Cape Peninsula University of Technology

STAKEHOLDERS' INVOLVEMENT IN THE DEVELOPMENT AND IMPLEMENTATION OF TOURISM-RELATED POLICIES IN A SELECTED DISTRICT MUNICIPALITY IN THE EASTERN CAPE

MONWABISI SILWANA

Dissertation submitted in fulfilment of the requirements for the degree

Master of Technology: Tourism and Hospitality Management

in the Faculty of Business and Management Sciences

at the Cape Peninsula University of Technology

Supervisor: Dr. CN Dube

Co-supervisor: Ms. M Silo

District Six Campus

November 2021

DECLARATION

I, Monwabisi Silwana, declare that the contents of this thesis represent my own unaided work and that the 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.

01 December 2021

Signed   **Date**

ABSTRACT

The South African government introduced different policy initiatives to develop tourism in, the country and these tourism policies serve as guidelines for the development of the tourism sector. Municipalities are at the lowest level of Government, and it is where the actual implementation of tourism policies should be taking place. District municipalities and communities globally often face poorly planned development projects resulting from inefficient and ineffective policy and planning implementation. One of the reasons for this is that there is, at times, a lack of participation by key stakeholders. As a result, the study aims was to examine stakeholders' involvement in the development and implementation of tourism-related policies in the O.R Tambo District Municipality (ORTDM).

This study adopted a qualitative approach. The research population in this study included the individuals from the district municipality, regional and local tourism organisations, also known as tourism forums, tourism development agencies and the rural planning and economic development departments. Purposive sampling methods complemented by the snowball sampling method were two types of non-probability sampling techniques that were used in this study to identify the research sample from the research population. Consequently, fourteen (14) semi-structured interviews were conducted with key stakeholders. A thematic analysis technique was used to analyse the data. Since this study focussed on stakeholders' involvement in the development and implementation of tourism policies at the selected district municipality (ORTDM). The research findings reveal that there are challenges related to lack of stakeholder involvement, lack of political support, poor implementation, as well as underdeveloped infrastructure.

ACKNOWLEDGEMENTS

DEDICATION

My thesis is dedicated to my father, mother and brother, who provided me with an education in order for me to thrive in life. Your financial investment in my education was not in vain.

TABLE OF CONTENTS

LIST OF TABLES

LIST OF FIGURES

CLARIFICATION OF BASIC TERMS

The following are key terms as applied in this study:

Municipality: Primarily, a municipality is a local government that administers cities and smaller regions and can be categorised into three levels of municipalities, to be exact. The biggest category would be metropolitans, seconded by district and local municipalities (Brand South Africa, 2002; Spaans et al., 2020). In the context of this research, the OR Tambo District Municipality (ORTDM) has been selected as an area of enquiry.

Policy: The policy is one of the crucial aspects of tourism. One of the reasons that policy is vital in tourism is that policies substantially impact how things are done in the tourism industry. In the context of this study, policies serve as information related to network relations, regulations and deregulation to keep a balance within the tourism industry (Williams, 2004; Liasidou, 2017).

Sustainable tourism development: The tourism industry should have a low impact on the environment and culture and it must help create economic opportunities for local communities (Kiper, 2013). The study discusses the importance of coordination in tourism policy development to ensure that tourism is planned sustainably.

Tourism planning: Tourism planning is a process of considering the needs of people and tourism stakeholders before making any decisions regarding tourism development plans (Nunkoo & Gursoy, 2016:512). In addition to the previous definition, tourism planning is perceived as a process of consideration; after that, decisions can be made and tourism plans are formed. A tourism plan can be an outline that provides a clear indication of the tourism industry (Buhalis, 2003).

ACRONYMS AND ABBREVIATIONS

BBBEE	Broad-Based Black Economic Empowerment
COGTA	Department of Cooperative Governance and Traditional Affairs
DEDEAT	Department of Economic Development Environmental Affairs and Tourism
DEAT	Department of Environmental Affairs and Tourism
DTO	District Tourism Organisations
ECDEAT	Eastern Cape Department of Economic Development Environmental Affairs and Tourism
DMC	Destination Management Company
ECPTA	Eastern Cape Parks Tourism Agency
IRF	Intergovernmental Relations Framework Act
IDP	Integrated Development Plan
LED	Local Economic Development
LM	Local Municipality
LTO	Local Tourism organisation
MPA	Marine Protection Act
NDT	National Department of Tourism
NGO	Non-Governmental Organisations
ORTDM	OR Tambo District Municipality
OECD	Organisation for Economic Cooperation and Development
SMME	Small Micro Medium Enterprise
SALGA	South African Local Government Association
SAT	South African Tourism
Stats SA	Statistics South Africa
TGC	Tourism Grading Council
UN	United Nations
UNWTO	United Nations World Tourism Organisation
WTTC	World Travel and Tourism Council

CHAPTER 1

INTRODUCTION AND BACKGROUND OF THE STUDY

1.1   Introduction

Despite the novel Coronavirus (COVID-19), which brought the world to a standstill, Gössling et al. (2020) state that tourism has been the fastest-growing sector worldwide for decades and its growth can be traced back to the end of the Second World War. Sharpley and Telfer (2015) state that several publications from governments and statistics show a growth of tourism contribution to the global economy. The growing curiosity and eagerness to learn may be one of the many reasons tourism has become one of the fastest-growing sectors globally. Earle (2008:8) describes tourism as an economic activity whose aim is to find ways to reduce poverty, create employment and entrepreneurship opportunities in communities. Apart from the classifications associated with the term "tourism", the most widely recognised definition is by the UNWTO, which states that tourism is "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" (UNWTO, 2008:9). President Cyril Ramaphosa (2018), in his State of the Nation Address, revealed that tourism is growing, creating more than 700,000 employment opportunities. Therefore, a plan of action is required to ensure that the tourism industry is properly sustainable and kept for future generations. Policies play an essential role in the tourism industry; they have an influence on industry operations and how legislation is drafted.

Hatipoglu et al. (2016) state that several stakeholders are involved in tourism, including communities, tourists as leisure seekers and destinations. With the mandate of developing, implementing and regulating policies, the Government is also among the significant tourism stakeholders. Makuzva (2018:1) agrees that tourism is a multifaceted industry with many elements combined to offer saleable tourism products.

Tourism development policies play a fundamental role in the tourism realm as they serve as a blueprint for developing the tourism industry for national, regional, district and local municipalities. Furthermore, a proper tourism development policy is vital to provide the relevant tourism stakeholders and authorities with guidance on implementing and monitoring the policy. Additionally, destinations without an appropriate tourism policy can struggle to develop the area to attract more visitation as there is no road map to follow. However, creating a policy alone does not yield results for the tourism industry because the policy should be successfully implemented. The policy's applicability needs to be monitored and evaluation also put in place to create room for possible changes. A good policy should never be inflexible. For example, the National Tourism Sector Strategy, the National Development Plan and the New Growth

Path, to mention a few, are flexible policies and they have a direct and indirect role in the development of tourism in South Africa.

Earlier researchers, such as Ntloko (2016), Pebane (2016), Solomons (2016), Bassadien (2017), Bhandari (2019) and Odounga Othy (2020), have overlooked the significance of stakeholder involvement in the development and implementation of tourism policies in district municipalities. However, Waligo et al. (2013) opine that stakeholders play an important role in the implementation of sustainable tourism policies. Waligo et al. (2013) and Ntloko (2016) highlight the importance of the multi-stakeholder framework in tourism planning. Bhandari (2019) discusses how tourism is an important part of development and his study sought to examine the role of development discourse in a country's tourism policy. Taking it further, Odounga Othy (2020) examined the value of major sporting events hosted in Gabon. What is unknown from the earlier studies is the contribution or significance of involving stakeholders in the development and implementation of tourism-related policies. This study, therefore, intends to determine stakeholder involvement in the development and implementation of tourism-related policies in the ORTDM in the Eastern Cape, South Africa.

1.2   Background to the study

The role of the Department of Tourism (DoT) is to provide direction and introduce policies related to the development of tourism in South Africa (Jenkins, 2015; South African Department of Tourism (SANDT), 2016; Rogerson & Rogerson, 2021). Tourism development strategies such as the White Paper on Development and Promotion of Tourism in South Africa were introduced by the then-Department of Environmental Affairs and Tourism (DEAT) in 1996, whose mandate was to provide procedures for better tourism. Tourism is a far-reaching industry and its growth relies on other government sectors, so consultation is significant when adopting policies.

Most government policies impact how the tourism industry operates; for example, inbound tourism may be affected by immigration policies adopted by the national government. Just after the outbreak of COVID-19 in March 2020, different countries introduced many regulations in an attempt to slow down the spread of the Coronavirus. The role of government is to set rules that seek to promote and develop tourism at all levels but the slow growth of tourism in district municipalities such as the ORTDM is concerning (Randelli & Martellozzo, 2019:388). This research investigated tourism stakeholders' involvement in the development and implementation of tourism policies at the district as mentioned above.

1.3   Statement of the research problem

The White Paper on the Development and Promotion of Tourism in South Africa (1996), the National Tourism Sector Strategy (2011), the New Growth Path (2010), and the National Development Plan were all launched by the South African government to develop tourism in

the country (2012). These tourism policies serve as guidelines for the industry's development. Municipalities are the lowest level of government, and they are responsible for putting tourism policy into action. However, in some municipalities tourism policies are poorly implemented and Andriotis et al. (2018) futher state that inefficient and ineffective policy and planning execution has resulted in poorly planned development projects in various municipalities all around world. As a result, the aim of the research is to find out how involved stakeholders are in the development and implementation of tourism-related policies in the ORTDM. One of the reasons for this, is that key stakeholders are not always included in tourism planning (Bello et al, 2017). The involvement of all major stakeholders is critical to the success of tourism development policies and their execution.

1.4   Preliminary literature review

This section reviews existing literature relevant to this study, including books, journals and internet sources.

1.4.1   Tourism industry overview

Tourism is a global economic activity that seeks to achieve the UN Sustainable Development Goals (SDGs) in collaboration with other industries. Developing economies and markets, including Malaysia, consider tourism to be part of their economic development. Tourism is an economic activity that creates economic opportunities (Saad et al., 2014; Azam et al., 2018), such as employment, business as well as investment opportunities. Heath (2003) and Gursoy and Nunkoo (2019) believe that the South African government is working together with other stakeholders to promote South African tourism to local and global markets. According to the United Nations Educational, Scientific and Cultural Organization (UNESCO) (n.d), the main aim of these efforts is to grow the tourism economy and create employment opportunities.

Liasidou (2017:32) notes tourism policies as an essential factor to guarantee the success of the tourism economy. Policies should serve as a guide or a blueprint to the development of tourism. The UNWTO statistics show that tourism has generated over 1.6 trillion United States Dollars ($) in the global economy and is expected to grow by 4–5% between 2018 and 2019 (UNWTO, n.d.). However, the outbreak of the Coronavirus brought the whole world to a standstill and travel restrictions were imposed to limit the spread of COVID-19 (Ranasinghe et al., 2020:2). Countries are yet to recover from the impacts caused by the pandemic. Tourism contributions to the global economy were positive and considered as the way to develop socio-economic and environmental features. In South Africa, one of every 22 South Africans was employed in the tourism sector (Statistics South Africa [Stats SA], 2019). However, the outbreak of the COVID-19 pandemic changed the tourism industry after travel restrictions were imposed in the first quarter of 2020.

Inbound tourism has increased in the past few years; the South African Tourism Satellite of 2015 shows that the year was good for South African tourism as it became number one in Africa, followed by Morocco (Stats SA, 2015b). In 2019, these figures shifted, with Morocco topping the list of African countries with the greatest international visitor arrivals (12.93 million), followed by South Africa with 10.23 million (Statista, 2021). According to the Stats SA (2020) report, foreign arrivals in South Africa decreased by 71% in 2020, indicating that the national lockdown had a significant impact on the tourism industry. Currently, the South African government is trying to recover from the losses by developing recovery strategies to ensure the success of the National Tourism Sector Strategy (NTSS). Another reason for this growth is the marketing efforts by South African Tourism (SAT), whose responsibility is to market South Africa as a destination to international and local visitors. Ngwira and Kankhuni (2018) state that South Africa is sold as a leisure, business and event destination, with Gauteng, Limpopo and the Western Cape being the most-visited provinces in 2016. From 2020 to 2021, visitor numbers dropped due to the pandemic. However, the growth of tourism cannot be denied and specific areas like Limpopo consider it one of the economic sectors (Stats SA, 2015a). Therefore, rural provinces and municipalities should prioritise tourism as a financial sector by developing policies that seek to promote the development of the tourism sector. The global market is vast and developing countries find it difficult to position themselves. Thus, a proper tourism policy is a necessity to guide the development of tourism.

1.4.2   Policies in tourism

Policies are an essential aspect of society and can be described as network relations and regulations to balance community (Börzel, 1998; Williams, 2004; Liasidou, 2017). Tourism is a diversified segment that is reliant on other sectors to function due to its multi-sectoral nature. It depends on various policies and regulatory frameworks, which could potentially negatively impact the development and growth of tourism (SA DT, 2018:2).

The tourism sector is usually difficult to manage, especially when there is miscommunication between various government departments (Hyytia & Kola, 2013:708). Therefore, a link between government departments is critical. There are many policy initiatives such as the White Paper on the Development and Promotion of Tourism, responsible tourism guidelines, tourism sector codes, the New Growth Path, the National Tourism Sector Strategy, the Tourism Act no. 3 of 2014 and the nationally shared vision known as the National Development Plan. All these policies were introduced as guidelines for the development of tourism in South Africa.

The Department of Tourism (SA DT, 2013) and the National Planning Commission (SA NPC, 2018) noted the introduction of the New Growth Path as a roadmap for job opportunities and a plan for tourism development. The National Development Plan seeks to address divisions in the South African economy, while the NPC's goal was to redistribute the economy and equal access to opportunities. Mathfield (2013:6) states that the Department of Economic

Development, Environmental Affairs and Tourism (DEDEAT) policy agenda is to revive rural areas. Despite the potential in the rural areas, there are challenges that municipalities face regarding the development and implementation of tourism policies. Rogerson (2015:278) further suggests that the DEDEAT policy should focus on previously deprived cities such as the ORTDM. Chapter 2 elaborates on tourism policies.

1.4.3 The role of government in tourism

On a global scale, tourism is represented by the UNWTO, an agency under the United Nations (UN). The UN is a worldwide organisation that advocates for global peace, social security and economic development. In collaboration with international research institutions, members of the UN have invested in research and tourism development to find alternatives for tourism development. South Africa, as a member of the UN, has adopted different tourism policies such as the White Paper on the Development and Promotion of Tourism of 1996, the National Tourism Sector Strategy and the National Development Plan. The various policies were developed to form part of the national vision to promote and develop tourism in South Africa. The National Tourism Sector Strategy's mandate is to make provisions for tourism development, intergovernmental coordination and the tourism industry transformation in South Africa (South African Local Government Association [SALGA], 2011; Mogale, 2019).

The KwaZulu-Natal Provincial Government (2008) in its White Paper on the Development and Promotion of Tourism in KwaZulu-Natal notes that the government's role is to formulate tourism policies collaborating with the private sector. All government policies should be consistent with the state's vision. Pursuing it further, Saad et al. (2014) propose that the formulated policies are compatible with tourism development. All levels of government (national, provincial and local) must have strategies that seek to promote the development of the tourism sector.

The legislature, local government and human settlements are all under the jurisdiction of the provincial level of government. Following the provincial government, there is a lower level of governance known as a local or municipality. The Department of Cooperative Governance (2017) defines local government as a legislative and political leader accountable for service delivery to people in their respective areas. The local level is made up of municipalities who are managed by SALGA, whose aim is to encourage coordination in cities and relationships in Government as required by the intergovernmental relations framework, Act number 13 of 2005. Freitag (1994), supported by Lozano Lazo and Gasparatos (2019), believes that municipalities play an important role in tourism development and they act as a middleman between the national government and communities. Abrahams (2018:139) further claims that municipalities are responsible for promoting tourism development policies guided by the national vision. A municipality's responsibility is to ensure that it breaks down the national tourism strategy into manageable pieces that speak to local conditions and translate the tourism strategy into action.

Regarding coordination, de Jong et al. (2016) argue that policies should be aligned with national and provincial development goals. Policy alignment is a way to ensure that all stakeholders share a common goal. Unlike urban areas, local municipalities in rural areas have challenges associated with poorly developed infrastructure and under-developed facilities (Chakwizira et al., 2010). Governments should address these challenges at all levels of governance and approaches must be developed to alleviate problems. Sitinga and Ogra (2014) argue that developed destinations have better infrastructure and are most likely to attract different tourists.

Berrisford (2011) states that the development duties of the municipality are in the Constitution of the Republic of South Africa, meaning it is the ORTDM's role to make sure the implementation of development duties is put into practice. Various encounters affect the execution, but this study addresses these challenges. Local policies exist and are developed from national government development strategies and these strategies can be motivated by the political beliefs of a political party in government. Bhandari (2019) notes that political ideologies have an impact on how policies are being formulated. Tourism development policies are not limited to measures that seek to minimise the effects on the environment but to encourage tourism development. A detailed analysis of the literature is in the following chapter.

1.5   Research aim

This study aims to examine stakeholders' involvement in the development and implementation of tourism-related policies in the ORTDM.

1.6   Research questions

The role of research questions was to help the researcher ask relevant questions of the respondents and get the required information to achieve the research objectives. Maree (2016:2) explains that research questions help one find answers to the research problem and serve as a baseline to the structure of the study. The following research questions helped to find solutions to the research problem:

- What is the role of the district municipality in the development and implementation of tourism policies at the ORTDM?
- How are the different stakeholders involved in the policy development and implementation process at the ORTDM?
- What are the challenges faced by the ORTDM with regards to the development and implementation of tourism policies?

The above research questions served as a foundation for the formulation of research objectives. When setting goals, the Specific Measurable Achievable Realistic Timely (SMART) principle is applied to determine study objectives.

1.7   Research objectives

Polonsky and Waller (2011:92) argue that research objectives should be clear and achievable since they are the main components of the research problem. Research objectives should also serve as a guide to a research project. The following objectives directed this study to achieve the aim of this study:

- To determine the role of the district municipality in the development and implementation of tourism policies at the ORTDM;
- To ascertain the involvement of different stakeholders in tourism policy development and implementation in the ORTDM; and
- To identify challenges that the district municipality faces regarding developing and implementing tourism policies in the ORTDM.

1.8   Research design and methodology

Research design can be defined as a specification of adequate operations to achieve the study's objectives (Bless & Higson-Smith, 2000:63). The research objectives help to achieve the aim of this research study and specific methods serve as a guide to investigating a particular research problem. According to Kapur (2018), the term "research methodology" refers to how a researcher plans a study methodically to obtain accurate and trustworthy results that meet the study's aims and objectives. Yin (2010:26) defines research methodology as a set of practical steps which the research intends to take to address conclusions and create a blueprint for the investigation. Therefore, this study employed the qualitative research method.

Many definitions and theories are founded on the characteristics of a qualitative study. In a theoretical position, qualitative studies are based on beliefs about the nature of reality or knowledge (Twining et al., 2017:2). Taking it further, Ormston et al. (2014:4) believe that qualitative research can be conducted to study individual experiences and make sense of their shared reality. According to Maree (2016:52), qualitative research is a naturalist system that focuses on natural settings where interactions occur. As a result, qualitative studies may differ based on research methodologies. Unlike quantitative methods, this study focuses on the description of stakeholders from different organisations and government departments. The qualitative research method is suitable for this study because this study seeks to find the answers to the implementation of tourism policies, stakeholder involvement and challenges associated with tourism-related policies in the area under investigation. Hence, qualitative data specifically for the ORTDM needs to be collected from the participants. The provincial master plan should guide the district municipality bylaws (policies) and the role of different stakeholders in policy development were examined in this study. The researcher includes various tourism stakeholders that form part of tourism planning and policy development at the ORTDM. These individuals also participate as crucial informants for data collection.

1.8.1 Population

A population is a group of individual persons from which samples are taken for measurement (Fox & Bayat, 2007:52). The research population in this study includes the district municipality staff, regional and local tourism organisations, also known as tourism fora, tourism development agencies, rural planning and economic development departments. The Department of Cooperative Governance and Traditional Affairs (COGTA) also formed part of the research population in this study. To sum up, Explorable (n.d.) describes the research population as an extensive collection of individuals who focus on a scientific query (Explorable, n.d.).

1.8.2 Research sample

Sampling is an act or technique of selecting a suitable sample of a population to determine the characteristics of the whole population (Edward & Shilling, 2010:58). In this research study, a collective of individuals were selected from the research population to determine the research sample. Crow and Kimura (2010:55) define research samples as individuals with specific characteristics that draw the researcher's interest. Furthermore, research samples can be selected from the research population (Crow & Kimura, 2010). The act of choosing a research sample assist the researcher in identifying objects for this study. There are two types of sampling methods; first, the probability sampling method, known as a random technique, the second method is the non-probability sampling method. The probability sampling method differs from the other technique, this is because probability sampling methods are based on the belief of "randomness and the probability theory" (Maree, 2016:195). The probability technique uses its theory to generalise the research population. Maree (2016:197) states that the non-probability sampling technique does not entail random selection of the research population.

The research population consists of different individuals that may have other characteristics. Therefore, a researcher needs to choose a method that would be suitable for this research. Non-probability sampling is an appropriate technique for this study. Researchers should limit the use of a non-probability method but in a case where financial resources are limited and when results are needed urgently, Maree (2016:197) recommends the non-probability sampling method. After considering the academic calendar, the research population and the limited budget allocated to this study, the researcher chose a non-probability method for this study. Purposive sampling methods complemented the snowball sampling method were two types of non-probability sampling techniques that are used in this study to identify the research sample from the research population. In this study, related groups such as local and district tourism officers, municipality tourism managers, Eastern Cape Parks Tourism Agency (ECPTA) and district and local tourism organisations formed a study sample.

The snowball sampling technique was used in this research study. Snowball sampling is a non-random technique that does not need underlying theories or a set number of participants (Etikan et al., 2016:55). The starting point to apply this method is to contact the district tourism manager for help in identifying people who deal with tourism-related policies. This practice allows the researcher to decide who needs to participate and what needs to be known. Wellman and Kruger (1999:197) state that the technique, as mentioned above, helps identify individuals with the necessary expertise and information different to other groups. In addition to the previous statement, Maree (2016:198) notes that snowball sampling is proper when the research interest is interconnected. The above sampling methods serve as a direction to data collection.

1.8.3   Data collection and analysis

One of the main characteristics to consider when conducting a qualitative study is that the researcher serves as a research instrument. In the context of this study, the researcher serves as a tool to collect, process and analyse data. Maree (2016:311) notes that quantitative and qualitative approaches may differ in their research questions and data collection, but they can be applied to study the same research problem. This study only uses the qualitative research method as the main problem to investigate is stakeholder involvement in the development and implementation of tourism-related policies in the ORTDM. The researcher looked for an in-depth understanding of the participants' individual experiences about the matter under investigation. Therefore, interview guides are used as data collection instruments for this study. Wellman and Kruger (1999:197) note that qualitative studies usually use interviews to identify important research variables.

Open-ended questions for the interview guide were developed well in advance and questions were asked to the participants. Study objectives and research questions play an essential role in developing the interview guide. The open-ended, as well as closed-ended questions, help the researcher to get detailed explanations from the participants. One of the advantages of using open-ended questions is that they provide detailed explanations rather than closed-ended questions that offer straight answers. Open-ended questions require respondents to formulate a response in their own words and express it verbally or in writing (Züll, 2016:1).

Alitinay and Paraskevas (2014:113) argue that interviews help the researcher obtain relevant information from the participants and so help in providing accurate results. Semi-structured interviews were conducted in this study. Wengraf (2013:5) recommends semi-structured interviews and further states that semi-structured interviews might help guide the discussion and cover everything that needs to be covered. These interviews helped the researcher understand respondents' opinions and emotions concerning their involvement in the tourism development process and their concerns about implementing policies in the study area. Maree (2016:205) further mentions that interviews are completed based on what the interviewee says.

The semi-structured interviews were conducted through online platforms such as "Zoom" and "Microsoft Teams". Due to the current COVID-19 pandemic, these platforms are merely used to adhere to health and safety protocols. The researcher ensured that all the responses during the interviews are captured accurately by recording all interviews with the participants.

This study requires participation from different tourism stakeholders as they form part of the tourism ecosystem in the ORTDM and data was captured through recordings of the meetings and field notes. The interview recordings play a significant role in the data collection process and notes are taken during the interviews. The thematic analysis technique was -to analyse the data. The researcher chooses thematic analysis because Odounga Othy (2020:8) describes it as "an independent qualitative descriptive approach". This technique helps identify and explore research themes from data collected from the participants (Braun & Clarke, 2006:79). In this study, the researcher used thematic analysis to analyse Zoom and Microsoft Team's interviews with local tourism organisations (LTOs), the district tourism organisation and local and district municipality representatives. The thematic analysis technique recognises the patterns within data and themes emerging from the collected data and become a set category for analysis (Fereday & MuirCochrane, 2006). Guest et al. (2012) state that this analysis technique consists of reading through transcribed data, identifying common themes in the data, coding the themes and interpreting their structure and content.

1.9   Ethical considerations

Mertens and Ginsberg (2009:581) define ethical consideration as a way of researching ethically acceptable behaviour. The critical aspect to consider before participants answer interview questions is to explain the aim of the study. The researcher explained each question to the participants, inform them that their participation was voluntary and that they were not be paid to partake in the study. Furthermore, participants are entitled to not answer specific questions or withdraw at any time if they feel uncomfortable about participating in this study. Participants were informed that this study is for academic purposes only, all were treated with respect and that their consent is a priority. Permission to conduct this study was obtained from the ORTDM district tourism manager and ethical clearance was granted by the Cape Peninsula University of Technology (CPUT) (see Appendix A). The researcher intends to present the study outcomes to the district municipality and permission to do so can requested from CPUT as the final study is the university's property.

1.10   Delineation of the study

This study covers five local municipalities that form part of the ORTDM. Each local municipality (LM) has a tourism officer under the ORTDM tourism department and they were all interviewed. Representatives from the regional and local tourism organisations participated as a voice for local tourism businesses and communities. As discussed previously, the emphasis of this study

was on stakeholder involvement in tourism development and the implementation of tourism-related policies in district municipalities. This study does not focus on physical infrastructure but on challenges with regards to implementing policies that lead to the development of tourism facilities, access to tourist attractions and other tourism-related products.

1.11 The significance of the study

This study could guide tourism policy development and close the knowledge gap of stakeholders' roles, involvement and the understanding of tourism-related policies in district municipalities.

1.12 Expected outcomes for the study

The expected outcome of this study is to provide a clear direction to the stakeholders' involvement in the development and implementation of tourism-related policies in ORTDM. This study also determines government input and challenges that are associated with the tourism-related policies in the ORTDM.

1.13 Chapter outline

Chapter 1

This chapter presents an introduction of the research and background, a brief outline of what the study entails, including the problem statement, research questions and objectives. The chapter also discusses the methodology applied in the research. It further states the significance of the study and clarifies the basic terms used in this study.

Chapter 2

Chapter 2 comprises a literature review of all literature relevant to the study. It provides the balance between the literature, the formulated research study questions and objectives. It reviews current studies, which are used as the foundation for the study. The research gap in tourism development is identified. The researcher uses secondary data to gather information.

Chapter 3

Chapter 3 outlines the different research methods to be used to gather information (collect data), the study area, population size and research ethics applied in this study.

Chapter 4

The data analysis chapter discusses and analyses the data gathered from the interviews during fieldwork (data collection). This chapter showcases the outcomes of the collected data. The literature accompanying comments from respondents and figures are used to present the findings of the research.

Chapter 5

This chapter discusses the conclusion based on the aims and objectives of the study. Chapter 5 also recommends future studies on how the ORTDM can involve tourism stakeholders in the development and implementation of tourism-related policies in district municipalities.

1.14   Chapter summary

This chapter provided an introduction to the study, basic terms classification, background to the study and identifies the problem statement. The research aim was stated, together with research questions to realise the study objectives. The research methodology and ethical considerations for this study are addressed in this chapter. Moreover, the chapter lays a foundation for the investigation to determine stakeholder involvement and the challenges associated with developing and implementing tourism-related policies in the ORTDM.

CHAPTER 2
LITERATURE REVIEW

2.1   Introduction

The previous chapter provided an introduction and background to the study. This chapter discusses the stakeholder theory and provides a theoretical framework for the study. It provides a balance between the literature reviewed and the formulated research study questions and objectives. Furthermore, the chapter reveals the extent to which the reviewed literature informs the research instruments (interview guides) and how the arguments, recommendations and conclusions are drawn up. According to Naghshbandi (2016:683), the review of literature assists in identifying research gaps and serves as a basis for the study's rationale and scope. A literature review helps researchers to understand what has been studied by other scholars and identifies knowledge gaps. Concepts may emerge when a researcher is reviewing existing literature about the phenomenon being studied. Many scholars (Maree, 2016; Lovarelli & Bacenetti, 2017; Maxwell, 2017) have stressed the importance of a conceptual framework for research studies. Strauss and Corbin (1994:276), supported by Jaakkola (2020:18), suggest that researchers should have conceptual arguments supported by previous studies. Ntloko (2016:30) states that a well-organised view of knowledge and understanding is presented in the conceptual and theoretical framework.

2.2   Conceptual and theoretical frameworks

This part of the literature review addresses the theories that surround stakeholders' involvement in the development and implementation of tourism-related policies in the ORTDM and the research problem. The study's theoretical and conceptual framework is discussed in the following section. A thorough examination of the models and theories is provided. About the issue as well as the research questions under enquiry, the concept, as well as the link between the models or theories, is drawn.

According to Lester (2005) and Knobloch (2010), conceptual and theoretical frameworks are essential in assisting the researcher in structuring the research problem, theorising and planning research studies. A theoretical framework helps to guide the entire study. Osanloo and Grant (2016:13) state that:

> …theoretical framework serves as the guide on which to build and support a study and also provides the structure to define how the researcher will philosophically, epistemologically, methodologically and analytically approach the entire study as a whole.

Conceptual frameworks allow investigations into complex matters and enable researchers to reach decisions informed by research findings (Ravitch & Riggan, 2016). The perspective on the current study framework is based on planning concepts (basic steps and levels of planning) and stakeholder process in planning (stakeholder involvement and roles in tourism planning

and a development context). Tourism development is a complex matter and it requires the participation of stakeholders in tourism policy planning. Therefore, a stakeholder theory is used in the context of this research.

2.3   Stakeholder theory

The stakeholder theory can be traced back to Freeman (1984), who stated that the stakeholder theory argues that organisations should create value for all players, not only for shareholders. Working together and producing value is at the heart of business and the stakeholder theory. The stakeholder theory is a business perspective that stresses the interconnected relationships that exist between the organisation and its customers, staff, suppliers, investors, stakeholders and communities (Freeman, 1984; Friedman & Miles, 2006; Freeman, 2010; Baah et al., 2021). The stakeholder theory is used in this study because the tourism planning process in district municipalities requires input from different stakeholders. These stakeholders include those that are direct and indirectly affected by the development and implementation of tourism policies. According to the stakeholder theory, the objective of a firm is to create value for all stakeholders, not just shareholders (Stakeholder Map, n.d.). Figure 2.1 below shows the different organisations that make up the stakeholder theory.
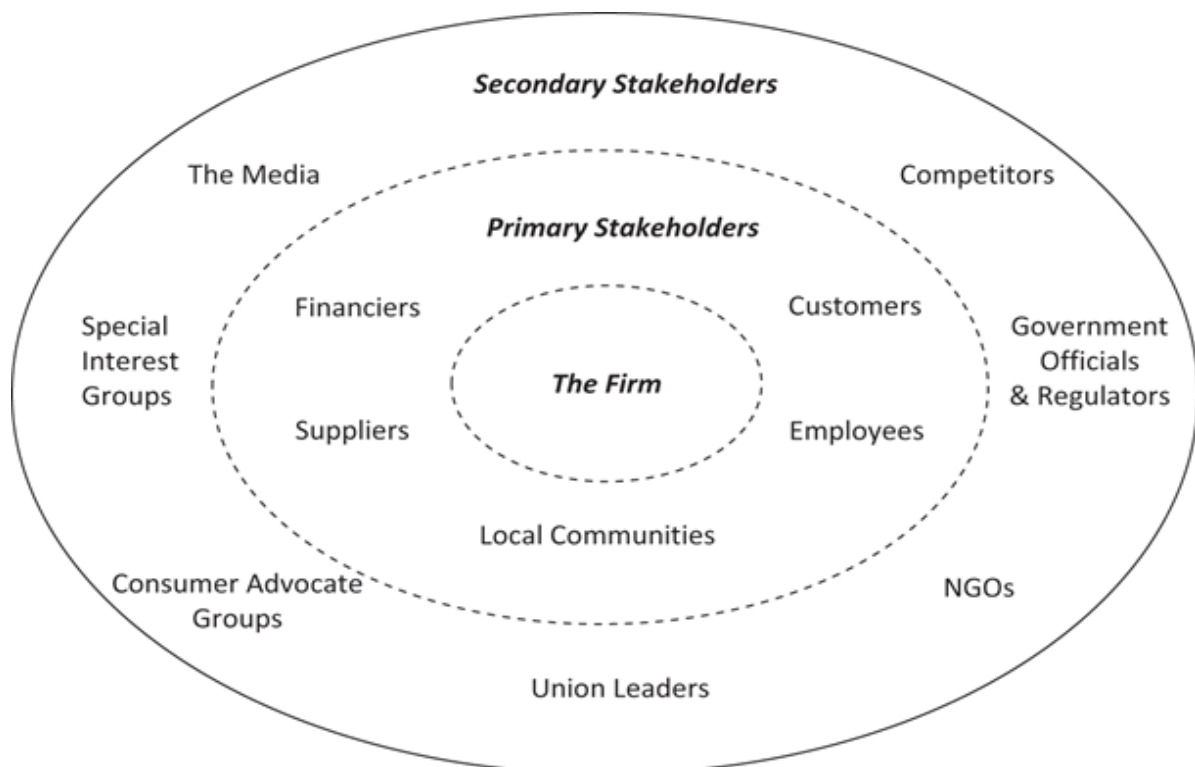
Figure 2.1: The stakeholder theory

Freeman et al. (2018:24)

The stakeholder theory states that any organisation or firm has primary and secondary stakeholders. Fassin (2012), seconded by Todd et al. (2017), states that primary stakeholders are those that may affect or be affected by the organisation. Figure 2.1 above shows that investors, employees, customers, suppliers are typical examples of primary stakeholders. With increasing focus on Corporate Social Responsibility (CSR), the concept of primary stakeholders is extended to local communities as well (Freeman & Dmytriyev, 2017). In the context of this study, primary stakeholders would be the ORTDM itself and local municipalities under the district municipalities. There are also secondary stakeholders involved in the development and implementation of tourism policies in ORTDM.

