and Travel Council

Glossary of terms

Cultural tourism	'cultural phenomena 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' (DEAT 1996:v)
Day visitor	a person who travels away from home for other than commuting purposes, staying less than 24 hours in the place visited
Demand-led tourism development	tourism development which is focused on the needs, expectations and wants of the tourist rather than the suppliers of the tourism product or the supply of physical infrastructure. See also *supply-led tourism development*
District council	a district municipality
Domestic tourist	a person normally resident in South Africa who spends at least one night away from home in another place in the country
Economic empowerment	'an integrated and coherent socio-economic process located within the context of national transformation…aimed at redressing the imbalances of the past by seeking to substantially and equitably transfer ownership, management and control of South Africa's financial and economic resources to the majority; to ensure broader and meaningful participation in the economy by black people. Empowerment processes include job creation, rural development, poverty alleviation, specific measures to empower black women, skills transfer and management development, education, meaningful ownership, access to finance to conduct business' (BEECom 2000a)
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' (DEAT 1996:v); 'purposeful travel to natural areas…to understand the culture and natural history of the environment…taking care not to alter the integrity of the ecosystem, while… producing economic opportunities that make the conservation of natural resources beneficial to local people' (Gartner 1996:149)
Emergent SMMEs	'small, micro and medium-sized enterprises owned and/or operated by the previously neglected/disadvantaged population groups that are entering the market' (DEAT 1996:v)
Emerging markets	'population groups entering the market in increasing numbers as domestic tourists, especially those previously neglected' (DEAT 1996:v)
Empowerment	see *economic empowerment*
Environment	'natural, urban, human living and cultural environments' (DEAT 1996:v)
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 that 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)' (DEAT 1996:v). See also *tourist*

Local community	that body of people who come together around a common objective or common purpose
Local council	a duly elected local municipality
Local tourism organisation	any duly-constituted tourism structure, publicity association or community body involved in tourism and operating at community or local government level. Also known as an LTO
Multiplier effect	the ability of economic development to create employment both direct, indirect and induced employment. For example: one job created in tourism can create a further three jobs in the broader economy
Non-government sector	all of civil society: small businesses as well as large ones; organised labour, business and industry associations and the communities who are hosts to the tourist, community based organisations (CBOs), non governmental organisations (NGOs), local tourism organisations (LTOs), development forums, publicity associations, information centres and so on
Organised business	any formally-constituted business organisation, association or chamber
Overseas tourist	an international tourist from a country outside Africa. Tourists from other countries in Africa are referred to as regional tourists. See also *international tourist*
Parastatal	an institution, industry or agency established by and run in consultation with the state which takes on some of the roles of civil government or political authority at the national or provincial level
Platteland	rural areas in the Western Cape
Previously disadvantaged communities	those members of society who, through the discriminatory policies and practices of the past, have been deprived of equal access to a range of opportunities and services such as infrastructure, education, health, welfare, employment opportunities and political power. They include blacks, women and the disabled
Previously neglected communities	population groups that were largely excluded from mainstream tourism activities
Regional tourism organisation	an organisation established in terms of section 3 of the Western Cape Tourism Act of 1997. Also known as an RTO
Regional tourist	an international tourist from another country in Africa. International tourists from countries outside Africa are referred to as overseas tourists. See also *tourist*
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, trade unions and local communities' (DEAT 1996:vi)
Spatial development framework	planning term to describe integrated and interrelated relationships in space whose organisation will facilitate development (DEAT 1999)
Stop-over visitor	'a person who travels away from home for reasons other than commuting, staying less than 24 hours in the place visited' (DEAT 1996:vi)

Supply-side tourism development	tourism development which focuses on the suppliers of the tourism product (for example, the people, the services and the facilities) and the physical infrastructure rather than the tourists themselves. See also *demand-led tourism development*
Sustainable tourism development	'tourism development, management and any other tourism activity which optimises the economic and other societal benefits available in the present without jeopardising the potential for similar benefits in the future' (DEAT 1996:vi). Sustainability has environmental, social, economic and institutional facets
Tourism business sector	all stakeholders in tourism who have a financial investment in tourism, comprising individuals and businesses who bear the risk of tourism investment
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' (DEAT 1996:vi); 'all those firms, organisations and facilities which are intended to serve the specific needs and wants of tourists' (Cooper et al. 1993:5)
Tourism	'all travel, for whatever purpose, that results in one or more nights being spent away from home' (DEAT 1996:vi). Tourism can be thought of as a whole range of individuals, businesses, organisations and places which combine in some way to deliver a travel experience or 'the temporary movement to destinations outside the normal home and workplace, the activities undertaken during the stay and the facilities created to cater for the needs of tourists' (Cooper et al. 1993:4)
Tourist	'a person who travels away from home, staying away for at least one night. A tourist could be a domestic tourist (for example a resident of Johannesburg staying one night in Knysna), a regional tourist (for example, a visitor from Zimbabwe spending one or more nights in the province) or an overseas tourist (for example, a resident of Germany staying one or more nights in the province). A tourist travels for different purposes including business, leisure, conference and incentive' (DEAT 1996:vi). See also *international tourist* and *regional tourist*
Traditional domestic markets	'previously advantaged domestic leisure tourists' (DEAT 1996:vi)
Western Cape Tourism Board	the Western Cape tourism body established in terms of section 3 of the Western Cape Tourism Act 3 of 1997. It has been proposed that this body be replaced by a new entity called Cape Tourism

How to read this document

The White Paper on Sustainable Tourism Development and Promotion in the Western Cape provides the policy foundations and competitive strategy for the Western Cape to become a leading global tourism destination.

The document is divided into four sections:

♦ Section A provides the background to the policy formulation process. It explains why there is a need for a tourism policy for the province, summarises the key messages of the policy and how the approach differs from existing policies, and provides information on tourism within the provincial economic context.

♦ Section B establishes a vision and growth targets for tourism in the Western Cape. It sets out the fundamental policy principles that underpin the new policy for future tourism.

♦ Section C identifies clear strategies, goals and objectives (grouped into four major themes) for tourism development and promotion in the Western Cape with a view to establishing a competitive advantage and maximising tourism growth in the medium to long term. These strategies are presented under the four key pillars of economic development identified by the provincial Department of Economic Affairs, Agriculture and Tourism (DEAAT).

♦ Section D sets out the proposed institutional and funding arrangements to support the implementation of the strategy at provincial, regional and local level.

The tourism policy formulation process

The White Paper on Sustainable Tourism Development and Promotion in the Western Cape provides the policy foundations and a competitive strategy for the Western Cape to become a leading global tourism destination.

It provides a framework for synergising and directing the efforts of the various players, both public and private, in the tourism industry in the province.

The White Paper is the product of an extensive consultation process of public participation and a specialist study carried out in 1998 by the Strategic Management Team (SMT) together with the Western Cape Tourism Board. The SMT was appointed to investigate the Western Cape tourism system and suggest appropriate improvements. The SMT report highlighted a number of key areas which require attention, including the need for:

♦ institutional realignment and synergy in tourism

♦ greater ownership of and participation in tourism by previously neglected persons and communities (economic empowerment)

♦ effective communication channels

♦ improved funding for tourism development and promotion

♦ a clear focus on:

- tourism human resources development

- the maintenance of standards

- effective marketing and promotion.

In October 1999, the draft Western Cape Tourism Policy Framework and Strategy (Green Paper) was published. The public was invited to comment and more than 100 written submissions were received. In addition a number of bilateral meetings took place between the Western Cape Provincial Government and tourism stakeholders from tourism marketing organisations, business associations, training and educational institutions, hospitality corporations, local government and civil society. The various inputs received caused substantial changes to be made to the proposals in the Green Paper.

On 9 December 1999, the Western Cape Tourism Conference was hosted by the provincial Minister responsible for tourism at the time, Hennie Bester. This brought together over 200 representatives of the tourism industry in the Western Cape to discuss issues raised

following publication of the Green Paper.

One-on-one sessions were held with tourism stakeholders in January 2000 aimed at refining outstanding issues and reaching consensus on the institutional arrangements. Consensus was reached on several issues relating to tourism. This White Paper now provides an agreed policy framework and guidelines for tourism development and promotion in the Western Cape.

The White Paper sets out:

1. The background to the drafting of the tourism policy and strategy.

2. The foundations for the tourism policy for the province, the vision, goals and objectives.

3. The proposed strategic framework to achieve the vision and objectives of the policy.

4. The proposed institutional and funding arrangements to support the implementation of this strategy.

SECTION A

1 Why a tourism policy?

1.1 Background

The global tourism marketplace is becoming increasingly competitive. This is due to a number of factors, including a 'shrinking' globe as a result of improved aviation technology and electronic information systems, the increasing awareness among business and government leaders of the economic significance of travel and tourism, and the advent of globalisation (the dramatic increase in the past few years in the flow across national borders of goods, services, capital and knowledge).

These trends have resulted in tourism companies and destinations becoming increasingly focused and strategic in their approach in order to maintain and improve their competitive positions. The global trend is to move away from broad, generic marketing campaigns that promote traditional products and use mass distribution channels towards focused, experience-based marketing aimed at meeting the needs, desires and motivations of specific market segments. This is necessary to stimulate the demand for international and domestic tourism. Meeting the expected increase in demand will require co-ordinated and adequately-resourced supply-side measures such as the provision of adequate infrastructure and facilities, transport, human resource development, the establishment and maintenance of standards, and the creation of an environment that is attractive to investors.

At the same time, tourism must be part of a balanced integrated development plan in which agriculture, industrial and infrastructure development, health, welfare, education and other areas of endeavour continue to receive the necessary investment and attention. International experience has shown that developing countries which become too reliant on tourism (or any other industry) find it very difficult to cope with changes in the market. Productive resources which have been invested in tourism are lost to other sectors. In order for this order of priorities to be justifiable, the benefits and opportunities of tourism must tangibly be felt, not only by the relatively affluent and well-educated, but also by the poor and previously disadvantaged. Sustainability is a watchword – elements of the natural and cultural environment which are

destroyed in the search for short-term gain will be lost to future generations.

The establishment of the national private-public tourism funding partnership, the changes to national tourism legislation and funding and the appointment of a new-look South African Tourism Board are clear signals of a national effort to improve South Africa's tourism competitiveness. As the foremost South African tourism destination, the Western Cape intends to position itself firmly within the national context. A well-founded, competitive tourism strategy is the key to increasing the Western Cape's share of South Africa's domestic and international tourism markets.

1.2 The need for a tourism policy framework and strategy

Tourism in the Western Cape and its related components and activities have not been managed and developed in accordance with a clear, collective policy and strategy. As a result, the various components of the industry are largely unco-ordinated and inwardly-focused. This has resulted in *ad hoc* and fragmented strategies which failed to capitalise on our diverse tourism resources, thereby limiting the ability of the tourism sector to effectively provide much-needed entrepreneurship, employment and skills development opportunities.

This document outlines the policy and strategic direction for Western Cape tourism. It serves as a framework for synergising and directing the efforts of the tourism industry in the province.

At present, management efforts are typically focused on the short term, and are reactive, fragmented and unco-ordinated. As a result, development opportunities are being squandered. A dedicated policy is therefore needed to promote the integrated management of tourism, in order to harness its resources for sustainable tourism growth.

Key roleplayers who need to be taken into account in the formulation of a strategy include the provincial government, regional government – the Cape Town Unicity Council and the various district councils, local municipalities, South African Tourism, the Western Cape Tourism Board, the private sector (including SMMEs), civil society formations such as NGOs and CBOs, and previously disadvantaged groups such as black people, women and the disabled.

1.3   The key messages of the policy

This policy signals a shift in thinking about tourism. The policy is driven by the challenges of transforming our society and economy in the Western Cape. It is essential that tourism development should support the Constitution's commitment to improving the quality of life of all citizens, while protecting the natural environment for the benefit of present and future generations.

The policy is informed by the goals of reconstruction and development – to meet basic needs, to develop human resources, to build the economy and to democratise the state and society.

The tourism policy has also been developed in the context of the Western Cape government's economic growth and development strategy (DEAAT 2000), which is based on the following principles:

♦ The Western Cape as a ***premier learning region***, one which successfully equips its people and businesses to acquire and apply knowledge effectively in a rapidly changing world. The emphasis is on a high-quality primary and secondary education system, the encouragement of sectoral training institutions, and the establishment of links between the business sector and world-class tertiary educational institutions.

♦ The Western Cape ***linked to the world***, an outward looking region effectively linked to the rest of the world through the upgrading of international transport facilities and the effective use of information technology, making it the most attractive place for investment and establishing it as a world-famous brand.

♦ The Western Cape as a ***centre for entrepreneurs and innovation*** which supports start-ups and new firms and building a strong equity and venture capital sector.

♦ The ***Cape of Good Hope for all*** by improving job creation, raising the quality of basic services (for example, health care and education) to the poorest citizens, and promoting the development of sectors which are able to absorb more low-skilled labour.

In order to establish and enhance its competitive position, the Western Cape will increasingly have to position its unique selling points within the national and global environment. It is crucial that a strategic approach should be followed in this regard and that the provincial tourism industry should clearly focus its efforts on

strategies which will facilitate the most lucrative, sustainable returns on its investment. All strategies should complement and support the policy framework.

The framework advocates the following shift in emphasis:

♦ It outlines the importance of ***recognising the value of tourism***. Tourism provides immense direct and indirect benefits to the people of the Western Cape. Our tourism resources will be wasted unless we maintain sustainable environmental practices, that is, manage our tourism so as to recognise the complex, interconnected nature of the components of the industry and prevent them from being degraded and overused.

♦ Tourism in the Western Cape and its benefits are concentrated in the hands of the few who were privileged above others under apartheid. This policy now sets out a people-centred approach and stresses the powerful contribution that can be made to reconstruction and development in the Western Cape through ***facilitating sustainable tourism development***. Sustainability has economic, institutional, environmental and social dimensions.

♦ Tourism in the Western Cape has been managed in a fragmented and unco-ordinated manner. This policy promotes a holistic way of thinking by promoting co-ordinated and integrated tourism management among the wide range of actors whose activities impact upon tourism by ***managing tourism as a system.***

♦ The international and local experience of tourism management shows that it is most effective when government adopts ***a co-operative style of management***, in which responsibility is shared between different spheres of government and a range of other stakeholders, including business and civil society.

♦ It recognises the ***need for a provincial vision***, and provincial principles, goals and objectives to guide tourism development efforts within a broader national effort. This is especially important, given the diversity of Western Cape tourism, the need for partnership when it comes to marketing, and the variability of local circumstances which necessitate a locally relevant tourism development response that is consistent with this policy.

♦ This policy promotes a style of management that allows for ***learning from experience.*** It proposes that an honest approach be adopted to learning from our successes and failures in

tourism management. Only through an ongoing cycle of monitoring, review and evaluation and revision of the policy and its implementation can we ensure the continued improvement of our efforts.

2   The Western Cape tourism picture

2.1   Introduction

The pre-1994 apartheid system severely limited the scope of the Western Cape tourism industry and caused various social and economic imbalances. Many international tourists abstained from travelling to the country during the apartheid years. Previously disadvantaged groups were not afforded the opportunity to participate freely in the sector.

This situation resulted in a number of tourism constraints as highlighted in the national White Paper on Tourism. These included an inadequately resourced and funded tourism industry, a myopic private sector, limited involvement of local communities and previously neglected groups in tourism, inadequate training, education and awareness, poor environmental management, poor service, a lack of tourism infrastructure (particularly in rural areas), a land transport system not geared towards tourists, the lack of appropriate institutional structures at all spheres of government to develop, maintain and promote tourism, and high levels of crime and violence on visitors (DEAT 1996:5).

While the Western Cape has over the years been privileged to be at the forefront of tourism growth, many of the constraints identified nationally also apply to the province. The following information gives an indication of the tourism situation in the province.

2.2   Tourism performance

South African tourism has increased substantially during the past five years. It should be emphasised that available statistics are a guideline, they are not absolute.

2.2.1   Overall tourism contribution

At national level, tourism contributes approximately 8.2 per cent to the GDP (WTTC 1998). It is estimated to contribute a total of R53.2 billion, directly and indirectly, to the South African economy and employ 7 per cent of the country's workforce (GTKF 2000). Bloom (1998) estimated the contribution made by tourism to the provincial GRP at approximately 13 per cent. These figures clearly demonstrate the extremely important and significant contribution of tourism to the economy of the Western Cape and the country more broadly.

2.2.2   Overseas tourism market

The Western Cape attracts the majority of overseas tourist nights. However, the following figures indicate that there is a clear seasonal pattern and that the Western Cape market share diminishes considerably during the winter season.

Total overseas tourist arrivals in SA (1999)	1.5 million
Total annual bed nights sold to overseas tourists (1999)	24.5 million
Overseas tourists visiting the Western Cape (1999)	Approximately 790 000
No. of annual bed nights in the Western Cape (1999)	Approximately 8.5 million
Total annual overseas tourist expenditure in Western Cape (1998)	Approximately R9.7 billion

	Summer	Winter
% of overseas tourists visiting the Western Cape	59%	50%
Western Cape % of total overseas visitor nights	40%	26%
No. of Western Cape attractions in top 15 SA attractions	9	7

Source: South African Tourism and Statistics South Africa..

2.2.3   Domestic tourism market

The following figures indicate that domestic tourism remains the backbone of the Western Cape tourism industry and that domestic tourist expenditure is substantially greater than international expenditure.

No. of annual domestic tourist trips to the Western Cape (1999)	4.7 million
Total average expenditure per trip (1999)	R3 580
Total annual domestic tourism expenditure (1999)	R8.2 billion

Source: Western Cape Tourism Board Domestic Market Survey, 1999.

2.3   Strengths and opportunities

2.3.1   Strengths

Some of the comparative advantages which have led the Western Cape to become the premier South African tourism destination include:

♦ the range of tourism magnets or 'icons' which provide a strong branding to the Western Cape, including Table Mountain, Robben Island, Kirstenbosch, the Cango Caves, the Namaqualand flowers, whales, wines, events such as the Two Oceans Marathon, the Argus Cycle Tour, the Klein Karoo Kunstefees, and others.

♦ Cape Town as a rapidly recognised international city

♦ the incredible environmental diversity of mountains, oceans, landscapes, fauna and flora

♦ the rich socio-cultural heritage that has provided the province with a unique canvas of cultural experiences, shaped by its African roots and European and Asian influences and links

♦ Cape Town as a well-developed global gateway city leading to the many unexplored, less populated areas in the hinterland which offer rewarding tourism experiences

♦ well-developed and well-maintained public infrastructure that facilitates ease of travel

♦ a sophisticated and mature tourism business sector

♦ the 'spirit' of the Cape, that is, its image as an area of relaxation, entertainment and outdoor activity.

However, there is no room for complacency. As richly endowed as South Africa and the Western Cape are, the competitive advantage of tourist destinations all over the world has more and more to do with human-made factors such as science, technology, information and innovation than with natural assets (DEAT 1996:1). Maintaining a competitive edge in a globalising world requires ongoing investment in marketing as well as providing the necessary support to keep the industry vibrant and healthy.

2.3.2 Opportunities

Tourism offers a host of opportunities. It:

♦ is the world's largest generator of jobs, is labour-intensive and can generate immediate employment opportunities as it grows

♦ employs a multiplicity of skills and offers training opportunities

♦ creates substantial entrepreneurial opportunities, particularly for SMMEs

♦ may bring development to underdeveloped and rural areas, provided it is managed appropriately

♦ can be beneficial to the environment if it is well-managed

♦ potentially builds cross-cultural relations and is a vital force for peace

♦ is a final good that is fully created in the Western Cape with low levels of economic leakage

♦ has a high multiplier effect throughout the economy

♦ provides many linkages with other sectors of the economy such as agriculture, retail goods, and financial services

♦ is often the catalyst that attracts trade and investment to the province.

All of these factors highlight the need for government to lead in making the most of tourism potential of the Western Cape in partnership with the private sector and other stakeholders. At the same time, this list of opportunities serves as a guide to the issues which must be held in balance within a framework for the sustainable development and promotion of tourism. For example, the creation of jobs is a desirable outcome. If, however, the creation of these jobs results in unacceptable changes to the environment, the benefit will be short-lived

There is a clear need for the Western Cape to enhance, protect and promote its tourism assets and to take advantage of underutilised opportunities. These include:

♦ **Exploiting the many opportunities for emerging communities**, including:

- operating tourism infrastructure such as bed and breakfast establishments, agri and rural tourism, farm stays, guest houses, taverns, bars, restaurants, transport services, attractions (such as township experiences, *platteland* hospitality, historical/cultural attractions and museums), entertainment (music, dance, story-telling) trails (hiking, 4x4, horseback) and many others

- providing services to the industry: tour operators, shuttle services, travel agencies, tour guides, marketing services, booking services, baby sitters, training and so on

- acting as suppliers to the industry: crafts, interior décor (rugs, wall hangings, furniture), laundry services, construction, provision of building materials, maintenance of plant and equipment, portage, environmental services (gardening, bush clearing), agritourism services (vegetables,

herbs, milk, natural medicines), catering services and others.

♦ **Establishing the Cape Town as a global meetings, incentives, conventions and events (MICE) destination**. The MICE industry has experienced major international growth during the past 15 to 20 years. Despite being a sought-after corporate and group travel destination, the Western Cape has not been able to respond to this opportunity until recently. The opening of the world-class convention centre in 2003 and the establishment of a professional convention bureau should see Cape Town's current position as the 28th most popular global convention destination improve significantly.

♦ **Expanding and promoting our cultural assets and experiences.** These could relate to the development of historical areas, communities and events as well as the 'living' culture of the province. Examples include *platteland* lifestyles and hospitality, palaeontology (for example, fossil sites), religious diversity, struggle history, township life, cuisine, arts, music, language, and Cape history. It is about promoting and packaging the rich 'soul' of the Western Cape.

♦ **Improving our entertainment opportunities.** Tourism is about an entertaining experience. While various entertainment facilities and events have developed during the past few years, much could be done to further develop this area by encouraging the development of nightlife, festivals, heritage sites, theme parks and staged events.

♦ **Capitalising on our potential as a premier environmental and outdoor destination.** The Western Cape is already well established as an environmental and outdoor paradise. This image could be further enhanced by capitalising on the global trend towards niche experiences (adventure travel, sport tourism, hiking, environmental interests such as birding, stargazing and others) and environmental awareness and appreciation (sustainable practices and planning).

♦ **Developing our conservation assets to the advantage of tourism.** The opportunity presented by the large number of provincial and national parks located in the Western Cape has not been fully developed. These provide major opportunities for expanding our tourism attractions in *platteland* areas. The introduction of big game species on private and public conservation land and the further proclamation of conservancies provide much scope for substantially expanding

our tourism resource base. Our unique fynbos floral kingdom (one of only seven in the world, and the most diverse on earth) holds vast tourism potential in addition to its great bio diversity value.

Taking advantage of these opportunities will require the dedicated investment of time and resources at provincial, metropolitan, district and local level. Mechanisms must be created to enhance co-operative governance and development. Public sector investment must be geared towards providing the necessary infrastructure and support for tourism. At the same time, an enabling legislative and policy environment must be created for private sector investment.

2.4 Constraints and threats

There is every indication that the post-1994 tourism boom is tailing off and that competition is increasing. As with all products, tourism destinations have a product life cycle and require constant innovation and improvement in order to sustain a competitive edge. In addition, it has often been proven that tourism growth is dependent upon the support of other sectors and the community at large. In this regard, much work is still required to put tourism at the forefront of economic development. The following are some of the most substantial threats and constraints facing the Western Cape industry:

♦ **Tourism security concerns.** The perception in the marketplace that South Africa is an unsafe tourism destination is no doubt the most important threat facing the industry in the short to medium term.

♦ **Limited involvement of previously neglected communities.** Past policies have neglected some areas of the country (in particular the hinterland and townships) and constrained the involvement of certain population groups in the industry. Various factors limit the involvement and growth of local communities and previously disadvantaged entrepreneurs in the tourism industry. These include:

➤ lack of information and awareness about tourism due to not having been meaningfully exposed to the industry. This includes the perception that tourism caters mainly for the upper and middle class and that it is not within reach of the previously disadvantaged. There is also suspicion and mistrust due to people having been forcibly removed so that their land could be proclaimed as conservation areas

- limited training opportunities for previously disadvantaged groups and entrepreneurs, thereby effectively limiting meaningful participation in tourism in those quarters

- lack of involvement in decision-making, and in the development and promotion of tourism

- limited access to finance to take advantage of the entrepreneurial opportunities provided by the sector or to enjoy the benefits of tourism themselves

- poor access to the market due to the fairly rigid tourism distribution channels which exist and the fact that tourists are poorly informed about alternatives to mainstream tourist activities. They therefore keep to the confines of 'sanitised' places of interest

- negative attitudes in some sections of the established tourism industry towards community tourism products, which are sometimes viewed as being inferior.