Secondary stakeholders are the individuals or organisations that are not directly affected by company activities (Aaltonen & Kujala, 2010). Taking it further, Fliaster and Kolloch (2017), define secondary stakeholders as people or entities that do not engage in direct business transactions with the company or organisations. In the context of this research, secondary stakeholders would be the District Tourism Organisations (DTOs), Local Tourism Organisations and ECPTA. tourism planning requires different stakeholders to participate in the development and implementation process.

There are different stakeholders involved in the tourism planning process, for example, government, non-governmental organisations (NGOs), communities, government and tourism companies to mention a few. Freeman (1984) defines a stakeholder as a key player who is or may be affected by business operations. Therefore, tourism planners should have a comprehensive engagement with roleplayers who have a stake and interests in planning and development (Wray, 2011). This study, therefore, used the stakeholder theory, which served as the foundation for the multi-stakeholder planning approach to stakeholders' involvement in the development and implementation of tourism-related policies in the ORTDM.

The multi-stakeholder planning approach aims to bring together stakeholders to help develop or build a shared vision for a project (Koscak & O'Rourke, 2009; George, 2014; Saarinen et al., 2019). Waddell and Khagram (2007:261) note that the multi-stakeholder model involves a collaborative planning dialogue between individual groups or organisations with a common interest in an organisation. This study acknowledges and aims to bring together the district municipality, local municipalities, district and local tourism organisations and ECPTA who are the key stakeholders involved in tourism policy planning for the ORTDM. The district municipality made policy pronouncements based on what was decided by all stakeholders (Vogel & Henstra, 2015:112).

2.4   Planning in a tourism development context

This part of the literature review addresses planning in a tourism development context, what earlier scholars have discussed and the knowledge gap about stakeholders' involvement in the

development and implementation of tourism-related policies in the ORTDM and the research problem.

There is no satisfactory definition of what planning is but it involves humans and determinations. Inskeep (1991:25) defines planning as organising the future to achieve a specific objective. Therefore, it is clear that planning is directed to the future, which can yield positive results if done correctly. Hall (2008) concurs with Inskeep (1991:25) as he describes planning as a process of human thought and actions built upon belief. To elaborate, Pebane (2016:55) notes that planning can be considered as a deliberate task that is usually performed at a strategic level in any situation or organisation. Planning is a management function that involves deciding what is to be done (Ghosh et al., 2020:36). Rossit et al. (2020:22) opine that planning involves setting time frames on when activities are accomplished. Plans should provide a direction on how things are to be done and tasks should be allocated to each stakeholder involved in the planning process (Bryson & Alston, 2010:37; Sullivan et al., 2019).

In this study, planning is defined from a tourism perspective. Polat and Aktaş-Polat (2020:251) describe tourism planning as a type of guidance for the tourism system and an integrated component between organisations and decision-makers. There are many different elements to the tourism system, such as the private sector (transportation services, hospitality, activities) and the public sector (government entities responsible for managing tourist attractions). These are interrelated and therefore call for proper planning. Musikanski et al. (2019) support Inskeep (1991:34) as they argue that tourism planning efforts should be made to plan it cohesively.

Pebane (2016:16) notes that tourism planning is one of the most significant influences on tourism development. Nunkoo and Gursoy (2016:512) indicate that tourism planners should consider the needs of people and other tourism stakeholders before making decisions about tourism plans for development. In addition, tourism plans can be well-defined as an outline that provides a clear indication of the tourism industry (Tourism Excellence, n.d.). Tourism planning reveals how tourism development is in terms of benefits and how the impacts of tourism are distributed (Hall & Jenkins, 1995; Dredge & Jenkins, 2007; Dredge & Jamal, 2015; Sghaier et al., 2019). Planning presents management with guidelines for the decision-making process (George, 2014:176). In support of the previous statement, Gunn and Var (2020) suggest that tourism plans should provide an integrated overview of all aspects of tourism development. Tourism must be planned as a single element and well-thought planning done for an area (Martins, 2018:4).

Destinations often develop facilities to gain "world-class" tourism status and forget what separates them from the rest (strengths); hence, they end up looking the same. The Wild Coast's unspoilt beauty should be considered a distinct feature and the strength to market the ORTDM. Schmallegger and Carson (2010:111) caution that tourism planners have fallen into the trap of creating large-scale "international standard" facilities that aim for large numbers of

visitors but are not representative of the classic destination's image. Therefore, tourism planners need to set a development strategy to promote local tourism without compromising available resources. The prospect of strong growth in the world tourism market creates an opportunity for tourist destinations (Lopes & Soares, 2017:21). However, planned activities are essential to allow destinations to respond to increasing tourist demands and ever-growing competition in tourist destinations.

There are different levels of planning in which the government can be involved when planning for tourism, for example, national, provincial and local levels of planning. Part A of Schedule 4 of the Constitution of the Republic of South Africa (1996) lists tourism as a functional area of concurrent national, provincial and local government legislative competence. This suggests that all three spheres of government are mandated to play a role in tourism development and planning. Planning for tourism at all levels is essential for achieving a thriving long-term viable industry (McLoughlin & Hanrahan, 2016:34) and plans should be equipped such that each group focuses on a different level of specification. Polat and Polat (2020:252) state that destinations plan for the positive development of land use, protection of the natural environment and improve living in local communities. However, tourism planning must not be associated with positive development or influence. For example, Shakeela and Weaver's (2018:81) study indicated that there was dissatisfaction amongst residents with the approach to tourism planning and development. Therefore, it is vital to plan tourism in an integrated manner together with all tourism stakeholders to diminish dissatisfaction amongst them in all levels of planning. Three different levels of planning are discussed below.

2.4.1 Strategic level of planning

Strategic planning is designed for the entire organisation and this starts with the organisation's mission statement (Bryson, 2018:380). This level of planning includes top-level managers such as executives. In a South African tourism context, this level of planning includes government executives such as ministers. According to Poister (2010:247), the executive management role is to design and execute strategic plans to paint a picture of the desired future and long-term goals. Robinson and Pearce (1983:198) propose that organisations plan for at least three to five or ten years in strategic planning. George (2013:176) regards strategic plans as long-term goals that focus on the entire organisation. Even though the executive provides strategic objectives, it is vital to communicate plans to the lower level because strategic plans serve as the framework for lower-level planning (Kabisch, 2015:561). In this study, the national government's strategic level of planning includes the National Department of Tourism (NDT) serving as an administrative body. They set up a basis for tourism planning and policies for lower levels of government, which are the provinces, districts and local municipalities.

2.4.2 Tactical level of planning

Tactical plans are the primary responsibility of middle management (George 2013:176). Ackoff (1970:3) and Carnell (2020) argue that this level of planning transpires after top-level management has decided on organisational goals and objectives. Middle management sets up medium-term plans known as tactical plans. Tactical plans should translate into detailed and specific plans (Church et al., 2000:10; Prasad, 2020). These authors further state that these plans must be relevant to a distinct area of the organisation. In this study, tactical plans can be translated into provincial tourism development plans. Steiner (2010:29), supported by Bektaş et al. (2019), noted that tactical plans are more concerned about the duties and roles of lower levels. The role of planning at this level is to achieve organisational goals.

2.4.3 Operational level of planning

This level of planning links detailed plans with organisational missions. According to Riskope (2014), the operational status of planning "is a process of linking strategic goals and objectives to tactical goals and objectives". This process includes the development timelines allocated to each project. Middle to lower-level management is accountable for this level of planning (George, 2014:176; Elliott, Day & Lichtenstein, 2020). This author further states that operational plans ensure the execution of short-term goals (day-to-day, weekly-to-monthly activities). In line with Baron and Hannan (2002), Georgiev (2017) states that operational plans pronounce milestones, conditions for organisational success and explains how these milestones are put into action. This study relates operational level planning to municipalities as they provide more details on how tourism is planned and the role of stakeholders in the implementation of the operational plans.

2.5 Basic steps in tourism planning

Tourism must be planned as a single element and well-thought planning is done for an area. According to Inskeep (1991:34) and Qin et al. (2019), efforts should be made to ensure that tourism is planned so that it can be integrated as a sector into the development policy. Planning for tourism at all levels is essential for achieving a thriving long-term viable industry (McLoughlin & Hanrahan, 2016:34). It is important to include all tourism stakeholders in planning so that the tourism planning follows a logical order (George, 2013) to realise organisational goals. Figure 2.2 displays the basic steps of tourism planning.
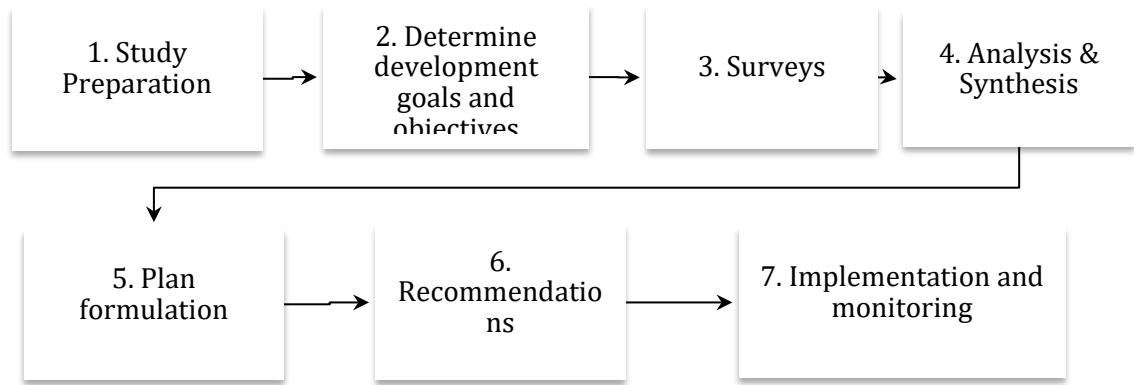
Figure 2.2: Basic steps of tourism planning

Inskeep (1991:28) and George (2013:176)

2.5.1   Step one: Study preparation

The decision to proceed with the study by writing project terms and organisation goes into the project (Inskeep, 1991:28). Usually, in this stage of the planning process, the government follows an institutional approach and consults with the private sector and other stakeholders (Hall, 2008). Inskeep (1988) argues that if there is any doubt about the social, economic and environmental benefits of developing tourism, the government should conduct a feasibility study. This step allows planners to determine positive or negative factors that may affect the development. George (2013:178) states that study preparation helps tourism organisations to identify either opportunities or challenges that require planning.

2.5.2   Step two: Determine development goals and objectives

The second step in planning is to establish development goals and objectives. This step involves the identification and formulation of organisation objectives (Pigram & Wahab, 2005). Tourism stakeholders need to formulate a vision that they seek to achieve (George, 2013). The determination of development goals and objectives is done at a strategic level of management. Inskeep (1991:51) indicates that goals and objectives should show the desired results of tourism development. This author further states that development objectives are important because "they are basic determinants of the tourism policy and plan". This can also be translated into a mission statement and long-term goals.

2.5.3   Step three: Surveys

A survey is a research method used to collect data. According to Kelley et al. (2003) and Zhu et al. (2018), data collected can gather information about different topics of interest. This step includes all relevant aspects of tourism considerations. Surveys have several purposes and researchers can conduct them differently depending on study goals and the methodology

(Questionpro, n.d.). In the tourism planning context, the survey activity process includes field surveys of tourist attractions, facilities and services and transportation and other infrastructure (Inskeep, 1991; Getz et al., 1998; Gunn & Var, 2002; Hall, 2008; Irazábal, 2018; Kanwal et al., 2020).

2.5.4 Step four: Analysis and synthesis

This step involves examining the investigation information and creating the analysis (Inskeep, 1991; Dangelico & Vocalelli, 2017). Once the development goals are formulated, systematic background selection determines the exact data to be collected (Khuzwayo, 2012; Biesialska et al., 2021). This refers to using both different research procedures (qualitative and quantitative) and analysis, considering a wide range of issues. The integrated analysis of physical, social and economic factors is included in this planning process step. Some of the significant issues to be considered are major opportunities and challenges for developing tourism in an area. One of the study objectives of this study is to identify challenges associated with the implementation of tourism policies. This step in the planning process sheds light on challenges and opportunities that may materialise. Producing the evaluation includes the projection of tourist expenditure, market projections and facility needs. In this step, economic, environmental and social impacts or benefits of tourism development are analysed.

2.5.5 Step five: Policy and plan formulation

The results obtained from the previous step are unlikely to produce a unique solution. Therefore, it is crucial to formulate policy alternatives derived from analysis and synthesis; these options then suggest different possibilities for development strategies. Khuzwayo (2012) suggests that policy choices should be based on possible economic, physical and socio-cultural costs and benefits. However, each plan needs to consider any potential complications that may arise at the implementation stage. After the above steps are concluded, George (2013) notes that various options are examined and only the most appropriate plan is chosen and drafted for policy consideration. In this stage, it is crucial to have active involvement of the government, directing the committee and other interested parties to review analyses and conclusions and evaluation of policy alternatives (Inskeep, 1991; Hall, 2008; Howlett, 2019).

2.5.6 Step six: Recommendations

This step entails the formulation of recommendations on plan-related project elements. Based on the analysis, a prepared policy and plan have been selected, a well-structured plan is finalised and related recommendations are completed. Together with recommendations submitted to government authorities, the completed project is accompanied by methods on tourism to be developed. The government or private sector's role is to decide which recommendation to pursue, depending on forthcoming conditions. In the context of this study, it is the role of other tourism stakeholders such as tourism organisations to make submissions to the ORTDM about the proposed development.

2.5.7   Step seven: Implementation and monitoring

The selected plan is put into operation at the lowest level of planning. The district- and local municipalities are most likely to carry this activity because this is where the actual implementation of national or provincial plans occurs. This mandate is carried out by organising supportive leadership, allocation of adequate resources and a team that helps to implement tourism development plans. Meyers et al. (2012) and Howlett (2019) recommend that a series of steps and the sequence of activities required for implementation should be listed. Continuous monitoring is needed on the plan's recommendations. Inskeep (1987), supported by Khazai et al. (2018), further mentions that once the tourism development plan has been put into action, it must be closely monitored. This helps to detect any deviations from the anticipated path of tourism development (Khuzwayo, 2012:53). George (2013:179) shares Khuzwayo's sentiments and states that the management at all levels must continually report on progress made to achieve development goals.

2.6   South African tourism institutional structure

The National Tourism Sector Strategy is a tourism policy framework. Figure 2.3 indicates the different levels of planning for tourism in South Africa in descending order from national, provincial, regional and local levels. As shown in Figure 2.3, institutional structures create a platform to facilitate stakeholder engagement, planning and collaboration to advance national tourism objectives and the implementation of the National Tourism Sector Strategy. It is of the utmost importance to have these structures at different levels to address issues that have been identified within municipalities, even up to the highest level. Institutional arrangements also outline structures about the coordination of tourism activities between the different spheres of government and between public and private sectors. The tourism department leads coordination at the national level, whilst provinces are responsible for coordination at a provincial level and provide support for the establishment of district/local structures. The local government must designate resources to enable proper coordination at that level. Relevant stakeholders are to agree on the modalities to realise the effective coordination of the institutional arrangements and in so doing, they must take into cognisance local dynamics. Figure 2.3 below shows South African tourism institutional arrangements as recommended by the National Tourism Sector Strategy (SA DT, 2017).

Figure 2.3: Tourism institutional arrangements

SA DT (2017:54)

Figure 2.3 displays institutional arrangements of South African tourism and Table 2.1 below discusses fundamental structures at the national level of governance (SA DT, 2016:43).

Table 2.1: Tourism structures at the national level

Organisations	Functions
National Department of Tourism	The Department of Tourism is responsible for national tourism policy, regulation and development.
South African Tourism	This structure is responsible for international and domestic marketing.
MINMEC	The intergovernmental tourism forum of the National Minister of Tourism and the provincial MECs for Tourism. Its primary focus is to discuss and agree on national tourism policy matters
MIPTECH	This structure coordinates provincial and national tourism affairs in preparation and support of the MINMEC. This interprovincial technical committee on tourism is an intergovernmental forum of national government tourism officials, heads of provincial tourism departments, SALGA and CEOs of tourism authorities.
Tourism Working Groups	The working group considers and recommends relevant matters to MIPTECH. This group also deals with governance, planning, development and marketing issues to ensure alignment, coordination and collaboration.
National Tourism	A tourism multi-stakeholder forum coordinated by the NDT and attended by representatives from the private and public sectors to

Stakeholders Forum	deliberate on strategic and topical issues, including the implementation of the National Tourism Sector Strategy.

Source: SA DT (2017:43).

The above tourism institutional structures form part of tourism leadership at the national level. They lead the coordination of tourism activities, provide guidance and support to provinces.

2.7 Stakeholders in tourism planning and management

There are different stakeholders involved in tourism planning and development. Khuzwayo (2012:25), and Glen and Mearns (2018:113), state that tourism role-players are diverse and they provide an exciting and valuable insight into how they affect tourism development. These stakeholders are parties, individual organisations interested in tourism planning and their decisions affect tourism development (Saito & Ruhanen, 2017). Bramwell and Sharman (1999) and Lalicic (2018) forecast many potential benefits for stakeholders in a destination working together and attempting to arrive at a consensus about tourism policies. Not every stakeholder is discussed in the following section but the private sector, government, donor agencies, civil societies and local communities (Haukeland, 2011; Mudimba & Tichaawa, 2017) are given special attention.

Consultation between tourism stakeholders forms an essential step in tourism planning to ensure a well-balanced and coordinated tourism plan. Hyytia and Kola (2013:708) warn that a lack of collaboration may result in miscommunication between government departments and other tourism stakeholders. Therefore, it is necessary to have a link between tourism stakeholders involved in tourism planning. The literature reviewed in this study delivers several views and understandings regarding which organisations are responsible for tourism planning, policy development and management.

2.8 The government's role in tourism planning

As mentioned in the introductory chapter, tourism is a big industry and a significant contributor to global economic activity. The government plays a critical role in influencing and supporting the tourism industry. The term 'government' is commonly associated with public agencies that work and implement decisions (plans) of parliament (George, 2013; Canel & Luoma-aho, 2018). The role of government has often been described as necessary in the development of tourism because it is responsible for creating the institutional environment within which the tourism industry operates (Schmallegger & Carson, 2010:111; Higgins-Desbiolles, 2020). It is the government's responsibility to create a favourable policy environment that help to attract investors and drive tourism development. Government is used interchangeably along with the state, public service and administration (Hall, 2005:218; Kim, 2017). The tourism industry is

government-led, private sector-driven and community-centered (Roe & Urquhart, 2001), but George (2013:148) argues that government involvement is vital for the following reasons:

- Government can help to create a healthy working relationship between individual businesses that share common interests;
- The government's responsibility is to protect a country's heritage (heritage sites, museums and other tourist attractions) and identity (landscapes, beaches and national parks);
- Government can assist with planning and the regulation of the tourism industry;
- Tourism requires a partnership between the public and private sectors; and
- The government should always assume a leading role and let the private sector drive the growth of tourism.

In some cases, the government has challenges in determining appropriate levels of involvement to successfully regulate the activities of individuals and businesses in tourism (Kubickova, 2018: 74). These challenges might be associated with the fact that tourism is a fragmented economic activity that relies on other sectors to survive. So, the government needs to determine its level of involvement and the role that it is going to play in tourism planning and development. From time to time, the government may assume a passive, active or intermediate role in tourism planning (Inskeep, 1991; George, 2013:148; Kim, 2017; Kubickova, 2018).

Passive involvement is when the government neither discourages or encourages tourism and adopts general development processes (Inskeep, 1991:171; Lyon et al., 2017). The government may design plans which may assist the tourism development but are not explicitly designed for tourism. Passive involvement includes interregional trade agreements, visa regulations and air traffic agreements. Active participation is when the government plays a direct role in tourism development, for example, introducing procedures such as the White Paper on the Development and Promotion of Tourism in South Africa (1996) and the National Tourism Sector Strategy (2016-2026). The government is responsible for coordination, planning, legislation and regulation and tourism promotion (Hall, 1994; Kubickova, 2018). Government functions are discussed in the following section.

2.8.1 Coordination

This role refers to formal relations between existing networks of Government (Meyer & Rowan, 1977; Hall, 1999; Hall, 2000; George, 2013). Communication forms an integral part of this function (Lemmetyinen & Go, 2009; Kapucu & Hu, 2021). All government activities (strategies and policies) should be coordinated to ensure no contradictions between government policies (Peters, 2006; Mozaffarian et al., 2018). It is, in this instance, essential to ensure that government policies are carried out right down to the municipal level. This shows good

coordination and is indicated by the availability of by-laws that are in line with the country's national policy.

2.8.2 Planning

Government involvement in planning tourism occurs in different forms such as infrastructural development, land zoning, promotion and marketing. Various levels (national, provincial and local) and institutions (government agencies) form part of the tourism planning network. Khuzwayo (2012:18) and Tien (2019:12) consider planning as a strategic function performed at a strategic level in any situation, to ensure the smooth operation and coordination of efforts. Plans are based on human-believed actions (Hall, 2008; Wolf et al., 2020). In most cases, programmes serve as the foundation or guideline for an organisation's future. Planning involves allocating available resources, projecting development goals focusing on the future (Wheelwright & Clark, 1992; Fennell, 2002; Loucks & van Beek, 2017). In the context of this study, Talwar (2006:74) and Alferjany et al.'s (2018:18) definition of planning as a process of recognising objectives and assessing methods of achieving planned goals has been adopted to capture the role of tourism stakeholders in tourism policy planning and implementation in the ORTDM.

2.8.3 Legislation and regulation

George (2013:149) demonstrates that the government possesses a different kind of power that affects tourism. Over the past years, many developed and developing countries, including South Africa, have considered tourism as one of their major economic sectors. This development has motivated destinations to develop different legislation regulating tourism, including the Tourism Act in 2014 (Act no. 3 of 2014) and the National Tourism Sector Strategy of 2016. The National Department of Tourism's annual report of 2017-2018 (SA DT, 2018) highlights the constitutional mandate of tourism as part of Schedule 4 to the Republic of South Africa Constitution. It lists tourism as a functional area of concurrent national and provincial legislative competence.

The Tourism Act no. 3 of 2014 has a legislative mandate and aims to promote the following:

- The practices of responsible tourism for the benefit of the Republic and the enjoyment of all its residents, including foreign visitors;
- To provide effective marketing of South Africa as a tourist destination; to promote the quality of tourism products and services;
- To promote growth and development of the tourism sector; and
- To enhance cooperation and coordination between all spheres of government in developing and managing tourism.

Together with the Tourism Act no. 3 of 2014, there are different policy mandates. These include the National Development Plan, which recognises tourism as one of the main drivers of

employment and economic growth; the New Growth Path, which includes tourism as one of the six pillars of economic growth; the National Tourism Sector Strategy, which provides a blueprint for the tourism sector in pursuit of tourism growth targets contained in the New Growth Path and the White Paper on the Development and Promotion of Tourism in South Africa, which provides a framework and guidelines for tourism development and promotion in South Africa (SA DT, 2018).

These legislations and policy documents are developed within the guiding principles of the South African Constitution. Ntonzima et al. (2014) define the Constitution as a political order that encourages humanity as a priority and citizens' rights in political participation. Hence parliament discussion papers and citizens' concerns form a central part of tourism guidelines. For this study, these guidelines are also known as public policies or by-laws.

Tourism plans should enable the growth of the tourism sector, improve living standards in communities and protect fauna and flora (Eagles et al., 2002; Jamal & Stronza, 2009; Sebele, 2010; Anup, 2017). One of many guidelines developed by the SA DT is the "National Department of Tourism Strategic Plan". The mission is to grow a sustainable tourism economy through corporate governance, strategic partnerships and collaborations (SA DT, 2015:11). Saad et al. (2014) indicate that the government has a responsibility to designate policies consistent with tourism growth and development. The Constitution and citizens guide all government policies.

Like tourism, there is no wholly-accepted definition for public policy and defining it is problematic (George, 2013; Hartley et al., 2019). Hall and Jenkins (1995), supported by Putro et al. (2021), believe that a public policy is a decision in which the government chooses what to do or not to do in respect of tourism. One can agree that policies form an essential part of government involvement in tourism. On the other hand, tourism policy can be defined as a set of guidelines and regulations that provide a framework within which the collective decisions directly affect long-term tourism development (lifeasabutterfly.com, 2018). Börzel (1998), supported by Williams (2004) and Liasidou (2017), describe the policy as information that relates to network relations to keep a balance between tourism and other sectors of society. All these scholars share similar ideas about policies. They all agree that policies are about decisions and guidelines for tourism development.

Tourism is subjected to different guidelines that impact its survival and operations (Risteskia, Kocevskia & Arnaudov, 2012; SA DT, 2018:2). George (2013:147) claims that "public policy-making has become an important part of the system of many governments". It is crucial to ensure that policies are there to guide the development of tourism. Policies can be viewed as an essential aspect of tourism planning and development (Liasidou, 2017:32).

Tourism policy addresses three correlated subjects—political intentions, how decisions are made and the repercussions of those decisions (Turner, 1991; Mordue et al., 2020). The South African government introduced different policy initiatives that serve as guidelines for tourism development. Over the years, these policies have evolved from the White Paper on the Development and Promotion of Tourism in South Africa proposed by SA DEAT (1996), to the Responsible Tourism Guidelines (Spenceley et al. 2002), then the Tourism Sector Codes of Good Practice adopted from Arya and Bassi (2011), the New Growth Path and the shared vision National Development Plan (SA NPC, 2013), as well as the National Tourism Sector Strategy. These guidelines should be noted as a roadmap to developing tourism in South Africa (SA DT, 2013; SA NPC, 2018). All tourism stakeholders developed these initiatives to grow the tourism economy in South Africa (Rogerson, 2014).

These plans acknowledge that there are divisions in the South African economy (Karodia, Rehman & Soni, 2016). The DoT seeks to promote transformation within the tourism industry. The SA NPC (2013) reported separations within the tourism economy and plans to redistribute it for equal access to all South Africans. The DEDEAT policy agenda is to revive rural areas (Mathfield, 2013:6). Rogerson (2015:278) further suggests that a policy should focus on disadvantaged communities in rural areas and the following section discusses different levels in tourism planning.

2.9   Tourism planning at the international and regional level

On a global scale, tourism is represented by the UNWTO, which is under the UN. According to the UN (n.d.), their role is to advocate for global peace, security, social and economic development. Tourism forms part of their initiatives for economic growth. In collaboration with research institutions, members of the UN have invested in research to offer global support for tourism development. The UNWTO promotes tourism as a driver of economic growth, inclusive development, environmental sustainability and offers leadership and support to the sector in advancing knowledge and tourism policies worldwide (UNWTO, n.d.). South Africa is also a member of the African Union (AU), which is a governing body for the African continent.

In 2002, AU was formally established as the successor to the Organisation of African Unity (OAU, 1963-1999) and is now a continental entity that comprises 55 states that make up the African continent (African Union, n.d.). The African Union (2015, cited by Dramani & Mbacké, 2017:1), states that Agenda 2063 is the AU vision for an integrated, prosperous and peaceful Africa, driven by its citizens and representing a dynamic force in the international arena. The AU vision serves as motivation for African countries (including South Africa) to take advantage of the structural transformation to boost economic growth and tourism can fast-track Africa's economic growth (Pillay & Bass, 2008; Knott et al., 2017; Higham, 2018). South Africa is also

a member of the Southern African Development Community (SADC) and the Regional Tourism Organization of Southern Africa (RETOSA) is a tourism body for the region.

According to Acheampong and Tseane-Gumbi (2016:2), RETOSA is a regional body that is responsible for the promotion and marketing of tourism in the SADC region. This organisation is governed by a board of directors made up of representatives from the SADC countries' national tourism departments and national tourism private sector umbrella organisations (Mugadza, 2019; Acheampong & Tseane-Gumbi, 2016), for example, South African Tourism in the South African context. As a member of the UN, AU, SADC (RETOSA) and guided by UNWTO Sustainable Development Goals, SA DT developed a National Tourism Sector Strategy in 2011 and later revised it in 2017. The focus of this study excludes the aforementioned levels of planning and only starts from the national level, as discussed in the next section

2.10   Tourism planning at the national level

The national government's responsibility is to act as a facilitator for tourism growth, resulting in substantial financial and administrative commitment from the government (Schmallegger & Carson, 2010:113; Liu et al., 2020a). The Government can also create a well-balanced policy to ensure that all tourism stakeholders benefit from tourism gains. In the South African context, the DoT introduced a national shared vision to promote and develop tourism in South Africa. According to SA DT (2017), supported by Sifolo et al. (2017) the mandate of the National Tourism Sector Strategy is to make provisions for development, intergovernmental coordination and the transformation of the tourism industry. The tourism strategy development is in line with the Republic's Constitution and cannot achieve it without the support of tourism stakeholders.

The national government is a custodian of the constitutional promise of a better life for all (OR Tambo District Municipality, 2014:4; du Plessis, 2018). Therefore, the national government needs to create conducive policies that allow tourism businesses to operate without limitations. The tourism sector is private sector-driven and small businesses might struggle to operate if the Constitution or government policies discourage a free-market economy. Tourism may generate significant effects on economic growth (Makhlouf, 2012; Lopes & Soares, 2017). Tourism planners should develop policies that encourage the development of the tourism sector in South Africa. Political ideologies have an impact on how development policies are being formulated (Bhandari, 2019). Therefore, it is essential to get the necessary support from the government to ensure that the cabinet and social groups support tourism. All spheres of government endorsed the introduction of the New Growth Path and the National Development Plan, which Rogerson (2015:278) sees as a positive way for tourism development. It is also vital to encourage coordination between policies at all levels of movement (SA DT, 2017).

An overall tourism strategy is required at the national level to serve as a blueprint for tourism development. Increasing concerns about tourism development led to the introduction of the National Tourism Sector Strategy in 2011, which was reviewed in 2017 and the Tourism Act no. 3 of 2014. The DoT is responsible for setting tourism goals at the national level. This study only focused on determining stakeholders' involvement in the tourism development policies at the district level of governance. Generally, it is the government's role at all levels to formulate guidelines for tourism development. However, it is vital to collaborate with other tourism stakeholders to support tourism plans and policies. Pursuing it further, Saad et al. (2014) and Dunets et al. (2019) propose that a tourism policy should be consistent with tourism development.

2.11 Tourism planning at the provincial level

According to Wu et al. (2016), the provincial government is the second-most prominent level of governance and is responsible for the administration of the lowest level of management. The provincial government can be defined as a legislative and political leadership accountable for service delivery to people in their respective areas (COGTA, 2017). This study does not focus on service delivery, however, the provincial government's role in the tourism development context is discussed.

According to OR Tambo District Municipality (2014), the provincial government is entrusted by the state to advance the quality of life of its citizenry. Mishra and Verma (2017) further recognise tourism for its positive role in socio-economic development in communities. Timothy (1998) and Liu et al. (2020a) argue that the provincial government should support tourism development plans from the national government. This can be done by allocating much-needed resources for tourism development (de Oliveira, 2003; Liu et al., 2020a). Also, the provincial government can introduce different programmes and delegate them to different municipalities for implementation. For example, one of this study's objectives is to determine the perceptions of tourism stakeholders in the tourism policy development process.

Andriotis et al. (2018) concur with Inskeep (1991:35) and state that provincial plans are formulated within the national tourism plan and policy framework. In the South African context, the Eastern Cape tourism plan (as in any other province in South Africa) should be developed within the National Tourism Sector Strategy structures. Usually, regional programmes focus on regional policy and transportation networks of facilities and services (Inskeep, 1987; Kester et al., 2018). Sitinga and Ogra (2014) suggest that a well-developed and positioned infrastructure can contribute to a variable number of tourists. Therefore, the regional level of planning (also called provincial planning) is more detailed in infrastructural development than the state level/national level. Beleli (2005) with Liu et al. (2020b) notes that provincial or regional plans should include institutional structures, frameworks and investment policies.

Regional planners should develop policies to promote economic development without dismissing potential social and environmental impacts (Roberts, 1994; Scheidel et al, 2020). In closing, Inskeep (1991:36) suggests that regional education and training programmes should form part of regional or provincial tourism planning.

2.12   The sub-regional or municipality level of planning

There is a broad array of literature that investigates public sector intervention in the tourism sector and scholars should also direct attention towards a better understanding of the rationality, roles and activities of this engagement in the tourism sector, particularly at the local government level (Shone et al., 2016:2). This study notes this knowledge gap and, therefore, seeks to evaluate the implementation and alignment of tourism development policies in the ORTDM. In the South African context, the municipality level is administered by SALGA, whose aim is to encourage coordination in municipalities and relationships in government (SALGA, n.d.).

The local government plays a vital role in translating tourism plans into action and supporting tourism development in municipalities (Local Government Management Agency, 2017:3). Cities play an essential role in implementing development plans; at the local level, municipality plans are more specific and seek to achieve national plans. In pursuing this, Jenkins (2015) pleads that local government intervention should not be linked with only those of market failure or imperfections. Their involvement in the coordination of tourism development plans is necessary and tourism development is most likely fail if left in the hands of profit-motivated private sector entrepreneurs. Armenski et al. (2018) highlight the significance of public-private sector partnership and communities to ensure all tourism stakeholders have input on decision-making about tourism plans. Local government, at all times, should represent the best interests of the wider destination community.

The tourism sector is more of a private sector-driven economic activity, hence, some policies have neoliberal influence. In support of the previous statement, Shone et al. (2016:2) state that a more advanced neoliberal style has emerged. Governments attempt to reconnect with communities by refocusing on the basic economic and social development unit from national, regional and local levels. Unlike in the past, local government is more into tourism activities, with local government involvement extending beyond infrastructure development, rates collection and waste management. Abrahams (2018:139) states that municipalities have a responsibility to develop policies consistent with the nation's tourism strategy. Local municipalities should be recognised as essential and influential stakeholders for destination development. Cameron et al. (2001:1) and Ramaano (2021) suggest that municipalities and elected officials should translate the principle of tourism development into action by implementing tourism policies. Policies at the local level should be aligned with the national

and provincial development goals and should be centred around communities (de Jong et al., 2016).

Poorly developed infrastructure and under-developed facilities are one of many challenges that hinder tourism development in municipalities (Chakwizira et al., 2010; Guri et al., 2021). Sitinga and Ogra (2014) mention that developed destinations are well positioned in terms of infrastructure. Developed infrastructure creates different economic opportunities; for example, airport or hotel upgrades may boost the local construction sector. Shone et al. (2016) argue that the co-existence of multiple stakeholders is acknowledged as one of the defining characteristics of a tourism destination. Tharage (2016:2) states that tourism has been identified as a critical element of economic development. Saad et al.'s (2014) research focuses on exploring responsible tourism development and credits the role of local authorities in tourism development. Churugsa et al. (2007) suggest that the role of local government in planning and regulating tourism development is essential in ensuring sustainable and equitable development objectives. The development duties of the municipality are discussed in the Constitution of the Republic of South Africa (Berrisford, 2011). The role of the local government with regards to tourism development, as stated in the White Paper on Development and Promotion of tourism in South Africa (SA DEAT,1996:43), includes the following:

- Land-use planning, urban and rural development;
- Control over land use and land allocation;
- The provision and maintenance of tourist services, sites and attractions, e.g. camping and caravan sites, recreational facilities (including parks, historical buildings, sports facilities, theatres, museums) and public services;
- The provision of road signs per nationally established guidelines;
- Control public health and safety;
- Facilitate the participation of local communities in the tourism industry;
- To facilitate the establishment of appropriate public transportation services, e.g. taxi services;
- To license establishments following national framework and
- To promote and financially support the establishment of local tourism associations and organisations to facilitate, market, coordinate and administer tourism initiatives.

The tourism sector creates activities that significantly contribute to a destination's development and decrease the economic imbalance between regions in several parts of the country (Lopes & Soares, 2017:21). Tourism is vital for rural development because its contributions to the rural economy are likely to close the rural and urban economy gap. Before the outcome of any tourism development strategy, policymakers need to identify the primary economic, natural, cultural, heritage resources and other tourism resources with distinctive and possibly unique

characteristics (Lopes & Soares, 2017:21). By identifying tourism resources, policymakers and destination planners can develop many tourism products.

Some challenges may affect the implementation of tourism development policies. The Eastern Cape Government (2017) states that local authorities have a limited influence on the national government, resulting in a contradiction between government policies. Communities also form an essential part of tourism planning and visitors' experience. Therefore, they must be included in every aspect of planning and decision-making about tourism planning and development. Sitinga and Ogra (2014) illustrate that in some communities, tourism is perceived as an activity for the wealthy who are not interested in any forms of development associated with tourism. Therefore, it is essential to conduct continuous monitoring to ensure a link between tourism, the government and communities.

2.13   Promotion of tourism

It is the government's responsibility to promote tourism in different markets (locally and internationally). This can be done through marketing and promotional campaigns (George, 2013:151; Moore, 2021). Marketing campaigns seek to promote and create domestic and international tourism demand. Destination marketing organisations (DMOs) such as "The Spirit of Africa" attract both local and global investors to the tourism sector (Prideaux & Cooper, 2003). The government's role is to increase foreign currency earnings and reinvest in the tourism industry by creating employment opportunities. There are different government organisations at the international, regional, national, provincial and local levels responsible for promoting the tourism sector. An example of these organizations and groups is discussed in the next section.

2.13.1 The intergovernmental and governmental agencies

On a global scale, tourism is represented by the United Nations World Tourism Organisation (UNWTO), World Travel and Tourism Council (WTTC) and the Organisation for Economic Cooperation and Development (OECD). At the continental and regional level, it is represented by the RETOSA. All these agencies are designed by governments from other countries who partner to develop and promote tourism worldwide. For example, each has its function such as:

RETOSA: To promote and market tourism in the SADC region.

UNWTO: assist its members in maximising positive economic, social, cultural effects of tourism. This organisation also helps its members with tourism planning as a fulfilling member of the United Nations Development Programme.

WTTC: Privately sponsored lobby group that represents the interests of tourism organisations (George, 2013). WTTC works with governments to maximise tourism contributions to the global economy.

OECD: It works with over 70 countries, civil society and NGOs. It is known for its publications covering economic and social issues such as trade, education and the development of science and innovation (George, 2013).

International tourism agencies do not form part of this study, but their role in tourism development and marketing is acknowledged.

2.13.2 National governmental agencies

The national government's responsibility is to act as a facilitator for tourism growth, resulting in substantial financial and administrative commitment from the government (Schmallegger & Carson, 2010:113; Liu et al., 2020b). At the national government level, tourism agencies work closely with the national tourism ministry, aiming to promote and develop tourism to international markets. Applying to the South African context, SAT is a perfect example of a national tourism agency. SAT is a marketing arm for the government and it is their responsibility to promote South Africa as a destination to domestic and international markets (SAT, n.d.). Tourism can have different tourism agencies with an interest in destination development and promotion. These agencies include national development of tourism, national tourism organisations, provincial tourism authorities, regional tourism organisations and local tourism organisations. The role of each organisation is discussed in the following section.

2.14 Local communities in tourism planning

Local communities form a crucial part of tourism planning, policy and destination management. In most cases, local communities act as a significant attraction to tourists (Khuzwayo, 2012:27). Further, Begum et al. (2014:314) highlight that tourism could be regarded as the only way for redevelopment. However, the authenticity of the historical fabric and destination identity must be respected. Again, Khuzwayo (2012) recommends that intangible aspects of communities such as cultural manifestations can be an essential part of attractions. It is important to involve communities in tourism planning because it gives them a voice as they are affected by tourism development (Swarbrooke, 1999:126). Community involvement in tourism planning allows planners to make well-informed decisions based on local knowledge (Jamal & Getz, 1995). Olorunfemi and Raheem (2008) further state that community involvement in tourism planning may reduce potential conflict between tourists and the host communities.

Tourists seek "real life" experiences and in most cases, they spend time in communities interacting with locals. This can be noted as a positive shift in the tourism industry. However, (Khuzwayo, 2012) warns that several risks may result from the contact between the tourists

and host communities. Therefore, it is important for communities as participants in tourism planning because they are affected by policy decisions taken at the planning stage.

Collaboration between tourism stakeholders improves policies and related actions (Bramwell & Sharman, 1999; Damayanti et al., 2019). Stakeholder collaboration may help to promote socio-economic considerations and the environmental impacts of tourism. On the other hand, Saito and Ruhanen (2017:189) caution that "not all destination stakeholders have the same level of power" and Robinson et al. (2011:78) categorise local communities as having less influence in collaborative activities or decision-making. These views can be challenged because local communities can express their concerns and may be able to influence stakeholders. Clifton et al. (2018) warn that communities can partake in boycott campaigns and strikes if they are not happy with the tourism development.

Conflict may arise if there is a fight over resources such as land, water and other resources. Hence tourism policies play an important role because, if tourism is planned properly with community involvement, fighting over resources can be avoided by introducing tourism measures. It is the government's responsibility to protect tourists and host communities (Honey, 2009). Khuzwayo (2012) and Damayanti et al. (2019) indicate a need for collaboration between stakeholders concerned with tourism policy, planning and development, mainly where communities are concerned.

The critical facts from the reviewed literature focused on tourism planning and stakeholder involvement. Therefore, it is important to understand the importance of planning in terms of the multi-stakeholder approach. The multi-stakeholder approach to planning requires physical confrontation and people and various groups (Ntloko, 2016). George (2014:275) describes a stakeholder as an interest group involving product owners, employees, community and NGOs. However, in the context of this study, stakeholders included the district municipality representatives, ECPTA, which represents the provincial government and the local tourism forum which represents the interests of the private sector and communities. The multi-stakeholder approach involves workshops and they "are a method of government-guided planning and allows for multi-stakeholder participation and joint consultation" (Liu et al., 2020b:8808). This process informs decision-making to determine tourism goals and objectives (Fontaine, 2005:17).

Cronin et al. (2004) and Xu et al. (2019) suggest that there is a need to develop strategies to ensure that stakeholders engage positively. Go and Klooste (2006:139) highlight a need for more structured stakeholder dialogues to enhance decision-making in planning. Finding stakeholders is vital to numerous practical, political and operational motives (de Araujo & Bramwell, 1999:356-357). The selection or identification of specific stakeholders can affect a perfect planning process and the credible outcomes of planning. Meanwhile, the current study focuses on tourism development policies, which constitute the tourism industry's operations.

The theory discussions and presentations are aligned with the other philosophies presented in the study.

Furthermore, the literature reviewed in the next section presents a way forward to a deeper understanding of tourism policies in the South African context, showing the relationship and the interdependency between stakeholders, tourism development and policies. In terms of this context, the success and forthcoming of tourism policies are shown as dependent on the participation of a range of stakeholders. The next section further details tourism planning in South Africa and the role of tourism policies in district municipalities.

2.15   Tourism plans and Strategies in South Africa

The role of the national government is to act as a facilitator for tourism growth that results in substantial financial and administrative commitment (Schmallegger & Carson, 2010:113). The organisational commitment can create a well-balanced policy to ensure that all stakeholders benefit from tourism. The South African National Department of Tourism introduced the first version of the National Tourism Sector Strategy in 2011, the main aim of which was to promote and develop tourism in South Africa (SA DT, 2016). The first version of the National Tourism Sector Strategy was later revised and approved by Cabinet in December 2016. According to the South African Tourism Portfolio Committee (2019), the revision aimed to determine the necessary adjustments in the old version to ensure that it remains relevant to current government plans and policies. The National Tourism Sector Strategy serves as a blueprint that guides provincial and local programmes.

The new version focuses on the inclusive and quality growth of the South African tourism economy. SA DT (2016:16) states that the mission of the National Tourism Sector Strategy is to "…increase the direct contribution of tourism to the economy through partnerships, research-based collaborative planning and the implementation of agreed priority actions". With trust and accountability regarded as the first guiding principle to achieve its mission, the South African tourism fraternity can work together, strive for tourism service excellence by promoting responsible tourism. The National Tourism Sector Strategy, just like any other strategy, has goals that it seeks to achieve. Launching South African tourism month (September) in 2019, Minister Mmamoloko Kubayi-Ngubane (2019) reaffirmed the strategic goals or pillars of the National Tourism Sector Strategy, such as effective marketing, facilitating ease of access, visitors experience, destination management, as well as broad-based benefits. Each goal is discussed in the following section.

2.15.1 Effective marketing in South African tourism

Effective marketing requires a clear vision and goals from the organisation to engage with the targeted market. The main concern for the DoT with its partners is to promote South Africa to become a prime destination and improve the conversion rate (SA DT, 2017:19). Witcherley

(2019:6) foresees "marketing effectiveness as the return on marketing investment against a predetermined set of objectives". Getting the return on investments requires a clear tourism strategy and collaborative efforts amongst tourism stakeholders. The SA DT (2016:19) vowed that SAT would be investing its marketing budget in strategically essential regions that could deliver the maximum return on investments.

However, the above cannot achieve rhetoric. Therefore, determination from public and private sector participation, brand management and marketing campaigns are required to attract local and international markets (Prideaux & Cooper, 2003:35). The industry as a whole, with the support of Regional Tourism Marketing Agencies and Local Tourism Marketing Agencies, can assist with the improvement of markets and segment prioritisation. South African Tourism can then implement a product-driven integrated marketing approach with contributing partners. This can be noted as a step forward to improve the effectiveness of international marketing. Over the last couple of years, South Africa has become a renowned and attractive destination for events (business, sporting and lifestyle) and holiday seekers. This has originated from the experience and benefits of hosting significant events over the last years (SA DT, 2016:20).

2.15.2 Facilitating Ease of Access into South Africa

SA DT (2016:20) conveys that "this pillar specifically focuses on addressing impediments that limit the ability of potential international and domestic tourists to travel to and within South Africa". South Africa can be marketed to every corner of the globe but the tourism sector is most likely to fail if any policy conditions are not consistent with the tourism message. Despite South African Tourism coining a phrase or a marketing campaign like "A home away from home", as catchy as it may sound, Hall (2001:602) argues that tourism growth is impacted if there are any restrictive conditions in the regulatory environment. Such restrictive conditions include visa regulations, air traffic agreements and for example controversial regulations such as "Unabridged birth certificate rule" designed for minors travelling to South Africa. Government should adopt policies that seek to support the growth of the tourism industry. Therefore, it is essential for the DoT and the entire tourism fraternity to continuously monitor changes in the external environment and find methods to respond to these changes. SA DT (2016:23) reports that this pillar is for unified travel facilitation and access to participate in tourism. This requires a collaborative partnership amongst stakeholders in which government and tourism must assume a leading role (SA DT, 2016:23).

- Facilitate increased travel through the application of a tourist-friendly visa regime and automated passenger movement and monitoring systems;
- Improve airlift access and routes particularly for priority markets;
- Improve domestic air access;
- Create a conducive and legislative and regulatory environment for tourism development and promotion; and

- Facilitate ease of doing business to ensure the growth of the tourism economy.

Government policies should provide guidelines for tourism businesses. However, their unintended consequences could become a barrier. Hence, the tourism industry must contribute to the development and review of regulatory instruments that impact tourism (Hall, 2011:437).

2.15.3 Visitor experience in the destination

According to the SA DT (2016:26), South Africa aims to "provide excellence in visitor experiences for travellers (both domestic and international) to achieve customer satisfaction and inspire repeat visitation". This pillar is made up of many elements, such as tourist attractions, service levels in hospitality establishments and the destination's ambiance. Visitors' experience is almost certainly the most critical aspect of tourism. One happy client means more tourists coming into the country because they mostly like to recommend the destination to friends and families.

In support of the statement mentioned above, Kozak and Martin (2012:189) and Trung and Khalifa (2019) argue that happy travel experiences also increase positive word-of-mouth referrals and repeat visitors. The government or individual tourism businesses cannot attain this alone, which is why multi-stakeholder participation is essential to tourism success and destination development (Waligo et al., 2013:343). Tourism services cannot be touched, stored or transferred (Booms & Bitner, 1980:339; Oraibi et al., 2020). Therefore, the entire tourism sector must develop tangible and intangible elements that can help enhance visitors' experience. The development or upgrade of existing tourist attractions and the improvement of service standards can also help to inspire repeat visitation and attract new travellers.

2.15.4 Managing South Africa as a tourist destination

A destination can be defined as a physical or perceived location that consists of attractions (primary and secondary) and supporting amenities (George, 2014:357). Good relations between tourism stakeholders are essential to destination management and its competitiveness. SA DT (2017:31) defines destination management as practices, activities and relationships that help organise the South African tourism system. Different destination management companies (DMCs) are responsible for the planning, arrangement and management of the destination.

The expected outcome report for this pillar is to provide for sustainable development and management of the tourism sector in South Africa. It involves developing tourism standard guidelines and quality assurances, research, intergovernmental and department support and the definition of roles and responsibilities for provincial and local government (SA DT, 2016:31). The tourism department assumes a leading role and aims to improve the distribution of tourism marketing supported by provincial and local governments. This can be achieved by the alliance between the national government and district municipalities.

2.15.5 Broad-based benefits in the South African tourism industry

The Tourism Department aims to promote the empowerment of previously disregarded enterprises and rural communities to ensure comprehensive growth of the tourism sector (SA DT, 2016:36). Tourism development should include the involvement of rural communities in tourism planning and this helps to expose new tourism opportunities that expand tourism benefits. The government promotes inclusive growth to encourage youth and black women's involvement in tourism. Teare (2006) and Rogerson (2013) suggest that there is a need to transform the tourism industry to allow ownership and participation of previously disadvantaged groups.

This pillar seeks to achieve Broad-Based Black Economic Empowerment (B-BBEE) targets: ownership, management control, skills development, enterprise and supplier development and socio-economic development of tourism (SA DT, 2016:36). B-BBEE can be defined as a process that contributes to economic transformation and brings change or increase in the number of blacks who own and control the country's economy (Abrahams, 2019:823). B-BBEE modification is encouraged in all sectors of the South African economy. According to George (2013:129), this transformation has influenced the integration between South African tourism industry organisations. The primary role of initiatives such as the B-BBEE is to reduce inequalities in the South African economy.

The SA DT (2014) notes that the mandate of the National Tourism Sector Strategy is to make provisions for development, intergovernmental coordination and the transformation of the tourism industry in South Africa. The tourism sector strategy was established in line with support from different stakeholders and the Republic's Constitution guides it. Tourism departments at the provincial and municipality level, development agencies, NGOs and the private sector are expected to work together to ensure that each of the above pillars is attained as reflected in the National Tourism Sector Strategy. Nationwide, policy statements seek to set a tone for tourism planning at provincial and local levels (Pebane, 2016:57). The introduction of the White Paper on the Development and Promotion of Tourism in South Africa (SA DEAT, 1996), the New Growth Path (SA Department of Economic Development, 2009) and the National Development Plan (SA Department of the Presidency, 2012) are amongst critical policies that promote tourism and economic development in South Africa.

To accomplish the five critical pillars of the National Tourism Sector Strategy, the national government has introduced different initiatives to ensure inclusive and quality growth of the South African tourism economy. Notable marketing campaigns are such as "Short left" to promote domestic tourism and travel shows and "indabas" for international marketing. Gössling et al. (2009:1) and Dredge (2018) state that relations go a long way in the tourism industry. The South African government needs to improve the working relationship between public- and private sector relationships, intergovernmental relations and relationships between tourism

agencies and cities (SA DT, 2016). There are a few essential issues to consider for longevity and below are critical success matters for sustainable competitiveness in South Africa (SA DT, 2016:40):

- Provide strategic and visionary leadership driven by an agreed, shared and inspirational vision, a set of guiding values and strategic priorities, which are accepted and embraced by all public and private-sector stakeholders;
- Advocating for tourism amongst politicians and opinion leaders;
- Continuously and proactively aligning tourism with key developments and trends;
- Ensuring that future tourism product development and packaging are value and market-driven;
- Strategically managing reliable, timely and accessible knowledge;
- Use research as a key to future tourism planning, marketing and management of the resource base;
- Ensure that tourism is results-driven and adaptable to tourism structures at all levels;
- Keep the balanced approach between economic, social and environmental issues; and
- The tourism sector needs to respond to both the positive and negative issues that impact its growth.

2.16 Tourism planning in the Eastern Cape Province of South Africa

The NDoT is responsible for setting policies on how the tourism sector should operate. Louw et al. (2003:361) and Morisson and Doussineau (2019) suggest that provincial governments set policies relevant to the regional context. Provinces also are responsible for the management of municipalities. There are nine provinces in South Africa and each region develops its provincial policies and plans. Provincial plans consist of economic policies, zoning guidelines for locations and the expansion of areas within municipalities, towns and villages (Government of the Netherlands, n.d.).

This study investigates the role of stakeholders in the development and implementation of tourism-related policies in the study area. Consequently, it only makes sense to look into the provincial tourism hierarchy as presented in the National Tourism Sector Strategy. Table 2.2 shows institutional arrangements and the recommended tourism leadership at the provincial level. SA DT (2016:44) states that all provinces should complement one another, culminating in a solid and effective regional tourism development effort aligned to national priorities:

Table 2.2: Tourism structures at the provincial level

Structures	Description

● Tourism departments	The relevant legislation should mandate the department for tourism development.
● Tourism marketing authorities	Provincial tourism authorities should align their international tourism marketing efforts with those of SAT to ensure synergy.
● MEC Tourism Forum	This is a committee for provincial MECs and district mayors, CEOs of regional tourism marketing agencies and other relevant entities. They decide on tourism programmes and strategies. The MECs should be informed about provincial tourism priorities, interests and challenges which require national attention for consideration and discussion by MINMEC.
● Provincial Tourism Stakeholder Forum	A provincial multi-stakeholder forum coordinated and attended by representatives from the private and public sectors to deliberate cross-cutting planning, development and marketing issues. This forum considers and recommends relevant matters to the tourism above panel.

Source: SA DT (2016:44)

Tourism role-players are diverse and they provide an exciting and valuable insight into how they affect tourism development (Khuzwayo, 2012:25; George, 2021). In elaborating, Saito and Ruhanen (2017:190) note that each stakeholder is interested in tourism planning decisions. Stakeholders can try to work together and attempt to reach consensus about tourism policies. However, politics can somehow interfere in this process because different interests influence policy decisions at all levels of society (Hall, 1994).

Different groups form part of the tourism policy development process and each group has its interests. Haukeland (2011:140) and Mudimba and Tichaawa (2017:12) recognise the private sector, government, donor agencies, civil societies and local communities as essential stakeholders that form part of the tourism policy development system. However, Bowen et al. (2017:729) admit that "individuals capable of influence are necessary to destinations, but sometimes it is not possible to identify other stakeholder groups that are important in evaluating tourism and power". Hence, it is crucial to understand the roles and interests of each of the stakeholders mentioned above without snubbing others.

Bowen et al. (2017:725) further suggest the significance of evaluating power and its relations between different stakeholder groups when researchers review tourism policies' politics. The reasonable concerns interplay between stakeholders to influence policy direction about tourism and some attempt to change actions in the decision-making process (Jamal & Getz, 1999:292; Nguyen Long et al., 2019). In most cases, the government is viewed as the most influential and powerful stakeholder group. This is because the government has the authority to create

tourism policies (Matthews & Richter, 1991; Scheyvens, 2011; Nguyen Long et al., 2019), to promote economic development in communities and create a balanced approach between the economy, society and the environment (O'Sullivan & Jackson, 2002:327). Through legislation, the government can influence the tourism sector (Bowen et al., 2017:728) and, applying this case to the South African context, the NDT had to create a balanced policy based on stakeholders' interests and abilities.

The Eastern Cape is one of nine provinces in South Africa. Murray and Nakhjavani (2006:11) state that it is like other provinces; it has its provincial government that has legislative power vested in its legislature and regional authorities that are vested in a premier's office. Tourism falls under the DEDEAT. Based on an **Eastern Cape Department of Economic Development Environmental Affairs and Tourism (ECDEAT) (n.d.)** statement, the DEDEAT aims to lead the growth and development of the provincial tourism economy through its entity, ECPTA. Together with the DEDEAT and the regional agency, ECPTA, the EC government is guided by various national and provincial legislations. The provincial tourism agency seeks to lead the growth and development of the provincial tourism economy. It can be achieved through leading responsible conservation and tourism for current and future generations (Eastern Cape Parks Tourism Agency [ECPTA], 2020:12).

The provincial tourism sector still was regulated under the early 2000s through the Tourism Act, no. 8 of 2003, which sought to promote; the development and management of the tourism industry in the province, to promote Small Micro Medium Enterprises' (Semmes) participation in the tourism sector and provide tourism revenues and the registration of tourism and hospitality businesses (SA DT, 2014). Could this be noted as some inconsistencies from the provincial government's point of view? Also, one cannot use old legislation to control what is happening in the current environment. Therefore, the Tourism Act of 2003 was adjusted after the introduction of ECPTA. ECDEAT manages ECPTA and together they developed strategies for tourism development in the Eastern Province. Nationally, tourism is structured under the Tourism Act (Act no. 3 of 2014), which seeks to promote responsible tourism practices for the benefit of the Republic, its citizens and foreign visitors. The ECPTA formation concept is the Eastern Cape Parks and Tourism Agency Act, 2010 (Act no. 2 of 2010) and focuses on the following (ECPTA, 2020:12):

- To manage biodiversity in protected areas located in the province;
- Tourism management in Eastern Cape Province;
- To ensure the effective implementation of its biodiversity management and tourism and powers and duties granted in this act and any other laws; and
- To ensure excellence in the business and resource management of the Agency.

The provincial tourism agency takes a collection of regional and national regulations into consideration. Even though the ECPTA Act addresses similar items that are mentioned in the

South African Tourism Act (Act No. 3 of 2014), Liu et al. (2016:58) suggest that it should also take other legislations and policies into account because tourism is a fragmented activity.

2.17 Tourism planning at the district and local level of the municipality

The Municipal Structures Act no. 117 of 1998 provided a legislative framework for the joining and validation of municipalities under the Constitution of South Africa (SALGA, 2011:4; Hofstetter et al., 2020). Pretorius and Schurink (2007:25) credit the Municipal Systems Act no. 32 of 2000 for specifying the roles of district municipalities. These roles are defined and explained in the South African Constitution. Municipalities have a right to rule, own their programmes or initiatives and manage local government affairs; however, all these must be subject to national and provincial legislation (South Africa, 1996; Al'Afghani et al., 2019). Sperling et al. (2011:1341) further argued that the implementation of national policies and strategies are mainly distributed to municipalities.

Thornhill (2008:503) states that district municipalities are allowed to make and administer by-laws for effective administration. However, these by-laws must be aligned with national and provincial regulations. Section 151(4) of the Constitution of the Republic of South Africa cautions that a by-law that conflicts with national or provincial legislation is invalid (South Africa, 1996). As previously stated, the provincial tourism vision is the inclusive economic growth in the province supported by the sustainable use of natural resources (ECPTA, 2020:12). An effective tourism-coordinating mechanism was established between provincial and local governments to ensure combined efforts and optimal resource allocation and usage (SA DT, 2016:44). All levels of government should supplement one another.

In the context of tourism and district municipality involvement, a collaboration between governments is vital for developing the tourism sector. Hence, SALGA (2015:4) recognises the Intergovernmental Relations Framework Act no. 13 (IRF Act) of 2005 as the way to foster friendly relationships within government to ensure that all spheres perform their functions as required by the Constitution of the Republic. The Act also provides direction for the intergovernmental fora about coordination. Many policy documents are supporters of tourism management, such as the "Khawuleza" district development model. Based on Currie's (2019:3) comments, Khawuleza is a Xhosa word that means hurry and the district model aims to address service delivery and economic development challenges (ECPTA, 2020:8). Inconsistencies in planning and the implementation of policies have made monitoring and implementation of the South African government's programme complex (Sebake & Mukonza, 2020:344). Hence the government launched the above-mentioned district programme.

Districts and local municipalities are government spheres in their own right; however, it is recommended that they apply cooperative governance principles (Morçöl & Wolf, 2010:908; Herbig, 2019). Also, tourism planners in district municipalities should develop regulations that

comply with the mandate of the Municipality's Act, the Republic's Constitution and provincial tourism plans when undertaking local tourism planning and execution interventions (Irazábal, 2018:88). Therefore, Bramwell (2011:63) recommends coordinated efforts between spheres of government to avoid inconsistencies between tourism policies. District municipalities are responsible for developing, managing and maintaining tourism products and service facilities (Booyens, 2010; Espiner & Becken, 2014; Herbig, 2019). Getz and Jamal (1994:201), supported by Reed (1997:575) and Connell et al. (2009:873), emphasised that the role of a district municipality in tourism is like that of the provincial government. However, there is added focus on tourism policy planning, development and maintenance of many aspects of the tourism product. Rogerson (2006:41) indicates that the district municipality's role is to determine its tourism priorities to support tourism development. At all times, municipalities must have a database of all local tourism operators in their respective regions. The database helps to identify the number of available tourism services per region. In the ORTDM case, the supplier database can be fed into the provincial database, administered by ECPTA (SA DT, 2016:44).

The local government should do tourism plans and policies in collaboration with other local tourism stakeholders. Timothy (1999:388) advocates local stakeholder involvement because it helps develop tourism policies relevant to local conditions. Liu and Wall (2006:168) and Bichler (2019) state that local tourism authorities have a better understanding of available tourism resources, workforce and financial resources. Rural municipalities, like the ORTDM, are well-known for their shortcomings in tourism development. Rural tourism development should form an essential part of the ORTDM policies. But then again, when defining rural tourism, Lane (2009:357) mentions that it is a global phenomenon and warns that little is known about this tourism product (rural tourism) in developing countries. Unlike urban metros with big budgets allocated to economic development, rural municipalities have limited funds (Nel & Rogerson, 2007:9; Kulaba, 2019). Available resources only cater to service delivery and other basic needs (Jili & Mthethwa, 2016:103). Therefore, district municipalities should plan and implement strategies that are key to the growth and development of the tourism sector (Reed, 1997; Timothy, 1999; Kontsiwe & Visser, 2019).

Regional and local tourism associations, together with tourism fora, play a vital role in the tourism sector in district municipalities. According to SA DT (2016:44), the district tourism forum is chaired by the executive mayor or the chairperson of the tourism development portfolio, attended by local mayors or chairpersons of the tourism portfolio and supported by local officials. The district and local tourism fora are the leading platforms of engagement at the district level because there is representation from different groups that form part of the tourism ecosystem. Important issues such as tourism marketing and growth strategies for the region are discussed in these fora. Dredge (2006:276) articulates that regional and local tourism

associations are organisations responsible for representing the private sector tourism businesses. Greenwood (1993:337) states that these associations also act as lobby groups who speak with "one voice" on behalf of local tourism operators.

SA DT (2016:44) claims that establishing these groups depends on local dynamics because not all municipalities have equal tourism potential. Therefore, it is up to the district to decide to develop its tourism association. George (2013:164) outlines the importance of having these associations in municipalities and further states that sometimes they take bookings on behalf of the destination area. Mynttinen et al. (2015:463) suggest that tourism associations must keep an up-to-date database of all service providers for each region and area. Siakwah et al. (2020:10) suggest that tourism fora should engage and determine tourism priorities to support growth and development.

The key priority areas in district tourism policy that should be addressed are infrastructure development, crime prevention, zoning, community and local economic development (LED). The general infrastructure improvement considerations should enhance the capacity enhancement of telecommunications to ensure connectivity in rural tourist destinations (Thacker et al, 2019:27). Tourism's signage forms an essential part of tourism planning in district municipalities. In elaborating, Tirachini and Cats (2020:9) propose that there must be a link between both private and public transportation. Districts and local municipalities should develop regulations that govern the tourism sector, including the licensing of businesses to support independent tourist movements (De la Calle-Vaquero et al., 2021:21). Safety is a precedent in destination planning at the district level; therefore, to reduce arguments around safety and security, district municipalities should invest in building tourism safety programmes (Imbeah & Bujdoso, 2018; Musavengana et al., 2020).

2.18 Chapter summary

This chapter discussed the stakeholder theory, together with the multi-stakeholder approach, as a theoretical framework for the study. It then looked at the current studies and used them as the foundation for this study to provide the balance between the literature reviewed and the formulated research objectives. This chapter revealed different levels of planning for tourism and discussed different steps involved in tourism planning. The tourism structures from national to provincial governments are guided by NDT policies and the National Tourism Sector Strategy, of which its priority areas were discussed. The knowledge gap on stakeholder engagement and issues surrounding the implementation of tourism policies in district municipalities was identified and discussed in this chapter. The next chapter discusses the research methods that were employed to accomplish the aim and objectives of this study.

CHAPTER 3
RESEARCH DESIGN AND METHODOLOGY

3.1   Introduction

The previous chapter introduced the stakeholder theory as the theoretical framework of this study. It further reviewed existing literature, established the knowledge gap in stakeholder involvement in the development and implementation of tourism policies in district municipalities. This chapter elaborates on methods that were used to accomplish the aim and objectives of this study. The research design and methodology section discuss the research philosophy, data collection methods, the research population and sampling techniques. The strategies adopted were selected to address the following research objectives:

- To determine the role of the district municipality in the development and implementation of tourism policies at the ORTDM;
- To ascertain the involvement of different stakeholders regarding policy implementation in the development of tourism at the ORTDM; and
- To identify challenges that the district municipality is facing regarding the development and implementation of tourism policies in the ORTDM.

3.2   Research philosophy

The term research philosophy refers to ways or beliefs about which research method to use to collect and analyse data for a research study. Maree (2016:56) argues that all research studies (qualitative and quantitative) are based on "underlying assumptions about what constitutes valid research". Researchers should choose research techniques that are appropriate to the context of the research project. The research methodology can be selected based on philosophical issues related to ontology and epistemology (Al-Ababneh, 2020:76). The following questions helped to establish a research philosophy for this study (Maree, 2016:56):

- What is the truth or reality (ontology)?
- What is the nature of phenomena (objects)?
- How can we now (epistemology)?
- What is the relationship between the knower and known (participants)?

Research methodologies differ based on ontological, epistemological and methodological perspectives (Al-Ababneh, 2020) and this section explains the difference between ontology and epistemology. Ontology can be used to determine if social reality exists independently of human beliefs (Maree, 2016:57). The researcher sought to determine the nature of reality about stakeholder involvement in the development and implementation of tourism-related policies in the ORTDM. Al-Saadi (2014:1) states that ontology is applicable when a researcher seeks to study the nature of reality. Epistemology is concerned with providing a philosophical

foundation for what kinds of knowledge are possible and how we can ensure they are both adequate and legitimate (Maynard, 1994:18). Maree (2016:67) further mentions that epistemology relates to how things can be known. In this study, the truth about stakeholder involvement in tourism development has been sought based on participants' responses and their experience about the phenomenon.

As previously discussed in the introductory chapter, earlier researchers have overlooked the significance of stakeholder involvement in the development and implementation of tourism policies in district municipalities. Other scholars have acknowledged the significance of stakeholders and their important role in tourism involvement in facilitating sustainable tourism. To this point, what is unknown from the earlier studies is the contribution or significance of involving stakeholders in the development and implementation of tourism-related policies. This study, therefore, intends to determine stakeholder involvement in the development and implementation of tourism-related policies in the ORTDM in the Eastern Cape, South Africa.

3.3   Research paradigm

A theoretical perspective describes the stance of informing and determining the research methodology. Research philosophy is an important element as it is useful for determining which research design is going to be used. There are many types of research paradigms based on researchers' views about the research process and there is an ongoing debate about the use of research paradigms. For example, Kivunja and Kuyini (2017:26) believe that upon locating a study in an individual research paradigm, the researcher should uphold and be guided by the assumptions, beliefs, norms and values of the chosen paradigm. Rehman and Alharthi (2016:58) argue that the decision of choosing a philosophical outlook to study a phenomenon should be guided by the necessities and requirements of a research study rather than the obdurate insistence of adhering to one particular philosophical outlook. In the context of this study, the researcher has identified the research problem and later consulted literature that helped to develop the conceptual framework. This presented themes and relationships between variables. This study has adopted interpretivist philosophy. In qualitative research scholars maintain that knowledge should emerge out of local context and should privilege the voice of the insider (Maree, 2016:67). The outcomes or results of this study are driven by what the participants had said during the data collection, unlike positivism that assumes that only facts obtained from scientific methods can make legitimate knowledge claims (Ryan, 2006). Epistemology considers what the participants say or feel and this was executed by learning how respondents understood tourism development policies and their involvement in the implementation of tourism policies. Alharahsheh and Pius (2020:42) state that positivists can generalise research findings. Due to the political and economic experiences underpinning this study, the research findings cannot be generalised. However, it provides clarity on challenges associated with the implementation of tourism policies and the role of different stakeholders

and their involvement in implementation. According to Maree (2016:68), qualitative studies cannot be generalised because they bring greater clarity on how people make meaning of phenomena.

3.4 Research design

The following section provides details on strategies that were used to answer the research questions. The term 'research design' can be defined as the strategy that the researcher chooses to mix different study components (Leavy, 2017). Creswell and Poth (2016) state that research design should be clear and sensible to address the research problem. Research design depends on researchers' ontological and epistemological perspectives and it influences how researchers collect data (Ormston et al., 2014). Maree (2016:67) states that ontological norms are concerned about the nature of reality. Taking it further, Bell et al. (2018:12), emphasise that the epistemological viewpoint is worried about what is regarded as practical knowledge. In this study, the researcher sought to learn how respondents understood tourism development policies phenomena and their involvement in the implementation of tourism policies. Therefore the qualitative method was appropriate for this study and interviews were used to collect data from the participants.