♦ **Inadequate resources and funding**. It is clear from the limited budgets allocated to tourism that the true wealth-creating potential of the sector has not been fully grasped by decision-makers.

♦ **Institutional fragmentation**. The various tourism organisations in the province have not been operating within an agreed-upon strategic framework. This has resulted in a failure to establish consolidated branding and also resulted in the dilution of resources.

♦ **Destructive competition** often occurs between provinces, between urban and rural areas, between metropolitan and local councils, between towns and districts and even within towns (that is, between the town centre and the townships).

♦ **Limited co-operation and partnerships between the private and public sectors**. The private and public sectors in the province have not effectively joined forces to achieve a collective vision for promoting tourism within the province.

♦ **Stereotyped generic images.** The Cape icons (for example, Table Mountain, scenic routes, Kirstenbosch, wines and so on) have for years been projected as the sole content of the Western Cape tourism product. Culture, adventure and social hospitality have not adequately featured in promotional material and branding efforts.

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♦ **Cape Town not being positioned as a major global destination** in competition with, for example, London, Sydney, Hong Kong or Miami. The lack of world-class standard sports and convention facilities and the perception of criminality have severely constrained its competitiveness.

♦ **A seasonal market and perceived inhospitable winter climate.** There is a need to promote special attractions of the winter season with regard to food and wine, romantic occasions, arts and music and various outdoor experiences in the hinterland.

♦ **Imbalances in the development of the Cape Metropole and the hinterland**. Cape Town accounts for 75 per cent of provincial tourism, yet the hinterland is in great need of employment creation and also offers some of the most exciting new product opportunities. Rural areas lack exposure and experience to tourism.

♦ **Service quality and pricing limitations.** While the Western Cape is generally service conscious, industry service levels sometimes reflect the lack of a true service culture. An introductory standard for entering the industry is also lacking. Concern has also been expressed with regard to overpricing and declining value for money.

♦ **Inadequate environmental management.** Environmentally insensitive development along the coastline and inland urban sprawl mar the landscape. Tourism concerns have not yet been effectively integrated into planning processes. Littering and smog are not adequately managed.

♦ **Infrastructure constraints**. Tourism-specific infrastructure such as parking, ablution facilities, public transport, visitor information, entertainment and landscaping at local attractions is inadequate. Appropriate road signage is needed, especially in rural areas where attractions and tourist areas are located on travel routes.

♦ **Air travel constraints.** Recent indications are that flight capacities to South Africa from Europe are inadequate during peak season periods, thus also having a negative effect on tourist flows to the Western Cape. Specifically, direct flights to Cape Town from a range of cities in our source markets (particularly from Europe and the new markets in North America and Asia) are limited.

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♦ **Tourism development may take resources away from the needy.** For example, land used for tourism takes land away from other productive uses such as agriculture. Land values may be affected by tourism development in such a way that local residents are priced out of the market. Money spent on providing infrastructure to tourism projects means less money is available to provide infrastructure for local residents. Facilities may be built to serve the needs of as many tourists as possible at the busiest time of year, but stand empty for most of the rest of the year.

A package of financial and other measures will have to be found to deal with the constraints facing tourism. Support for SMMEs and economic empowerment is already an established priority and must be strengthened. Institutional arrangements will have to be devised which improve co-ordination and coherence, promote partnership, integrate information systems, overcome problems and stimulate demand for tourism. New products and itineraries will have to be developed to give tourists exposure to parts of the province outside greater Cape Town. Serious attention will have to be given to good environmental management so that the tourism assets of the Western Cape are preserved in the long term.

2.5 HIV/AIDS

Although the Western Cape has lower rates of HIV infection than some other provinces, the disease will nonetheless have a catastrophic effect on tourism (and every other industry) in the province. HIV/AIDS has been described by some as the only important development issue in South Africa. All other problems are secondary because of the cross-sectoral impact of the disease. Even if no more people become infected, this pandemic will affect the country for the years to come because impact will be felt directly and indirectly by several generations of people:

♦ An estimated 4.2 million South Africans are HIV-positive. HIV/AIDS affects the economically active population most seriously – the group which holds the skills, does the work, pays the taxes, brings up the children, votes in elections, and provides the leadership. Unless treatment is made available, these people will suffer from increasing ill-health and almost all of them will die prematurely. Many of these people will work directly or indirectly in the tourism sector.

♦ Productivity is expected to decline by 2.5 per cent by 2010. This may impact negatively on levels of service.

♦ Labour supply will be 27 per cent lower by 2015. A lack of labour may constrain the development of the tourism industry.

♦ Nationally, the number of children orphaned as a result of AIDS will be close to two million by 2010. The state currently has the capacity to provide institutional care for only about 50 000 children and it is estimated that there are already 10 000 street children. The number of street children will rise dramatically, and many will turn to crime to survive, exacerbating the already poor security situation. Others will turn to prostitution and, of these, many may well become carriers for HIV infection.

2.6 Economic empowerment imperatives

♦ Economic empowerment has been defined as 'an integrated and coherent socio-economic process located within the context of national transformation…aimed at redressing the imbalances of the past by seeking to substantially and equitably transfer ownership, management and control of South Africa's financial and economic resources to the majority; to ensure broader and meaningful participation in the economy by black people' (BEECom 2000a). Empowerment processes include job creation, rural development, poverty alleviation, specific measures to empower black women, skills transfer and management development, education, meaningful ownership, access to finance to conduct business' (BEECom 2000a). The recommendations of the Black Economic Empowerment Commission to the President in this regard are likely to impact strongly on tourism.

2.7 Conclusion

This section sets out the background and reasons for the development of a Western Cape Tourism Policy. It seeks to define the strengths of the industry in the province, some of the constraints under which it operates and the opportunities for development.

The next section sets out the Tourism Policy, the vision for tourism in the province, aspirations and principles that should guide tourism in the Western Cape.

SECTION B

3 The Tourism Policy

The main thrust of this policy document is summarised in the vision below. Its principles, goals and objectives are the foundation for achieving the objective of long-term sustainable tourism growth in the Western Cape.

3.1   Our vision

The tourism industry strives towards achieving the following vision:

By the year 2010 the Western Cape is renowned as a premium world tourism area

We will know we have achieved this vision when:

♦ *Visitors from South Africa and across the globe flock to the province and tourism is growing at rates well above the 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, well-maintained and hospitable setting.*

♦ *A network of exciting tourism attractions in the metropolitan area and hinterland combines the 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 between urban and rural areas and from place to place.*

The vision seeks to provide a clear statement of intent for the policy. It addresses the province's intention to strengthen its position as the strongest tourism region in Africa, to turn the job

creation element of tourism into a reality and to see tourism supported by and benefiting the whole population of the Western Cape.

3.2   Growth targets for 2010

Currently available tourism statistics concentrate on quantitative measures such as the number of tourist arrivals and tourist expenditure. The current growth in the number of tourists is 16 per cent per annum. We expect this rate to slow down as the number of tourists increases. The estimated growth in the number of international tourists is expected to be 14 per cent in the period 1999–2001, 12 per cent in the period 2002–2005 and 8 per cent in the period 2006–2010. The number of domestic tourists is expected to grow by 3–4 per cent growth per annum, based on the assumption that tourism will grow in accordance with the expected economic growth rate.

Our targets are to:

♦ increase the number of overseas tourists visiting the Western Cape from approximately 790.000 in 1999 to 4million by 2010

♦ increase overseas tourist expenditure in the province from R9.7 billion to 30 billion by 2010 (1999 prices)

♦ increase the annual share of the overseas tourist nights accruing to the Western Cape from 40% to 48% during summer and from 26% to 40% during winter by 2010

♦ increase the number of domestic tourism trips from 2.3 million per year to approximately 4.7 million

♦ increase annual domestic tourism expenditure in the province from R8.2 billion to 14 billion (1999 prices).

Several of the targets implicit in our vision are more qualitative and subjective than what is measured by the statistics above. Nevertheless, we must be able to monitor our progress in achieving them so that we are able to constantly improve our performance. A monitoring and evaluation system based on specific, measurable indicators will have to be established to measure, among other things:

♦ how safe and how welcome tourists to the Western Cape feel

♦ how tourists experience quality of service, value for money and the quality of the environment

♦ how efficiently and effectively problems are dealt with

♦ how aware tourists are of the variety of exciting tourism attractions in the metropolitan area and hinterland

♦ how successfully the range of things for tourists to see and do is being expanded, particularly in rural areas and previously disadvantaged areas

♦ the extent to which infrastructure and facilities for supporting tourism is in place

♦ the extent to which integrated development planning takes tourism into account

♦ the contribution that tourism makes within the provincial economic strategy and the extent to which it is supported and valued by the community at large

♦ how successfully tourism is creating jobs and opening new opportunities for the people of the province, especially those in disadvantaged and rural areas and those who are unfairly discriminated against.

3.3 Fundamental principles

Tourism should be market-driven and the needs, requirements and travel patterns of consumers must be instrumental in directing the development of the industry. At the same time, a responsible and sustainable development philosophy must be followed, based on the principles of social equity, environmental integrity, economic empowerment, co-operation and partnership, and sustainability.

3.3.1 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.

3.3.2 Environmental integrity

♦ The environment should be acknowledged as the cornerstone of the Western Cape 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. For example, mass tourism is appropriate in a developed urban area because the environment has been built to cope with heavy use. In a rural area, low impact forms of tourism such as eco-tourism are more appropriate.

♦ 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 and newly constructed projects should take place on less intrinsically valuable land.

♦ Visual, sound, water and air pollution must be limited and the effects of these hazards on tourists and the local population must be recognised.

3.3.3   Economic empowerment

♦ The industry must be free of unnecessary regulation as far as possible. Regulation should be geared towards directing economic growth appropriately, protecting people and the environment from abuse, and protecting tourists from unacceptable consumer practices, poor health and safety standards.

• Since tourism has many backward and forward linkages with other sectors of the economy, participation in decision-making must be broadened to include stakeholders in other sectors of the economy.

• 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.

3.3.4   Co-operation and partnership

The development and growth of the industry will be based on collaboration and partnerships between government, the private

sector, the labour force and the population at large. While tourism development and promotion should be collectively planned and executed, the following are the primary roles and responsibilities of these parties:

♦ The government should guide the direction of tourism by providing the social, economic and environmental policy framework, public infrastructure, skills training, a generic image and branding and a safe, well-maintained and sustainable environment that is conducive to tourism growth.

♦ 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 service levels comparable to the best in the world.

♦ 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 tourism resources.

3.3.5   Sustainability

♦ For tourism development to be economically sustainable, it should diversify opportunities, provide jobs and facilitate access to productive resources.

♦ For tourism to be institutionally sustainable, it should involve creative partnership between government, civil society and the private sector.

♦ 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 exposure to abuse of drugs, alcohol and gambling. (See appendix for more about sustainable tourism).

3.4   Critical success factors

In view of the preceding analysis, the following factors are considered critical to the achievement of the vision:

- ♦ meaningful involvement of previously neglected communities

- ♦ improved funding for tourism development and destination marketing

- ♦ better co-ordination of public tourism resources to achieve greater synergy

- ♦ a safe and clean tourism environment

- ♦ constant innovation of the provincial product portfolio in the areas of conservation and wildlife, agri and rural tourism, convention business and cultural tourism

- ♦ creative and innovative marketing and promotion

- ♦ improved service levels, product quality and value for money

- ♦ greater involvement of other (supportive) sectors of the economy and allow more inflow of direct flights to Cape Town

- ♦ improved awareness of tourism and access to training opportunities, advisory services and finance for tourism enterprises

- ♦ sustainable environmental practices

- ♦ dealing effectively with the effects on tourism development of the HIV/AIDS pandemic.

3.5   Conclusion

The Tourism Policy introduces a specific vision for the development of the tourism industry in the Western Cape. The principles reflect the very broad range of factors which relate to the tourism industry. The joint, collaborative roles of all spheres of government and of the private sector are recognised. The next section presents the strategic framework in which it is anticipated that the vision will be achieved and the province's Tourism Policy implemented.

SECTION C

4 The Strategic Framework

4.1 Introduction

The goals and objectives in this strategic framework provide guidance on how to achieve the vision of sustainable tourism development. They address key issues of concern. They also apply, build upon, integrate and clarify directives outlined in related policies and legislation applicable to tourism development.

Tourism development is an intersectoral function, requiring a dedicated effort that focuses on the integration of various issues, activities and actors. The goals and objectives outlined in this policy are distinctive because of their tourism focus. These goals and objectives should therefore be seen as complementing other policies, but specifically directing decision-making and action with respect to tourism development and promotion.