3.4.1 Research method

A research method is a scientific process that is used to identify, select, process and analyse information about the research study (Abutabenjeh & Jaradat, 2018). Maree (2016) states that the research method involves one or more instruments that are used at the data collection stage. The research methodology section permits readers to evaluate this study's overall legitimacy. This study aimed to determine stakeholders' involvement and challenges associated with developing and implementing tourism-related policies in the ORTDM.

The data collection instrument was sent to four industry experts to pilot test it. This exercise helped the researcher to evaluate the research questions and participants' responses. It also helped to identify the feasibility of the research technique used in this research study. Adjustments were made to the interview guide based on the feedback and recommendations from the pilot study. The following section provides information on how data were collected and analysed using qualitative methods.

3.4.2 Qualitative methods

Maree (2016) defines a qualitative method as a naturalistic approach that focuses on natural settings where interactions occurred. Berg (2007, cited by Maree, 2016) claims that qualitative studies search for answers to questions by searching various social stages and the individuals who inhabit these situations. Consequently, it was essential to select the qualitative method because this study focused on natural settings and "Zoom" interviews were used as a data collection method to study the role of tourism stakeholders in the tourism policy development

and implementation processes. Table 3.1 below illustrates the distinction between qualitative and quantitative research techniques.

Table 3.1: Qualitative and quantitative research methods.

Quantitative methods	Qualitative methods
It uses numbers and measurements	Focuses on written words and descriptions
The researcher is detached from the subjects	The researcher serves as an instrument for data collection and analysis.
It focuses on testing theories and concepts	It generates new concepts and theories from the data.
Also known for structured data collection	Unlike quantitative methods, qualitative research allows flexible investigations.
This method generalises the research population and it also focuses on the behaviour of the people.	It seeks to understand the context and the meaning of action.

Source: Maree (2016: 307-311)

There are many qualitative techniques that academics can decide upon when conducting a research project; these practices consist of narrative, phenomenological studies, action research, case studies and ethnography (Creswell & Poth, 2016:68). A case study technique was used in this study. The researcher selected this method since a research problem was first identified, data were collected and then analysed. The research interest is on stakeholders' involvement and challenges associated with tourism development policies and a case study was created around the ORTDM. Case studies are helpful for studies about tourism governance as they allow for the careful analysis of the structural pressures and unanticipated societal practices (Bramwell, 2011; Shone et al., 2016). This technique uses multiple sources such as documents, archived records and interviews as a data collection method. Therefore, the best way to implement it was to identify a research problem, collect and analyse data and create a case study around a study area (the ORTDM).

3.5   The study area

The ORTDM is found in the east half of the Eastern Cape province of South Africa. According to ORTDM (n.d.), this district is made up of five local municipalities, namely, King Sabata Dalindyebo LM, Nyandeni LM, Ngquza Hill LM, Mhlontlo LM and Port St Johns LM. Despite having various tourist attractions and impressive scenery, wildlife, conferencing and exhibition facilities, this municipality has challenges (discussed in Chapter 4) that hinder tourism growth

and development. The ORTDM is where prominent anti-apartheid activist-icons such as Winnie Mandela, Oliver Tambo and Nelson Mandela were born. From this historical background, the ORTDM can capitalise on developing the tourism product that creates more demand for the Eastern Cape region.

Furthermore, the district municipality has 120 kilometres of coastline in the Wild Coast that is documented as a representative of ecological virginity and natural beauty to an ever-growing eco-tourism market that can contribute to the Wild Coast's tourism economy (ORTDM, 2014:7). Because of the wealth of tourism resources the municipality has, it could be through the development implementation of formidable tourism plans that could drive this municipality to its full potential. According to COGTA (2020:15), this district municipality has 1,514,306 inhabitants. Figure 3.1 below depicts a map of the ORTDM.

Figure 3.1: Map of the ORTDM area

Source: COGTA (2020:8).

3.6   Delineation of the study area

This study covered the five local municipalities that form part of the ORTDM. Each LM has a tourism officer managed by the ORTDM tourism department and they were interviewed. Traditional leaders play a significant role in rural communities. However, due to limited financial resources and time constraints the study did not investigate their roles in tourism policy development and implementation. Representatives from the regional and local tourism organisations participated as a voice for local tourism businesses and communities. As

discussed previously, the emphasis of this study was on stakeholders' involvement in tourism development and the implementation of tourism-related policies in district municipalities.

3.7   Study population and sampling procedure

The following section discusses the research population and sampling procedure that was used in this study.

3.7.1   Study population

A research population is a collection of objects, events, or individuals with common characteristics in which a researcher has an interest in studying (Mouton & Marais, 1988:132). Further, Fox and Bayat (2007:52) define a research population as a group of individual persons from which samples are taken for measurement. In addition, Crow and Kimura (2010:55) argue that the size of a research population is the total number of individuals with specific characteristics that draw the researcher's interest and from which research samples can be selected. The research population in this study included tourism stakeholders from the local and district DEAT, ECPTA and tourism organisations. COGTA also formed part of the research population in this study. In summary, Explorable (n.d.) describes a research population as a large collection of individuals who are the focus of a scientific query.

3.7.2   Research sampling procedures

The research sample can be defined as the process of selecting a suitable sample from a population to determine the characteristics of the whole population (Edward & Shilling. 2010:58). In this study, individuals were selected from the population to arrive at the research sample. Choosing a sample of the population under study is called sampling (Showkat & Parveen, 2017). Taherdoost (2016:18) states that researchers do not have time or resources to analyse the entire population, so they apply sampling techniques to reduce cases. Therefore, qualitative researchers should focus on small samples that fit the phenomenon of interest rather than large random samples (Maree, 2016:53). Developed from Taherdoost (2016:18), Table 3.2 illustrates the sampling process that was used for this research study.

Table 3.2: Sampling process

1. Define research population	The researcher clearly defines the research population
2. Select sample frame	Draw a list of actual cases from which the research sample was drawn.
3. Sampling technique	The research chooses a sampling method for the research study.
4. Determine sample size	The researcher calculates the sample size.
5. Collect data	Fieldwork/data collection.
6. Response rate	Researchers evaluate the number of participants from the number of cases agreed to take part in the study.

Source: Taherdoost (2016:18).

3.7.3   Sampling methods

There are two types of sampling (probability and non-probability) techniques from which a researcher can choose for conducting a research study. Probability sampling can be defined as a technique that uses random selection and each unit of the research population has a chance of being selected (Bryman & Bell, 2014:170). Maree (2016:192) further states that the probability technique is based on randomness and the probability theory. The second sampling method is known as a non-probability sampling technique and it was used when conducting this study. Unlike the probability technique, non-probability sampling does not rely on random selection of population elements (Maree, 2016:197). Bryman and Bell (2014:178) state that some units of the population are more likely to be selected than others when using a non-probability sampling method.

3.7.4   Sample size

The research interest of this study is the significance of the tourism stakeholders in ORTDM. Therefore, the sampling method used in this study was non-probability sampling method. This sampling technique is often associated with case study research design and qualitative research (Taherdoost, 2016:18). Taking it further, Showkat and Parveen (2017) highlight that the non-probability technique involves judgement and focuses on real-life situations. There are two types of non-probability sampling techniques that were used in this study.

Purposive sampling methods in this study complemented the snowball sampling method. Snowball sampling is a non-random technique that does not need underlying theories (Etikan

et al., 2016:2). In addition to the previous statement, Wellman and Kruger (1999:197) confirm that the snowball sampling technique helps identify individuals with the necessary expertise and information from other groups. Purposive sampling techniques also played a significant role to determine the representative of the research population. Lavrakas (2008:3) states that purposive sampling is accomplished by applying the expert knowledge of the inhabitants. In line with Bryman and Bell (2015:186), the researcher used the purposive technique to sample participants in a planned way so that the research sample was appropriate to the research problem.

The starting point to apply snowball and purposive sampling techniques was to contact the DEDEAT manager, who helped identify other participants and individuals involved in the tourism development process and was responsible for implementing tourism policies. Both sampling methods complemented each other and helped the researcher understand the tourism development process, the role of individual stakeholders in tourism planning and the challenges associated with the implementation of tourism policies. The decision to select the techniques mentioned above was based on time and the research budget. In summing up, Maree (2016:198) believes that snowball sampling can be helpful when the research interest is in an interconnected group of people. Table 3.3 summarises the research sample.

Table 3.3: Research sample

District municipality	Local municipalities	Tourism agency/organisation
Designation: DEDEAT manager Tourism officer	Positions & municipality: King Saba Dalindyebo: - Tourism officer Port St Johns: - LED manager - Tourism officer Nyandeni: - Tourism officers Mhlontlo: - Tourism manager - Deputy director LED Ngquza Hill: - Tourism manager - Tourism officer	Level and organisation: Regional level: - Regional Tourism Agency (ECPTA) - District Tourism organisation Port St Johns: - Local Tourism organisation (LTO) Nyandeni: - LTO Mhlontlo: - LTO Ngquza Hill: - LTO

Shone et al. (2016:8).

Table 3.3 above shows sixteen tourism stakeholders that were included to the research sample. Since stakeholder involvement and challenges associated with the implementation of tourism policies was the matter under investigation, these tourism stakeholders were selected on the basis that they are involved in the tourism development process and are responsible for implementing tourism policies.

3.8   Data collection method and techniques

This research focused on the involvement of tourism stakeholders and challenges associated with the implementation of policies and tourism development; therefore, conducting interviews was the most effective way to collect data. Maree (2016) suggests that qualitative researchers should serve as a data collection instrument. Interviews with participants assisted the researcher with an enhanced understanding of stakeholder involvement in the development and implementation of tourism-related policies in the ORTDM.

3.8.1   Primary sources of data

The qualitative research method was applied in this study and primary data were collected from the participants. Salkind (2010) defines primary or raw data as the information an investigator collects from direct sources for a specific research purpose. Discussions with the participants assisted with credible and required information about the tourism policy development and implementation process at the ORTDM. Even though it can be contested, Lovarelli and Bacenetti (2017) claim that data collected from primary sources are reliable. On the other hand, researchers such as Maree (2016), caution about the complexity and how time-consuming it is to obtain primary data from the respondents. There are many traditional ways to collect primary data, such as surveys, observations, experiments and interviews (Hox & Boeije, 2005). With the eruption of the killer COVID-19 pandemic, a virus that put the world into lockdown where travelling was banned, fourteen Zoom and Microsoft Teams interviews were scheduled to collect data from the respondents. Since tourism development policies were the topic of investigation in this study, the researcher intended to understand the stakeholder's role in the development and implementation of tourism policies in a study area. When conducting this research, the researcher needed to choose an appropriate technique that would be effective to answer a research question. Another important aspect was to align the research design with the study objectives because they played an essential role in determining the research methods, such as data collection techniques.

3.8.2   Interviews

Fourteen interviews were conducted in this study. Sirakaya-Turk et al. (2017:121) mention interviews, observations and focus groups as data collection methods for qualitative studies. Altinay and Paraskevas (2014:113) endorse interviews because this method helps scholars get detailed information from the participants. An interview is defined as a two-way

conversation between the interviewer and interviewee (Maree, 2016:93). The researcher's goal was to ask questions and absorb information about stakeholders' involvement in the development and implementation of tourism policies in a selected study area. Recorded "Zoom" and "Microsoft Teams" interviews served as an essential reference point for data collection and transcription for this study.

The interviews helped the researcher understand stakeholder participation in the tourism policy development and challenges regarding the implementation of tourism policies in district municipalities. The interviews were concluded based on participant responses. Qualitative research has different forms of interviews and Table 3.4 distinguishes between types of interviews (Maree, 2016:93-95):

Table 3.4: Different types of interviews

Type of interview	Characteristics
● Structured interviews	Bryman et al. (2014:216) state that respondents are given precisely the same questions and it follows a logical order as they appear on the interview schedule. This method may be like surveys or self-completion questionnaires and Maree (2016:93) note little flexibility in the questioning style.
● Semi-structured	Unlike the structured method, semi-structured interviews are standardised interviews and broader questions are asked to the respondent (Bryman & Bell, 2014:224). In this technique, researchers can ask further questions to follow up on significant replies.
● Unstructured	The researcher has a list of issues to be covered in the interview. This qualitative method uses an informal questioning style (Maree, 2016:93).
● Focus groups	Focus group interviews are interviews conducted with a group of people to gather a variety of data.

Maree (2016:93-95).

A total of fourteen semi-structured interviews were conducted and recorded with key informants from five local municipalities, tourism organisations, the tourism department at the district municipality and other stakeholder groups such as the ECPTA.As noted by Lincoln and Guba (1985), Guba and Lincoln (1994) and Aldiabat and Le Navenec (2018), the saturation phase for semi-structured interviews in this study happened after twelve interviews..They are associated with tourism development in the ORTDM. Semi-structured interviews are a data collection strategy in which the researcher asks informants a series of predetermined, open-ended questions (Given, 2008). Adams (2015:493) further mentions that semi-structured

interviews are conducted with one respondent and the dialogue can meander around the topics on the agenda.

The semi-structured interview approach was employed to clarify how stakeholders engage in the development process and determine challenges associated with implementing tourism policies in the study location. Maree (2016:205) suggests that all semi-structured interviews are completed based on what the respondent said about the matters under investigation. The interview guide (see Appendix C) was developed in advance to pose predetermined questions to the respondents; the questions covered a broad picture of the state of tourism development in the ORTDM.

3.9   Qualitative data coding and analysis

There are many techniques to gather qualitative data, which include taking notes, voice recordings and observing non-verbal cues (Maree, 2016:93). According to Bryman and Bell (2014:336), qualitative researchers deal with large numbers of data. Generally, the qualitative data analysis process is based on the philosophy of what is being studied and the contents of the collected data (Maree, 2011; Vaismoradi et al., 2013). Maree (2016:109) states that qualitative data analysis:

> …tries to establish how participants make meaning of a specific phenomenon by means of analysing their perceptions, attitudes, understanding, knowledge, values, feelings and experiences in an attempt to approximate their construction of the phenomenon.

3.9.1   Qualitative data analysis process

The qualitative analysis of this study was achieved through a process that allowed the research findings to emerge from the dominant or frequent themes inherent from primary data (Judger, 2016). As suggested by Maree (2016:109), qualitative data researchers are advised to always go back to their original field notes and recordings to verify conclusions. According to Korstjens and Moser (2018), qualitative data analysis is not about a successive number of steps but an ongoing and interactive process, implying data collection, data processing, analysing and reporting. The researcher used a recording from Zoom meetings to capture participants' responses from the interviews. Having to listen to the interview recordings and evaluate transcriptions, the researcher had enough time to examine respondents' answers. Seidel (1998) developed a convenient model which consists of three phases of qualitative data analysis. Figure 3.2 below illustrates Seidel's qualitative data analysis process.
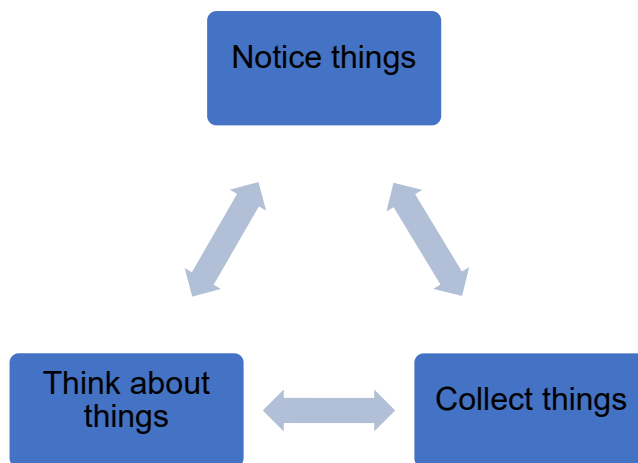
Figure 3.2: Qualitative data analysis process

Source: Seidel (1998:2).

3.9.2   Thematic analysis

The search for important themes that emerge while describing a specific phenomenon is known as thematic analysis (Daly et al., 1997). In support of previous statements, Bryman and Bell (2014:350) further mention that the search for important themes is common in qualitative data analysis method. According to Braun and Clarke (2006:79), thematic analysis is an independent qualitative descriptive approach that is defined as a method for identifying, analysing and reporting themes contained by data. Neuendorf (2018) further states that thematic analysis is used to examine the description materials from life stories. Unlike other data analysis techniques, the thematic analysis technique is not tied up to any philosophical orientation (Bryman & Bell, 2014). The goal of thematic analysis is to find patterns, analyse and describe themes in a data set (Fereday & Muir-Cochrane, 2006; Bryman & Bell, 2014). According to Kiger and Varpio (2020), thematic analysis teaches researchers the fundamentals of many other types of qualitative analysis. Thus, the conclusion is that a thematic analysis method was used in this study to pinpoint common threads that emerged across the interviews. The following Table 3.5 describes the data analysis process of thematic analysis based on Braun and Clarke's (2006:35) recommendations.

Table 3.5: Thematic analysis process

No	Analysis stage	Description
1	Getting acquainted with the data	The data are copied to an appropriate level of detail and the transcripts are checked for completeness against the interview recordings.
2	Generating of initial code	Data that has interesting features are coded in a systematic manner across the entire data set, collecting data that is relevant to each code.
3	Searching for themes	Collating themes into potential themes, gathering all data relevant to each theme
4	Reviewing themes	Checking if themes work in relation to coded extracts (stage 1) and the entire data set (stage 3), developing a thematic map of the analysis.
5	Explain and naming themes	This is an ongoing analysis, the researcher is refining to each subject and the overall story of analysis tells. It also generates clear definitions and names of each theme.
6	Producing the report	The final chance for analysis allows for the selection of vivid, compelling extract examples, final analysis of selected extracts, tying the analysis directly to the research question and literature and the creation of an analysis report.

Source: Braun and Clarke (2006:35)

Based on the thematic analysis stages discussed in Table 3.3 above, the phase of getting acquainted with the data in theme analysis requires the researcher to record the interviews and listen to the interview recording numerous times to get a sense of its entireness (Braun & Clarke, 2012; Parkinson et al., 2016). The researcher generated a list of suggestions about what was in the data and intriguing parts about it. The data were later used to generate initial codes in stage two. By the third stage, all of that had already been coded and compiled and the researcher had a long list of the codes found throughout the data set. Rather than focusing on codes, the researcher collects and examines the general scale of themes in this stage. To put it differently, stage four comprises classifying the various codes into emerging themes and compiling all of the appropriate coded data extracts inside those themes (Cruzes & Dyba, 2011). The refinement of the themes occurs in stage four, which begins after the researcher has developed a group of potential themes. The researcher later specifies and refines the themes that were offered for examination after generating a good thematic map (Braun & Clarke, 2006). The outcomes of the preceding steps are reported in the last phase of data analysis and are presented as tables and figures.

3.10 Validity and reliability of the study

According to Maree (2016:123), "validity and reliability are key measures in qualitative research, trustworthiness is of the utmost importance in qualitative research". Maxwell (2017) further states that validity is a broad sense of trustworthiness and credibility of a research study. Kelliher (2011), supported by Maree (2016:122), points out that the validation of qualitative research depends on the data presented and as a result, the reviewer understands the experience and meaning of the study. Validity is about the integrity of the conclusions generated from a research study (LoBiondo-Wood & Haber, 2014). The researcher considered the following criteria in pursuit of a trustworthy study (Guba, 1981):

3.10.1 Credibility

According to Maree (2016:123), credibility deals with questions on how congruent the research findings to reality are and how the researcher ensures the reader believes the research findings. According to Lincoln and Guba (1985), a researcher can enhance a study's credibility by familiarising themselves with the participants and the participating organisation, also with a distinct purposive sampling and detailed data analysis. Credibility is also referred to as the legitimacy of a research study (Hansson & Polk, 2018).

3.10.2 Transferability

Maree (2016:124) opines that transferability does not revolve around general claims but it allows readers to make connections between elements of the study and the research. Lincoln and Guba (1985) state that external validity and fittingness are alternatives to transferability. According to Denzin (1983), because qualitative research rarely aims to generate randomly selected samples, it rejects generalisation as a goal.

3.10.3 Dependability

The concept of dependability is an alternative to reliability (Maree, 2016:124). In the context of qualitative studies, dependability is the stability of data over time and under conditions (Brink, 1993). According to Lincoln and Guba (1985), there are close ties between credibility and dependability. Maree (2016:124) advises researchers to keep information about decisions taken during the research process, especially about data collection and analysis. Amin et al. (2020) state that qualitative researchers understand that reality is socially constructed and constantly changing and that reliability stems from capturing the shifting conditions that occur in the setting and study design because of this reality. Hence, the idea of replication in research findings is problematic.

3.10.4 Confirmability

One of the strategies to increase confirmability is triangulation, which helps to reduce the impact of biasedness (Maree, 2016:125). The term triangulation refers to the use of numerous methods or data sources in qualitative research to develop a comprehensive understanding of

phenomena (Patton, 1999; Golafshani, 2003; Farquhar et al., 2020). Confirmability is one principle of trustworthiness and it corresponds with objectivity (Flick, 2009:396). The term 'confirmability' refers to one study finding being able to be confirmed by another (Lincoln & Guba, 1985; Maree, 2016). As a result, researchers can demonstrate that they did not knowingly allow personal feelings or theoretical biases to affect the research findings.

3.10.5 Reliability

According to Golafshani (2003), the degree to which a concept's measure is stable is referred to as its reliability. In this study, the concept of reliability is based on Wrightsman et al's. (1976) beliefs and is concerned with the consistency, stability and repeatability of participant accounts, as well as the researcher's ability to collect and record data truthfully. The qualitative criterion is appropriate and the interview guide was developed in advance and checked to ensure that all questions cover a more comprehensive picture of the tourism development process in the ORTDM. The data collection process was thorough until the saturation phase was reached. Similar results could be generated if research findings are subjected to testing. This study would assist in setting up a standard for tourism policies development and stakeholder involvement in tourism planning in district municipalities.

3.11   Research limitations

According to Theofanidis and Fountouki (2018:156), the research limitations of any particular study refer to potential flaws that are usually beyond the researcher's control. Study limitations may influence research findings and conclusions (Theofanidis & Fountouki, 2018:156). Researchers are encouraged to point out these issues rather and state the implications of study limitations. Study limitations are closely related to the research design, funding constraints, or other aspects (Theofanidis & Fountouki, 2018:156). Due to financial constraints and the outbreak of COVID-19, the researcher conducted virtual interviews on Zoom and Microsoft Teams platforms. Therefore, the researcher could not read non-verbal cues such as body language and gestures of the participants. The researcher tried to schedule an interview with a representative from Port St Johns LM but the LM declined and did not want to participate in this study. Consequently, the researcher did not receive information from the LM about their involvement in the development and implementation of tourism policies in a study area. Also, traditional leaders play a significant role in rural communities; however, due to limited financial resources and time constraints, the study did not investigate their roles in tourism policy development and implementation.

3.12   Ethical considerations

Mertens and Ginsberg (2009:581) define ethical consideration as a way of researching ethically acceptable behaviour. The researcher requested permission to conduct interviews with the district and provincial DoT. Letters of approval were obtained from all parties and

ethical clearance was obtained from the Cape Peninsula University of Technology (see Appendix A). The rights of the interviewees are a vital aspect to consider before conducting interviews. The researcher clearly explained that this study is for academic purposes and permission to record interviewees' responses was requested from the participants. Respondents were also made aware that should they decide to discontinue, it was their right to do so as their participation was voluntary. It was communicated that the respondents would remain anonymous and that everyone would be treated with respect and interviewees' concerns were considered.

3.13   Chapter summary

This study applied a qualitative research method as the focal point was on specific individuals. The case study method was used to create a case study of the ORTDM. The researcher utilised semi-structured questions, with an interview guide as the instrument for data collection. The researcher used both closed and open-ended questions in this study because the main objective was to collect detailed information from respondents. The purposive and snowball sampling method was used to select participants and the reason for these techniques was that the population would be reached based on referrals from one respondent to another.

The next chapter focuses on the analysis and discussions of the data collected from the semi-structured interviews.

CHAPTER 4

DATA ANALYSIS AND DISCUSSION

4.1   Introduction

Chapter 3 described the methodological approach used for data collection and determining stakeholders' involvement in developing and implementing tourism-related policies in the ORTDM. The literature reviewed in this study revealed that tourism policies set guidelines for tourism growth and development when executed at the lowest level of government. The study objectives were to assess the district municipality's role in the development and implementation of tourism-related policies in the ORTDM, ascertain the involvement of different stakeholders in the development and implementation of tourism-related policies in the ORTDM and to identify challenges that the district municipalities are facing concerning the development and implementation of tourism policies.

Therefore, in this chapter, the participants identified a few of the challenges and lessons learned from stakeholders' involvement in tourism development and the implementation of tourism in the ORTDM. To achieve the aims and objectives of this study, the researcher assumed a qualitative research approach to gather the required information from the participants. This chapter offers a comprehensive debate about the research findings obtained from the semi-structured interviews conducted with the relevant tourism stakeholders, such as local municipalities, the district municipality and tourism organisations in the ORTDM. To identify, analyse and provide a clear picture of the observed patterns emerging from the data, the thematic analysis of the findings was completed.

4.2   The interview count based on the participants' classification

The study began with identifying stakeholders who possessed the essential expertise and individual traits to provide the researcher with information about the research query. As stipulated above, a thematic data analysis method was employed to effectively analyse a total of 14 semi-structured interviews that were held with the identified representatives of the district and local municipalities, as well as with the tourism organisations under the ORTDM. Each participant was given a code "R" and the number next to the participant represents the respondent's number, for example, R1= participant number one. Table 4.1 below depicts the participants' demographic profiles, including the name of the organisations they represented, the number of years in their respective roles (policy development and implementation), level of education, their different designations and gender.

Table 4.1: Participants' demographic profiles

Organisation	Position	Years in service	Education	Title of qualification	Gender
Tourism Organisation (R1)	Chairperson	5	Matric	Matric	Male
Local Municipality (R2)	Manager	5	Diploma and National Certificates	Diploma in Public Administration, Certificate in Small Business Management and Certificate in LED	Male
Local Municipality (R3)	Deputy Director	5	Honours Degree	Development Studies	Male
Tourism Organisation (R4)	Chairperson	3	Degree	Business management	Female
Local Municipality (R5)	Officer	1	Diploma	Tourism Management	Male
Local Municipality (R6)	Manager	5	Master's Degree	Tourism Management	Female
Tourism Organisation (R7)	Tourist Guide	6	Diploma and a National Certificate	National Diploma in Marketing Management and a Certificate in Food & Beverage Management	Male
Tourism Organisation (R8)	Chairperson	5	Degree	Business Management	Male
Local Municipality (R9)	Officer	5	Degree	Tourism Management	Female
Tourism Agency (R10)	Manager	5	Degree	Tourism Management	Female
Local Municipality (R11)	Officer	5	Degree	Tourism Management	Female
Tourism Organisation (R12)	Chairperson	3	Bachelor's Degree	Association of Chartered Certified Accountant	Female
District Municipality (R13)	Officer	3	Diploma	Tourism Management	Female
District Municipality (R14)	Manager	3	Diploma	Tourism Management	Female

Table 4.1 indicates that out of 14 participants, eight were females, with five being government employees (tourism officers and managers) at the municipalities. Three participants were representatives of independent organisations such as the ECPTA and local tourism organisations that represent small businesses. Six males participated in the interviews, of which one represented the Department of LED and two were representatives of the tourism

department in local municipalities under the ORTDM. Furthermore, two participants were representatives and a chairperson of the tourism organisation in the ORTDM and one male respondent was from the district tourism organisation. Table 4.1 indicates a wide variety of stakeholders in the study, from a deputy director to managers and chairpersons, tourism officers and a tourist guide. It is also important to note that all participants are qualified, some with diplomas while others have degrees in tourism and other related fields. The fact that 13 of the 14 participants have experience of three years and above raised some hope that the data that were gathered would be sufficient to answer the research questions. Tourism planning and development requires a combined effort from different stakeholders who represent the private and public sectors (Jamal & Getz, 1995:188). Wan (2013:165) further suggests that tourism planning and development requires a census consultation and all tourism stakeholders should be informed about development decisions.

The next section discusses the themes that emerged in response to the questions asked of participants during this research. The research themes were manually chosen due to the limited amount of data collected. The participants in the study presented their views on stakeholders' involvement in the development and implementation of tourism-related policies in the ORTDM.

4.3   Participants' contribution to tourism policy development at the ORTDM

The research question for the participants was about their contribution to tourism policy development at the ORTDM. This question was responded to by all stakeholders identifying their contributions towards policy development. Table 4.2 below covers themes as were highlighted by stakeholders about their contribution towards tourism policy development in the ORTDM.

Table 4.2: Participants contribution in tourism policy development

Institution	Contribution towards tourism policy development
Local Municipalities (R2, R3, R5, R6, R9 &R11)	● Tourism master plans ● Facilitate stakeholder engagement ● Marketing ● Tourism development policy
Tourism Agency (R10)	● Facilitate the consultation processes of tourism policy development
Tourism organisations (R1, R4, R7, R8 & R12)	● To shape tourism strategies ● To attend tourism workshops
The District Municipality (R13 & R14)	● Facilitating tourism development ● Implementation of priorities areas ● Tourism stakeholder engagement and develop terms of reference.

Some participants (R11, R13 & R14) mentioned that the tourism strategies are developed to ensure the best possible benefits from the tourism sector in the ORTDM and explained the procedure. The process starts with the district municipality organising a tourism workshop with other stakeholders such ECPTA, local and regional tourism organisatins, as well as local communitie. Each stakeholder is given a platform to provide their input and recommendations in the development of tourism plans as shown in Figure 2.1. The tourism organisation's contribution goes as far as attending workshops and providing suggestions on how to shape tourism strategies in workshops organised by the district municipality. The development of tourism strategies and facilitation of stakeholder engagement, by inviting tourism organisations to provide suggestions about policy and development, forms a central part of the participant's contribution to tourism policy development in the ORTDM. All parties engage in policy development issues. The next section discusses the importance of different stakeholders in tourism development.

According to Alemanno (2015:7), stakeholder engagement can be defined as a "phenomenon that originates from the intersection of national regulatory reform efforts intended to promote more effective policy making in a participatory and a democratic manner". This initiative aims to promote more transparency and a comprehensive policy-making process. Saito and Ruhanen (2017:190) label stakeholder engagement to the tourism policy development context as an organised way of identifying, analysing, arranging and implementing actions designed to influence all tourism stakeholders.

Tourism policy development is an important aspect of this study and Table 4.2 provides a clear picture of the participants' contributions to tourism policy development. Interestingly, one of the participants from the tourism organisation (R7) pointed out his understanding of the tourism policy and implementation process and the relations between stakeholders:

> Our relations with local governments are driven based on their mandate from local or provincial. For example, here, tourism is driven by the White Paper of 1996. Our tourism is based on the idea that tourism should create a conducive environment for private businesses to operate, but that is not the case.

Collaboration forms a crucial part of tourism policy development and implementation. Saito and Ruhanen (2017:190) further state that not all tourism stakeholders have the same power and influence in collaborative activities or decision-making. Based on the above claim from R7, the government has exerted more influence and control over the tourism policy development process. Their participation is based on government mandate and the government should assume a leading role in tourism development, but what about the concerns coming from the private sector? Suppose other tourism stakeholder contributions are not considered when making policy decisions. In that case, they are most likely to destabilise the tourism value chain and do it the way it is convenient to them or their businesses.

The focus of this study was on stakeholders' involvement in developing and implementing tourism-related policies in the ORTDM. It was good to consider the budget allocations for the tourism sector and that helped to determine the implementation of tourism policies in the ORTDM. Therefore, the following section goes into detail about the budget allocation for tourism available in the ORTDM.

4.4   Budget allocations for tourism development

Participants were asked if they had budgets allocated for tourism development in their respective organisations. The researcher wanted to establish if there was financial backing for tourism in the ORTDM. All participants responded to this question. Table 4.3 below covers topics that emerged in relation to the budget allocations for tourism in the ORTDM.

Table 4.3: Budget allocations for tourism in the ORTDM

Participant	Do you have a budget?	Purpose of the budget
R1	No	Self-funded for Marketing, SMME support and tourism development.
R2	Yes	Advertising, workshops & educational
R3	Yes	Marketing, development & funding
R4	No	Marketing
R5	Yes	Marketing, development & technological infrastructure improvement
R6	Somewhat	Marketing
R7	Yes	Depends on the municipality priorities
R8	No	Self-funded for Marketing, SMME support and tourism development
R9	Yes	Depends on the municipality priorities
R10	Yes	Marketing, Research, SMME support and tourism development
R11	Yes	Mainly for marketing and the promotion of tourism products.
R12	Somewhat	Marketing
R13	Yes	Marketing, Research and tourism development.
R14	Yes	It depends on annual government plans.

With regards to having a budget for tourism, nine participants from local municipalities and the district municipality indicated that a budget is allocated for tourism development at the ORTDM. However, the district and regional (local) tourism organisations differed and claimed that tourism organisations do not receive financial support from the municipality. R1, R4, R7, R8 and R12 claimed that tourism organisations raise their own funds. The tourism organisation

hosts fundraising events and sources funds from different donors that have an interest in growing tourism in ORTDM. When the researcher asked why they do not receive funds from the municipality, R1 responded with the following statement:

> There is no valid reason for not receiving funds…it is only the lawyers who have the knowledge and power to question government actions. Government acts as the father (head), so they choose what kind of support they give to their kids (LTO). Basically, we have no authority to ask why we are not receiving funds.

It is the municipality's role to manage and provide support to the tourism business to ensure that the private sector drives tourism growth. Therefore, the government should invest in tourism development by providing financial support and managing the tourism industry operations. According to Stats SA (2020), South Africa has a 43% unemployment rate and the majority of the unemployed are the youth and women. Over the years tourism has proved, arguably, to be one of the biggest employers across the globe. As previously stated in Chapter 2, the literature review chapter, the SA Department of the Presidency (2012) recognises the tourism industry as a pillar of the economic sector that can help reduce unemployment in South Africa. Municipalities, like the ORTDM, have unique tourism offerings and if appropriately managed, local municipalities and communities can benefit from tourism. Economic benefits cannot be realised if the government does not assume a leading role and provide financial support to tourism organisations.

There is an urgent need to prioritise tourism as an economic driver because participants from local (R2, R3, R5, R6, R9 &R11) and district municipalities (R13 & R14) agreed that a partial budget (less than R1 000 000.00) is allocated to tourism. R13 mentioned the following:

> The private sector is encouraged to develop fundable strategies.

The district municipality is operating with limited funds to support tourism initiatives. However, marketing strategies can be developed by the private sector and funded by the government to promote the ORTDM. According to Armenski et al. (2018), the private sector should drive tourism growth and promotion with the assistance of the government. The amount allocated to tourism in the district municipality is said to be insufficient as 9 of the 14 participants mentioned that they are allocated only a partial budget (refer to Table 4.3). One cannot expect the entire district tourism structure to implement its tourism policies when operating on a limited budget. Product development and tourism projects, such as the construction of tourism facilities (information centres and toilets) cost a lot of money and the limited funds they receive makes it impossible to meet their desired goals. The district has five local municipalities: each has its tourism and hospitality businesses that are members of the tourism organisations; each member requires municipality support in the form of marketing, water supply and treatment, waste management, electricity supply, research, or even financial support grants, for new business opportunities.

With the limited budget, the district municipality, in partnership with local municipalities, has prioritised marketing and product development as core elements for tourism growth in the ORTDM (See Table 4.3). Clearly, that can be noted as a positive sign but the amount allocated to tourism needs to be increased for long-term tourism development. Interestingly, R5 mentioned the following with regards to budget priorities and allocations:

> It depends on the tourism development project that the municipality is willing to do for that particular financial year. It also depends on whether the municipality is willing to invest in tourism development.

It appears that tourism is not given the attention it deserves. As a pillar for economic development, the annual funding should have a budget allocated to tourism development projects. Another topic that emerged from the interviews was the issue of the supply chain and the allocation of service providers to work on tourism projects. As a result, there is oversight when appointing contractors to develop tourism. The appointment of contractors is still an area that should be accommodated in the budget as some of the projects performed are related to tourism. R10 made the following claim in relation to the appointment of service providers in local municipalities:

> Policy development at a local level is not an inclusive approach and the supply chain processes sometimes compromise quality when appointing appropriate service providers as cheaper service providers are appointed.

Quality is crucial in tourism, mainly because tourism services are intangible products (George, 2014:382; Su et al., 2020). A government's duty is to invest more funds in the supply chain process rather than saving money by working with cheap service providers. The above statement goes back to financing and the need to invest more funds in tourism.

As previously advised in chapter three, the study area has five local municipalities that make up the entire district municipality. To understand the tourism policy environment at the district municipality, it was important to illustrate formations available at the study area: the following section discusses tourism organisations and formations available in the ORTDM.

4.5   Tourism structures available at the ORTDM

The research question for the participants was on tourism structure-availability in the ORTDM. It would not be easy to identify where the gaps are with regards to coordination in tourism development and planning without knowing what tourism structures that are available at the ORTDM. This question was responded to by all stakeholders who also identified tourism structures in which they participate. Figure 4.1 illustrates tourism organisations available at the ORTDM.
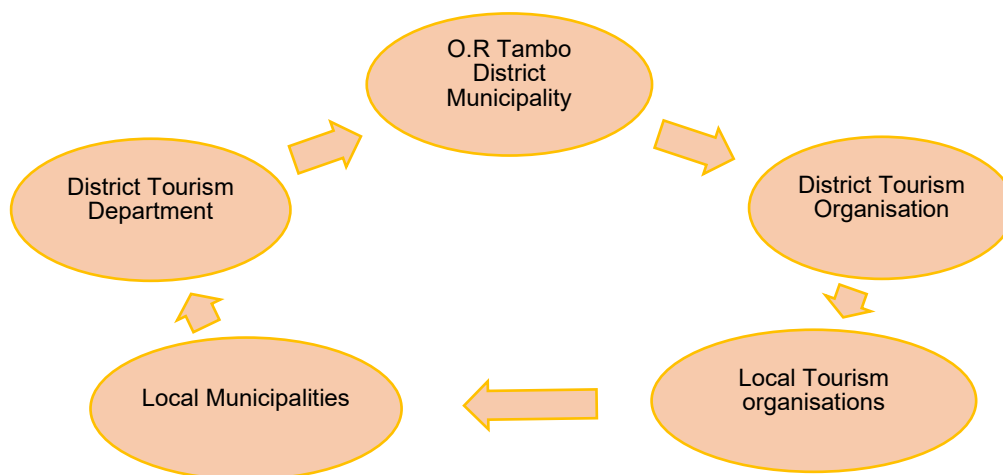
Figure 4.1: Tourism organisation of the ORTDM

As indicated in Figure 4.1, the ORTDM has local municipalities whose roles were discussed in Chapter 2—the LTOs, the District Tourism Department and the DTOs. According to SA DT (2016:44), in the hierarchy structure at the district level, the tourism forum is led by the district mayor, attended by local mayors or chairpersons of the tourism portfolios and supported by local tourism officials. In the context of this study, participants were asked about tourism structures available at the district municipalities. The district tourism department manages workshops that are attended by DTOs, local municipalities and local tourism organisations. All tourism workshops (fora) are facilitated by the district tourism departments and they are the central platform for tourism stakeholders to engage issues surrounding the tourism ecosystem. These fora aim to discuss tourism issues such as product development and marketing and obtain input from tourism organisations about policy development. When participants know which structures to, they participate in, respondents from the district municipality (R13 & R14) mentioned that they participate in the following fora:

> We participate in regional tourism fora, local tourism fora with tourism organisations and the LED joint sector forum.

Regional tourism fora are facilitated by ECPTA and the district municipality. R1 mentioned that each district municipality including the ECPTA has a dedicated regional manager from the ECPTA; they are involved in developing and implementing policies for both the provincial and district levels of the municipality. The regional manager's involvement is critical when policies are reviewed.

Participants from the tourism organisations were asked about their participation and they indicated that their involvement is at the discretion of the district municipality, for example, R8 mentioned the following when asked about participation:

> We have been involved before I even got here. For example, tomorrow is the LED forum and many stakeholders are called to the municipality and then we engage.

68

In support of the above claims, other participants (R1, R4, R7, R8 & R12) from tourism organisations mentioned that:

> We are only involved in the local tourism forum. It is the government's discretion to involve LTO in their tourism fora and when the local municipalities contact us, we provide suggestions.

Local tourism organisations are members of the district tourism organisation whose primary objective is to shape the local and district tourism strategy. They also act as the voice for local tourism and hospitality businesses. Their participation in the tourism forum is important to coordinate tourism activities in the district municipality. According to Bramwell (2011), coordination between stakeholders is essential at the district level and helps to avoid discrepancies in government policies at the local level. Booyens (2010), supported by Espiner and Becken (2014), states that district municipalities with the support of tourism organisations are responsible for developing, managing and maintaining tourism products and service facilities.

There are many policies (for example, the 1996 White Paper on Development and Promotion of Tourism, the National Tourism Sector Strategy of 2011 and 2017 and the National Development Plan of 2013, to mention a few) to which the tourism industry is subjected, so it would not be easy to identify which policy is implemented at a specific district or municipal level. Therefore, the following section discusses policy implementation at the ORTDM.

4.6 Tourism policy implementation at the ORTDM

The research question to the participants was about tourism policies implemented in the district municipalities. This question was presented in a way where participants were asked to choose between the Tourism Act no. 3 of 2014, the White Paper on Development and Promotion of Tourism of 1996 and the National Tourism Sector Strategy of 2017 as a policy they would implement in their respective organisations or municipalities. Participants from both the district and local municipalities responded to the question and also identified other tourism policies that they implement in their respective areas.

As previously discussed in Chapter 2, the Municipal Structures Act no. 32 of 2000 clearly outlines the roles of the district municipalities. District municipalities like the ORTDM have the right to rule and create their own development programmes or policies (also known as by-laws at the local level) and initiatives for local governance affairs. All tourism initiatives must be adopted within the prescripts of the Constitution of South Africa and should relate to local conditions. Consequently, the district and local municipalities have developed their own tourism strategies that seek to achieve provincial and national objectives. Taking it further, R2, R3, R5, R6, R9, R11, R13 and R14 mentioned that they have the following strategies:

> Tourism Master Plans are executed in the local municipality space, while the District Municipality has a Tourism Planning Framework... At the local municipality level, there are additional Tourism Sector Plans, LED Strategies and the Film Making Policy in KSD.

According to Yüksel et al. (2005), supported by Khambule (2018), tourism departments and other government sectors in the district and local municipalities are to create their cooperative governance ideologies for economic growth. It is interesting to realise that the district municipality, with the assistance of local municipalities, is working towards the implementation of the abovementioned strategies. It is the tourism manager's responsibility to facilitate the development of tourism strategies and implement key priority areas. Tourism stakeholders at the district level develop guidelines (Somchan, 2019), which serve as a roadmap for local tourism plans.

The tourism industry is affected by what is happening in other sectors. For example, Benton et al. (2021) mention the introduction of negative PCR tests and vaccine certificates as a mandatory immigration policy to travel worldwide. Therefore, it is important to have a consultation when setting policy guidelines and they should be planned in an integrated manner. As part of LED at the ORTDM, tourism should form the central part of the Integrated Development Plan (IDP) process. The following section discusses stakeholder involvement in the IDP process of the ORTDM.

4.7   Stakeholder involvement in the Integrated Development Plan (IDP) process of the ORTDM

The participants were asked about their involvement in the ORTDM's IDP process. Without knowing about the involvement of tourism structures in the district IDP process, determining the gaps in integration between the tourism industry and other economic sectors in the ORTDM would be difficult. Stakeholders that identified their engagement in the IDP responded to this question and the response was overwhelming because participants were passionate about the topic. The participant from the local municipality (R11) indicated the following with regards to the involvement in the district IDP:

> We are involved in all stages of the IDP Process as the Tourism Division, as it is necessary to capture tourism projects within the municipality and play an active role in social and human development.

Local municipalities are involved in the IDP process at all levels, which is interesting to observe. Their participation in the IDP process can be seen as a tool to improve coordination and integration in district municipality planning and development. Members of the tourism organisation (R1, R4, R7, R8 & R12) were asked about their participation in the IDP process and they mentioned that they are not involved in this process, however, they are hoping to get an invitation from the district municipality and their respective local municipalities for future participation.

As indicated in Figure 4.1, the ORTDM tourism is made up of various stakeholders, including the district tourism department, local municipalities, the ECPTA and tourism organisations. The following section further discusses stakeholders' roles in tourism development at the ORTDM.

4.8   Stakeholders' roles in tourism development at ORTDM

Devesa et al. (2010:547) and Cunha et al. (2020) note that tourism development is a complex activity made up of different components and motives. The tourism industry is fragmented. For example, tourism may be dependent on local transportation regulations and tourism facilities are dependent on the district municipality for water supply. As a result, it requires different stakeholders to participate in the development process to ensure their role in the development of tourism (Jamal & Stronza, 2009:172). Also, each role-player needs to determine their level of engagement to avoid conflict. The tourism policy development process is not always smooth. Airey (2015:251) mentions that everyone wants to be heard and feels that their input should be included in a final (policy) document. As such, Silinevica (2015:262) states that local municipalities are advised to take a leading role in tourism policy development and ensure that they conduct this process democratically so that everyone supports policy decisions and development plans.

Sometimes it is difficult to get buy-in from other stakeholders; for example, a local artisan may feel that he is not part of the tourism value chain although he is (Mitchell, 2012:260). Tourists travel to different countries and buy souvenirs as a reminder of previous holidays. When participants were asked about their roles in the development and implementation of tourism policies in the ORTDM, the responses were varied and positive. All participants showed excitement and positivity about their roles in tourism development in the ORTDM. Participants' views on the research question were grouped according to the establishment that they represent. Participants from the government (R2, R3, R5, R6, R9, R11, R13 and R14) mentioned the following roles in relation to the question about their role in the development and implementation of tourism policies at the ORTDM:

> Our responsibility is to offer a tourism budget for the formulation and implementation of tourism initiatives, as well as to monitor and evaluate them... Meetings with various stakeholders to discuss tourism ideas are being organized (R13). Ensure that LM policies are consistent with provincial and national objectives (R11). Our mission is to guarantee that tourism policies are implemented correctly, to provide a framework for tourism planning and to promote tourism policy integration and cooperation across all government domains (R14).

Based on the above statement, it is apparent that the government plays a key role in the establishment, implementation and monitoring of tourism policies, as it should. The tourism industry in the ORTDM is managed by the local municipalities and the district itself.

The researcher asked participants from the tourism organisations (R1, R4, R7, R8 and R12) about their roles in the creation and implementation of tourist policies. Everyone was optimistic about the future and R1 emphasised the following responsibilities:

> It is our responsibility to promote the interests of private tourism and hospitality firms, as well as to establish norms and guidelines for tourism organisations... We are a self-funded entity, so we engage with donors to support tourism initiatives such as fundraising and marketing campaigns.

One of the important themes that emerged from the interviews with tourism organisation representatives is that they organise their fundraising initiatives and engage with other stakeholders on issues affecting the tourism industry. However, the issue of finances arose repeatedly from participants and they feel that they are not getting enough support from the district municipality. Members of the tourism organisations are also needed to drive tourism growth and promote tourism in the ORTDM.

R10 believes that the ECPTA's job as a stakeholder is to monitor marketing and environmental management, as well as to oversee tourism policies that are being evaluated. R8, from a tourism organisation, on the other hand, has the following reservations concerning the ECPTA:

> We have regular workshops….as well as to help tour operators get off the ground and marketing from ECPTA, who are trying to force us to succumb to their policies. So we cannot even move forward with certain implementations of policies like the registration of the LTO as an NPO without the approval of ECPTA… Many people in the typical hospitality sector are not even aware that they are in the tourism value chain.

The role of the ECPTA, according to their foundation document, is to promote socio-economic growth and transformation of the tourism sector in the Eastern Cape (ECPTA, 2010). Their role as leaders of marketing and environment management is to create an enabling environment for a member of the tourism organisation to thrive and grow the tourism economy in the ORTDM. The tourism organisation should not be bullied into agreeing to specific policies because they require government support. Consequently, the tourism organisation and its members should have workshops to educate other members about their role in the tourism value chain**.**

The district municipality facilitates tourism stakeholders' engagement in the process of tourism policy development in the form of tourism fora and stakeholder engagement. However, the question is, do they offer concrete plans that seek to resolve the implementation of policy decisions? Yes, it is the government's responsibility to assume a leading role and provide a conducive environment for private businesses to drive tourism growth (Brokaj, 2014).

There are different stages of involvement in tourism development and the implementation of tourism policies, therefore the following section indicates the perceptions of stakeholder-involvement in tourism development and implementation of tourism policies.

4.9   Perceptions regarding stakeholders' involvement in tourism development and implementation of tourism policies

The point of discussion was a top issue that the participants have regarding stakeholders' involvement in the development and implementation of tourism policies in the ORTDM. Tourism needs to be sustainable and must not compromise tourism resources in the name of generating income. Yuksel et al. (1999:354), supported by Thetsane (2019), mentioned that there are many things that tourism planners need to consider in the development process before making policy decisions for implementation. Both internal and external factors are most likely to negatively or positively impact when policies are implemented (Somers & Nelson, 2001; Saint Akadiri et al., 2019). Chapter 2 discussed the primary steps of tourism planning and the issues to consider when implementing tourism policies.

According to Boukas and Ziakas (2016:48), internal matters such as coordination between tourism stakeholders play an essential part in tourism policy development. It also mitigates any issues that hinder the implementation of tourism policies. External factors like changes in the socio-economic and political environment must be considered when drafting tourism policies (Stylianou-Lambert et al., 2014:570; Tien et al., 2021). Respondents highlighted and discussed vital matters and some themes emerged from the analysis of perceptions regarding stakeholder involvement in the development and implementation of tourism policies. The themes, such as poor tourism planning and lack of stakeholder engagement, poor implementation of tourism strategies and infrastructure development are discussed below.

4.9.1   Poor tourism planning and lack of stakeholder engagement

The view of respondents regarding stakeholders and the collaboration between tourism agencies, district and local municipalities as well as tourism organisations to build solid relations to the ORTDM tourism policy development shows how this concept is widely misunderstood or simply unknown. Weiner et al. (1989) state that as explained in the Oxford English Dictionary, collaboration means working together and is defined as an "action of working with someone to produce something". In the context of tourism planning in this study about the ORTDM, collaboration means that tourism stakeholders come together and discuss issues and concerns surrounding tourism development and the implementation of tourism policies.

Participants R1, R4, R7, R8, R10, R12 and R14 emphasised the need for tourism organisations to collaborate with local municipalities and the NDT. This is indicated in the following quote from R4:

> Politicians and the Municipality need to support the SMME's to improve and uplift the Tourism standards in our area since this area has few attractions for tourists.

Success in tourism planning and stakeholder collaboration will undoubtedly positively impact the development of the tourism and hospitality sectors for the district municipality (ORTDM) and South Africa. However, the view is contradicted in the response that was received from a representative of a tourism organisation (R1) who claimed that:

> There was a payoff line that says, "Eastern Cape the adventure province." People used to ask "what/where" these things...when we asked those who were involved in developing the payoff line, they mentioned bungee jumping, which is located in Bloukrans River Bridge, Tsitsikamma, close to Gqeberha, formerly known as Port Elizabeth.

Some members of the tourism organisation, like R1 and R2, mentioned that people did not know what adventure was and tourism planners used only bungee jumping as a reference point, which raises a question about stakeholder collaboration and engagement of stakeholders in the planning of tourism strategies. According to Swarbrooke et al. (2003:4), adventure tourism means exploring and involves experiencing tourist destinations participating in physical activities such as hiking, bungee jumping, snorkelling, skydiving and much more. Adventure tourism attracts adrenaline junkies and those who seek thrills (Shahi, 2017:3).

There is nothing wrong with tourism destination planners being inspired and studying what other provinces or destinations are doing in destination marketing. However, when developing a marketing strategy, comprehensive consultation with others is required to ensure that they understand the marketing strategy. This type of tourism is available in almost all parts of the district municipality.

All 14 participants agreed that stakeholder collaboration empowers the tourism industry, tourism organisations, tourism associations and local municipalities, together with the involvement of the district tourism department. The views of respondents R1 and R8 were that the provincial government and the ECPTA invite people from outside to develop tourism marketing strategies without collaborating with local tourism stakeholders. R8 further mentioned the following:

> …so basically, the strategy was developed by visitors, people who did not come from here, as a matter of fact, it was never taken off and people do not buy into it here.

Not involving roleplayers in tourism planning and expecting them to act is like going to a battleground with a squad that has never trained together. Planning is not an island; it is essential to involve every stakeholder in planning as they are affected by tourism plans and policies. If all parties are involved in planning and are consulted prior to making policy decisions, they are most likely to support tourism development initiatives. The lack of buy-in on the *"Eastern Cape, the adventure province"* results from a lack of consultation; otherwise, everyone in ORTDM would have understood the strategic direction and supported the marketing initiative. Additionally, marketing strategies should be developed based on features and available tourism products at the destination. Tour operators are essential to destination

development and marketing, therefore, the DTO needs to establish an operator to create tourism packages for the ORTDM region.

Municipalities are political institutions and all the fund allocations related to tourism development need council (political structure) approval (Roberts, 2008:527). Haughton and Rybář (2008:240) further mention that all policy directions are derived from political manifestos or resolutions of a particular political party. With political support from the district municipality and provincial government, tourism can thrive in the ORTDM. Respondents R1, R5 and R8 mentioned that there is still tension in political structures in the EC, hence slow progress in tourism for the ORTDM region in question. R1 further mentioned that:

> The Eastern Cape was broken into two parts (Ciskei and Transkei) by the apartheid government. That political rift hasn't been healed yet. Up until we get people who look beyond that…and until we use the Constitution and make this a selfless exercise, we are not going to move beyond that…

Party politics was one of the issues that participants (R1, R2, R3, R4, R7, R8, R10, R12 and R14) were concerned about. Whether one likes it or not, politics has an impact on tourism that is developed and planned. Politics form part of the external environment but it somehow influences how tourism policies are drafted. Before the new South African political dispensation in 1994, the Eastern Cape Province consisted of the Transkei, which forms part of the wild coast, the ORTDM on the eastern part and Ciskei. When considered from a tourism development perspective, the Ciskei always had and still has, better infrastructure compared to the former Transkei. The Tourism Grading Council and the ECPTA head offices are in East London, while the provincial legislature resides in King Williams Town. Some participants feel that they should have their own grading facilities instead of having someone from East London to grade their facilities. They also mentioned that they do not feel important enough to have better resources and facilities like other regions.

Perhaps when too many tourism stakeholders are at the local and regional level, tourism planners tend to waste time and effort consulting before anything gets done (Devine et al., 2011:527). Tourism stakeholders should find a common interest to develop and grow tourism, then communicate between all the departments involved in running tourism. All stakeholders should work towards a common purpose while aiming to attain their objectives. It is the government's role to ensure that they manage tourism effectively and support small businesses to ensure that their strategic goals are attained. However, this understanding is contrary to the response received from a representative (R1) who claimed that there are business opportunities that could lead to tourism growth. Still, they do not receive financial support from the municipality:

> The municipality has been taught to milk cows, not to feed cows. Local tourism operators need the approval of the law and funding to take advantage of business opportunities.

The respondent's view was that the district municipality did not create an enabling policy environment for tourism businesses to operate, which results from poor tourism planning. Also, the statement mentioned earlier by the respondent (R1) indicates that the municipality cannot assist the private sector with financial support (funding) to capitalise on business opportunities. In response to the above claim, a respondent (R3) from the district municipality mentioned that tourism receives partial political support and has a limited budget to implement tourism policies. Therefore, the district municipality needs to collaborate with members of the DTO and the communities to lobby for political support in tourism.

There are issues surrounding tourism awareness and experiencing tourism consultancy was a hot topic amongst participants. Some participants (R4, R7 & R8) believe that there is an issue hiring people with limited experience in tourism development at the district municipality. Many of the participants (R1, R4, R7, R8 & R12) from the tourism organisations stressed the issue of inexperienced tourism personnel who attend travel and trade shows just to take pictures. There is a need for the municipality to invite some of the members of the tourism organisations to attend travel shows to showcase their offerings and learn from other destinations. Some issues need urgent attention; for example, a participant (R14) from the district municipality highlighted the following matters with regards to relations between tourism stakeholders (government and tourism organisations) in the ORTDM:

> There is little or no integration between government spheres.
>
> There is competition between members of the forum that hinder tourism development.
>
> Some of the members of the association are competing for tenders.
>
> The private sector usually does participate in the Tourism fora because of the length of the meetings.

There is a need to establish good relations between municipality employees and the members of the tourism associations. Tourism policy development and planning is not an island; therefore, collaboration amongst role-players is necessary to ensure that each stakeholder understands their role in tourism. Good relations build trust and trust is a solid foundation for a healthier working relationship between tourism stakeholders. When everyone is happy about their role, they work even harder to achieve both team and individual goals to ensure the implementation of tourism policies in the ORTDM.

4.9.2 Poor implementation of tourism strategies

There is a perception that the district and its local municipalities are not effective in implementing tourism policies. Poor implementation of tourism plans negatively impacts destination development and growth (Ashley et al., 2001; Kebete & Wondirad, 2019). For example, if there is a delay in the installation of electricity, the accommodation hospitality sector is most likely to suffer the consequences. Brokaj (2014:105) recommends that the existing gap

between ideology and practise is a significant step to converting the concept of tourism plans into daily practice. R1 declared that:

> The district municipality is a rural municipality and they have no intentions of appearing as an urban district municipality.

Based on the above statement, tourism strategies of the ORTDM should be developed based on local conditions and must echo with the destination itself. According to Britton (1991) and Faulkner (2002), there is a never-ending competition amongst destinations and tourism planners end up building similar infrastructure to cater to universal needs for ever-changing tourist needs, making it very difficult for underdeveloped municipalities such as the ORTDM. However, Schroeder (2007:295) warns that tourism planners should not fall into the trap of "development" by destroying the distinctive features of the destination such as culture, ambience and layout, which sets them apart from the pack.

The issue of poor implementation of tourism strategies is one of the essential themes predominantly emphasised by most (R1, R2, R3, R5, R6, R9 &R11, R12 & R14) of the participants. One of the respondents (R7) stressed the issue of incapacitated tourism personnel by declaring that:

> Currently, as a businessperson, you need to go to the municipality, knock on doors and encourage government employees and tell them what they are supposed to do, especially on the tourism side.

The above shows that the private sector (tourism organisations) is not impressed with how the municipality conducts its operations. Tourism businesses pay levies and contribute to the municipality's economic growth and it is only fair that they get the necessary support they require in respect of tourism development. The SA DT and municipalities should assume a leading role in directing tourism. One respondent (R5) suggested the following:

> ...for tourism to move as one train with carriages we need to be executing our tasks as personnel.

Poor implementation of tourism strategies can be perceived as a stumbling block to tourism development, which is why the above respondent (R5) calls for each stakeholder to perform their individual organisational tasks. Tourism policy is as good as it sounds but without execution or implementation, it is futile (Whitford & Ruhanen, 2010:476). However, R12 believes that there is a lack of implementation and the respondent further made the following remarks:

> There was a strategy about commercialisation that was developed in 2016 and launched in 2017. The tourism agency has been sitting on this strategy since 2017, they cannot deal with the workload so they must call on private operators to come and assist… There is a vast amount of land where the government has built tourism facilities but they are not working. Since then, they only allocated three facilities to the private sector… and we have about ten reserves laying down, the government is not playing enough role to improve the tourism sector.

Based on the above claims, the commercialisation strategy was developed without a proper implementation plan. Inskeep (1991:429) opined that tourism strategies must be prepared realistically to be implementable. There was and still is no coordination between the district municipality and the private sector. R8 further mentioned that there is still work on the relations between the district municipality and tourism organisations. Tourism policy and implementation go hand in hand. Rodriguez et al. (2014:79) further state that policy and implementation are two sides of the same coin. It is important to note that there are not enough resources to ensure that the desired plans are implemented and there are growing concerns and fears from the tourism organisation. Respondent R7 mentioned that:

> …we have to constantly knock at the government doors and remind them about what they are supposed to be doing. But then again, if you keep pushing, you somehow become the enemy of the state and end up not getting invited when there are meetings and workshops relating to tourism businesses.

Once again, the statement above clearly indicates that some stakeholders are not satisfied with the way the government manages things in the ORTDM. All participants throughout the interviews kept mentioning that there are issues (to be discussed below) that make it difficult for the district municipality to implement tourism policies. Delays on land claims and allocations were also a dominant factor amongst participants. One respondent (R8) mentioned that the district municipality is making deals with foreign companies rather than local businesses. On the other hand, R5 feels that the Marine Protection Act (MPA) no 27 of 2000 was designed to exclude black communities close to the coastline because:

> The only act they are focusing on is the Marine Protection Act… which states that we are not allowed to build close to the coastline and houses must be located 5 KM away from the coastline. However, white people build houses close to the coastline because they do EIA's and build private cottages.

The ECPTA and the ORTDM should try to teach people who are in these remote areas about the value of the tourism sector. Transforming the tourism and hospitality industry is one of the pillars in the National Tourism Sector Strategy, therefore the ECPTA should encourage and help people to get the EIA so that they can remain on the coastline and have their own private establishments to employ other community members. One participant (R7) further makes the following assertions about corrupt activities between traditional leaders and the ECPTA:

> To get land, people bribe traditional leaders and get a piece of land, then go to ECPTA for EIA Assessment approvals to build these private cottages. We are fighting big wars when it comes to corruption and implementation of policies and acts. The municipality has failed dismally. It is surprising that they are constantly developing new strategies but failing to implement what they have.

There is no substantive evidence to back the above claims, but if there are any wrongdoings, law enforcement agencies need to get involved and prevent this from happening. Desroches (2017) states that corruption is a criminal offence; whoever is involved in any illegal dealings

should be arrested. South Africa has been rooted in corruption over the last couple of decades and citizens suffer from wrongdoings.

4.9.3 Infrastructural development

One of the most important subjects or themes that all participants raised was the issue of infrastructural development. Many agreed that a favourable policy environment contributes to tourism and other economic sector growth, leading to infrastructural development in the ORTDM. According to Rogers et al. (2012), infrastructure is the term that refers to the set of essential services that support the functionality of the municipality and its communities. Infrastructure is a system of the Department of Public Works for a region (Duffy-Deno & Eberts, 1989; Lewis-Faupel et al., 2016). The lack of infrastructure development makes it difficult for tourists to access and enjoy what the district municipality offers in terms of tourist attractions. R3 explained his view in the following terms:

> There is an issue regarding the maintenance of roads…and a lack of developed infrastructure and access roads to tourist destinations and the municipality trying to address those.

The infrastructural systems include different types of infrastructure and in the context of this study, the researcher examined concerns or challenges around soft, hard and critical infrastructure in the study area. Different infrastructural challenges were acknowledged by all respondents. According to Khanna et al. (2005:6), soft infrastructure is made up of institutions that are made to assist with economic operations, such as banks, government departments, educational institutions and health facilities. All the systems usually require human capital to deliver services to the people. Participants R1 and R7 mentioned that there are limited resources allocated to the district municipality, which may delay the implementation of tourism policies and development process; for example, a respondent (R1) stated the following:

> To show how under-resourced we are and the people who are grading our accommodation facilities are based in East London, we are not important enough to have these resources here in ORTDM.

Manyaka (2014) argues that most areas with a minimal economic base are predominantly found in rural areas, also known as the "Bantustans" or former homelands where unemployment and poor infrastructure are historically rooted. Secondly, the participants mentioned that there are encounters regarding hard infrastructure in the ORTDM. Hard infrastructure consists of physical structures that are necessary to run a developed municipality, province, nation or region. Physical infrastructure includes municipal roads and bridges. Arifin and Simangunsong (2019:139) state that the road infrastructure is a concern to local governance. Most tourist attractions under the ORTDM are situated in villages and remote areas, hence, road infrastructure development is essential to connect tourist attractions to the capital of the district municipality.

Developed infrastructure goes hand in hand with tourism development because access to tourist destinations requires a proper and developed infrastructure. Timothy and Tosun (2003:185) state that tourism requires the erection of infrastructure as part of destination development. When a tourism infrastructure is developed it does not benefit only the tourism fraternity but also other economic sectors. Tourism products and services include transportations services, activities, attractions, accommodation establishments, restaurants and other tourism infrastructure. Bohlmann and van Heerden (2005:10) argue that destinations develop infrastructure to generate economic benefits from the multitude of positive impacts obtained, including job creation through construction projects.

Lastly, all the participants mentioned that there are challenges concerning critical infrastructure. This type of infrastructure involves government assets that are essential to the functions of the entire district municipality and the tourism economy. These challenges include accommodation for visitors and communities, telecommunications, water and sanitation and electricity. All 14 participants agreed that they have issues with infrastructure development and as a result, they struggle to implement the district tourism policies. The Department of Public Works, Transport, Energy and Tourism is responsible for the critical infrastructure. About the above, R8 further mentioned that:

> Many Backpackers [sic] that black people own went many years without electricity… When we raise these issues, the municipality does not understand, even the management itself does not understand creating an enabling environment (there is an issue of access, providing infrastructure). We have talked about it many times, but it falls on deaf ears.

Electricity is part of the critical infrastructure and plays an integral part in the operation of tourism facilities. According to Ezebilo and Mattsson (2010:190), infrastructure development provides essential utilities such as water, electricity and transportation that provide the framework in which a community transacts economic, social and environmental activities. Concerning the transformation of the tourism industry, the NDoT has made it a priority and identified it as a pillar for tourism development in South Africa. Hence, Tangri and Southall (2008:700) attest that, in South Africa, all government policies and strategies advocate transformation in all economic sectors, including tourism. Therefore, installing electricity in black-owned (previously disadvantaged) establishments can be noted as a positive move to transform the tourism sector in the ORTDM.

All participants showed interest in growing the tourism sector in the ORTDM. However, it would not be easy to determine the gaps and what the district municipality can do better without knowing what tourism structures are involved. Hence, the following section documents participants' views on how to improve the tourism policies development process in the ORTDM.

4.10   Respondents views on how to improve the tourism policies development process

Participants were asked for their views and suggestions on how tourism stakeholders in the ORTDM can improve any tourism policy development process. Two main themes emerged from interviews when respondents were asked the question regarding the tourism policies development process in the ORTDM. The themes, integration and reorganising of the tourism department are discussed below.

4.10.1 Theme 1: Integration

Integration means combining different groups or individual organisations into equal partnerships and free association. According to Waligo et al. (2013), all parties should come together (integrate) and work as one unit for a common cause. In the context of this study, participants (R1, R4, R7, R8 & R12) repeatedly suggested an equal association between tourism stakeholders in the ORTDM. As a result, one of the participants (R2) mentioned that:

> …there is a need for integration with other sectors like agriculture and ICT and other sectors within or even health in such a way to improve tourism service.

Integration between the government and the private sector is crucial to the success of the tourism industry (Dangi & Jamal, 2016:475). All tourism stakeholders and other government departments must express their interests and expectations for the development process, where the integration can assist in establishing individual roles. For the tourism policies development process to be effective and succeed, there is a need for every tourism stakeholder (municipalities and tourism organisations) to be integrated and become equal partners to achieve tourism development and their individual goals. The integration between tourism stakeholders was a common topic amongst research participants and they were passionate and positive about it.

Once the individual roles have been identified, stakeholders work together as a team and know what is expected from them. The following suggestion came from respondent R11:

> Private sector to drive tourism in the region…The district municipality, local municipalities, government agencies should create a conducive environment for the private sector to drive.

Without adequate communication between tourism roleplayers, there is insufficient understanding of what each organisation should do to achieve the tourism policy goals. A municipality respondent (R9) mentioned that "the municipality must make sure that everyone is aware of policies". Furthermore, it is the district municipality's role to ensure that their tourism policies are communicated and all information is disseminated to tourism stakeholders in the ORTDM. A respondent (R4) from the local tourism organisation confirmed the above, making the following argument:

> There is a need to involve private companies that specialise in marketing and tourism policies…Ensuring that the LM's are more aware of the importance of tourism.

In addition to the above, a participant, R11, from the municipality suggested that:

> …Firstly, the process must be transparent from the first stages of developing terms of reference for appointing service providers to develop policies for an institution.

Kimbu and Ngoasong (2013:246) affirm that the effectiveness of tourism policy development can only be assured if there is integration and understanding between tourism organisations and stakeholders involved in the tourism development process. All stakeholders involved in tourism policy development stand to benefit. There are positive outcomes (such as coordinated tourism plans) associated with establishing alliances between the municipality and private businesses in the tourism sector represented by tourism organisations. The partnership between tourism roleplayers involves partners capable of recognising their mutual interests and benefits from the development (Kimbu & Ngoasong, 2013:246). With this approach executed, a thriving tourism policy development will be successful in the ORTDM district municipality.

4.10.2 Theme 2: Reorganising

The term refers to an action taken by an organisation to change the operational aspects of the business and usually happens when the business is facing financial or operational pressures (Yazdifar et al., 2008:412). Hassard and Morris (2018) mention that under normal circumstances, the restructuring or reorganisation happens when there is a need to change organisational structures when a company is no longer competitive and unable to keep up with the competition. In South Africa, tourism has its National Department of Tourism, however, it falls under the DEDEAT at the provincial and local levels. Therefore, one of the respondents (R7) from the tourism organisation made the following submission and suggested changes in tourism governance at the provincial and local level:

> The structure of the department (NDT) can shift. When you say something is a pillar for economic growth or recovery, it should be able to stand on its own… At the provincial level, you cannot have one ministry responsible for three entities such as the department economic development, environmental affairs and tourism, DEDEAT.