Many national and provincial laws and policies are directly relevant to realising the ideal of sustainable tourism development. These policies and laws include those relating to environmental management, education, labour, safety and security, economic development, agriculture, transport, and arts and culture.

4.2 An integrated framework for tourism development

Tourism development should be market-driven and it is acknowledged that the viability of the industry is in the first instance dependent upon a growth in tourist numbers. However, sustained growth will only be possible if all facets of tourism are developed in an integrated manner, if broader development imperatives are met at the same time, and if they address the qualitative aspects of the strategy. The key factors that form part of such an integrated approach are:

External factors, including:

♦ Factors in **the broader environment**, including economic, political, social and technological trends that could impact on the internal tourism scene.

♦ **Government institutional and financing policies** in support of the industry.

Industry factors, including:

♦ **Encouraging competition** which is conducive to tourism growth, including a deregulated business environment, the encouragement of entrepreneurship and a focus on partnerships and collaboration.

♦ **Stimulating tourism demand through an appropriate marketing strategy** that includes the appropriate positioning of the province, the identification of target markets, effective product packaging, promotions, and distribution mechanisms.

♦ **Developing and maintaining a 'bouquet' of marketable tourism products**. These include tourism attractions and plant (environmental, cultural, inorganic and others), tourism services (guiding, booking and others) and investment in commercial plant (accommodation, transport and others).

♦ **Providing relevant support systems**, such as public and private infrastructure, tourism service levels (human resources), information systems and the intangible facets such as a safe, clean and user-friendly environment.

The Porter Diamond below has been used to organise the elements of a competitive strategy for the Western Cape: (Porter:1990)
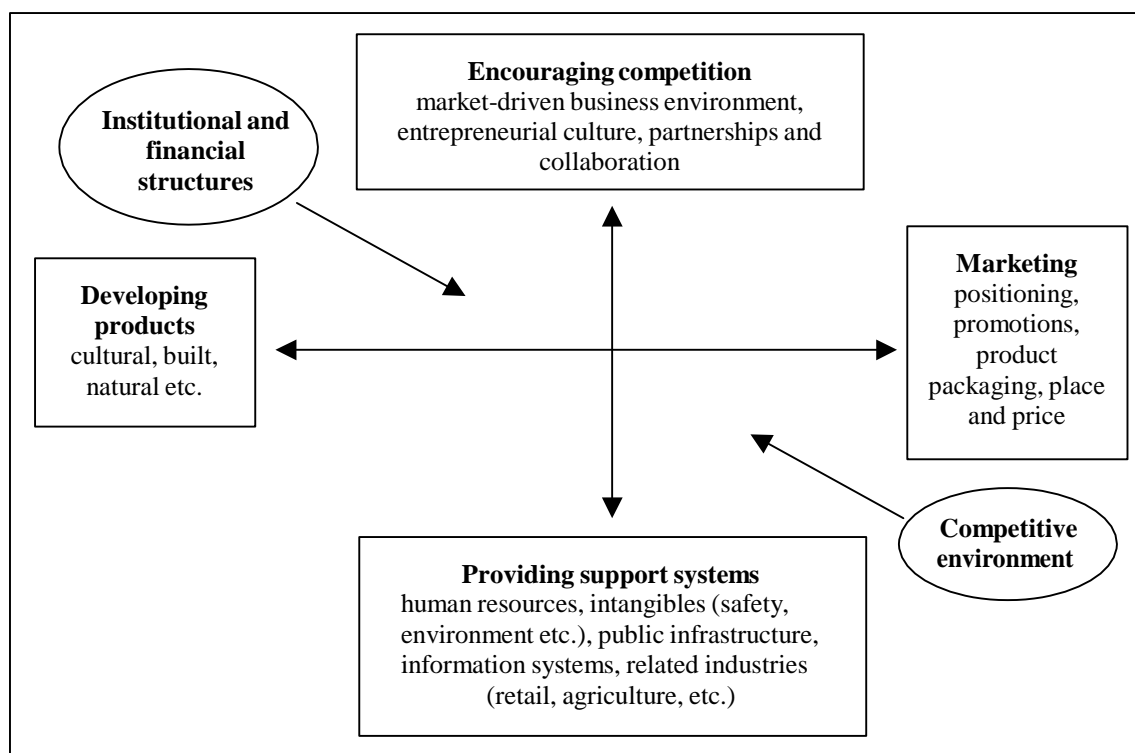
A number of strategic goals and their associated strategic objectives are presented below. These goals and objectives should not be viewed in isolation from one another – they must be considered as a whole. Goals are statements that direct action – we strive to achieve them through our action. Objectives are more explicit statements about how we can work towards the goal within a reasonable period of time. No one goal and objective has greater importance than another. Under each goal and its accompanying objectives, policy recommendations are presented. Attention is also drawn to key implementation measures that will need to be considered when addressing each specific objective.

4.2.1   The competitive environment

Any tourism development and promotion strategy must respond to an assessment of the broader competitive environment. The most important trends are summarised here.

Economic and competitor trends

♦   The global economy is recovering from a recession phase and the available discretionary consumer spending is limited. The implications are that developing destinations such as South Africa will have to compete aggressively for a growing share of the global and domestic tourism market. This suggests that marketing budgets will have to increase.

♦   Given the slowdown in the Asian economies, competitors such as Australia and South East Asian countries, which have traditionally focused on the Asian markets, will increasingly target South Africa's primary markets in Europe and the USA.

♦   Aggressive marketing strategies are being followed by competitor destinations which are faced with economic difficulties, fuelled by their favourable currencies and the need to improve their trade balances. These include Egypt, the Pacific Islands, and South East Asian countries.

♦   While interprovincial competition in the South African domestic market will further increase, international competitors in sub-Saharan Africa, South East Asia, South America and Europe are becoming increasingly attractive alternatives for the top end of the South African market. The fact that English is widely understood and spoken in South Africa helps to attract international tourists.

Technological changes

♦ The rate at which electronic communication and commerce is developing through the Internet, e-mail, videoconferencing and cellular telephones is having a very substantial effect on the nature of the international tourism distribution network. There is no doubt that the ability of our tourism industry to remain at the cutting edge of information technology will become a key factor in determining South Africa's global competitiveness. This will require investment and education in a sector where skills are in great demand.

♦ As global aviation alliances are consolidated and aviation technology constantly improves, is likely that long-haul flights will become increasingly affordable. A liberal airspace policy and direct-flight options will be essential to encourage competition and ensure maximum consumer benefits.

Political factors

♦ Consumers in source markets such as the USA and Europe are constantly exposed to news about conflicts in central Africa. Research indicates that South Africa is often (mistakenly) perceived by the average resident of such countries to be directly affected by these conflicts.

♦ The positive publicity opportunities following the political transformation of 1994 are decreasing and an aggressive marketing effort will be essential to compensate for this change.

Social factors

♦ Tourism is increasingly being recognised by government, labour and the private sector at large as a major economic contributor. However, awareness among the population at large is still limited and people have generally been slow in accepting and supporting tourism.

♦ There is an increasing global awareness, particularly in the Northern Hemisphere source markets, of the need for an environmentally and socially responsible tourism practice. This offers an additional incentive for the Western Cape to invest in such practices and to capitalise on this through advertising and investment.

♦ The new generation of tourists are mature travellers and are seeking an intensive experience (exploring culture, nature, lifestyles, entertainment and so on) rather than the somewhat superficial traditional package tour itineraries.

4.2.2   Institutional and financial structures

These elements are dealt with in Section D of this document.

4.2.3   Providing support systems

Introduction

The provision of supply-side support systems is primarily the responsibility of all spheres of government – national, provincial and local. While tourism products are directly experienced and consumed by visitors, these need to be complemented by a range of indirect systems and services that are vital to facilitating an enjoyable and hassle-free experience. These support systems include service quality levels (human interfaces and operating standards), intangibles (safety, environmental integrity, general destination upkeep), tourism-related infrastructure (public transport, roads, utilities, road signs and so on) and tourism information networks and systems (for example, information offices, electronically-accessible information and services, market intelligence, planning information.)

The total tourism experience includes:

♦   appropriate tourism products and services that are of direct value to the tourist (activities, attractions and commercial 'plant')

♦   relevant support systems that are in support of the tourism products and services and are indirectly experienced by the tourist. These include:

  • service quality levels (human interfaces and operating standards)

  • intangibles, such as safety, environmental integrity and general destination upkeep

  • tourism-related infrastructure (for example, public transport, roads, utilities, road signs, access to information, energy, water and sanitation, communications)

  • tourism information networks and systems (for example, information offices, electronic access, market intelligence, planning information)

  • support to SMMEs and emerging businesspeople.

Strategy 1: Develop a clear tourism development strategy

The concept of tourism development is frequently misconstrued and misdirected and tends to address limited component(s) of the overall spectrum of tourism resources. The following guidelines are central to the tourism development strategy:

♦ Tourism development (that is, developing new activities and attractions, improving service, offering value for money products, increasing income and economic activity attributable to tourism) is an integral part of the overall tourism value chain and is aimed at producing a total experience that is most appealing (of most value) to our target audiences, more so than those of our competitors. This implies that the approach to tourism development must be based on programmes and initiatives related to current and potential market trends and requirements.

♦ Tourism development must be integrated with broader government economic initiatives.

Strategic objectives

♦ Assess proposed development projects with a view to limit, restrict or reduce any negative impact on natural environmental features that are, or have the potential to be, tourist resources and are considered to have economic value as tourist resources.

♦ Link the provincial tourism department with the planning and local government and housing department in developing a spatial tourism development framework for the province, especially for tourism planning in the coastal zone.

♦ Plan, locate and implement tourism-dependent bulk and service infrastructure, including roads, railway lines and airports, in accordance with new tourism attractions and features, especially in underdeveloped areas while trying to ensure that such expenditure also benefits local people directly.

♦ Encourage the development of viable tourism facilities in underdeveloped areas which are in keeping with acceptable limits to change in the environment.

♦ Improve and expand attractions to ensure that the provincial product base remains attractive and sought-after as the priority market segments grow.

♦ Develop products in accordance with the requirements of priority market segments.

♦ Reduce the current pattern of over-concentration of tourism facilities and physical development by encouraging the proposed development of tourism in underdeveloped areas. This should be undertaken as an attempt to spread the availability of tourism facilities to a greater proportion of the province's population and to create job opportunities.

♦ Provide legal protection for sites previously neglected and associated with historical and political events, especially sites associated with the liberation struggle, and sites of geological, ecological, archaeological, religious and cultural significance, using the natural heritage sites programme and the National Monuments Framework as a basis.

♦ Strengthen the representation of arts and cultural expressions on the tourism landscape in the form of South African architectural designs.

♦ Research the levels at which arts and culture promote and are promoted by tourism.

Strategy 2: Increase tourism safety and security

The Provincial Administration of the Western Cape is committed to ensuring the safety and security of all tourists. The perceived and real threat of criminality against tourists is acknowledged as the most important short-term threat facing both the South African and Western Cape tourism industries. As part of a broader public safety programme, a tourism safety programme must be initiated by the Western Cape provincial and local governments to safeguard tourist areas. Such a programme will include the expansion of the surveillance camera network, appropriate signage to indicate suggested tourist routes, and a special force of tourist police to patrol tourist areas.

It would be appropriate to identify priority zones for the application of the safety programme and to commence the programme at a local ('precinct') level. The programme must combine and co-ordinate the efforts of the SAPS, private security companies, other initiatives such as Business Against Crime, and citizens in order to develop successful working models that can be replicated in other areas. The current visible policing capacity could be supplemented by the community patrol officers system and consideration should be given to large private property owners financing such supplementary costs.

A public awareness programme is required to counteract negative perceptions about tourism safety and communicate a balanced view of the state of affairs. Tourism authorities should co-operate closely with existing safety and security forums and organisations involved in safety and security initiatives to ensure that tourist safety forms part of the core security strategy of the province.

The following strategic objectives are recommended:

♦ Work with the relevant provincial departments to implement short and long-term strategic objectives to reduce crime and violence in key tourism destinations.

♦ Provide adequate information to visitors to assist them to take steps to improve their own safety and security.

♦ Undertake research concerning tourism security trends and monitor the effectiveness of safety and security measures.

♦ Motivate for a co-ordinated range of local government tourism safety initiatives.

♦ Work with the SAPS and media to publicise successes in the fight against crime and lawlessness.

♦ Work with community policing forums to encourage participation in monitoring the environment and keeping it free of crime.