Participant R7 further suggested that:

> …my suggestion is that tourism must be an entity on its own, just like agriculture at the local level. This can help SMEs communicate directly with the tourism department at the local level, not with the municipality because municipalities are political institutions.

Tourism has been identified as one of the key economic sectors to reduce unemployment in South Africa (Mxunyelwa & Vallabh, 2017). According to participant R12, having it as a standalone department at all levels of government can help the government develop policies together with implementation plans, such as feasibility studies and fundable business plans. The researcher believes that having a dedicated department responsible for tourism to ensure

policy implementation because there will be dedicated personnel for enforcement rather than a combined department with one manager or director.

Throughout this chapter, the participants have expressed their views on roles and involvement in and provided suggestions on how the ORTDM can facilitate the tourism development and implementation process of tourism policies in the ORTDM.

In the next section, the researcher presents challenges that the district is currently facing regarding the implementation of tourism policies in the ORTDM.

4.11   Challenges on the implementation of tourism policies in the ORTDM

One of the objectives of this study was to identify the challenges that the district municipality is currently facing regarding the development and implementation of tourism policies in the ORTDM. Firstly, participants were asked if the district municipality effectively implemented their tourism policies and this was met with both criticism and positivity from the respondents. Some participants (R1O, R13 & R14) believe that the district is active but the majority (R1, R2, R3, R4, R5, R7, R8, R9 &R11) said that they are not effective. Therefore, the section below discusses challenges that surfaced with regard to the implementation of tourism policies at the ORTDM. Some of the themes that emerged from the interviews were a lack of integration in planning, lack of political support and tourism awareness, limited budget and poor infrastructure. The district municipality does not have control over what other stakeholders are doing in terms of implementing tourism strategies. This is a clear indication that there was no integration from the early stages of planning. Participant R14, of a tourism department, highlighted the following challenges:

> …There is little or no integration between the three spheres of government. There is competition between the associations that hinder tourism development. Some of the members of the association are ginning for tender. The private sector usually does not participate in the tourism fora because of the length of the meetings, Limited Budget to implement tourism policies. Limited political buy in the tourism planning. Lack of clear strategies on how to develop economic infrastructure, which hinder the investment potential. Land Claims…Limited community consultation about tourism plans and their implementation...There is also Water Supply, Electricity, Waste removal, Basic service, Maintenance of public infrastructure challenges.

The respondent's view was that there is no integration between government spheres, tourism organisations and other tourism stakeholders. Based on this, each role player is pulling in a different direction and this is a big challenge. The district municipality designs policies under the assumption that the tourism sector can function without the collaboration or integration of other stakeholders. All stakeholders have acknowledged the need to work together. Still, the participant (R14) has admitted that the district municipality developed contradictory economic strategies that are difficult to implement and are maybe a stumbling block for investment opportunities. Participant R1 also explained the importance of having integrated tourism plans from the district tourism organisation and further revealed that:

> The National Department of Tourism directs tourism in the country, so for it to move as one train with carriages, we need to be packing the right way for a tourist to enjoy and experience the offerings so we have been talking and trying to create packages that will be worthwhile for these tourists and tour operators, so that is our involvement. It is what we have been trying to discuss with [the] ORTDM local municipalities.

Additionally, the input of different tourism stakeholders helps to organise tourism strategies to fulfil the objectives to develop tourism, attract visitors and investors and, eventually, to contribute to the growth of the tourism and hospitality industry in the ORTDM. A respondent (R1) from the local tourism organisation agrees and confirmed the above observation:

> Yes, we were invited to attend two workshops facilitated by national tourism and they allowed us to give input on what we would like to develop as people in tourism. But with the district? No, we never participated in tourism policy development. It was with the national and you know national can only do so much because the district and local make up their direction…The national tourism department is just there to advise, so there is no platform for us to participate. You know there are quarterly forum meetings that are done in tourism? But there is not so much development in tourism. The aim is to inform us of what is to be done and how it will be done.

The private sector does not form part of the tourism policy development process in the ORTDM, hence the above issues mentioned by the participants. Another participant (R8) from the tourism organisation believes that it is in the private sector's interest to drive the tourism industry. He further mentioned the following issue:

> …we are a rural district and we are okay that way. We are not trying to be an urban district but what you find is that there are no resources, there can be no tourism sector without resources…

The district municipality is not sufficiently equipped to support start-ups. A respondent (R1) from the district tourism organisation highlighted that:

> All local LM's have no tour operators. The only tour operator that exists is in East London. Local tourism operators need the approval of the law and funding to take advantage of business opportunities.

Many challenges came up from the interview, where delays in the implementation of tourism strategies were highlighted as one of the challenges. A respondent (R7) from a tourism organisation supported the above thought by stating that:

> The development and implementation of tourism policies is very weak, e.g. in 2019, the Municipality promised to launch the LTO, but it never happened. Then it happened in 2020… In the past years, the LTO was not involved or taken into consideration. Though this year (2021), we see a slight improvement. Infrastructure to the areas of attraction is not good.

Lack of political buy-in and tourism awareness is one of the challenges that hinder implementing tourism policies in the ORTDM. Despite his enthusiasm and passion for tourism, participant R2 mentioned the following issues:

> There is also a lack of support and interest in tourism but we are trying to get everyone to buy into tourism from the LM. The absence of political buy-in is a major challenge...

Even though the district municipality is trying its best to implement tourism policies, participants have raised issues related to the lack of financial support for the tourism sector. There is a limited budget allocated to tourism and participant R2 from a local municipality mentioned the following issues:

> Sometimes we assist our tourism association with things they need a budget, even though we don't give them hard cash. Sometimes we have to cancel some programmes due to insufficient funds. The budget is not enough to cover everything…

Due to the lack of financial support and funds allocated to tourism, the ORTDM tourism department is failing to deliver and execute its tourism strategies. Participant R1, from the tourism organisation, supported the above claims and said the following:

> They (the ORTDM) have asked us about the projects we want to do, we have submitted those strategies to the district and LTO, but none of them has liaised with us or implemented anything. Municipalities will [sic] deny if we ever submitted the strategies mentioned above… We never participated in tourism policy development.

In response to the above, participant R2 from the local municipality claimed that they offer non-financial support and further mentioned the following:

> We give support to Local Tourism Associations; for example, we take them to workshops, assist them in applying for advertising material and sometimes we pay catering for them if they must be catered for when they go to events and expos.

Moreover, the lack of implementation of government policies is a challenge in general, for example, the national government keeps on developing and introducing new initiatives without executing the existing policy. Participant R3 stated the following:

> We are still working on developing policies and bylaws around tourism and in other sectors of our economy. We have a challenge because there isn't that much of a budget for that. But in terms of tourism information centres, we have decided to buy these containers instead of having buildings. Yeah, so we are in the process of buying some.

In collaboration with local municipalities, participant R3 felt that the district municipality should work with tourism organisations to create an enabling policy environment for tourism and develop tourism in the ORTDM and the rest of the Eastern Cape. There are many plans in the pipeline, such as the Mzimvubu Water project, which the government seeks to implement. On this topic, participant R2 mentioned the following pronouncements by the government:

> There is a long-term plan regarding the supply of water, remember the president of the Republic, pronounced on the development of Mzimvubu Water project (Dam) as well as the province's premier so with that in our plans. The water supply challenges will be history as soon as those dams are constructed so that we won't have a challenge in terms of water supply. Then even in terms of electricity, part of the plan of Umzimvubu Dam is to have hydroelectric power that is going to be sourced from Tsitsa River so we won't have electricity issues. We will have electricity in abundance.

All participants were hopeful about the future of tourism in the ORTDM and emphasised the above-mentioned announcements and future projects to alleviate infrastructural challenges.

Water and electricity play an important role in the tourism sector, therefore the above-mentioned plans must be implemented to stabilise sanitation and electricity challenges as well as to improve the district economy.

4.12   Chapter summary

This chapter analysed the data gathered in the study, based on the responses assembled from the selected representative from the tourism agency (the ECPTA), members of the LTO, and local and district municipality tourism personnel. Questions were posed to the 14 stakeholders in the study. The next chapter outlines the recommendations and conclusions drawn, based on the observations and analyses.

CHAPTER 5

CONCLUSION AND RECOMMENDATIONS:

5.1   Introduction

The previous chapter offered analyses and discussed the research findings obtained from the interview investigations into the study to determine stakeholder involvement and challenges associated with the development and implementation of tourism-related policies in the ORTDM in the Eastern Cape. Different themes that emerged from the analysis of data were discussed under the relevant objective.

The first chapter presented an introduction and background to the research, a brief outline of what the study entailed, including a discussion of the problem statement, the study aim, the research questions and objectives. Chapter 1 also outlined what this study sought to achieve from the ORTDM as a study area.

Chapter 2 presented a review of literature on the main features of tourism planning and the multi-stakeholder planning approach as the substances of tourism development and planning in the ORTDM of the Eastern Cape and South Africa. The chapter also dealt with literature on tourism planning, basic steps of planning, levels of planning, policy development in the tourism context and the importance of stakeholder collaboration. Additionally, the research method used in the study was presented in Chapter 3 to ensure the reliability and validity of the findings obtained.

Chapter 4 analysed and discussed the data gathered from the interviews during fieldwork (data collection). The chapter showcased the outcomes of the collected data.

This final chapter of the study recaps the study, presenting conclusions drawn from the research findings and suggesting recommendations and direction for future research.

5.2   Conclusions

The research findings for this study were analysed based on the following objectives:

- To determine the role of the district municipality in the development and implementation of tourism policies at the ORTDM.
- To ascertain the involvement of different stakeholders regarding policy implementation in the development of tourism at the ORTDM.
- To identify challenges that the district municipality is facing with regards to the development and implementation of tourism policies in the ORTDM

Discussions in the following section present the conclusions of the study according to the objectives outlined above.

5.2.1 The role of the district municipality in the development and implementation of tourism policies at the ORTDM

The first objective of this study was to determine the district municipality's role in the development and implementation of tourism policies at the ORTDM. As mentioned in the literature review section, the district municipality assumes a leading role in the development and implementation of tourism policies, develops by-laws, conducts marketing campaigns, as well as holding workshops (Ritchie & Crouch, 2003:79). The government's roles that emerged from the data were to provide tourism budget, monitor and evaluate tourism plans and to promote tourism policy integration and coordination in all government spheres. There is alignment between these research findings and what previous scholars have noted.

Still on the role of the district municipality in the development and implementation of tourism policies at the ORTDM, the research findings showed that the district municipality organises and manages workshops that are attended by other tourism stakeholders. All tourism workshops (fora) that are facilitated by the district serve as a central platform for tourism stakeholders to engage on issues such as policy development, product development and the implementation of tourism strategies.

The results confirmed that the district municipality also attends regional tourism fora that are facilitated by the ECPTA and they are involved in developing and implementing policies for the provincial government and the ORTDM. The regional fora are under the supervision of an ECPTA regional manager and their (the ECPTA) involvement is important when policies are subjected to review.

According to the research findings, other stakeholders, such as tourism organizations, have a primary role in representing the interests of private tourism businesses, fundraising and supporting tourism initiatives from the district and local municipalities. The research findings revealed that the private sector feels excluded and they are dissatisfied with how the district municipality manages the development process. In terms of the role of other tourism stakeholders, the findings revealed that local and district tourism organizations had difficulty registering as independent entities due to ECPTA policy limitations. Hall (2019) states that policy limitations have a negative impact on tourism development. Therefore, the development and implementation of tourism-related policies rely on a conducive policy environment so that tourism businesses can drive tourism growth (Liu et al., 2019; Milano et al., 2019).

5.2.2 Involvement of tourism stakeholders in tourism policy development and implementation in the ORTDM.

The second research objective of this study aimed to ascertain the involvement of tourism stakeholders in tourism policy development and implementation in the ORTDM. The themes that emerged from the data were lack of stakeholder engagement, poor implementation and poor infrastructure development. The results indicate that the collaboration concept is

misunderstood and mainly unknown in the district municipality. Therefore, it is suggested that poor coordination in the tourism sector is the reason for its declining growth. Mandal (2018) argues that if tourism is planned appropriately and in a coordinated manner, the tourism sector can grow as an economic sector in the ORTDM.

Participants agreed that the success obtained in proper tourism planning and stakeholder collaboration could change the entire tourism and hospitality system in the district municipality (the ORTDM). In addition, the district municipality does not have a regional tour operator, which makes it challenging to market the area. The marketing strategies are developed by outsiders that do not involve local stakeholders and have different views about tourism in the ORTDM. The results have demonstrated that tourism organisations with a different adventure tourism perspective do not buy into the strategy. The lack of political buy-in, budgets and resource allocation negatively influence the growth of tourism in the ORTDM. The results also showed that the policy environment makes it difficult for tourism businesses to operate and these were the results of poor tourism planning.

The study data indicated that there is a lack of integration between government spheres in that tourism organisations at times do not participate in meetings and as a result, they do not provide input in tourism policy development. The study results revealed that competition between members of the DTO also hinders the implementation of tourism policies and development in the ORTDM. Therefore, there is a need to develop teamwork and establish good relations between tourism stakeholders because members can achieve both team and individual goals to ensure the implementation of tourism policies in the ORTDM.

The findings revealed that the district and its local governments are ineffective in executing tourism initiatives. As a result, the private sector must 'knock' on municipal doors to follow up on tourism strategies that were supposed to be implemented. Furthermore, the study revealed that the ORTDM's tourism department requires trained employees to provide professional care for the needs of tourism organisations, communities and tourists who expect the district municipality to provide the best possible support because they pay government levies.

The tourism workshops organised by the district municipality are supposed to be a platform for all stakeholders to engage on issues around the implementation of policies. However, the results indicate that those tourism organisations are not satisfied with how the development process is managed. Also, the results showed a need for these stakeholders to be educated about their roles to ensure the implementation of tourism policies in the ORTDM.

The ORTDM, with the ECPTA, are behind when it comes to land claims and allocation. The commercialisation strategy was developed and later approved in 2017; they only managed to allocate three out of ten facilities to the private sector. The rest of the reserves are inactive.

The poor implementation of tourism strategies is perceived as a stumbling block to implementing tourism development policies in the ORTDM.

5.2.3 Challenges that the district municipality faces on the development and implementation of tourism policies in the ORTDM

The last objective of this study was to identify challenges that the district municipality is currently facing concerning the development and implementation of tourism policies in the ORTDM. The results showed different themes about challenges, being lack of integration, insufficient political support and tourism awareness, limited budgets and poor infrastructure. Tourism at the ORTDM is planned in an unintegrated manner and tourism stakeholders are not pulling together, they are competing against each other. This study discovered that the district municipality does not have control over what other stakeholders are doing in terms of the implementation of tourism. Their policies were developed without working together with members of the tourism organisation.

The research findings demonstrate that the private sector does not participate in the tourism policy development process in the ORTDM. As a result, they do not understand or buy into some policies. The district municipality should engage with tourism fora before making or pronouncing any tourism decisions because the forum members' (private sector) interest is the driver of the tourism industry. They should form part of the policy development process. In addition, the results show that tourism does not enjoy political support from the district municipality, hence the limited budget allocated to tourism initiatives. The issue of limited funds for tourism makes it difficult for the ORTDM to support tourism businesses, as tourism organisations are self-funded.

Furthermore, restricted tourism awareness was revealed. There is a need to educate local and district employees about the significance of tourism to the district's economic growth. Financial challenges make it impossible for the district municipality to implement its tourism policies. Also, there is a need to maintain existing infrastructure such as roads so that tourist attractions, schools, clinics, hospitals and other services are accessible to communities and tourism businesses.

5.3 Recommendations

Based on the research findings, it is clear that the district municipality leads the development process, implementation and monitoring of tourism policies. However, the tourism organisation feels that tourism should be planned in an integrated manner. A multi-stakeholder approach is essential to ensure that everyone understands their role.

According to Kannan (2018), the multi-stakeholder model is essential because it allows everyone to be accountable in decision-making. George et al. (2007:1) define the multi-stakeholder approach as a policy objective of creating a culture of inclusion in the industry. The

authors state that all roleplayers share the knowledge of the industry, opposing the long-held perception of tourism as an exploiter of wealth where only the rich can benefit. Based on George et al. (2007), the abovementioned model can be achieved through:

- The representation from all tourism stakeholders, discussing their interests and pronouncing on policy decisions (for example, the tourism development process at the local level uses tourism fora and workshops to foster networking and to improve business relationships between tourism stakeholders).

Furthermore, benefits can be achieved by collaborating with the district municipality, local municipalities and tourism organisations to build solid relations for tourism policy development. Stakeholder collaboration has a positive impact on the development of tourism and hospitality as an economic sector. Findings provided varying perceptions from tourism stakeholders about implementing tourism development policies in the ORTDM but integration between stakeholders is the way to go. According to Dredge (2006:271), tourism organisations need to have access to policy and decision-making processes in an environment where government and non-government actors nurture wisdom, creativity and innovation.

- It is recommended that the local level tourism department should have its constituency and people trained to deal with tourism-related issues.
- As was detailed in the previous chapter, the implementation of policies requires a collaborative, team effort. Therefore, a conducive policy environment attracts investors and assists in elevating the development of a destination image, As recommended by Liu et al. (2020a:185), the government (from national to local level) should promote tourism development by creating a favourable atmosphere for businesses to operate through policies. Developing a favourable policy environment requires comprehensive consultation and decision-making process. Even though this process brings about positive returns on destination development, essential costs are involved, especially when the existing infrastructure is poor.

Developing tourism policies is a huge task that comes with different challenges (Liu et al., 2020a). It requires time, political support, financial support, research initiatives, workshops, roadshows and infrastructure development. Addressing all these challenges may be a daunting task for most developing tourist destinations, like South Africa and the ORTDM.

- Therefore, the ORTDM should ensure that its roads, accommodation establishments, water and sanitation networks and power stations are well maintained to meet the demand, otherwise, this can negatively impact the region's economic growth. The tourism agency must oversee and direct the tourism projects for the common objective of benefit to the district municipality.

- Furthermore, the tourism agency should be tasked with managing the integration between local and district tourism role-players. The ECPTA with the DTO should also craft and facilitate the implementation of the ORTDM's long-term plans, mitigating conflict between the tourism organisation and the district municipalities and promoting patriotic values rather than individual interests. Even though many members of the tourism forum sectors involved in tourism workshops receive no financial support, they get exposed to business and networking opportunities made available by these events. The results revealed that a skills shortage is inherent within the tourism sector and there is a need for a tour operator to sell packages that promote the region.

- To alleviate the shortage, the tourism stakeholders in the ORTDM should collaborate, educate and offer training opportunities by creating awareness of the role and the importance of the tourism sector in the district economy. Essentially, all local municipalities should create an integrated policy and work with the tourism fora, including the ECPTA, to ensure multi-stakeholder collaboration, create long-lasting relations among tourism stakeholders and ensure the implementation of tourism policies. In closing, tourism in the ORTDM should be a standalone or a pillar to drive economic growth. A specific budget has to be allocated to boost the sector through intensive marketing and infrastructural development.

5.4   Future research direction

The current study discusses the stakeholders' involvement and challenges associated with developing and implementing tourism-related policies in the ORTDM. The Eastern Cape is becoming a preferred destination for domestic and adventure travellers. In light of the recent announcements such as the Tourism Sector Recovery Plan (SA DT, 2020), there appears to be the need for a broader analysis of a multi-stakeholder approach in the tourism policy development process. Such investigation would allow the unpacking of the challenges involved and provide a continuous implementation basis for policy development at the lowest level of governance. In this way, a more integrated and sustainable tourism sector could be constructed in the ORTDM and the broader Eastern Cape. Future studies collaboratively focusing on tourism policy development would be beneficial for both economic development and the tourism industry as a whole.

REFERENCES

Aaltonen, K. & Kujala, J. 2010. A project lifecycle perspective on stakeholder influence strategies in global projects. *Scandinavian journal of management*, 26(4):381-397.

Abrahams, D. 2018. Local economic development in South Africa: A useful tool for sustainable development. In *Local Economic Development in the Changing World*. New York: Routledge: 131-145.

Abrahams, D. 2019. Transformation of the tourism sector in South Africa: A possible growth stimulant? *GeoJournal of Tourism and Geosites*, 26(3):821-830.

Abutabenjeh, S. & Jaradat, R. 2018. Clarification of research design, research methods, and research methodology: A guide for public administration researchers and practitioners. *Teaching Public Administration*, 36(3):237-258.

Acheampong, K. & Tseane-Gumbi, L. 2016. Tourism in the SADC region and challenges facing the youth market: the Mozambican experience. *African Journal of Hospitality, Tourism and Leisure*, 5(4):1-16.

Ackoff, R. 1970. A concept of corporate planning. *Long Range Planning*, 3(1):2-8.

Adams, W. 2015. Conducting semi-structured interviews. In Newcomer, K., Hatry, H. & Wholey, J. *Handbook of practical program evaluation*. Hoboken, NJ: John Wiley & Sons: Chapter 19. https://doi.org/10.1002/9781119171386.ch19

African Union (AU). n.d. *About the African Union.* https://au.int/en/overview [13 November 2021].

Airey, D. 2015. Developments in understanding tourism policy. *Tourism Review,* 70(4*):*246-258.

Al'Afghani, M., Kohlitz, J. & Willetts, J. 2019. Not built to last: Improving legal and institutional arrangements for community-based water and sanitation service delivery in Indonesia. *Water Altern*, 12(1):285-303.

Al-Ababneh, M. 2020. Linking ontology, epistemology and research methodology. *Science & Philosophy*, 8(1):75-91.

Aldiabat, K. & Le Navenec, C. 2018. Data saturation: The mysterious step in grounded theory methodology. *The Qualitative Report,* 23(1):245-261.

Alemanno, A. 2015. *Stakeholder engagement in regulatory policy*. Regulatory Policy Outlook. Paris: OECD Publishing. https://papers.ssrn.com/sol3/papers.cfm?abstract_id=2701675 [17 May 2020].

Alferjany, A., Salama, A., Amuna, Y., Al Shobaki, M & Naser, S. 2018. The relationship between correcting deviations in measuring performance and achieving the objectives of control - the Islamic University as a model. *International Journal of Engineering and Information Systems (IJEAIS)*, 2(1):74-89.

Alharahsheh, H. & Pius, A. 2020. A review of key paradigms: Positivism vs Interpretivism. *Global Academic Journal of Humanities and Social Sciences*, 2(3):39-43.

Al-Saadi, H. 2014. Demystifying ontology and epistemology in research methods. *Researchgate*, 1(1):1-10.

Altinay, L. & Paraskevas, A. 2014. *Planning research in hospitality and tourism.* London: Elsevier.

Amerta, I., Sara, I. & Bagiada, K. 2018. Sustainable tourism development. *International research journal of management, IT and social sciences*, 5(2):248-254.

Amin, M., Nørgaard, L., Cavaco, A., Witry, J., Hillman, L., Cernasev, A. & Desselle, S. 2020. Establishing trustworthiness and authenticity in qualitative pharmacy research. *Research in Social and Administrative Pharmacy,* 16(10):1472-1482.

Andriotis, K., Stylidis, D. & Weidenfeld, A. (eds). 2018. *Tourism policy and planning implementation: Issues and challenges.* New York: Routledge.

Anup, K. 2017. Ecotourism in Nepal. *The Gaze: Journal of Tourism and Hospitality*, 8:1-19, July 19.

Arifin, A. & Simangunsong, F. 2019. The performance of public works and spatial planning agencies in the acceleration of road infrastructure in the district Banggai Province of Central Sulawesi. *International Journal of Kybernology,* 4(2):136-153, February 25.

Armenski, T., Dwyer, L. & Pavluković, V. 2018. Destination competitiveness: Public and private sector tourism management in Serbia. *Journal of Travel Research,* 57(3):384–398. doi: 10.1177/0047287517692445.

Arya, B. & Bassi, B. 2011. Corporate social responsibility and broad-based black economic empowerment legislation in South Africa: Codes of good practice*. Business & Society*, 50(4):674- 695.

Ashley, C., Ashley, C., Goodwin, H. & Roe, D. 2001. *Pro-poor tourism strategies: Expanding opportunities for the poor*. London: ODI

Atlas.Ti. n.d. *Product*. https://atlasti.com/product/what-is-atlas-ti/ [23 August 2018].

Azam, M., Alam, M & Hafeez, M. 2018. Effect of tourism on environmental pollution: Further evidence from Malaysia, Singapore and Thailand. *Journal of Cleaner Production*, 190:330-338, July 2018.

Baah, C., Opoku-Agyeman, D., Acquah, I., Agyabeng-Mensah, Y., Afum, E., Faibil, D. & Abdoulaye, F. 2021. Examining the correlations between stakeholder pressures, green production practices, firm reputation, environmental and financial performance: Evidence from manufacturing SMEs. *Sustainable Production and Consumption*, 27:100-114.

Baron, J. & Hannan, M. 2002. Organizational blueprints for success in high-tech start-ups: Lessons from the Stanford Project on emerging companies. *California Management Review,* 44(3):8-36*.*

Bassadien, M., 2017. The effects of gentrification and sustainable cultural tourism development in the Bo-Kaap, Cape Town, Unpublished Masters of Technology Dissertation, Cape Peninsula University of Technology. Cape Town, South Africa.

Begum, H., Er, A., Alam, A. & Sahazali, N. 2014. Tourist's perceptions towards the role of stakeholders in sustainable tourism. *Procedia-Social and Behavioral Sciences*, 144:313-321.

Beleli, Ö. 2005. Regional policy and EU accession: learning from the GAP experience. *Turkish Policy Quarterly*, 4(3):87- 96.

Bell, E., Bryman, A. & Harley, B. 2018. *Business research methods*. Oxford, UK: Oxford University Press.

Bello, F., Lovelock, B. & Carr, N. 2017. Constraints of community participation in protected area-based tourism planning: The case of Malawi. *Journal of Ecotourism*, 16(2):131-151.

Benton, M., Batalova, J., Davidoff-Gore, S. & Schmidt, T. 2021. *COVID-19 and the state of global mobility in 2020.* Geneva: Migration Policy Institute, April. https://www.migrationpolicy.org/sites/default/files/publications/mpi_covid19-impact-global-mobility_final.pdf

Berrisford, S. 2011. Unravelling apartheid spatial planning legislation in South Africa. *Urban forum*, September, 22(3):247-263.

Bhandari, K. 2019. International development ideology and two tourism policies of Nepal. *Environment and Planning C: Politics and Space*, 37(3):558-576.

Bichler, B. 2019. Designing tourism governance: The role of local residents. *Journal of Destination Marketing & Management*, 19:100389, March.

Biesialska, K., Franch, X & Muntés-Mulero, V. 2021. Big data analytics in agile software development: A systematic mapping study. *Information and Software Technology*, 132:106448, April.

Bless, C. & Higson-Smith, C. 2000. *Fundamentals of social research methods: An African perspective.* 3rd ed. Cape Town: Juta Education.

Bohlmann, H. & van Heerden, J. 2005. The impact of hosting a major sport event on the South African economy. *Journal of Tourism*, 26(4):595-603.

Booms, B. & Bitner, M. 1980. New management tools for the successful tourism manager. *Annals of Tourism Research,* 7(3):337-352.

Booyens, I. 2010. Rethinking township tourism: Towards responsible tourism development in South African townships. *Development Southern Africa,* 27(2):273-287.

Börzel, T. 1998. Organizing Babylon - on the different conceptions of policy networks. *Public Administration,* 76(2):253-273.

Boukas, N. & Ziakas, V. 2016. Tourism Policy and Residents' Well-Being in Cyprus: Opportunities and Challenges for Developing an Inside-Out Destination Management Approach. *Journal of Destination Marketing & Management*, 5(1):44-54.

Bowen, D., Zubair, S. & Altinay, L. 2017. Politics and Tourism Destination Development: The evolution of Power. *Journal of Travel Research*, 56(6):725-743.

Bramwell, B. & Sharman, A. 1999. Collaboration in local tourism policy making. *Annals of Tourism Research*, 26(2):392-415.

Bramwell, B. 2011. Governance, the State and sustainable tourism: A political economy approach. *Journal of Sustainable Tourism,* 19(4-5):459-477.

Brand South Africa. 2002. *Governance: South African Local and Municipal Government*. https://www.brandsouthafrica.com/governance/government/south-african-local-and-municipal-governments [17 March 2019].

Braun, V. & Clarke, V. 2006. Using thematic analysis in psychology. *Qualitative Research in Psychology*, 3(2):77-101.

Braun, V. & Clarke, V. 2012. Thematic analysis. In Cooper, H., Camic, P.M., Long, D.L., Panter, A.T., Rindskopf, D. & Sher, K.J. (Eds.), *APA Handbook of Research Methods in Psychology, Research Designs: Quantitative, Qualitative, Neuro-Psychological, and Biological*. Washington: American Psychological Association: 57-71.

Brink, H. 1993. Validity and reliability in qualitative research. *Curationis,* 16(2):35-38.

Britton, S. 1991. Tourism, capital, and place: Towards a critical geography of tourism. *Environment and Planning D: Society and Space*, 9(4):451-478.

Brokaj, R. 2014. Local governments' role in the sustainable tourism development of a *destination. *European Scientific Journal*, 10(31):103-117.

Bryman, A. & Bell, E. 2014. *Research methodology: Business and management contexts*. Cape Town: Oxford University Press Southern Africa.

Bryman, A., Bell, E., Hirschsohn, P., Dos Santos, A., du Toit, J. & Masenge, A. 2014. *Research methodology: Business and management contexts*. Cape Town: Oxford University Press Southern Africa.

Bryman, A. & Bell, E. 2015. *Research methodology: Business and management context*. Cape Town: Oxford University Press.

Bryson, J. & Alston, F. 2010. *Creating and implementing your strategic plan: A workbook for public and nonprofit organizations*. San Francisco, CA: John Wiley & Sons.

Bryson, J. 2018. *Strategic planning for public and nonprofit organizations: A guide to strengthening and sustaining organizational achievement.* Hoboken, NJ: John Wiley & Sons.

Buhalis, D. 2003*. eTourism: Information technology for strategic tourism management*. London: Pearson Education.

Cameron, A., Memon, A., Simmons, D. & Fairweather, J. 2001. Evolving role of local government in promoting sustainable tourism development on the West Coast, Lincoln University. *Tourism Recreation Research and Education Centre Report, 28*: July.

Canel, M & Luoma-aho, V. 2018. *Public sector communication: Closing gaps between citizens and public organizations*. Hoboken, NJ: John Wiley & Sons.

Carnell, M. 2020. Top down or bottom up? *Quality Progress*, 53(2):48-49, February.

Chakwizira, J., Nhemachena, C., Dube, S. & Maponya, G. 2010. Rural travel and disability in Leroro and Moremela villages, South Africa. 12th International Conference on Mobility and Transport for Elderly and Disabled People, 2-4 June 2010. Hong Kong: Research Space: 18.

Church, R., Murray, A. & Barber, K. 2000. Forest planning at the tactical level. *Annals of Operations Research*, 95(1-4):3-18.

Churugsa, W., McIntosh, A. & Simmons, D. 2007. Sustainable tourism planning and development: Understanding the capacity of local government. *Leisure/Loisir*, 31(2):453-473.

Clifton, J., Hampton, M. & Jeyacheya, J. 2018. Opening the box? Tourism planning and development in Myanmar: Capitalism, communities and change. *Asia Pacific Viewpoint*, 59(3):323-337.

Connell, J., Page, S. & Bentley, T. 2009. Towards sustainable tourism planning in New Zealand: Monitoring local government planning under the Resource Management Act. *Tourism Management,* 30(6):867-877.

Creswell, J. & Poth, C. 2016. *Qualitative inquiry and research design: Choosing among five approaches*. London: SAGE.

Cronin, S., Petterson, M., Taylor, P. & Biliki, R. 2004. Maximising multi-stakeholder participation in government and community volcanic hazard management programs. A case study from Savo, Solomon Islands. *Natural Hazards,* 33(1):105-136.

Crow, J. & Kimura, M. 2010. *An introduction to population genetics theory*. London: Blackburn Press.

Cruzes, D. & Dyba, T. 2011. Recommended steps for thematic synthesis in software engineering. In *2011 international symposium on empirical software engineering and measurement conference,* 22-23 September 2011. Banff: IEEE: 275-284.

Cunha, C., Kastenholz, E. & Carneiro, M. 2020. Entrepreneurs in rural tourism: Do lifestyle motivations contribute to management practices that enhance sustainable entrepreneurial ecosystems? *Journal of Hospitality and Tourism Management*, 44:215-226, September.

Currie, A. 2019. Routes to investment: Editor's comment. *IMIESA*, 44(9):3-3.

Daly, J., Kellehear, A. & Gliksman, M. 1997. *The public health researcher: A methodological guide*. London: Oxford University Press.

Damayanti, M., Scott, N. & Ruhanen, L. 2019. Coopetition for tourism destination policy and governance: The century of local power? In Fayos-Solà, E. & Cooper C. (eds). *The future of tourism.* Springer, Cham. https://doi.org/10.1007/978-3-319-89941-1_15

Dangelico, R.M. & Vocalelli, D. 2017. "Green Marketing": An analysis of definitions, strategy steps, and tools through a systematic review of the literature. *Journal of Cleaner Production*, 165:1263-1279, November 1.

Dangi, T. & Jamal, T. 2016. An integrated approach to "sustainable community-based tourism". *Sustainability*, 8(5):475.

De Araujo, L. & Bramwell, B. 1999. Stakeholder assessment and collaborative tourism planning: The case of Brazil's Costa Dourada project. *Journal of Sustainable Tourism*, 7(3-4):356-378.

De Jong, M., Yu, C., Joss, S., Wennersten, R., Yu, L., Zhang, X. & Ma, X. 2016. Eco city development in China: addressing the policy implementation challenge. *Journal of Cleaner Production*, 134:31-41.

De la Calle-Vaquero, M., García-Hernández, M. & Mendoza de Miguel, S. 2021. Urban planning regulations for tourism in the context of overtourism. Applications in historic centres. *Sustainability,* 13(1):70.

De Oliveira, J. 2003. Governmental responses to tourism development: Three Brazilian case studies. *Tourism Management*, 24(1):97-110.

Denzin, N. 1983. A note on emotionality, self, and interaction. *American Journal of Sociology*, 89(2):402-409.

Desroches, F. 2017. Drug trafficking and organized crime in Canada: A study of high-level drug networks. In *Critical reflections on transnational organized crime, money laundering, and corruption.* Toronto: University of Toronto Press: 237-255.

Devesa, M., Laguna, M. & Palacios, A. 2010. The role of motivation in visitor satisfaction: Empirical evidence in rural tourism. *Tourism Management,* 31(4):547-552.

Devine, A., Boyle, E. & Boyd, S. 2011. Towards a theory of collaborative advantage for the sports tourism policy arena. *International Journal of Public Sector Management*, 24(1):24-41.

Dramani, L. & Mbacké, C. 2017. Africa's demographic dividend - an elusive window of opportunity? In *International Population Conference. Cape Town, South Africa,* October.

Dredge, D. & Jamal, T. 2015. Progress in tourism planning and policy: A post-structural perspective on knowledge production. *Tourism Management*, 51:285-297.

Dredge, D. & Jenkins, J.M., 2007. *Tourism planning and policy*. Milton, Australia: John Wiley & Sons.

Dredge, D. 2006. Policy networks and the local organisation of tourism. *Tourism Management*, 27(2):269-280.

Dredge, D. 2018. Governance, tourism, and resilience: A long way to go? In *Resilient Destinations and Tourism*. London: Routledge.

Du Plessis, A. 2018. The promise of 'Well-Being' in Section 24 of the Constitution of South Africa. *South African Journal on Human Rights*, 34(2):191-208, September 11.

Duffy-Deno, K. & Eberts, R. 1989. *Public infrastructure and regional economic development: A simultaneous equations approach.* Cleveland, OH: Federal Reserve Bank of Cleveland, Research Department.

Dunets, A., Vakhrushev, I., Sukhova, M., Sokolov, M., Utkina, K & Shichiyakh, R. 2019. Selection of strategic priorities for sustainable development of tourism in a mountain region: Concentration of tourist infrastructure or nature-oriented tourism. *Entrepreneurship and Sustainability Issues*, 7(2):1217- 1229, December.

Eagles, P., McCool, S. & Haynes, C. 2002. *Sustainable tourism in protected areas: Guidelines for planning and management.* Gland, Switzerland: IUCN.

Earle, N. 2008. *South Africa Department of Labour (SA.DOL) Sector Studies:* Tourism. Pretoria: Human Sciences Research Council (HSRC).

Eastern Cape Department of Economic Development Environmental Affairs and Tourism (ECDEAT). n.d. *Provincial Government of South Africa.* https://provincialgovernment.co.za/units/management/1/eastern-cape/economic-development-environmental-affairs-and-tourism [11 November 2021].

Eastern Cape Government. 2017. Provincial evaluation plan. Bisho: Government Printer.

Eastern Cape Parks and Tourism Agency (ECPTA). 2010. *Eastern Cape Parks and Tourism Agency Act, no. 2 of 2010.* East London: Government Printer.

Eastern Cape Parks Tourism Agency (ECPTA). 2020. *Strategic Plan for 2020/21 – 2024/25.* East London: Government Printer.

Edward, G. & Shilling, D.V. 2010. *Acceptance sampling in quality*. 2nd ed. London: CRC Press.

Elliott, G., Day, M. & Lichtenstein, S. 2020. Strategic planning activity, middle manager divergent thinking, external stakeholder salience, and organizational performance: A study of English and Welsh police forces. *Public Management Review*, 22(11):1581-1602, July 19.

Espiner, S. & Becken, S. 2014. Tourist towns on the edge: Conceptualising vulnerability and resilience in a protected area tourism system. *Journal of Sustainable Tourism*, 22(4):646-665.

Etikan, I., Alkassim, R. & Abubakar, S. 2016. Comparison of snowball sampling and sequential sampling technique. *Biometrics & Biostatistics International Journal*, 3(1):1-2.

Explorable. n.d. *Research population.* https://explorable.com/research-population [20 April 2017].

Ezebilo, E. & Mattsson, L. 2010. Socio-economic benefits of protected areas as perceived by local people around Cross River National Park, Nigeria. *Forest Policy and Economics*, 12(3):189-193.

Farquhar, J., Michels, N. & Robson, J. 2020. Triangulation in industrial qualitative case study research: Widening the scope. *Industrial Marketing Management,* 87:160-170.

Fassin, Y. 2012. Stakeholder management, reciprocity and stakeholder responsibility. *Journal of Business Ethics*, 109(1): 83-96.

Faulkner, B. 2002. Rejuvenating a maturing tourist destination: The case of the Gold Coast. *Current Issues in Tourism*, 5(6):472-520, March 29.

Fennell, D. 2002. *Ecotourism: An introduction*, London: Routledge.

Fereday, J. & Muir-Cochrane, E. 2006. Demonstrating rigor using thematic analysis: A hybrid approach of inductive and deductive coding and theme development. *International Journal of Qualitative Methods*, 5(1):80-92.

Fliaster, A. & Kolloch, M. 2017. Implementation of green innovations. The impact of stakeholders and their network relations. *R&D Management*, 47(5):689-700, March 7.

Flick, U. 2009. *An introduction to qualitative research.* 4th ed. London: SAGE.

Fontaine, F. 2005. Stakeholder collaboration in the tourism planning of a World Heritage Site: the case study of the Valley of the Temples in Agrigento (Sicily, Italy). Unpublished Master's thesis, Bournemouth University, Bournemouth.UK.

Fox, W. & Bayat, S. 2007. *A guide to managing research*. Cape Town: Juta & Co Ltd.

Freeman, E. & Dmytriyev, D. 2017. Corporate social responsibility and stakeholder theory: Learning from each other. *Symphonya. Emerging Issues in Management,* 1:7-15.

Freeman, R. 1984. *Strategic management: A stakeholder approach.* Marshfield, MA: Pitman.

Freeman, R. 2010. *Strategic management: A stakeholder approach*. New York: Cambridge University Press.

Freeman, R., Harrison, J. & Zyglidopoulos, S. 2018. *Stakeholder theory: Concepts and strategies* (*Elements in Organization Theory*). Cambridge, UK: Cambridge University Press. doi:10.1017/9781108539500

Freitag, T. 1994. Enclave tourism development for whom the benefits roll? *Annals of Tourism Research,* 21(3):538-554.

Friedman, A. & Miles, S. 2006. *Stakeholders: Theory and practice*. New York: Oxford University Press.

George, B., Nedelea, A. & Antony, M. 2007. The business of community-based tourism: a multi-stakeholder approach. *Tourism Issues*, 3, September 12.

George, R. 2013. *Managing South African tourism.* Goodwood, Cape Town: Oxford University Press Southern Africa*.*

George, R. 2014. *Marketing tourism in South Africa*. Goodwood, Cape Town: Oxford University Press Southern Africa.

George, R. 2021. Marketing tourism destinations. In *Marketing Tourism and Hospitality*. Cham, Switzerland: Palgrave Macmillan.

Georgiev, M. 2017. The role of the balanced scorecard as a tool of strategic management and control. *Journal of Innovations and Sustainability*, 3(2):31-63.

Getz, D. & Jamal, T. 1994. The environment-community symbiosis: A case for collaborative tourism planning. *Journal of Sustainable tourism*, 2(3):152-173.

Getz, D., Anderson, D. & Sheehan, L. 1998. Role, issues, and strategies for convention and visitors' bureaux in destination planning and product development: A survey of Canadian bureaux. *Tourism Management,* 19(4):331-340.

Ghosh, P., Kansal, B. & Sundresh, G. 2020. *Unit-12 Fundamentals of Planning.* IGNOU. https://egyankosh.ac.in/handle/123456789/56859 [11 November 2018].

Given, L. 2008. *The SAGE Encyclopedia of Qualitative Research Methods*. Thousand Oaks, CA: SAGE.

Glen, N. & Mearns, K. 2018. The role of tourism associations in supporting sustainable tourism industries: A study of N3 Gateway Tourism Association. *Marketing Sustainable Tourism Products*, University of South Africa, Pretoria, South Africa.

Go, F. & Klooster, E. 2006. Managing globalization. In *Tourism Management Dynamics.* London: Routledge: 161-168.

Golafshani, N. 2003. Understanding reliability and validity in qualitative research. *The Qualitative Report*, 8(4):597-607.

Gössling, S., Hall, C. & Weaver, D. 2009. *Sustainable tourism futures: Perspectives on systems, restructuring and innovations*. London: Routledge.

Gössling, S., Scott, D. & Hall, C. 2020. Pandemics, tourism and global change: A rapid assessment of COVID-19. *Journal of Sustainable Tourism*, 29(1):1-20, April 27.

Government of the Netherlands. n.d. Environment: Roles and responsibilities of provincial government, municipal governments and water authorities. https://www.government.nl/topics/environment/roles-and-responsibilities-of-provincial-government-municipal-governments-and-water-authorities [21 February 2021].

Greenwood, J. 1993. Business interest groups in tourism governance. *Tourism Management*, 14(5):335-348.

Guba, E. & Lincoln, Y. 1994. Competing paradigms in qualitative research. In Denzin, N.K. & Lincoln, Y.S. (eds.), *Handbook of qualitative research.* Thousand Oaks, CA: SAGE.

Guba, E.G. 1981. Criteria for assessing the trustworthiness of naturalistic inquiries. *Ectj*, 29(2):75-91.

Guest, G., MacQueen, K. & Namey, E. 2012. Introduction to applied thematic analysis. *Applied Thematic Analysis*, 3(20):1-21.

Gunn, C. & Var, T. 2002. *Tourism planning: Basics, concepts and cases.* 4th ed. London: Routledge.

Gunn, C. & Var, T. 2020. *Tourism planning: Basics, concepts, cases*. New York: Routledge.

Guri, E., Osumanu, I. & Bonye, S. 2021. Eco-cultural tourism development in Ghana: Potentials and expected benefits in the Lawra Municipality. *Journal of Tourism and Cultural Change*, 19(4):458-476, March 10.

Gursoy, D. & Nunkoo, R. 2019. *The Routledge handbook of tourism impacts: Theoretical and applied perspectives.* New York: Routledge

Hall, C. 1994. *Tourism and politics: Policy, power and place*. New York: John Wiley & Sons.

Hall, C. 1999. Rethinking collaboration and partnership: A public policy perspective. *Journal of Sustainable Tourism,* 7(3-4):274-289.

Hall, C. 2000. Rethinking collaboration and partnership: A public policy perspective. *Tourism collaboration and partnerships: Politics, Practice and Sustainability*, 2:143.

Hall, C. 2001. Trends in ocean and coastal tourism: the end of the last frontier? *Ocean & Coastal Management,* 44(9-10):601-618.

Hall, C. 2005. *The role of government in the management of tourism: the public sector and tourism policies. The management of tourism.* London: SAGE.

Hall, C. 2008. *Tourism planning: Policies, processes and relationships*. London: Pearson Education.

Hall, C. 2011. A typology of governance and its implications for tourism policy analysis. *Journal of Sustainable Tourism*, 19(4-5):437-457.

Hansson, S. & Polk, M. 2018. Assessing the impact of transdisciplinary research: The usefulness of relevance, credibility, and legitimacy for understanding the link between process and impact. *Research Evaluation*, 27(2):132-144.

Hartley, K., Kuecker, G. & Woo, J. 2019. Practicing public policy in an age of disruption. *Policy Design and Practice*, 2(2):163-181, June 4.

Hassard, J. & Morris, J. 2018. Contrived competition and manufactured uncertainty: Understanding managerial job insecurity narratives in large corporations. *Work, Employment and Society*, 32(3):564-580.

Hatipoglu, B., Alvarez, M. & Ertuna, B. 2016. Barriers to stakeholder involvement in the planning of sustainable tourism: The case of the Thrace region in Turkey. *Journal of Cleaner Production*, 111:306-317.

Haughton, T. & Rybář, M. 2008. A change of direction: The 2006 parliamentary elections and party politics in Slovakia. *Journal of Communist Studies and Transition Politics*, 24(2):232-255.

Haukeland, J. 2011. Tourism stakeholders' perceptions of national park management in Norway. *Journal of Sustainable Tourism*, 19(2):133-153, September 27.

Heath, E. 2003. Towards a model to enhance destination competitiveness: A Southern African perspective. In Braithwaite, R.L., Braithwaite, R.W. (Eds*). CAUTHE 2003: Riding the Wave of Tourism and Hospitality Research.* Lismore: Southern Cross University.

Herbig, F. 2019. Talking dirty - effluent and sewage irreverence in South Africa: A conservation crime perspective. *Cogent Social Sciences*, 5(1):1701359, December 6. DOI:10.1080/23311886.2019.1701359

Higgins-Desbiolles, F. 2020. The "war over tourism": Challenges to sustainable tourism in the tourism academy after COVID-19. *Journal of Sustainable Tourism*, 29(4): 551-569, August 6.

Higham, J. 2018. *Sport tourism development*. Bristol, Blue Ridge Summit: Channel View Publications.

Hofstetter, M., Bolding, A. & van Koppen, B. 2020. Addressing failed water infrastructure delivery through increased accountability and end-user agency: The case of the Sekhukhune District, South Africa. *Water Alternatives*, 13(3):843-863.

Honey, M. 2009. *Tourism in the developing world: Promoting peace and reducing poverty*. Washington: United States Institute of Peace.

Howlett, M. 2019. Moving policy implementation theory forward: A multiple streams/critical juncture approach. *Public Policy and Administration*, 34(4):405-430, May 25.

Hox, J. & Boeije, H. 2005. Data collection, primary versus secondary. *Encyclopedia of Social Measurement,* 1:593-599.

Hyytiä, N. & Kola, J. 2013. Tourism policy as a tool for rural development. *Applied Economic Perspectives and Policy*, 35(4):708-730.

Imbeah, N. & Bujdoso, Z. 2018. Tourist safety and security in the Central Region of Ghana-overview and case study. *Ecocycles*, 4(2):33-45.

Inskeep, E. 1987. Environmental planning for tourism. *Annals of Tourism Research*, 14(1):118-135.

Inskeep, E. 1991. *Tourism Planning: An Integrated and development approach.* Toronto, Canada: John Wiley & Sons, Inc.

Irazábal, C. 2018. Coastal urban planning in the 'Green Republic': Tourism development and the nature–infrastructure paradox in Costa Rica. *International Journal of Urban and Regional Research*, 42(5):882-913, July 24.

Jaakkola, E. 2020. Designing conceptual articles: Four approaches. *AMS Review*, 10(1):18-26, March 9.

Jamal, T. & Getz, D. 1995. Collaboration theory and community tourism planning. *Annals of Tourism Research*, 22(1):186-204.

Jamal, T. & Getz, D. 1999. Community roundtables for tourism-related conflicts: The dialectics of consensus and process structures. *Journal of Sustainable Tourism,* 7(3-4):290-313.

Jamal, T. & Stronza, A. 2009. Collaboration theory and tourism practice in protected areas: Stakeholders, structuring and sustainability. *Journal of Sustainable tourism*, 17(2):169-189.

Jenkins, C. 2015. Tourism policy and planning for developing countries: some critical issues. *Tourism Recreation Research*, 40(2):144-156.

Jili, N. & Mthethwa, R. 2016. Challenges in implementing monitoring and evaluation (M&E): the case of the Mfolozi Municipality. *African Journal of Public Affairs,* 9(4):101-113.

Judger, N. 2016. *The thematic analysis of interview data: An approach used to examine the influence of the market on curricular provision in Mongolian higher education institutions.* University of Leeds. https://hpp.education.leeds.ac.uk/wp-content/uploads/sites/131/2016/02/HPP2016-3-Jugder.pdf [12 May 2019].

Kabisch, N. 2015. Ecosystem service implementation and governance challenges in urban green space planning - The case of Berlin, Germany. *Land Use Policy*, 42:557-567.

Kannan, D. 2018. Role of multiple stakeholders and the critical success factor theory for the sustainable supplier selection process. *International Journal of Production Economics*, 195: 391-418, January.

Kanwal, S., Rasheed, M., Pitafi, A.H., Pitafi, A. & Ren, M. 2020. Road and transport infrastructure development and community support for tourism: The role of perceived benefits, and community satisfaction. *Tourism Management*, 77:104014, April.

Kapucu, N. & Hu, Q. 2021. The development of network governance and its relevance for public affairs education. *Journal of Public Affairs Education*, 27(3):267-275, November 6.

Kapur, R. 2018. *Research methodology: Methods and strategies*. Delhi: University of Delhi.

Karodia, A., Rehman, S. & Soni, P. 2016. South Africa's economic and fiscal quagmire: A political and insurrectionary dilemma as rating agencies downgrade the South African economy and Minister of Finance fired by the President without any tangible reasons. *International Business Research*, 9(3):175-196.

Kebete, Y. & Wondirad, A. 2019. Visitor management and sustainable destination management nexus in Zegie Peninsula, Northern Ethiopia. *Journal of Destination Marketing & Management*, 13:83-98, September.

Kelley, K., Clark, B., Brown, V. & Sitzia, J. 2003. Good practice in the conduct and reporting of survey research. *International Journal for Quality in health care*, 15(3):261-266.

Kelliher, F. 2011. Interpretivism and the pursuit of research legitimisation: An integrated approach to single case design. *Leading Issues in Business Research Methods*, 1(2):123-131.

Kester, J., Noel, L., de Rubens, G. & Sovacool, B. 2018. Promoting vehicle to grid (V2G) in the Nordic region: Expert advice on policy mechanisms for accelerated diffusion. *Energy Policy*, 116:422-432, May.

Khambule, I. 2018. The role of local economic development agencies in South Africa's developmental state ambitions. *Local economy*, 33(3):287-306, April.

Khanna, T., Palepu, K. & Sinha, J. 2005. Strategies that fit emerging markets. *Harvard Business Review*, 83(6):4-19.

Khazai, B., Mahdavian, F. & Platt, S. 2018. Tourism recovery scorecard (TOURS)–benchmarking and monitoring progress on disaster recovery in tourism destinations. *International Journal of Disaster Risk Reduction*, 27:75-84, March.

Khuzwayo, P.S. 2012. Perspectives on institutional frameworks, planning, coordination and development of tourism in KwaZulu-Natal. Unpublished Doctoral dissertation, University of Zululand, Richards Bay.

Kiger, M.E. & Varpio, L. 2020. Thematic analysis of qualitative data: AMEE Guide No. 131. *Medical Teacher*, 42(8):846-854.

Kim, S. 2017. Developing an item pool and testing measurement invariance for measuring public service motivation in Korea. *International Review of Public Administration*, 22(3):231-244, May 23.

Kimbu, A. & Ngoasong, M. 2013. Centralised decentralisation of tourism development: A network perspective. *Annals of Tourism Research*, 40:235-259.

Kiper, T. 2013. Role of ecotourism in sustainable development. *InTech.* doi:10.5772/55749

Kivunja, C. & Kuyini, A. 2017. Understanding and applying research paradigms in educational contexts. *International Journal of Higher Education*, 6(5):26-41.

Knott, B., Fyall, A. & Jones, I. 2017. Sport mega-events and nation branding: Unique characteristics of the 2010 FIFA World Cup, South Africa. *International Journal of Contemporary Hospitality Management,* 29(3):900- 923.

Kontsiwe, N. & Visser, G. 2019. Tourism as a vehicle for local economic development in small towns? When things go wrong: The case of Aliwal North, South Africa. *GeoJournal of Tourism and Geosites*, 27(4):1334-1346.

Korstjens, I. & Moser, A. 2018. Series: Practical guidance to qualitative research. Part 4: Trustworthiness and publishing. *European Journal of General Practice,* 24(1):120-124.

Kozak, M. & Martin, D. 2012. Tourism life cycle and sustainability analysis: Profit-focused strategies for mature destinations. *Tourism Management*, 33(1):188-194.

Kulaba, S. 2019. Local government and the management of urban services in Tanzania. In *African cities in crisis*. New York: Routledge.

KwaZulu-Natal Provincial Government. 2008. Department of Environmental Affairs and Tourism. *White Paper on the Development and Promotion of Tourism in KwaZulu-Natal.* Pietermaritzburg: Government Printer.

Lalicic, L. 2018. Open innovation platforms in tourism: how do stakeholders engage and reach consensus? *International Journal of Contemporary Hospitality Management*, 30(6):2517-2536, July 6.

Lane, B. 2009. Rural tourism: An overview. In Jamal, T. & Robinson, M. (eds). *The SAGE handbook of tourism studies*. London: SAGE: 354-370.

Lavrakas, P. 2008. *Encyclopedia of survey research methods*. Thousand Oaks: SAGE. doi: 10.4135/9781412963947

Leavy, P. 2017. *Research design: Quantitative, qualitative, mixed methods, arts-based, and community-based participatory research approaches*. New York: Guilford Publications.

Lemmetyinen, A. & Go, F.M. 2009. The key capabilities required for managing tourism business networks. *Tourism Management*, 30(1):31-40.

Lester, F.K. 2005. On the theoretical, conceptual, and philosophical foundations for research in mathematics education. *Zdm*, 37(6):457-467.

Lewis-Faupel, S., Neggers, Y., Olken, B. & Pande, R. 2016. Can electronic procurement improve infrastructure provision? Evidence from public works in India and Indonesia. *American Economic Journal: Economic Policy*, 8(3):258-83.

Liasidou, S., 2017. Drafting a realistic tourism policy: The airlines' strategic influence. *Tourism Review,* 72(1):28-44.

Lifeasabutterfly.com. 2018. *Different levels of tourism policy and planning.* https://lifeasabutterfly.com/tourism-policy-and-planning/ [11 November 2017].

Lincoln, Y. & Guba, E. 1985. *Naturalistic inquiry*. Newbury Park, CA: SAGE.

Liu, J., Pan, H. & Zheng, S. 2019. Tourism development, environment and policies: differences between domestic and international tourists. *Sustainability*, 11(5):1-15.

Liu, A. & Wall, G. 2006. Planning tourism employment: A developing country perspective. *Tourism Management*, 27(1):159-170.

Liu, C., Dou, X., Li, J. & Cai, L. 2020a. Analyzing government role in rural tourism development: An empirical investigation from China. *Journal of Rural Studies*, 79:177-188.

Liu, L., Chen, J., Cai, Q., Huang, Y. & Lang, W. 2020b. System building and multistakeholder involvement in public participatory community planning through both collaborative and micro-regeneration. *Sustainability*, 12(21):8808.

Liu, Y., Feng, Y., Zhao, Z., Zhang, Q. & Su, S. 2016. Socio-economic drivers of forest loss and fragmentation: A comparison between different land use planning schemes and policy implications. *Land Use Policy*, 54:58-68.

LoBiondo-Wood, G. & Haber, J. 2014. *Reliability and validity. Nursing research. Methods and critical appraisal for evidence-based practice.* St Louis, MO: Elsevier.

Local Government Management Agency. 2017. *News: Pivotal role of local authorities in developing and supporting tourism* https://www.lgma.ie/en/news/local-authority-tourism-activity-2016-infographic.pdf [18 August 2020].

Lopes, A. & Soares, F. 2017. Tourism planning and development: The case of Portugal's Norte region. *Tourism & Management Studies*, 13(4):20-29.

Loucks, D.P. & van Beek, E. 2017. *Water resources planning and management: An overview. Water Resource Systems Planning and Management.* New York: Springer.

Louw, E., van der Krabben, E. & Priemus, H. 2003. Spatial development policy: Changing roles for local and regional authorities in the Netherlands. *Land Use Policy*, 20(4):357-366.

Lovarelli, D. & Bacenetti, J. 2017. Bridging the gap between reliable data collection and the environmental impact for mechanised field operations. *Biosystems Engineering,* 160:109-123.

Lozano Lazo, D. & Gasparatos, A. 2019. Sustainability transitions in the municipal solid waste management systems of Bolivian cities: Evidence from La Paz and Santa Cruz de la Sierra. *Sustainability*, 11(17):4582, August 23.

Lyon, A., Hunter-Jones, P. & Warnaby, G. 2017. Are we any closer to sustainable development? Listening to active stakeholder discourses of tourism development in the Waterberg Biosphere Reserve, South Africa. *Tourism Management*, 61:234-247, August.

Makhlouf, H. 2012. The multi-dimensional impact of international tourism. *International Business & Economics Research Journal (IBER)*, 11(2):233-240.

Makuzva, W. 2018. Tourists' perspectives of a tourism product in a selected Zimbabwean town. Unpublished Master's Thesis, Cape Peninsula University of Technology, Cape Town.

Mandal, S. 2018. Exploring the influence of big data analytics management capabilities on sustainable tourism supply chain performance: the moderating role of technology orientation. *Journal of Travel & Tourism Marketing*, 35(8):1104-1118.

Manyaka, R. 2014. Collection of municipal own revenue in South Africa: Challenges and prospects. *Journal of Public Administration*, 49(1):127-139.

Maree, K. 2011. *Shaping the story: A guide to facilitating narrative career counselling*. Pretoria: Sense Publishers.

Maree, K. 2016. *First steps in research*. 2nd ed. Pretoria: Van Schaik.

Martins, M. 2018. Tourism planning and tourismphobia: An analysis of the strategic tourism plan of Barcelona 2010–2015. *Journal of Tourism, Heritage & Services Marketing (JTHSM)*, 4(1):3-7.

Mathfield, D. 2013. *Functional regions: A spatial development response to economic development*. Paper prepared for Department of Economic Development, Pretoria. https://pmg.org.za/committee-meeting/16348/

Matthews, H. & Richter, L. 1991. Political science and tourism. *Annals of Tourism Research,* 18(1):120-135.

Maxwell, J. 2017. The validity and reliability of research*: A realist perspective. *The BERA/SAGE Handbook of Educational Research,* 1(2):116-140.

Maynard, M. 1994. Methods, practice and epistemology: The debate about feminism and research. *Researching Women's Lives from a Feminist Perspective,* 10(26):10-26.

McLoughlin, E. & Hanrahan, J. 2016. Local authority tourism planning in Ireland: An environmental perspective. *Journal of Policy Research in Tourism, Leisure and Events*, 8(1):33-52.

Mertens, D.M. & Ginsberg, P.E. 2009. *The handbook of social research ethics*. London: SAGE.

Meyer, J. & Rowan, B. 1977. Institutionalized organizations: Formal structure as myth and ceremony. *American Journal of Sociology*, 83(2):340-363.

Meyers, D., Durlak, J. & Wandersman, A. 2012. The quality implementation framework: a synthesis of critical steps in the implementation process. *American Journal of Community Psychology,* 50(3-4):462-480.

Milano, C., Novelli, M. & Cheer, J. 2019. Overtourism and tourismphobia: A journey through four decades of tourism development, planning and local concerns. *Tourism Planning & Development,* 4:353-357.

Minister Mmamoloko Kubayi-Ngubane. 2019. *World Tourism Day*. https://www.gov.za/speeches/minister-mmamoloko-kubayi-ngubane-world-tourism-day-27-sep-2019-0000 [12 April 2020].

Mishra, P. & Verma, J. 2017. Tourism and peace in economic development perspective of India. *Journal of Environmental Management & Tourism*, 8.4(20):927-934.

Mitchell, J. 2012. Value chain approaches to assessing the impact of tourism on low-income households in developing countries. *Journal of Sustainable Tourism*, 20(3):457-475.

Mogale, P. 2019. A legal perspective of tourism as an impetus for socio-economic transformation in South Africa. Unpublished Doctoral Thesis, University of Limpopo, Turfloop. Polokwane, South Africa.

Moore, G. 2021. *Fashion promotion: Building a brand through marketing and communication*. New York: Bloomsbury Publishing.

Morçöl, G. & Wolf, J. 2010. Understanding business improvement districts: A new governance framework. *Public Administration Review*, 70(6):906-913.

Mordue, T., Moss, O & Johnston, L. 2020. The impacts of onshore-windfarms on a UK rural tourism landscape: objective evidence, local opposition, and national politics. *Journal of Sustainable Tourism*, 28(11):1882-1904, June 11.

Morisson, A. & Doussineau, M. 2019. Regional innovation governance and place-based policies: Design, implementation and implications. *Regional Studies, Regional Science*, 6(1):101-116, March 14.

Mouton, J. & Marais, H.C. 1988. *Basic concepts in the methodology of the social sciences*. Pretoria: HSRC Press.

Mozaffarian, D., Angell, S., Lang, T & Rivera, J. 2018. Role of government policy in nutrition—barriers to and opportunities for healthier eating. *BMJ*, 361:1-11, June 13.

Mudimba, T. & Tichaawa, T.M. 2017. Voices of local communities regarding their involvement and roles in the tourism development process in Victoria Falls, Zimbabwe. *African Journal of Hospitality, Tourism and Leisure*, 6(4):1-15.

Mugadza, A. 2019. Sustainable tourism development in transfrontier conservation areas: a legal perspective. Unpublished Doctoral dissertation, North-West University, Potchefstroom.

Murray, C. & Nakhjavani, S. 2006. Republic of South Africa. Legislative, executive and judicial governance in federal countries. In Le Roy, K.. *Legislative, executive, and judicial governance in federal countries*. Quebec: McGill-Queen's Press-MQUP: 258-288,

Musavengane, R., Siakwah, P. & Leonard, L. 2020. The nexus between tourism and urban risk: Towards inclusive, safe, resilient and sustainable outdoor tourism in African cities. *Journal of Outdoor Recreation and Tourism*, 29:100254.

Musikanski, L., Rogers, P., Smith, S., Koldowski, J. & Iriarte, L. 2019. Planet Happiness: A Proposition to Address Overtourism and Guide Responsible Tourism, Happiness, Well-being and Sustainability in World Heritage Sites and Beyond. *International Journal of Community Well-Being*, 2(3):359-371, September 20.

Mxunyelwa, S. & Vallabh, D. 2017. Skills as impediment to small and medium tourism enterprises (SMTEs), Eastern Cape, South Africa. *African Journal of Hospitality, Tourism and Leisure*, 6(4):1-8.

Mynttinen, S., Logren, J., Särkkä-Tirkkonen, M. & Rautiainen, T. 2015. Perceptions of food and its locality among Russian tourists in the South Savo region of Finland. *Tourism Management*, 48:455-466.

Naghshbandi, S. 2016. BIM for facility management: Challenges and research gaps. *Civil Engineering Journal,* 2(12):679-684.

Nel, E. & Rogerson, C. 2007. Evolving local economic development policy and practice in South Africa with special reference to smaller urban centres. *Urban Forum,* 18(2):1-11.

Neuendorf, K.A. 2018. Content analysis and thematic analysis. In *Advanced research methods for applied psychology*. London: Routledge: 211-223.

Nguyen Long, L., Foster, M. & Arnold, G. 2019. The impact of stakeholder engagement on local policy decision making. *Policy Sciences*, 52(4):549-571, September 9.

Ngwira, C. & Kankhuni, Z. 2018. What attracts tourists to a destination? Is it attractions? *African Journal of Hospitality, Tourism and Leisure*, 7(1):1-19.

Ntloko, N.J. 2016. Multi-stakeholder approach to planning into 2010 FIFA World Cup initiatives: a case of a non-host area in South Africa. Unpublished Doctoral dissertation, Cape Peninsula University of Technology. Cape Town, South Africa.

Ntonzima, L., Binza, M. & Ferreira, I. 2014. Tourism as a catalyst for local economic development in the Transkei wild coast, South Africa. *4th International Conference on Tourism Research*, Universiti Sains Malaysia. 08-11 December 2014. SHS Web of Conferences.

Nunkoo, R. & Gursoy, D. 2016. Rethinking the role of power and trust in tourism planning. *Journal of Hospitality Marketing & Management*, 25(4):512-522.

O R Tambo District Municipality (ORTDM). 2014. Ntinga O.R. Tambo Development Agency SOC Ltd Strategic Business Plan 2018/19-2021. https://www.ntinga.org.za/wp-content/uploads/2019/08/Ntinga-SOC-Strategic-Plan-2017-2021.pdf [18 June 2020].

O R Tambo District Municipality (ORTDM). n.d. *History.* https://www.ortambodm.gov.za/history.php [30 July 2020].

Odounga Othy, J.D.O. 2020. Sport events as catalysts for tourism and hospitality development in Libreville, Gabon. Unpublished thesis Master of Technology, Cape Peninsula University of Technology. Cape Town, South Africa.

Olorunfemi, F. & Raheem, U. 2008. Sustainable tourism development in Africa: The imperative for tourists/host communities' security. *Journal of Sustainable Development in Africa*, 10(3):201-220.

Oraibi, A., Obais, M & Jasim, M. 2020. Analysis of factors affecting the behaviour of the tourist consumer in the performance of tourist service for the first-class hotels in the holy province of Karbala. *PalArch's Journal of Archaeology of Egypt/Egyptology*, 17(12):703-718, December 28.

Ormston, R., Spencer, L., Barnard, M. & Snape, D. (Eds.). 2014. The foundations of qualitative research. In *A guide for social science students and researchers*, Los Angeles, CA: SAGE: 52-55. https://www.worldcat.org/title/qualitative-research-practice-a-guide-for-social-science-students-and-researchers/oclc/858825421&referer=brief_results [12 May 2020].

Osanloo, A. & Grant, C. 2016. Understanding, selecting, and integrating a theoretical framework in dissertation research: Creating the blueprint for your "house". *Administrative Issues Journal: Connecting Education, Practice, and Research*, 4(2):7.

O'Sullivan, D. & Jackson, M. 2002. Festival tourism: a contributor to sustainable local economic development. *Journal of Sustainable Tourism,* 10(4):325-342.

Parkinson, S., Eatough, V., Holmes, J., Stapley, E. & Midgley, N. 2016. Framework analysis: A worked example of a study exploring young people's experiences of depression. *Qualitative Research in Psychology*, 13(2):109-129.

Patton, M. 1999. Enhancing the quality and credibility of qualitative analysis. *Health Services Research*, 34(5):1189.

Pebane, M.A. 2016. An audit of public funded capital investment in tourism projects in the Eastern Cape Province. Unpublished Thesis for Masters of Technology, Cape Peninsula University of Technology. Cape Town, South Africa.

Peters, B.G. 2006. *Concepts and theories of horizontal policy management*. London: SAGE.

Pigram, J. & Wahab, S. 2005. Implementing sustainable tourism development through citizen participation in the planning process. In *Tourism, development and growth*. London: Routledge.

Pillay, U. & Bass, O. 2008, September. Mega-events as a response to poverty reduction: The 2010 FIFA World Cup and its urban development implications. *Urban Forum,* 19(3):329-346, June 4.

Poister, T. 2010. The future of strategic planning in the public sector: Linking strategic management and performance. *Public Administration Review*, 70:246-254.

Polat, S. & Aktaş-Polat, S. 2020. Transformation of local culinary through gastronomy tourism. *Sosyoekonomi*, 28(43):243-256.

Polonsky, M. & Waller, D. 2011. *Designing and managing a research project: A business student's guide*. 2nd ed. London: SAGE.

Prasad, L. 2020. *Principles and practice of management*. New Delhi: Sultan Chand & Sons.

Pretorius, D. & Schurink, W. 2007. Enhancing service delivery in local government: The case of a district municipality. *SA Journal of Human Resource Management*, 5(3):19-29.

Prideaux, B. & Cooper, C. 2003. Marketing and destination growth: A symbiotic relationship or simple coincidence? *Journal of Vacation Marketing,* 9(1):35-51.

Putro, H., Pradono, P. & Setiawan, T. 2021. Development of multi-actor multi-criteria analysis based on the weight of stakeholder involvement in the assessment of natural–cultural tourism area transportation policies. *Algorithms*, *14*(7):217, July 20.

Qin, D., Xu, H. & Chung, Y. 2019. Perceived impacts of the poverty alleviation tourism policy on the poor in China. *Journal of Hospitality and Tourism Management*, 41:41-50, December 1.