Strategy 3: Provide tourism-related infrastructure and facilitate its provision

As part of the spatial development framework for the province, a thorough evaluation of tourism-related infrastructure is required in the province. Such assessment must include the identification of under-utilised public assets, access roads that need to be improved to facilitate tourist movement, gaps in public infrastructure such as ablution facilities and parking, road signs and public transport. The identified infrastructure gaps and requirements must be communicated to all relevant authorities for redress.

Strategic objectives

♦ Work with the appropriate authorities and airlines to have Cape Town International Airport clearly identified and equipped as a major international gateway to South Africa.

♦ Work with the government and private sector to expand public transport facilities and to provide better access to tourist sites. Work with the appropriate authorities to have existing facilities

upgraded and/ or maintained, for example, road signage, security at railway stations and bus terminuses, cycle tracks and public footpaths.

♦ Request the Property Management Chief Directorate of the province to play an active role in identifying provincial assets that might be used for tourism purposes and generate revenue for the province.

♦ Establish a close working relationship between the provincial tourism department and the provincial branches dealing with Transport, Works, and Planning as well as with district councils and the new metropolitan authority, to identify deficiencies in road transport infrastructure for the tourism industry and projects to address these deficiencies.

♦ Work with Portnet to develop a world-class cruise liner terminal facility at Cape Town and promote the development of the province's various harbours for local and international cruising opportunities.

♦ Develop user-friendly road signs as an integral part of the tourism information network.

♦ Conduct a thorough audit of provincial road signs network in order to identify points which need attention and systematically address these.

♦ Simplify the current road signs manual and specifications in order to ensure applicability and ease of communication.

♦ Formalise applications and procedures and communicate these to all parties involved in road signs approvals.

♦ Establish regional road signs committees to facilitate and approve road signs, involving regional road authorities, regional offices and private sector.

Strategy 4: Legislate compulsory registration for tourism enterprises and introduce an effective channel for complaints

The tourism industry is currently unregulated. Any prospective entrepreneur can set up a tourism business without having to register it. While the intention is to keep the industry deregulated and to allow the market to dictate business feasibility, there is an element of market failure inherent in the industry.

The reason is that most customers (tourists) visit a long-haul destination like South Africa perhaps once in a lifetime or very

seldom. Customers who experience poor business practices are unable to 'vote with their feet' since they do not regularly return to the particular area. Upon their return home they normally communicate their frustrations to their friends and relatives, thus having a negative effect on the destination image. Tourists who encounter unacceptable business practices or standards currently have no channel or mechanism available to bring such experiences to the attention of an appropriate authority. As a result, unacceptable business practices are often not recorded or addressed.

A further negative implication of such open entry to the tourism industry is that the formal, well-established products such as hotel groups and big tour operators often bear the brunt of taxes and other costs such as training levies, local authority rates, tourism bureau affiliation and others, while many others reap the benefits of the services paid for by these fees without having to bear the associated costs. This creates the impression that only certain enterprises shoulder the responsibility for tourism development and growth.

Strategic objectives

♦ Introduce a compulsory registration system for tourism enterprises as part of the general business regulation legislation in conjunction with the National Grading Council. The licences should be administered by local authorities on an agency basis. Licensing fees should cover only the cost of administering the system.

♦ Appoint a provincial tourism protector who can receive and investigate consumer complaints against registered tourism service providers and practitioners.

Strategy 5: Invest in tourism skills development and training programmes

In spite of its very high unemployment level, there is a dire shortage of skills in South Africa. Education and training to impart tourism skills is a critical success factor in developing the sustainable development of tourism in the Western Cape. Educational institutions at all levels have a responsibility to ensuring economic development in the province.

Strategic objectives

♦ Introduce focused tourism training programmes.

♦ Work with the private sector and the tertiary education sector to develop training programmes in:

  • appropriate languages, particularly English

  • a standard provincial curriculum for tourist guiding

  • standardised service training throughout the industry.

Training programmes should be aimed at creating a highly skilled tourism workforce. They could link with the planned South African Tourism Training Institute (SATI) and the Sectoral Education and Training Authority for tourism – the Tourism, Hospitality and Sports Education and Training Authority (Theta).

♦ Effectively co-ordinate efforts of various departments involved in tourism training, including labour, education, cultural and environmental affairs and tourism.

♦ Establish a provincial tourist guide programme to train and register tourist guides in accordance with the national tourist guide regulations and to facilitate access to the industry for the previously disadvantaged communities.

♦ Establish a standard curriculum for tourist guiding needs which will address the problems of inaccuracies and bias that are prevalent in the existing curriculum.

♦ Ensure provincial government representation on the tourism SETA.

Strategy 6: Implement a tourism awareness, education and customer service programme

Generally speaking, the level of awareness of the importance of tourism and its potentially huge economic importance is low. In addition, the quality of customer service varies. There is a clear need to develop programmes to address these issues in educational institutions and in the broader society.

Strategic objectives

♦ Implement a customer care programme. Such a programme should include a basic exposition of the nature and importance of tourism and the basic rules of customer treatment. It should be offered to all front-line staff who interface with tourists.

♦ Create awareness of the economic value of tourism. The citizens of the Western Cape, in particular the youth as the future custodians of the industry, need to be made aware of the value (economic and employment generation) of tourism. Establish a tourism awareness programme to communicate the tourism message in schools and relevant institutions.

♦ Enable regional and local authorities at council and official level to understand fully what tourism is and what it can do for their region or municipality.

♦ Work to develop media understanding of tourism matters, for example:

  ➤ encourage the media to participate in addressing the equity gap in tourism. Local media should be encouraged to promote smaller and rural tourist ventures

  ➤ provide sound, well-structured material to the media. Media reporting can be no better than the information provided. The tourism ministry should be responsible for regulatory and policy-related information and the marketing agency should provide statistics and information on projects, events and related marketing news.

♦ Build relationships between the tourism marketing agency proposed in Section D of this document and the local media.

♦ Work with the media to project a positive self-image of the province and the people's will to succeed in the competitive environment of today's global tourism industry. Achievements should be clearly communicated.

Strategy 7: Develop a state of the art, integrated provincial tourism information system

Easy access to reliable, current, quality information is part of the foundation of a successful tourism industry. Information technology plays a critical part in the tourism chain of events – advertising what is available, making information about availability accessible, being able to respond quickly to requests, and securing bookings.

Strategic objectives

♦ Establish a web enabled integrated provincial tourism information system managed by the marketing agency. The system should, *inter alia*:

- be linked to the national information system that is operated by South African Tourism

- include all relevant information relating to tourism products and services, support systems, market trends and requirements

- provide an electronic information exchange network between the local tourism bureaux and the provincial information database and system

- comprise an appropriate, multidimensional user access system, including registered tourist information offices, road signs, guides and maps, website, geographic information system and other media.

♦ Monitor identified priority issues and provide annual reports to review policy implementation. Audit the effectiveness of the policy on the basis of targets set.

♦ Identify research priorities to support tourism development. Such research must contribute towards the implementation of approved policies. To this end investigate legislation impacting negatively upon tourism and recommend amendments where necessary.

♦ Devise mechanisms to measure the economic impact and performance of tourism. These could include a provincial tourism satellite account and a tourism performance barometer.

Strategy 8: Encourage sustainable tourism practices and promote general destination upkeep

Ensuring that the benefits of tourism will be available to the Western Cape in the long term is a key feature of the approach being proposed in this White Paper. This requires the encouragement of sustainable tourism practices and the maintenance of destinations.

Strategic objectives

♦ Promote care for the natural and cultural environmental base of the industry. The global significance of the vegetation of the Western Cape, being the physically smallest and most endangered of the world's floral kingdoms, should be recognised. The Western Cape Nature Conservation Board should be actively involved in initiating programmes that will promote USPs and special attraction development programmes to complement this.

♦ Recognise and promote world heritage sites as a major attraction of the Cape.

♦ Work closely with local authorities to promote programmes to ensure the cleanliness of our urban environment.

♦ Investigate possibilities of extending Green Globe status across the province.

♦ Institutionalise working relationship with conservation and environment protection agencies.

♦ Develop a framework and guidelines for sustainable tourism development.

4.2.4   Developing products

Strategy 9: Package tourism themes and attractions in the form of suggested routes and itineraries

Tourists need to know what there is to do in a destination and active steps need to be taken to help them to do the things that appeal to them.

Strategic objectives

♦ Collectively promote and package in an integrated manner the magnets and themes offered in the various geographical regions (for example, 'Cape Town' as a gateway, 'Overberg', and 'Breede River Valley') within the ambit of the marketing agency.

♦ Market destination magnets that are location specific and include tourist attractions that are unique to a particular destination, such as events (sport, cultural and others), conferences, major cultural and environmental attractions, beach and resort areas and icons.

♦ Promote tourism themes that are crosscutting. These could include general scenic beauty, food and wine tasting, arts and culture, adventure, eco-experiences (flower-watching, whale-watching, star-gazing, bird-watching and others), trailing (hiking, horse-riding, 4x4, mountain-biking), backpacking, heritage experiences (mission stations, slave trade sites), youth tourism and a large variety of special-interest activities.

♦ Package the tourism magnets, themes and routes in the form of suggested travel routes and itineraries varying in length and duration, based on Cape Town as a gateway city..

♦ Develop special generic marketing campaigns to establish awareness of new travel opportunities and/or rectify wrong perceptions/imbalances. Market the Cape as a year round destination.

Strategy 10: Promote unique selling propositions and initiate special attraction programmes

Market growth is dependent upon the maintenance and enhancement of tourism products. These could be divided into two categories, namely attractions (the primary motivators of a tourist visit) and plant (commercial facilities that support and enhance the experience).

The market priorities identified in the previous section should be complemented by a range of tourism attractions that promote the strengths and opportunities of the Western Cape. These attractions should constantly be improved and expanded to ensure that the provincial product base remains attractive and sought after as the priority market segments grow.

The unique selling points of the Western Cape are:

♦ The physical environment (the unique combination and range of scenic beauty, coastline, topography, vegetation and climate).

♦ The cultural diversity (the unique ethnic, religious, language and lifestyle diversity and heritage).

♦ The 'Spirit of the Cape' (as embodied in the free lifestyle, culture of outdoor living and relaxed atmosphere).

Strategic objectives

♦ Afford some form of legal protection using the natural heritage sites programme and the South African Resources Agency as a basis for sites previously neglected and associated with historical and political events, especially sites associated with the liberation struggle, and sites of geological, ecological, archaeological, religious and cultural significance.

♦ Establish development programmes to pursue the development of tourism attractions relating to the USPs. Involve the widest possible range of related government departments, agencies, NGOs, CBOs and private sector organisations that have a stake in the proposed developments in such programmes.

- ♦ Initiate a heritage tourism programme, including the identification and development of historical, cultural and socio-political assets, arts, crafts, music and social interaction.

- ♦ Work with the Western Cape Nature Conservation and South African National Parks to develop an eco-tourism programme, aimed at developing the many under-explored conservation areas and parks in the province.

- ♦ Develop an adventure tourism programme, including the development of a trails network (hiking, biking, 4x4, horseback) and other adventure tourism opportunities.

- ♦ Expand the 'events' tourism programme. Aim at increasing the number and extent of sport and cultural events, conventions and meetings and the facilities required for this purpose.

Establish working groups of relevant role players to spearhead and implement the various programmes. Such working groups should identify specific pilot projects in each programme and allocate a 'champion' to spearhead these projects. The various regional and local tourism co-ordinators and relevant government departments should be involved where appropriate. The successes emanating from the pilot projects should be applied to similar circumstances elsewhere in the province.

4.2.5 Encouraging competition, partnership and collaboration

Strategy 11: Establish private-public partnerships

Given the integrated nature of the tourism industry, Western Cape tourism will only succeed if private industry, the public sector and community work in true partnership.

Strategic objectives

- ♦ Invite private sector associations to participate in and with tourism structures and with departments in the various tourism project working groups. Tourism authorities should consult the private sector when devising programmes and campaigns.

- ♦ Build provincial marketing campaigns and initiatives as the platforms that provide opportunities for private product participation wherever possible. Private sector bodies should involve the appropriate government agencies when deliberating on tourism policies and planning.

♦ Hold regular meetings between the provincial tourism authorities and the organised components of the broader business community to discuss strategic matters. Such meetings can serve as a platform for raising and debating key tourism policy and strategy issues.

♦ Develop and encourage public-private partnerships in tourism.

♦ Outsource public services to the tourism sector as far as possible.

Strategy 12: Keep the industry market-driven and as free from unnecessary regulation as possible

Tourism is a highly competitive industry and thrives on open competition. The industry should be deregulated, where possible, and free, commercial activity should be encouraged.

Strategic objectives

♦ Allow commercial pricing to be guided by market conditions, but avoid over-pricing. Government should not interfere in product pricing.

♦ Limit unnecessary regulation as far as possible. Any regulations should be aimed at protecting tourists and citizens from unacceptable business practices and poor service standards, and at protecting the interests of a sustainable industry in the long term. Proposed regulatory mechanisms should be thoroughly investigated and assessed for any negative impacts they may have.

♦ Ensure that increasing prices to tourists does not block access of residents to public recreation areas and attractions. Discounted entry fees during periods outside the peak international tourist season should be strongly encouraged.

♦ Promote Cape Town airport as an international gateway. For Western Cape tourism to grow, it is vital that adequate flight capacity, particularly in high season exists to carry tourists to the area, that tourists are provided the opportunity to fly directly to Cape Town from international destinations, and that competition among airlines is encouraged.

Strategy 13: Promote entrepreneurship, with special emphasis on neglected communities

It has been demonstrated that the tourism industry is fertile ground for SMME start-ups. Major tourism projects need to be initiated by provincial and local government and/or the private sector. The most development support is required in the area of the small enterprise. Entrepreneurial development within the tourism industry must be located within existing policies and legislation. Chief amongst these is the national Department of Trade and Industry's White Paper on Small Business Development. There is a clear commitment to economic development at both national and provincial government level. This commitment has been supported by the implementation of a range of programmes to support SMMEs, new entrepreneurs and new funding opportunities for small businesses.

Strategic objectives

♦ Create an enabling environment within which small businesses in tourism can operate.

♦ Establish a tourism entrepreneurship support programme within government at provincial level. The programme should work closely with the many existing business development organisations, local tourism organisations and other initiatives that already exist in the province in line with the national and provincial strategic objectives for small businesses.

♦ Establish marketing assistance programmes to facilitate access to the marketplace for disadvantaged entrepreneurs. Make information on existing markets accessible to all.

♦ Develop a strategy to support the growth of SMMEs in tourism.

Strategy 14: Improve participation of local communities in tourism development

The lack of participation by local communities is a serious obstacle to being able to make the most of the opportunities for economic development, entrepreneurship and job creation. Conscious efforts must be made to ensure that such communities have a stake in ensuring the success of tourism development and promotion in the Western Cape.

Strategic objectives

♦ Improve participation, ownership and entrepreneurship in tourism among local (particularly rural and disadvantaged) communities in planned tourism development programmes.

♦ Structure and plan a process to proactively identify local assets that could complement the programmes identified above and to facilitate the participation of neglected communities in developing these.

♦ Pursue appropriate financing and funding mechanisms, including the establishment of a provincial Tourism Development Fund, to facilitate the development of new attractions in accordance with the above-mentioned imperatives.

♦ Strengthen the representation of local indigenous arts and cultural expressions on the tourism landscape.

Strategy 15: Promote investment opportunities and establish incentives to stimulate investment in underdeveloped areas

Tourism, like any other growing industry sector, requires a continuous stream of new investments. Presently, the provision of investment incentives is a national competency. The province and local government can stimulate investment in the tourism sector through promoting these incentives, and also through its own investment promotion activities.

Strategic objectives

♦ Work with Wesgro to compile a tourism investment promotion package to provide potential investors with the required information, comprising a database of tourism investment opportunities, relevant tourism statistics and appropriate investment promotion material.

♦ Encourage local and regional authorities to consider special development incentives of limited duration to stimulate environmentally sensitive tourism development in areas where identified opportunities have not yet been developed.

♦ Identify and record opportunities for tourism development in terms of existing features, land uses and cultural enclaves and incorporate these in provincial and local government planning

policies and strategic objectives as set out in the proposed integrated development framework.

4.2.6   Marketing

Strategy 16: Promote a single brand for the province, incorporated into the national branding

Given the analysis of strengths and opportunities and considering the advantages of the Western Cape relative to its competitors, the competitive positioning should be based on the following concepts:

♦ the foundation/root of the African continent – 'Gateway to Africa'

♦ an area that has always played a central role in South African history

♦ natural and scenic beauty *par excellence* (mountains, oceans, botanical gardens, wine farms, caves, forests) and a cultural diversity that reflects the unique South African history and provides a multitude of culinary, musical and religious experiences

♦ ultimate relaxation and entertainment, vibrancy and warmth

♦ an outdoor activity paradise

♦ a clean, healthy and hospitable place

♦ a place with high-quality services and infrastructure that work smoothly.

The following positioning statement is proposed, based on the phrase coined by Sir Francis Drake:

Explore Africa's fairest Cape

It is vitally important that the Western Cape should be branded by means of a strong, single image. In view of internationally known products and images such as 'Cape Fruit' and 'Cape Wine', it is proposed that the 'Cape', rather than the 'Western Cape' should be used as a marketing brand name for the marketing agency. A provincial image has been proposed for use on car registration plates and other places. In accordance with this approach the marketing identity of the marketing agency should be *established* and a suitable logo designed with stakeholder participation to form a fresh strong, visual brand for tourism in the province.

Strategic objectives

♦ Link the Western Cape to the South African branding, that is, the province should not be isolated from the national brand but should be clearly positioned as the preferred destination within the South African 'stable'.

♦ Promote the provincial brand with the various local tourism agencies in the province. Where agencies have developed their own corporate brands, these should be used in conjunction with the provincial branding.

♦ Ensure that accredited members of local tourism bureaux (LTBs) in the province display the Cape Agency logo at their places of business and work.

♦ Encourage other stakeholders to promote the provincial brand image, that is those not directly involved in tourism but who promote the province or the generic products of the province, such as inward investment programmes, wine, fruit, craft, fishing, banking and others.

Strategy 17: Focus on the lucrative end of the international market and provide affordable travel opportunities for domestic tourists

It is obvious that tourists with more disposable income tend to spend more money in destinations they visit. At the same time a broad base of South Africans and youth should be encouraged to travel within their own country.

Strategic objectives

♦ Attract the lucrative end of the international tourism market by setting the province apart from other international destinations by emphasising its unique, high-quality travel opportunities pursuing income generation rather than numbers as a measure of success. Value for money, rather than a price-based strategy, should underpin the international marketing thrust.

♦ Do targeted and ongoing research on those segments of the international tourism market which are available or potentially available to be drawn to the particular South African tourism product.

Strategy 18: Complement the national (South African Tourism) marketing programmes and compete provincially for the domestic market

The majority of international leisure travellers are faced with a large number of destination choices. International visitors should first be enticed to come to destination South Africa, after which they should be guided by provincial initiatives to spend the largest share of their holiday in the province.

Strategic objectives

♦ Position the Western Cape as part of the South African 'stable'. Where possible, the Western Cape should only venture into the international marketplace if it is done in support of or in conjunction with South African Tourism or when South African Tourism is not servicing a specific Cape niche market.

♦ Emphasise the creative packaging of travel opportunities in order to increase the length of stay and expenditure of international visitors in the Western Cape, when supporting South African Tourism's initiatives.

♦ Structure a professional marketing plan geared towards proactive marketing of the Western Cape.

♦ Dissuade regional and local tourism agencies from venturing into the international market to conduct generic marketing of their areas. Their products and experiences should be packaged as part of provincial marketing initiatives in support of South African Tourism marketing campaigns.

♦ Compete vigorously with other destinations for the largest possible share of the South African domestic market.

♦ Provide affordable tourism resorts and camping areas capable of accommodating large numbers of domestic tourists at affordable rates to capture and grow the domestic market. Such markets should be developed with care and their impact on the environment and tourism image of the province should be monitored.

Strategy 19: Initiate collective marketing opportunities to bring together private sector and local tourism organisations

Strategic objectives

♦ Establish a marketing agency with due representation from the Western Cape government, local government and the private sector responsible for marketing of provincial products. The agency should be administered on sound business principles.

♦ Involve the identified parties as partners within the marketing agency, particularly in respect of decision making on, and financial investment in, the marketing of the province.

♦ Devise provincial collective marketing opportunities that allow for the participation of local tourism organisations, in order to impact substantially on the marketplace and optimise resources and funds. Joint planning of the marketing initiatives is essential and duplication should be avoided.

♦ Facilitate opportunities for private entrepreneurs to sell their products under the 'umbrella' of the generic marketing programme.

♦ Provide a 'menu' of tactical marketing opportunities for private businesses when planning and executing generic marketing initiatives. These could include attendance at exhibitions, participation in journalist and media programmes, and marketing publications, electronic 'tools', industry workshops and advertising campaigns.

Strategy 20: Diversify the existing market base

The generic branding of the province should be underpinned by targeted marketing efforts. These should be based on effective segmentation of the marketplace to ensure the optimisation of our comparative advantages and the most effective application of resources. The segmentation approach adopted should be market-driven and should focus on consumer preferences that could be linked to the products and attractions on offer in the province.

Since consumers are primarily in search of experiences, whether these are leisure, business or family related, preferred experiences are applied as a point of departure for segmentation. The target markets are referred to as the five 'Es'. Five segments are proposed: 'experiencers', 'explorers', 'entertainers', 'engagers' and 'eventers'.

Experiencers want an introductory overview and fairly superficial experience of the destination and its main attractions within a limited time period. Sub-segments include 'iconeers', 'sightseers', 'socialisers', 'ecotourists', and 'VFRs' (visiting friends and relatives).

Explorers want to have an intensive experience, travel to lesser-known areas, risk more, 'rough it up', and get 'behind the scenes'. Sub-segments include 'backpackers', 'trailers', 'youth', 'adventurers', 'heritage hunters' and 'special interest' niches.

Entertainers want to relax in a limited action, entertaining environment. Sub-segments are 'sun & surfers', 'shoppers', 'food & winers', 'music & theatre fans', 'romantics' and 'night lifers/ ravers'.

The primary reason for the visit of **engagers** is to meet a particular party(ies) to build relationships, exchange common ideas and conduct business. They could also engage in various other activities. They include 'business travellers', 'officials', 'politicians' and 'academics'.

Eventers visit an area to partake in an organised event. These include 'sports-lovers', 'culture lovers', 'festival goers', 'conventioneers' and 'incentives'.

Strategic objectives

While all of these segments are of value to the province it is evident from the preceding analysis that, based on the strengths and opportunities which have been identified, the following should be done:

♦ Nurture and aggressively target the 'experiencer' and 'entertainer' segments that currently deliver the bulk of tourist numbers to the province. Every effort should be made to further develop the existing attractiveness of the Western Cape for these segments. Since the products that appeal to them are well established in the marketplace, constant efforts should be made to develop new attractions and to improve existing attractions.

♦ Target the 'explorers' and 'eventers' as the most important new growth segments. A concerted effort should be made to aggressively promote the existing attractions and to develop the many latent opportunities.

4.2.7 Managing the potentially negative effects of tourism

It is important for the tourism industry to address the negative sides of the sudden boom in tourism. It is important to address responsible tourism not only in relation to the conservation of the environment and heritage, but perhaps more importantly in relation to the impact on the citizens of our province.

Strategic objectives

♦ Partnerships need to be formed to address not only sex tourism, but exploitative sex and violence, substance abuse and other problems facing women, men and children on the streets and elsewhere.

♦ Training on addressing the negative social impact of tourism is needed for a broad range of stakeholders especially for the role-players in the tourism industry, the tourists and the women in the industry.

♦ Ongoing lobbying and advocacy is needed on the needs, rights and protection of the local communities, and the need to protect children particularly.

♦ A code of ethics is to be developed to bind role-players in the tourism industry particularly related to good practices that promotes the human rights and the environment of South Africa. The World Tourism Organization's *Global Code of Ethics for Tourism* (WTO 1999) could be used as a model.

♦ The tourism industry must honour the constitutional rights of South Africa's people and the country's commitment to the rights of children and the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW).

♦ Stringent legislation exists in some countries relating to the protection of children and trafficking of women. Such legislation should be enacted, implemented and monitored in South Africa to prevent abuse.

♦ Limiting the spread of HIV/AIDS is an essential, complementary part of promoting a healthy tourism industry.

4.3 Links to the provincial economic development strategy

Tourism is part of a broader economic development strategy for the Western Cape. The Department of Economic Affairs, Agriculture and Tourism Green Paper *Preparing the Western Cape for the knowledge economy of the 21st century* proposed a vision and strategic framework for economic development based on four pillars (DEAAT 2000):

1. **The Learning Cape**. This envisages the Western Cape as the leading learning region in South Africa, one which successfully equips its people and businesses to acquire and apply knowledge effectively in a rapidly changing world. This is linked to:

    ♦ investment in tourism skills development and training programmes and its association with industry-linked teaching and research at educational institutions (strategy 5)

    ♦ the implementation of a tourism awareness, education and customer service programme (strategy 6)

    ♦ encouraging e-commerce and e-marketing.