Question Pro. n.d. *Surveys*. https://www.questionpro.com/blog/surveys/ [16 November 2020].

Ramaano, A. 2021. Tourism policy and environmental impacts in Musina municipality: lessons from a case study of failure. *Tourism Critiques: Practice and Theory*, 2(1):91-114, June 18.

Ramaphosa, C. 2018. *State of the Nation Address (SONA).* https://www.gov.za/speeches/state-nation-address-2018 [04 February 2021].

Ranasinghe, R., Damunupola, A., Wijesundara, S., Karunarathna, C., Nawarathna, D., Gamage, S., Ranaweera, A. & Idroos, A.2020. *Tourism after Corona: Impacts of COVID-19 pandemic and way forward for tourism, hotel and mice industry in Sri Lanka.*
DOI: 10.2139/ssrn.3587170

Randelli, F. & Martellozzo, F. 2019. Is rural tourism-induced built-up growth a threat for the sustainability of rural areas? The case study of Tuscany. *Land Use Policy*, 86:387-398, July.

Ravitch, S. & Riggan, M. 2016. *Reason & rigor: How conceptual frameworks guide research*. London: SAGE.

Reed, M. 1997. Power relations and community-based tourism planning. *Annals of Tourism Research*, 24(3):566-591.

Rehman, A. & Alharthi, K. 2016. An introduction to research paradigms. *International Journal of Educational Investigations*, 3(8):51-59.

Riskope. 2014. *Let's define strategic, tactical and operational planning.*
https://www.riskope.com/2014/04/03/lets-define-strategic-tactical-and-operational-planning/ [08 November 2021].

Risteskia, M., Kocevskia, J. & Arnaudov, K. 2012. Spatial planning and sustainable tourism as basis for developing competitive tourist destinations. *Procedia-Social and Behavioral Sciences*, 44:375-386.

Ritchie, J. & Crouch, G. 2003. *The competitive destination: A Sustainable Tourism Perspective*. Cambridge, UK*:* CABI Publishing.

Roberts, D. 2008. Thinking globally, acting locally—institutionalizing climate change at the local government level in Durban, South Africa. *Environment and Urbanization*, 20(2):521-537.

Roberts, P. 1994. Sustainable regional planning. *Journal of the Regional Studies Association*, 28(8):781-787.

Robinson Jr, R. & Pearce, J. 1983. The impact of formalized strategic planning on financial performance in small organizations. *Strategic Management Journal,* 4(3):197-207.

Robinson, P., Heitman, S. & Dieke, P. 2011. *Research themes for tourism.* Cambridge: CABI International.

Rodriguez, I., Williams, A. & Hall, C. 2014. Tourism innovation policy: Implementation and outcomes. *Annals of Tourism Research*, 49:76-93, November.

Roe, D. & Urquhart, P. 2001. *Pro-poor tourism: harnessing the world's largest industry for the world's poor*. London: IIED.

Rogers, C., Bouch, C., Williams, S., Barber, A., Baker, C., Bryson, J., Chapman, D., Chapman, L., Coaffee, J., Jefferson, I. & Quinn, A. 2012. Resistance and resilience–paradigms for critical local infrastructure. *Proceedings of the Institution of Civil Engineers-Municipal Engineer,* 165(2):73-83. Thomas Telford Ltd.

Rogerson, C. & Rogerson, J. 2021. COVID-19 and Changing Tourism demand: Research review and policy implications for South Africa. *African Journal of Hospitality, Tourism and Leisure*, 10(1):1-21.

Rogerson, C. 2006. Pro-poor local economic development in South Africa: The role of pro-poor tourism. *Local Environment*, 11(1):37-60.

Rogerson, C. 2013. Urban tourism, economic regeneration and inclusion: Evidence from South Africa. *Local Economy,* 28(2):188-202.

Rogerson, C. 2014. Reframing place-based economic development in South Africa: The example of local economic development. *Bulletin of Geography. Socio-economic Series*, 24(24):203-218.

Rogerson, C. 2015. Tourism and regional development: The case of South Africa's distressed areas. *Development Southern Africa,* 32(3):277-291.

Rossit, D., Gonzalez, M., Tohmé, F. & Frutos, M. 2020. Upstream logistic transport planning in the oil-industry: A case study. *International Journal of Industrial Engineering Computations,* 11(2):221-234.

Ryan, A. 2006. Post-positivist approaches to research. *Researching and Writing your Thesis: a guide for postgraduate students*. Maynooth: MACE: Maynooth Adult and Community Education.

Saad, N., Khalid, S. & Abidin, N. 2014. *Tourism development and planning at local authority level: A case study in Manjung, Parek, Malaysia.* 4th International Conference on Tourism Research, Universiti Sains Malaysia. 08-11 December 2014. SHS Web of Conferences.

Saarinen, J., Rogerson, C. & Hall, C. 2019. *Tourism planning and development: Contemporary cases and emerging issues*. New York: Routledge.

Saint Akadiri, S., Alola, A. & Akadiri, A.C. 2019. The role of globalization, real income, tourism in environmental sustainability target. Evidence from Turkey. *Science of the Total Environment*, 687:423-432, October 15.

Saito, H. & Ruhanen, L. 2017. Power in tourism stakeholder collaborations: Power types and power holders. *Journal of Hospitality and Tourism Management,* 31:89-196.

Salkind, N. 2010. *SAGE directions in educational psychology*. London: SAGE.

Scheidel, A., Del Bene, D., Liu, J., Navas, G., Mingorría, S., Demaria, F., Avila, S., Roy, B., Ertör, I., Temper, L. & Martínez-Alier, J. 2020. Environmental conflicts and defenders: A global overview. *Global Environmental Change*, 63:102-104, July.

Scheyvens, R. 2011. The challenge of sustainable tourism development in the Maldives: Understanding the social and political dimensions of sustainability. *Asia Pacific Viewpoint*, 52(2):148-164.

Schmallegger, D. & Carson, D. 2010. Whose tourism city is it? The role of government in tourism in Darwin, Northern Territory. *Tourism and Hospitality, Planning and Development,* 7(2):111–129.

Schroeder, H. 2007. Place experience, gestalt, and the human–nature relationship. *Journal of Environmental Psychology*, 27(4):293-309.

Sebake, B. & Mukonza, R. 2020. Integrated Development Plan, Monitoring and Evaluation in the City of Tshwane: a confluence question for optimising service delivery. *Journal of Public Administration*, 55(3):342-352.

Sebele, L.S. 2010. Community-based tourism ventures, benefits and challenges: Khama rhino sanctuary trust, central district, Botswana. *Tourism Management,* 31(1):136-146.

Seidel, J. 1998. Appendix E: Qualitative data analysis. *The Ethnograph*, 4:1-15.

Sghaier, A., Guizani, A., Jabeur, S & Nurunnabi, M. 2019. Tourism development, energy consumption and environmental quality in Tunisia, Egypt and Morocco: A trivariate analysis. *GeoJournal*, 84(3):593-609, April 25.

Shahi, A. 2017. Thrill tourism in Pokhara. Unpublished Doctoral thesis. Tribhuvan University. Kathmandu, Nepal.

Shakeela, A. & Weaver, D. 2018. Participatory planning and tourism development in the Maldives: a prerequisite of sustainability? In *Managing Asian Destinations*. Springer: Singapore: 73-85.

Sharpley, R. & Telfer, D.J. 2015. *Tourism and development in the developing world*. London: Routledge.

Shone, M., Simmons, D. & Dalziel, P. 2016. Evolving roles for local government in tourism development: a political economy perspective. *Journal of Sustainable Tourism*, 24(12):1674-1690.

Showkat, N. & Parveen, H. 2017. Non-probability and probability sampling. *Media and Communications Study*: 1-9.

Siakwah, P., Musavengane, R. & Leonard, L. 2020. Tourism governance and attainment of the Sustainable Development Goals in Africa. *Tourism Planning & Development*, 17(4):355-383.

Sifolo, P., Rugimbana, R. & Hoque, M., 2017. Deconstructing the role of tourism stakeholder engagement in the Northern Cape Province. *African Journal of Hospitality, Tourism and Leisure*, 6(3):1-25.

Silinevica, I. 2015. The role of collaboration municipalities- Regional University in Sustainable Tourism Development: Case study of Dagda county. In *Environment, Technologies. Resources. Proceedings of the International Scientific and Practical Conference*, 2:261-266.

Sirakaya-Turk, E., Uysal, M., Hammitt, W. & Vaske, J. 2017. *Research methods for leisure, recreation and tourism*. Wallingford: CABI International.

Sitinga, S. & Ogra, A. 2014. Place making in tourism-led local economic development (LED): A case study of Coffee Bay, Wild Coast, Eastern Cape province, South Africa. *Planning Africa 2014 - Making Great Places,* International Convention Centre (ICC), Durban*,* 19-22 October, 2014. Johannesburg: South African Planning Institute (SAPI).

Solomons, G. 2016. Measuring the performance of the Integrated Development Plan in a selected metropolitan council in the Western Cape, South Africa. Unpublished Masters of Technology dissertation, Cape Peninsula University of Technology, Cape Town.

Somchan, S. 2019. The guideline for shopping tourism development to promote tourism in Phayao, Thailand. *PSAKU International Journal of Interdisciplinary Research*, 8(1):163 -178.

Somers, T. & Nelson, K. 2001. January. The impact of critical success factors across the stages of enterprise resource planning implementations. In *Proceedings of the 34th Annual Hawaii International Conference on System Sciences, 06 January 2001. Maui:* IEEE Xplore:1-10.

South Africa Tourism (SAT). n.d. *Who we are*. https://www.southafrica.net/gl/en/corporate/page/about-south-african-tourism [09 September 2021].

South Africa. 1996. *Constitution of the Republic of South Africa, Chapter 7:* Local Government. https://www.gov.za/documents/constitution-republic-south-africa-1996-chapter-7-local-government#153 [18 November 2021].

South Africa. Department of Cooperative Governance (COGTA). 2017. *Department of Cooperative Governance Annual Report 2017/18*. Pretoria: Government Printer.

South Africa. Department of Cooperative Government (COGTA). 2020. *Profile and analysis of district development model.* Pretoria: Government Printer.

South Africa. Department of Economic Development. 2009. *The New Growth Path Framework*. Pretoria: Government Printers.

South Africa. Department of Economic Development. 2010. *New Growth Path*. Pretoria: Government Printer.

South Africa. Department of Environmental Affairs and Tourism (SA DEAT). 1996. *White Paper on Development and Promotion of Tourism*. Pretoria: Government Printers.

South Africa. Department of the Presidency. 2012. *National Development Plan.* Pretoria: Government printer.

South Africa. Department of Tourism (SA DT). 2011. *National Tourism Sector Strategy Executive Summary*. Pretoria: Government printer.

South Africa. Department of Tourism (SA DT). 2013. *Annual Report 2013/14.* Pretoria: Government Printer.

South Africa. Department of Tourism (SA DT). 2014: *Tourism Act no. 3 of 2014* https://www.tourism.gov.za/AboutNDT/Pages/Tourism-Act.aspx [19 July 2018].

South Africa. Department of Tourism (SA DT). 2015. *Strategic Plan 2015/2016.* Pretoria. Government printer.

South Africa. Department of Tourism (SA DT). 2016*. Strategic Plan Review*. https://www.tourism.gov.za/AboutNDT/Publications/Department%20of%20Tourism%20Strategic%20Plan%202015-2020.pdf [19 July 2018].

South Africa. Department of Tourism (SA DT). 2017. *National Tourism Sector Strategy.* Pretoria: Government Printer.

South Africa. Department of Tourism (SA DT). 2018. *Annual Report 2017/18*. Pretoria: Government printer.

South Africa. Department of Tourism (SA DT). 2020. *Tourism Sector Recovery Plan. COVID-19 Response*. Pretoria: Government printer.

South Africa. National Planning Commission (SA NPC). 2013. *National Development Plan Vision 2030*. Pretoria: Government printer.

South Africa. National Planning Commission (SA NPC). 2018. *National Development Plan 2030: Our future - make it work*. Republic of South Africa: The Presidency. Pretoria: Government Printer.

South African Local Government Association (SALGA). 2011. *Guideline document on the roles and responsibilities of councillors, political structures and officials.* Pretoria: Ultra Litho (Pty) Ltd.

South African Local Government Association (SALGA). 2015. *SALGA Annual Report 2015/2016*. Pretoria: Ultra Litho (Pty) Ltd.

South African Local Government Association (SALGA). n.d. *About us: Government framework*. http://www.salga.org.za/Documents/About%20Us/SALGA_Governance_Framework.pdf [24 September 2020].

South African Tourism Portfolio Committee. 2019. *Report of the Portfolio Committee on Tourism for Budget Vote No. 33: Tourism*. https://pmg.org.za/tabled-committee-report/2730/ [9 July 2020].

Spaans, M., Zonneveld, W. & Stead, D. 2020. *Governance and power in the metropolitan regions of the Randstad.* Randstad: Routledge. https://repository.tudelft.nl/islandora/object/uuid:ce4a3946-0883-461b-852d-136e89ac2f71 [12 April 2020].

Spenceley, A., Relly, P., Keyser, H., Warmeant, P., McKenzie, M., Mataboge, A., Norton, P., Mahlangu, S. & Seif, J. 2002. *Responsible Tourism Manual for South Africa.* Department for Environmental Affairs and Tourism. https://www.tourism.gov.za/CurrentProjects/ResponsibleTourism/Responsible%20Tourism/Responsible%20Tourism%20Manual.pdf [17 November 2019].

Sperling, K., Hvelplund, F. & Mathiesen, B. 2011. Centralisation and decentralisation in strategic municipal energy planning in Denmark. *Energy Policy*, 39(3):338-1351.

Stakeholder Map. n.d. *Stakeholder theory*. https://www.stakeholdermap.com/stakeholder-theory.html [12 November 2021].

Statista. 2021. *Travel, Tourism & Hospitality. 2021. Selected African countries with the largest number of international tourist arrivals in 2019*. https://www.statista.com/statistics/261740/countries-in-africa-ranked-by-international-tourist-arrivals/ [21 October 2021].

Statistics South Africa (Stats SA). 2015a. *Tourism contribution to the economy.* http://www.statssa.gov.za/?p=6166 [15 March 2018].

Statistics South Africa (Stats SA). 2015b. *Tourism satellite account for South Africa.* http://www.statssa.gov.za/publications/Report-04-05-07/Report-04-05-072016.pdf [28 August 2019].

Statistics South Africa (Stats SA). 2019. *Statistics for business*. http://www.statssa.gov.za/wp-content/uploads/2019/02/January2019.pdf [04 February 2019].

Statistics South Africa (Stats SA). 2020*. SA tourism industry struggles amidst COVID-19 pandemic*. http://www.statssa.gov.za/?p=14281 [18 November 2021].

Steiner, G. 2010. *Strategic planning*. New York: Simon and Schuster.

Strauss, A. & Corbin, J. 1994. Grounded theory methodology: An overview. In N. K. Denzin & Y.S. Lincoln (Eds.), *Handbook of qualitative research* New York: SAGE: 273-285.

Stylianou-Lambert, T., Boukas, N. & Christodoulou-Yerali, M. 2014. Museums and cultural sustainability: Stakeholders, forces, and cultural policies. *International Journal of Cultural Policy*, 20(5):566-587.

Su, X., Li, X., Chen, W. & Zeng, T. 2020. Subjective vitality, authenticity experience, and intangible cultural heritage tourism: an empirical study of the puppet show. *Journal of Travel & Tourism Marketing*, 37(2):258-271, April 1.

Sullivan, A., White, D & Hanemann, M. 2019. Designing collaborative governance: Insights from the drought contingency planning process for the lower Colorado River basin. *Environmental Science & Policy*, 91:39-49, November.

Swarbrooke, J. 1999. *Sustainable tourism management*. New York: CABI Publishing.

Swarbrooke, J., Beard, C., Leckie, S. & Pomfret, G. 2003. *Adventure tourism: The new frontier*. Burlington, Vermont: Routledge.

Taherdoost, H. 2016. Sampling methods in research methodology: How to choose a sampling technique for research. *International Journal of Academic Research in Management (IJARM),* 5(2):18-27.

Talwar, P. 2006. *Travel and tourism management*. New Delhi: Isha Books Publishing Co.

Tangri, R. & Southall, R. 2008. The politics of black economic empowerment in South Africa. *Journal of Southern African Studies*, 34(3):699-716.

Teare, R., 2006. Small firms in tourism: International perspectives. *International Journal of Contemporary Hospitality Management*, 18(3) 269-270.

Thacker, S., Adshead, D., Fay, M., Hallegatte, S., Harvey, M., Meller, H., O'Regan, N., Rozenberg, J., Watkins, G. & Hall, J. 2019. Infrastructure for sustainable development. *Nature Sustainability*, 2(4):324-331.

Tharage, V. 2016. Department of Tourism on its 2016 Strategic & Annual Performance Plan. *Parliamentary Monitoring Group*. https://pmg.org.za/committee-meeting/22354/ [18 November 2021].

Theofanidis, D. & Fountouki, A. 2018. Limitations and delimitations in the research process. *Perioperative Nursing*, *7*(3):155-163.

Thetsane, R. 2019. Local community participation in tourism development: The case of Katse villages in Lesotho. *Athens Journal of Tourism*, *6*(2):123-140, June.

Thornhill, C. 2008. The transformed local government system: Some lessons. *Journal of Public Administration,* 43(2):492-511.

Tien, N. 2019. *International economics, business and management strategy*. Delhi: Academic Publications.

Tien, N., Viet, P., Duc, N. & Tam, V. 2021. Sustainability of tourism development in Vietnam's coastal provinces. *World Review of Entrepreneurship, Management and Sustainable Development*, 17(5):579-598, January.

Timothy, D. & Tosun, C. 2003. *Appropriate planning for tourism in destination communities: Participation, incremental growth and collaboration. Tourism in destination communities.* Wallingford: CABI International.

Timothy, D. 1998. Cooperative tourism planning in a developing destination. *Journal of Sustainable Tourism*, 6(1):52-68.

Timothy, D. 1999. Participatory planning: A view of tourism in Indonesia*. Annals of Tourism Research,* 26(2):371-391.

Tirachini, A. & Cats, O. 2020. COVID-19 and public transportation: Current assessment, prospects, and research needs. *Journal of Public Transportation*, 22(1):1-21.

Todd, L., Leask, A. & Ensor, J. 2017. Understanding primary stakeholders' multiple roles in hallmark event tourism management. *Tourism Management*, 59:494-509.

Tourism Excellence. n.d. Growing destinations: the tourism plan. http://www.tourismexcellence.au/growing-destinations/planning-for-tourism/tourism- plan.html [19 March 2018].

Trung, N & Khalifa, G. 2019. Impact of destination image factors on revisit intentions of hotel's international tourists in Ba Ria-Vung Tau (Br-Vt): The mediating role of positive word of mouth. *International Journal on Recent Trends in Business and Tourism (IJRTBT)*, 3(2):106-115, April 18.

Turner, J. 1991. *The public policy process; Politics: An introduction*. London: Routledge.

Twining, P., Heller, R., Nussbaum, M. & Tsai, C. 2017. Some guidance on conducting and reporting qualitative studies. *Computers & Education*, 106:A1- A9.

United Nations Educational, Scientific and Cultural Organization (UNESCO). n.d. *Socio-economic impacts of heritage listings*. https://whc.unesco.org/en/socio-economic-impacts/ [10 November 2021].

United Nations World Tourism Organisation (UNWTO). 2005. *Making tourism more sustainable - a guide for policy makers*. Madrid: United Nations World Tourism Organisation.

United Nations World Tourism Organisation (UNWTO). 2008. *International recommendations for tourism statistics.* https://unstats.un.org/unsd/publication/seriesm/seriesm_83rev1e.pdf [09 September 2021].

United Nations World Tourism Organisation (UNWTO).n.d. *Sustainable development of tourism.* https://www.unwto.org/sustainable-development [07 March 2018].

United Nations (UN). n.d. *About us.* http://www.un.org/en/sections/about-un/overview [31 January 2019].

Vaismoradi, M., Turunen, H. & Bondas, T. 2013. Content analysis and thematic analysis: Implications for conducting a qualitative descriptive study. *Nursing & Health Sciences*, 15(3):398-405

Vogel, B. & Henstra, D. 2015. Studying local climate adaptation: A heuristic research framework for comparative policy analysis. *Global Environmental Change*, 31:110-120.

Waddell, S. & Khagram, S. 2007. Multi-stakeholder global networks: Emerging systems for the global common good. In Glasbergen, P., Biermann, F. & Mol, P. *Partnerships, governance and sustainable development: Reflections on theory and practice*. Cheltenham: Edward Elgar Publishing: Chapter 12.

Waligo, V., Clarke, J. & Hawkins, R. 2013. Implementing sustainable tourism: A multi-stakeholder involvement management framework. *Tourism Management*, 36:342-353.

Wan, Y. 2013. A comparison of the governance of tourism planning in the two Special Administrative Regions (SARs) of China–Hong Kong and Macao. *Tourism Management*, 36:164-177.

Weiner, J., Simpson, J.A., Weiner, E.S.C. & Proffitt, M. 1989. The Oxford English *Dictionary.* New York: Oxford University Press.

Welman, J. & Kruger, S. 1999. *Research methodology for the business and administrative sciences*. Johannesburg: International Thompson.

Wengraf, T. 2013. *Qualitative research interviewing: Biographic narrative and semi-structured methods.* London: SAGE.

Wheelwright, S. & Clark, K. 1992. *Creating project plans to focus product development.* Boston, MA: Harvard Business School.

Whitford, M. & Ruhanen, L. 2010. Australian indigenous tourism policy: Practical and sustainable policies? *Journal of Sustainable Tourism*, 18(4):475-496.

Williams, A. 2004. *Toward a political economy of tourism. A companion to tourism (Chapter 5).* United Kingdom: Blackwell Publishing Ltd.: 61-73. https://doi.org/10.1002/9780470752272.ch5

Witcherley, L. 2019. *What is effective marketing?* Cognition agency. https://www.cognitionagency.co.uk/blog/what-is-effective-marketing [6 February 2021].

Wolf, M., Serper, M., Opsasnick, L., O'Conor, R., Curtis, L., Benavente, J., Wismer, G., Batio, S., Eifler, M., Zheng, P & Russell, A. 2020. Awareness, attitudes, and actions related to

COVID-19 among adults with chronic conditions at the onset of the US outbreak: A cross-sectional survey. *Annals of Internal Medicine*, 173(2):100-109, July 21.

Wray, M. 2011. Adopting and implementing a transactive approach to sustainable tourism planning: Translating theory into practice. *Journal of Sustainable Tourism*, 19(4-5):605-627.

Wrightsman, L., Cook, S. & Selltiz, C. 1976. *Research methods in social relations.* New York: Holt, Rinehart and Winston.

Wu, Z., Tang, J. & Wang, D. 2016. Low carbon urban transitioning in Shenzhen: A multi-level environmental governance perspective. *Sustainability,* 8(8):720.

Xu, J., Wei, J. & Lu, L. 2019. Strategic stakeholder management, environmental corporate social responsibility engagement, and financial performance of stigmatized firms derived from Chinese special environmental policy. *Business Strategy and the Environment*, 28(6):1027-1044.

Yazdifar, H., Zaman, M., Tsamenyi, M. & Askarany, D., 2008. Management accounting change in a subsidiary organisation. *Critical Perspectives on Accounting*, 19(3):404-430.

Yin, R.K. 2010. *Case study research: Design and methods.* 4th ed. Thousand Oaks, CA*:* SAGE.

Yuksel, F., Bramwell, B. & Yuksel, A. 1999. Stakeholder interviews and tourism planning at Pamukkale, Turkey. *Tourism Management,* 20(3):351-360.

Yuksel, F., Bramwell, B. & Yuksel, A. 2005. Centralized and decentralized tourism governance in Turkey. *Annals of Tourism Research*, 32(4):859-886.

Zhu, M., Sari, A & Lee, M. 2018. A systematic review of research methods and topics of the empirical MOOC literature (2014–2016). *The Internet and Higher Education*, 37:31-39, April.

Züll, C. 2016. *Open-ended questions. GESIS Survey Guidelines.* Mannheim*: GESIS – Leibniz Institute for the Social Sciences.*

APPENDIX A: CPUT ETHICAL CLEARANCE

Cape Peninsula
University of Technology

P.O. Box 1906 ● Bellville 7535 South Africa ●Tel: +27 21 4603291 ● Email: fbmsethics@cput.ac.za
Symphony Road Bellville 7535

Office of the Chairperson Research Ethics Committee	Faculty: **BUSINESS AND MANAGEMENT SCIENCES**

The Faculty's Research Ethics Committee (FREC) on **19 November 2019**, ethics **Approval** was granted to **Monwabisi Silwana (213228548)** for a research activity for **M Tech: Tourism & Hospitality Management** at Cape Peninsula University of Technology.

Title of dissertation/thesis/project:	**Tourism development policies in a selected district municipality in Eastern Cape** Lead Supervisor (s): Dr C Dube/Ms M Silo

Comments:

Decision: Approved

	19 January 2020
Signed: Chairperson: Research Ethics Committee	Date

Clearance Certificate No │2019FOBREC738

120

APPENDIX B: INFORMED CONSENT LETTER

CONSENT TO PARTICIPATE IN A RESEARCH STUDY

Category of Participants (mark with X as appropriate):

Staff/Workers	X	*Teachers*		*Parents*		*Lecturers*		*Students*	
Other (specify)									

You are kindly invited to participate in a research study being conducted by **Monwabisi Silwana** from the Cape Peninsula University of Technology. The findings of this study will contribute towards:

An undergraduate project		*A conference paper*	
An Honours project		*A published journal article*	
A Masters/doctoral thesis	X	*A published report*	

Selection criteria

You were selected as a possible participant in this study because of:

    (a) Your understanding and experience in tourism planning and policy development

    (b) Relationship with other tourism stakeholders in the district municipality

    (c) Your role in policy development.

The information below gives details about the study to help you decide whether you would want to participate.

Title of the research:

Stakeholders' involvement in the development and implementation of tourism-related policies in a selected district municipality in Eastern Cape

A brief explanation of what the research involves:

Municipalities are in the lowest level of government and it is where the actual implementation of tourism policies should be taking place. The aim of this study is to determine stakeholders' involvement in the development and implementation of tourism-related policies in the ORTDM. In order to achieve the aim of this study, you are asked to participate and answer interview questions in relation to tourism related policies.

Procedures

If you volunteer to participate in this study, the following will be done:

1. Describe the main research procedures to you in advance, so that you are informed about what to expect;

2. Treat all interviewees with respect by arriving on time for all the interview schedules and well prepared;

3. Conduct an introduction with the interviewee in order to break ice;

4. All the interviewees will be asked for permission to record the interviews and also take some note where applicable;

5. In a case where there is no clarity, the interviewees will be allowed to ask for confirmation or clarity of words/sentences/phrases to ensure accuracy of the data collected;

6. Participants will be told that their data will be treated with full confidentiality and that, if published, it will not be identifiable as theirs;

7. Participants will be given the option of omitting questions they do not want to answer or feel uncomfortable with;

8. Participants will be told that questions do not pose any realistic risk of distress or discomfort, either physically or psychologically, to them;

9. At the end of each interview all the interviewees will be thanked for their time and information provided for this study;

10. Participants will be debriefed at the end of their participation (i.e. give them a brief explanation of the study).

You are invited to contact the researchers should you have any questions about the research before or during the study. You will be free to withdraw your participation at any time without having to give a reason.

Kindly complete the table below before participating in the research.

Tick the appropriate column		
Statement	Yes	No
1. I understand the purpose of the research.		
2. I understand what the research requires of me.		
3. I volunteer to take part in the research.		
4. I know that I can withdraw at any time.		
5. I understand that there will not be any form of discrimination against me as a result of my participation or non-participation.		
6. Comment:		

Please sign the consent form. You will be given a copy of this form on request.

Signature of participant	Date

Researchers

	Name:	Surname:	Contact details:
1.	Monwabisi	Silwana	+27 60 379 0038

Contact person: Mr. Monwabisi Silwana	
Contact number: +27 60 379 0038	Email: monwabisisilwana1@gmail.com

APPENDIX C: INTERVIEW GUIDE FOR ORTDM AND LMS

Topic: Stakeholders' involvement in the development and implementation of tourism-related policies in a selected district municipality in Eastern Cape:

I am Monwabisi Silwana, a student registered for MTech in Tourism and Hospitality Management at the Cape Peninsula University of Technology (CPUT). The aim of this study is to determine stakeholders' involvement in the development and implementation of tourism-related policies in the ORTDM. This study is purely for academic purposes and participants will be treated with respect and your concerns will be taken into account. This interview is entirely voluntary, your identity will be kept confidential and you are entitled to withdraw at any stage of the interview process. The researcher intends to present the study outcomes to the district municipality and the provincial government, also the permission to do so was requested from Cape Peninsula University of Technology (CPUT) as the final study will remain a university property.

Study Objectives:

- To determine the role of the district municipality in the development and implementation of tourism policies at the ORTDM.
- To ascertain the perceptions of different stakeholders regarding policy implementation in the development of tourism at the ORTDM.
- To identify challenges that the district municipality is facing with regards to the development and implementation of tourism policies in the ORTDM.

Interview questions:

1. Which local municipality (LM) do you work for?

   a) Ingquza Hill LM

   b) King Sabata Dalindyebo LM

   c) Mhlontlo LM

   d) Nyandeni LM

   e) Port St Johns

2. What is your highest level of education?

   a) Below matric

   b) Matric

   c) National Diploma

d) Degree

e) Other? Please specify

3. What is your position at the district or LM?

   a) Mayor

   b) Tourism Officer

   c) Municipal manager

   d) Tourism manager

   e) Deputy director of Local Economic Development (LED)

4. How long have you been involved in tourism policy development?

   a) 0 – 12 Months

   b) 1 – 3 Years

   c) 3- 5 Years

   d) More than 5 Years

5. What has your contribution been in tourism policy development?

6. Do you have a budget for tourism in your local municipality?

7. What is the budget allocated for:

   a) Marketing,

   b) Tourism development,

   c) Grant support for SMMEs

8. Which tourism structures are available in your municipality?

9. Which one of the above tourism structures do you participate in?

10. Which tourism policies do you implement in your LM?

    a) Tourism Act no 3 of 2014

    b) White Paper of 1996

    c) The National Tourism Sector Strategy of 2017

11. Are you involved in tourism development and planning?

    a) Yes

b) No

12. Please explain your involvement in tourism development and planning?

13. As the tourism person are you involved in the IDP process of the municipality?

    a) Yes

    b) No

14. Please explain your involvement in the IDP process?

15. Do you have a tourism strategy in the municipality?

16. Have you ever participated in tourism policy development?

17. Please explain your participation.

18. Are you aware of any tourism by-laws in the municipality that regulate?

19. Please explain how these by laws operate

20. When did the municipality develop and pass these by laws?

21. Which organizations serve in your tourism fora?

22. What is the role of the above mentioned organisation?

23. What Issues are discussed in tourism fora?

    a) Product Development

    b) Tourism Infrastructure

    c) Contribution LED,

    d) Arts & Culture

24. What processes do you follow in processing tourism resolutions?

25. Do you have any challenges with regards to following:

    a) Water Supply

    b) Electricity

    c) Challenges and provisions on maintenance of public infrastructure

26. Do you have any challenges on provisions and maintenance of tourist attractions, public spaces, tourist information centres and museums?

27. What are the operating hours of the aforementioned facilities?

28. What is the municipality policy about the operating hours in tourist attractions, tourist information centres and museums?

29. Recommendations areas of improvement:

APPENDIX D: INTERVIEW GUIDE FOR TOURISM ORGANISATIONS

INTERVIEW GUIDE

Topic: Stakeholders' involvement in the development and implementation of tourism-related policies in a selected district municipality in Eastern Cape:

Dear Participant,

My name is Monwabisi Silwana and I am a student registered for my Masters Degree in Tourism and Hospitality Management at the Cape Peninsula University of Technology (CPUT). The aim of this study is to determine stakeholders' involvement in the development and implementation of tourism-related policies in the ORTDM. This study is purely for academic purposes and participants will be treated with respect and your concerns will be taken into account. This interview is entirely voluntary, your identity will be kept confidential and you are entitled to withdraw at any stage of the interview process. The researcher intends to present the study outcomes to the district municipality and the provincial government, also the permission to do so was requested from Cape Peninsula University of Technology (CPUT) as the final study will remain a university property.

Study objectives:

- To determine the role of the district municipality in the development and implementation of tourism policies at the ORTDM.
- To ascertain the perceptions of different stakeholders regarding policy implementation in the development of tourism at the ORTDM
- To identify challenges that the district municipality is facing with regards to the development and implementation of tourism policies in the ORTDM.

Interview questions:

1   What is your highest level of education?

2   Which tourism association do you work for?

3   What is your position at the tourism association?

4   How long have you been involved in tourism policy development?

        0 – 12 Months

        1 – 3 Years

        3- 5 Years

        More than 5 Years

5   How would you describe your organisation's relationship with the district or LM municipality?

6   What are the top **FIVE** issues that you have with your district or LM municipality regarding the development and implementation of tourism policies?

7   Do you think that the municipality is effective in terms of tourism policy development?

8   Please explain your answer

9   Do you have any suggestions on how to improve the effectiveness of tourism policy Development?

10   What contributions are you currently making to tourism policy development and through what channels?

11   Are there any further contributions that you may be able to provide in the future?

12   Do you think that the municipality is effective in tourism policy implementation?

13   Please explain your answer

14   Are you involved in the implementation of any tourism policies?

15   If answer to the above is yes, can you please explain which ones and how?

16   Do you receive funding for this from the municipality?

17   What is the funding allocated for?

18   Do you have any challenges with regards to following?

19   Do you have any suggestions on how to improve on the effectiveness of tourism policy implementation?

APPENDIX E: GRAMMARIAN LETTER

<div align="right">

Napier 7270

Overberg

Western Cape

28 November 2021

</div>

Stellenbosch Business School

PO Box 610

Bellville, CAPE TOWN

7530

Dear Sir/Madam,

<div align="center">

DECLARATION OF LANGUAGE AND TECHNICAL EDITING

</div>

<div align="center">

STAKEHOLDERS' INVOLVEMENT IN THE DEVELOPMENT AND IMPLEMENTATION OF TOURISM-RELATED POLICIES IN A SELECTED DISTRICT MUNICIPALITY IN THE EASTERN CAPE

Supervisor: Dr CN Dube

Co-supervisor: Ms M Silo

</div>

This is to confirm that I, Cheryl Thomson, executed the language and technical editing of the above-titled research assignment of **MONWABISI SILWANA, Student Number: 213228548**, at the CAPE PENINSULA UNIVERSITY OF TECHNOLOGY in preparation for submission of this dissertation for assessment.

Yours sincerely

CHERYL M. THOMSON

Email: cherylthomson2@gmail.com

Cell: 0826859545