    ♦ a willingness to learn from mistakes and other tourist destinations to improve the implementation of tourism policy

2. **The International Cape** – the province as an outward looking region, linked effectively to the rest of South Africa, Africa and the world, capable of competing in the global knowledge economy and thus enhancing economic growth and development. This is linked to:

    ♦ increasing tourism safety and security (strategy 2)

    ♦ encouraging sustainable tourism practices and promoting general destination upkeep (strategy 8)

    ♦ promotion of direct air links and connections

    ♦ legislating compulsory registration for tourism enterprises and introducing an effective channel for complaints to ensure best international service standards (strategy 4). This is expected to be the task of the proposed tourism protector described in Section D

♦ assessing tourism-related infrastructure needs and facilitating their provision (strategy 3)

♦ a number of marketing activities which are expected to be performed by the proposed tourism marketing agencies described in Section D, namely:

- developing a state of the art, integrated provincial tourism information system which provides a link to the outside world (strategy 7)

- packaging tourism themes and attractions in the form of suggested routes and itineraries for the attention of the outside world (strategy 9)

- promoting unique selling propositions to the outside world and initiating special attraction programmes (strategy 10)

- promoting a single brand for the province, incorporated into the national branding (strategy 16)

- focusing on the lucrative end of the international market (strategy 17)

- complementing the national (South African Tourism) marketing programmes (strategy 18)

- diversifying the existing market base (strategy 20)

3. **The Enterprising Cape** – the province as a leading centre for entrepreneurship and innovation. This is linked to:

♦ establishing private-public partnerships (strategy 11)

♦ developing a clear tourism development strategy (strategy 1)

♦ keeping the industry market-driven and as free from unnecessary regulation as possible (strategy 12)

♦ promoting entrepreneurship, with special emphasis on neglected communities (strategy 13)

♦ initiating collective marketing opportunities to bring together private sector and local tourism organisations (section 19)

♦ other strategic marketing activities described under pillar 2 above which will support the business environment, namely strategies 7, 9, 10, 16, 17, 18 and 20

- ◆ educational support strategies described under pillar 1 above which will support the business environment, namely strategies 5 and 6.

4. **The Cape of Good Hope for All –** a province capable of promoting sustainable growth, equitable development, economic empowerment and an improved quality of life for all. This is linked to:

- ◆ improving participation of local communities in tourism development (strategy 14)

- ◆ job creation

- ◆ promoting investment opportunities and establishing incentives to stimulate investment in underdeveloped areas (strategy 15)

- ◆ managing the potentially negative social and environmental effects of tourism.

4.4 Conclusion

The strategic framework set out in this White Paper reflects the thinking of the very broad range of persons who participated in the consultation process.

If the identified parties continue to work together in the implementation of this strategy, the Western Cape will truly be a winning tourism destination. Following the principle of 'structure follows strategy' the next section sets out the proposed institutional arrangements to implement the strategy.

SECTION D

5 Institutional and funding arrangements

5.1 Introduction

Tourism is one of the fastest-growing industries in the Western Cape. It has the potential to grow more quickly and becoming a major contributor to economic growth in the province, provided it is properly planned and managed. The implementation of the strategy set out in this White Paper requires substantial institutional support. As a result of the intersectoral nature of tourism, it is of central importance to improve dialogue, co-ordination and co-operation between relevant national and provincial government agencies and departments, the private sector, civil society and local government. The existing structure of tourism institutions in the province must be re-aligned to support the proposed strategies. Duplication and fragmentation must be eliminated. It is also proposed that the provincial structures should be co-ordinated with those at national level.

5.2 The current situation

The Constitution provides that tourism is a concurrent national and provincial legislative competence, which means that national and provincial governments have joint responsibility for the development and marketing of tourism in South Africa.

The Western Cape government therefore has the power to pass and implement legislation on tourism in the province, but in doing so it must co-operate with the national government and other national tourism institutions, co-ordinate its actions and legislation with those in the national sphere and, where possible, support national initiatives. Tourism is a functional responsibility of the provincial Minister and the Department of Economic Affairs, Agriculture and Tourism (DEAAT). The provincial Cabinet is the forum in which the responsible Minister is able to liaise with Ministers from other departments in the provincial government. Local authorities, which also have a constitutional responsibility for local tourism, are important contributors to tourism success. The Western Cape government has a constitutional duty to co-ordinate the efforts of local authorities and support and strengthen their tourism capacity.

The national government is responsible for the development and promotion of tourism at national level. This includes development of policies and regulations to guide tourism promotion in the country. The situation at national level is as follows:

♦ The national Department of Environmental Affairs and Tourism (DEAT) is responsible for national tourism policy, regulation and development.

♦ The Minmec: Tourism is a meeting of the national Minister of Environmental Affairs and Tourism and the Members of the Executive Councils (MECs) responsible for tourism in the nine provinces. This is where the relationship between national and provincial tourism policy matters is decided.

♦ The Miptec: Tourism (Minmec Interprovincial Technical Committee) is a meeting of national and provincial tourism officials (heads of government tourism departments and CEOs of tourism authorities) for co-ordinating provincial and national tourism affairs, in preparation for and in support of the Minmec: Tourism.

♦ SA Tourism (South African Tourism) is established in terms of section 2 of the Tourism Act 72 of 1993 and is responsible for the international marketing of South Africa and for information management in consultation with provincial tourism organisations.

The current Western Cape Tourism Act 3 of 1997 established the statutory Western Cape Tourism Board (WCTB) and statutory regional and local tourism organisations (RTOs and LTBs) to conduct tourism marketing and development. However, the present legislation has a number of major shortcomings, including:

♦ too many institutions within different spheres of government within the province are addressing the same key performance areas, resulting in duplication and the fragmentation of resources

♦ there is confusion among clients concerning the identity and branding of our tourism products

♦ there is confusion among stakeholders concerning functional responsibilities

♦ rather than being integrated into integrated development plans at local level, responsibility for development and maintenance of infrastructure and public tourism attractions has been

    removed from the local government line function and allocated to RTOs and LTBs

♦ the WCTB, RTOs and LTBs were fully responsible for tourism development without having the capacity or funding necessary to meet this responsibility.

5.3 Proposed provincial institutional arrangements

In order to create an environment that supports development and redresses historical inequalities and discrepancies in tourism, it is necessary to:

♦ consider tourism within the framework of economic development policy of the province

♦ establish effective co-ordination mechanisms in respect of provincial, regional and local tourism functions to ensure synergy of effort and resources

♦ ensure the various existing tourism authorities complement one another, culminating in a strong and effective tourism effort

♦ maintain certain minimum standards and provide consumer protection

♦ create a seamless tourism information system which brings together at provincial level information from local, metropolitan and district levels

♦ clearly differentiate between the marketing function and the tourism development function. It is proposed that the marketing function be done by marketing agencies while the tourism development function will be done by government. It is envisaged that the proposed marketing agencies will be lean, mean and run on strict business lines.

5.3.1 A marketing agency and brand for the province

The fragmentation of tourism marketing activities and, in particular, the duplication of tourism marketing activities by provincial and local government bodies must be eliminated as far as possible. A focused and co-ordinated tourism marketing effort by all role players in the province is necessary. A single and easily identifiable tourism brand for the entire province must be built. This must be done in such a way that clearly defined local identities also grow and flourish in the service of local economic

development. It is therefore proposed that a statutory marketing agency for the province be established and tourism marketing be integrated into the proposed marketing agency.

Functions

It is proposed that the main object of the proposed tourism marketing section will be the ongoing formulation and implementation of a comprehensive marketing strategy for the Western Cape, and its functions should include:

♦ marketing international tourism to the province in conjunction with South African Tourism

♦ marketing domestic tourism to the province

♦ maintaining a system to accredit tourism service providers

♦ maintaining a provincial tourism database and integrated tourism information system in conjunction with registered tourism service providers, the tourism sector and other tourism bodies in the province

♦ establishing, managing and maintaining convention bureau services

♦ accrediting the right to display the 'i' information sign and the marketing agency logo.

♦ monitoring, supporting and co-ordinating the activities of registered tourism service providers

♦ identifying and promoting new tourism products and packages

♦ promoting tourism-related arts and crafts in the province

♦ raising awareness and understanding of tourism and its importance to the province

♦ generating income to achieve its objectives.

It is proposed that the all assets, rights, liabilities and obligations of WCTB be transferred to the marketing agency. It is also proposed that all staff be transferred to the new body without prejudicing their legitimate interests as employees.

Financing and accountability

It is proposed that the marketing agency be funded by appropriations from the Provincial Parliament, local authorities and private sector. It will also be able to generate and retain its own income and to receive donations, bequests or contributions. In other

words, the private sector and other donors will be able to make voluntary funding available in the spirit of partnership.

5.3.2 The role of the provincial government

It is a government responsibility to create an enabling environment for tourism to flourish. In line with the clear role differentiation referred to above, it is proposed that provincial tourism development should be the line responsibility of the provincial government through the Department of Economic Development, Agriculture and Tourism. Provincial government tourism policy will be implemented in co-operation with Cape Tourism, the local authorities and the private sector. The policy must include measures dealing with:

♦   tourist safety and security

♦   planning and development, public infrastructure and road signage

♦   developing regulations for tourism

♦   norms and standards for tourism establishments and services (to be accredited by Cape Tourism).

♦   education programmes, including raising levels of awareness and understanding of tourism and its importance to the province

♦   business advisory services, including making services available to persons from previously disadvantaged communities

♦   the development of new tourism products and packages in the province, including new themes and routes

♦   supporting the development and promotion of locally-produced tourism-related arts and crafts

♦   the facilitation of the removal of barriers to entry into the tourism industry for previously disadvantaged groups and individuals

♦   the establishment of standard entrepreneur support programmes facilitating appropriate skills, education and training

♦   ensuring that national and provincial marketing initiatives are conducted in liaison with local marketing initiatives

♦   promoting and managing tourist guide function in the province.

♦ minimising the negative social and environmental impact of tourism.

5.3.3. Tourism protector

It is proposed that the provincial government appoint a tourism protector to investigate consumer complaints against registered tourism service providers and tourism practitioners. This ombudsperson would report to the Provincial Minister and the forum.

5.3.4. Code of conduct

It is proposed that the provincial government should, after consultation with the Ministerial Provincial Tourism Forum, publish a code of conduct for tourism practitioners and tourism service providers. This will help to maintain and promote quality service and strengthen confidence among tourists that they can expect internationally acceptable standards.

5.3.5. The Ministerial Provincial Tourism Forum

It is proposed that a committee called the Ministerial Provincial Tourism Forum be established to facilitate and enhance communication and the spirit of co-operative governance.

Composition

In line with the principle of partnership and co-operation, it is proposed that the forum will consist of:

♦ the responsible Minister as chairperson

♦ the chairperson of the standing committee in the Provincial Parliament responsible for tourism

♦ the chairpersons of the executive committees of District Councils and Unicity or their nominees

♦ the chairperson of the marketing agency or a member of the board nominated by the chairperson

♦ representatives of organised business when the need arises.

Functions

It is proposed that the functions of the forum will be:

♦ promoting 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

♦ sharing information and views on all aspects of tourism in the province

♦ co-ordinating action on matters of mutual interest to the provincial government and local authorities

♦ facilitating and monitoring agreements reached between the Minister, the marketing agency and the organisation representing municipalities in the province with regard to:

- ensuring that the provincial government and local authorities exercise their powers and perform their functions in good faith and in a co-operative and mutually-supportive way

- enabling a unified policy to be implemented with regard to, among other things, marketing, new product development and participation and contribution to the proposed provincial tourism database.

5.4. Proposed local government institutional arrangements

5.4.1. The metropolitan and district councils

It is strongly suggested that the metropolitan council and district councils integrate their tourism marketing efforts with those of the proposed provincial marketing agency. Delays could undermine the attempt at eliminating duplication and fragmentation in tourism marketing in the province. In line with the principle of a clear role differentiation, it is proposed that the tourism function of the metropolitan and district councils should mainly be developmental and in partnership with province. Functions should include:

• leading tourism development in their areas in close consultation with provincial authorities

♦ co-ordinating common developmental actions among the various LTBs and other tourism stakeholders within their jurisdiction

♦ maintaining and providing adequate financial support for regional tourism offices and, where no regional offices exists, facilitating the establishment of one if deemed necessary.

♦ providing local infrastructure such as recreation areas, signage, urban design and amenities at tourism attractions

♦ planning and implementing programmes and projects designed to improve awareness of tourism within the district or metropolitan area, ensuring that these are informed by and complementary to provincial campaigns

♦ assisting in the implementation and promotion of national and provincial tourism training programmes

♦ providing advice and assistance to emerging entrepreneurs

♦ formulating and managing local incentives while ensuring that investment opportunities are co-ordinated within the provincial investment framework

♦ providing appropriate information as input to provincial systems

♦ working with provincial authorities to ensure an appropriate inclusive and representative tourist guide curriculum content

♦ leading the establishment of local tourism safety programmes in collaboration with local business, the SAPS and communities.

5.4.2. Regional tourism organisations

Functions and constitution

It is proposed that RTOs will primarily have a tourism marketing function at the level of the metropolitan and district councils in conjunction with the LTBs in their areas of jurisdiction to and will serve as regional offices of the marketing agency.

♦ contribute to and implement regional tourism policies within a framework set by the province and metropolitan or district council municipality and promote, support and facilitate the implementation such policies

♦ in cooperation with the marketing agency promote and market tourism within their jurisdictions

♦ establish and maintain a database of information required for the formulation of the regional tourism policy and the implementation of a regional tourism strategy linked to that of the marketing agency (or to cause such a database to be established and maintained)

♦ assist and support any LTB in their areas of jurisdiction

♦ protect and advance within the tourism industry any emerging business and persons or categories of persons disadvantaged by unfair discrimination

♦ identify and promote the natural and cultural assets of their areas

♦ undertake other related activities

♦ generate income to achieve their objects.

5.4.3. Local municipal councils

Local governments play a major role in the development of the tourism industry as part of their broader mandate for local economic development. It is proposed that specific municipal tourism development functions include the following:

♦ facilitating the establishment of, and maintaining one or more LTBs, and providing adequate financial support for them

♦ maintaining tourist attractions

♦ providing and maintaining public infrastructure in tourism areas

♦ providing public amenities such as parking, ablution facilities and public transport in support of tourism

♦ planning in support of tourism after consultation with the LTB, and where appropriate, allocating land and developing infrastructure for tourism development

♦ planning and providing local road signs in support of tourism in conjunction with the provincial government

♦ promoting the general safety, upkeep, cleanliness and beautification of the local area

♦ maintaining the environmental integrity of the local area

♦ administering any (future) compulsory registration system for tourism businesses.

It is further proposed that the local council appoint a local development committee to work closely with the officials and local marketing committee of the LTB concerned.

5.4.4. Local tourism bureaux

It is proposed that LTBs will primarily have an information provision function at the level of local municipalities to:

♦ Assist in the formulation of a tourism policy and strategy for their areas of jurisdiction within the local municipal framework and, in conjunction with surrounding districts

♦ market their areas of jurisdiction as a tourist destination and any product, in co-operation with surrounding municipalities and the province

♦ provide an information and assistance service to encourage tourists to visit the area in a way which is mutually beneficial to tourists and local communities

♦ develop and promote tourism skills and awareness within the local community to achieve the maximum sustainable benefits from tourism through the widest possible participation in the local tourism industry

♦ promote the development of appropriate tourism infrastructure and products, including attractions, accommodation, transport and shopping facilities

♦ protect and advance emerging business and previously disadvantaged persons within the tourist industry

♦ identify and promote the natural and cultural assets of its area of jurisdiction

♦ produce and distribute tourist promotion literature in conjunction with tourism service providers registered by the marketing agency.

♦ organise and market local tourism events, conferences and meetings in conjunction with registered tourism service providers

♦ establish and maintain a database of tourism information on the local area which is linked to the marketing agency database (or cause this to be done)

♦ undertake other related activities

♦ generate income to achieve their objects.

Local municipalities may amend, remove or add to any of these functions.

Structure and staffing

In this regard it is proposed that:

♦ each LTB be a voluntary, non-profit, non-self interest structure consisting of members from the local municipal area concerned, including tourism establishments, the general public, business organisations, the local municipality and other LTBs

♦ bureau membership be renewable annually and LTBs be granted the power to determine different categories of membership. However, the general public should be exempted from having to pay a membership fee so that they are not excluded from participating in the affairs of the LTB on financial grounds

♦ each LTB elect a local marketing committee which will work closely with the officials and local development committee of the local municipality concerned, and appoint a secretariat for both local committees

♦ the members of an LTB appoint a CEO who will in turn appoint other staff.

Financing and accountability

In this regard it is proposed that funding be provided by appropriations from the annual budget of the local council concerned; donations, bequests, sponsorships or contributions; membership fees and any income the LTB is able to generate itself. It is further proposed that the CEO be the accounting officer, and that the LTB report to the local council concerned.

5.5. Funding

Each of the three spheres of government has some functional responsibility for tourism. Allocation of public funds to tourism should therefore be made by each of these public authorities. The potential sources of public funding for tourism are in a process of change. Amongst others, sources of provincial funding may change as a result of the phasing in of certain kinds of provincial taxes.

Current levels of funding for tourism, from all spheres of government, are generally considered to be far lower than is necessary to address the present marketing and developmental needs of tourism. The availability of funds to develop and promote tourism is critically important. The successful implementation of the tourism strategy proposed in this White Paper will require substantial financial resources. The elimination of duplication in the allocation of tourism functions which has been proposed above will ensure that existing resources are utilised much more effectively and efficiently.

5.5.1. Provincial government funding

The provincial government will be a co-funder of the proposed marketing agency. Annual funding will be allocated from the

provincial budget. In addition, the provincial government will give consideration to transferring to the marketing agency a portion of any funds transferred from the national government as part of a national funding scheme for tourism marketing.

As explained, the co-funding for the provincial marketing agency will be provided by the public sector. The private sector should not be expected to contribute to the normal running expenditure of the marketing agency, but funding should be sought from this source for such endeavours as joint marketing projects or the commercialisation of various facets of its operations, such as an integrated information management system to promote tourism across the province.

The province will also fund the departmental programme aimed at developing an enabling environment for tourism to flourish, and will give consideration to establishing a Tourism Development Fund to be resourced by the provincial government and other voluntary contributions. This fund will be utilised for tourism development projects including capacity building and product development in neglected communities.

When appropriate, the provincial government may levy user charges for certain categories of information, brochures or other services. This may also be done at local government level.

The provincial government believes that there should be a system of tourism levies including both bed levies and international departure levies imposed at international airports. The imposition and collection of these levies could be managed by either the provincial or national spheres of government. However, if such a system is managed by the national government, a significant portion of levy income should be returned to the provinces in proportion to the amounts raised there. If it is managed by the provincial government, this should be done within a national framework, to ensure national consistency.

The provincial government must provide information to tourism stakeholders within the province on how to access funding from other funding agencies such as the Development Bank of Southern Africa, the Industrial Development Corporation, Ntsika, poverty relief funds, Khula (Pty) Ltd, and Enterprise Finance Limited.

5.5.2. Metropolitan, district council and local municipality funding

It is proposed that metropolitan, district and local municipalities contribute towards funding of the provincial marketing agency.

Funding to perform other functions should be allocated to the normal programmes of the regional government bodies, as well as regional offices.

The provincial government will assist local government bodies to budget for tourism by developing a model for funding tourism. Guidelines should be provided for allocating a certain percentage of income to tourism, which is the fastest growing sector of the economy in the province.

It is proposed that local municipalities contribute to the funding of the existing and future LTBs in their jurisdictions and that they budget to perform their other tourism promotion functions as set out above. The provincial government will investigate the introduction of a mandatory registration system for tourism enterprises. The registration fee would accrue to the local municipality which would also administer the system on agency basis.

5.6. Conclusion

These proposals are made in the belief that 'structure should follow strategy'. The existing provincial tourism structures were created during a transitional stage in South Africa, both in terms of transitions in local government structures and in terms of South Africa's re-entry into the world tourism market as a freely competitive global player.

One of the consequences of this was a blurring of lines between the roles and responsibilities of the current institutional players in the provincial tourism arena. The institutional structures and funding arrangements proposed in this section seek to correct this situation. What is proposed is an integrated structure that addresses:

♦ responsibilities for development and marketing

♦ responsibilities within different spheres of government

♦ the need to integrate private sector input into planning at all levels

♦ the ways in which these structures could be funded.

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Appendix A: Extract from the Charter for Sustainable Tourism

1. Tourism development shall be based on criteria of sustainability, which means that it must be bearable in the long term, economically viable as well as ethically and socially equitable for the local communities. Sustainable development is a guided process which envisages global management of resources so as to ensure their viability, thus enabling our natural and cultural capital to be preserved. As a powerful instrument of development, tourism can and should participate actively in the sustainable development strategy. A requirement of sound management of tourism is that the sustainability of the resources on which it depends must be guaranteed.

2. The sustainable nature of tourism requires that it should integrate the natural, cultural and human environment; it must respect the fragile balances that characterise many tourist destinations, in particular, many small islands and environmentally sensitive areas. Tourism should ensure an acceptable evolution as regards the influence of the activity on natural resources, biodiversity and the capacity for assimilation of any impacts and residues produced.

3. Tourism must consider its effects on cultural heritage and traditional elements, activities and dynamics of each local community. Recognition of the traditional elements and activities of each local community and support for its identity, culture and interests must at all times play a central role in the formulation of tourism strategies, particularly in developing countries.

4. The active contribution of tourism to sustainable development necessarily presupposes the solidarity, mutual respect and participation of all the actors implicated in the process, especially those indigenous to the locality. Said solidarity, mutual respect and participation must be based on efficient cooperation mechanisms at all levels: local, national, regional and international.

5. The conservation, protection and appreciation of the worth of our natural and cultural resources afford a privileged area for cooperation. This approach implies that all those responsible must take upon themselves a true challenge, that of cultural and professional innovation, and must also undertake a major effort to create integrated planning and management instruments. This approach must ensure that all responsible actors have

instruments of cooperation and management integrated including technological innovations.

6. In consultation with interested and affected parties, the preservation of both the quality of the tourist destination, and of the capacity to satisfy tourists, should be determined by local communities and should represent priority objectives in the formulation of tourism strategies and projects.

7. To be compatible with sustainable development, tourism must be based on the diversity of opportunities offered by its local economy. It should be fully integrated into and contribute positively to the local economic development.

8. All options for tourism development must serve effectively to improve the quality of life of all people and must entail a positive effect and inter-relation as regards sociocultural identity.

(The first eight principles of the World Tourism Organization Lanzarote Charter for Sustainable Tourism signed on 28 April 1995. The charter has been endorsed by South Africa. The WTO is an inter-governmental body with 138 member countries which is entrusted by the United Nations to promote and develop tourism).

Appendix: Institutional framework matrix

	Marketing agencies	**Governmental organisations**
National level	**Satour** ♦ Statutory agency responsible for national tourism marketing	**Department of Environmental Affairs and Tourism** ♦ Responsible for national tourism policy, regulation and development ♦ National minister is political head
National/provincial intergovernmental		**MINMEC: Tourism** ♦ National/provincial forum of political heads of tourism **MIPTEC: Tourism** ♦ National/provincial forum of executive heads of tourism ♦ Supports MINMEC: Tourism
Provincial level	**The marketing agency** • The tourism marketing section to be incorporate under the marketing agency. ♦ Funded by provincial government, metropolitan and district council funding and private sector	**Department of Economic Affairs, Agriculture and Tourism** ♦ Responsible for provincial tourism policy, regulation and development ♦ Provincial minister is political head **Tourism Protector (proposed)** ♦ Investigates complaints against registered tourism service providers and tourism practitioners **Ministerial Provincial Tourism Forum (proposed)** ♦ Promotes comprehensive tourism policy in the Western Cape, taking account of the needs of local, regional and provincial government, the tourism industry and tourists ♦ Comprises provincial Minister, chairperson of standing committee, chairpersons of local and regional government, CEO of the marketing agency, plus organised business at times

(Continues on next page)

Marketing agencies

Governmental organisations

Regional tourism organisations (RTOs)

♦ Regional Offices of the marketing agency

Metropolitan council and district councils

♦ Responsible for regional tourism policy, regulation and development

Regional level

Local tourism bureaux (LTBs)

♦ Responsible for local tourism marketing
♦ Comprise members from local area concerned, including tourism establishments, general public, business organisations, local council and other LTBs in the area
♦ Existing LTBs may be retained or disestablished; new LTBs may be established
♦ Primarily funded by local councils

Local councils

♦ Responsible for local tourism policy, regulation and development

Local level