National Department of Tourism:

Tourism Destination Planning Manual

tourism

Department:
Tourism
REPUBLIC OF SOUTH AFRICA

WE DO TOURISM

NDP 2030
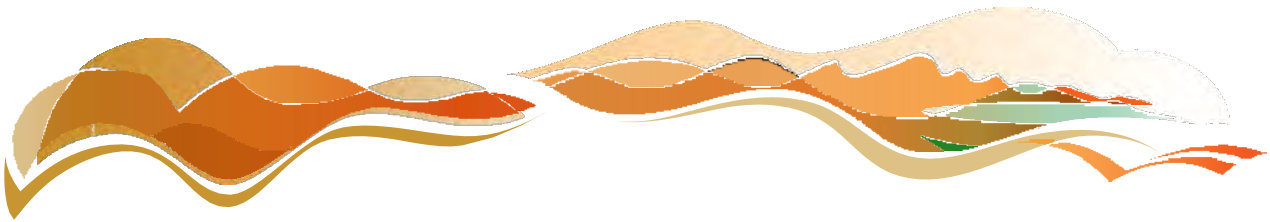
National Department of Tourism:
Tourism Destination Planning Manual

March 2018

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FOREWORD

The National Development Plan (NDP) calls for the creation of more functionally integrated, balanced and vibrant urban settlements. The work required for this to happen is set out in the Integrated Urban Development Framework (IUDF). The National Department of Tourism recognises that tourism can play a powerful role in strengthening the economies of our villages, towns, cities and other dense settlements. Tourism can also support the renewal of declined small town main streets and rejuvenate urban cores through economic growth, employment creation, more efficient land use and improved public transport systems. Importantly, tourism can play a significant role in the creation of more sustainable township hubs by targeting tourism investment strategically in areas with the best potential. To this end, tourism needs to be better integrated into planning systems – particularly at the neighbourhood level.

Furthermore, the National Tourism Sector Strategy (NTSS) seeks to '*increase the direct contribution of tourism to the economy through partnerships, research based collaborative planning, and the implementation of agreed priority actions*'. Thus, the importance of integrated tourism planning is embedded in the sector strategy as a vehicle for growth and inclusive tourism economies.

In support of pillars three and four of the NTSS aimed at improving the overall visitor experience and strengthening destination management, the Department of Tourism developed the Precinct Development Methodology. The primary purpose of this Guide is to assist municipalities and other stakeholders with tourism precinct planning, development, management and marketing at the local area level. The Guide may also be useful for the planning of tourism attractions as some principles and processes are similar. The guidelines complement statutory planning frameworks such as the Spatial Planning and Land Use Management Act (SPLUMA).

Victor Tharage, Director General, Department of Tourism

PURPOSE OF THE MANUAL

The purpose of this manual is to provide guidance in respect of tourism destination planning. The manual is aimed particularly at local and district municipality levels in working on municipal planning and local economic development (including tourism-specific officials) to provide with a better understanding of tourism and how it can be integrated into the planning for the municipality as a whole. However, the process of planning outlined in this manual is sufficiently generic that it can also be used by communities, provincial and national government departments responsible for tourism. The manual also provides guidance for other sectors whose planning impacts on the tourism sector.

This manual also supports municipalities working together with other spheres and sectors to develop an area or region's tourism potential and contribute towards socio-economic development.

It builds on the information contained in the *Tourism Planning Toolkit*, with a step-by-step process for undertaking integrated destination planning. The concepts contained in this manual are aligned with global best practices.

ABBREVIATIONS

AASA	Airlines Association of Southern Africa
AAXO	Association of African Exhibition Organisers
ASATA	Association of Southern African Travel Agents
BARSA	Board of Airline representatives of South Africa
CoT	City of Tshwane
CVB	Convention and Visitors Bureau
DEG	German Investment and Development Company
DHA	Department of Home Affairs
DMO	Destination Marketing Organisation
EXSA	Exhibition and Event Association of Southern Africa
FEDHASA	Federation of the Hospitality Industry of South Africa
GDP	Gross Domestic Product
GLTP	Greater Limpopo Transfrontier Park
Ha	hectares
IDP	Integrated Development Plan
IKS	Indigenous Knowledge System
IRTS	International Recommendations for Tourism Statistics
ISO	International Organisation for Standardisation
JPI	Joint Planning Initiative
KNP	Kruger National Park
KZN	KwaZulu-Natal
LED	Local Economic Development
LNP	Limpopo National Park
LTA	Local Tourism Association
MSA	Municipal Systems Act
NAA-SA	National Accommodation Association of South Africa
NDT	National Department of Tourism
NGO	Non-governmental organisation
NMSRT	National Minimum Standard for Responsible Tourism
NTSS	National Tourism Sector Strategy

PHASA	Professional Hunters Association of South Africa
PTA	Polokwane Tourism Association
RTO	Regional Tourism Organisations
SA Tourism	South African Tourism
SAACI	South African Association of the Conference Industry
SABOA	South African Bus Operators Association
SABS	South African Bureau of Standards
SALGA	South African Local Government Association
SANS	South African National Standard
SATSA	Southern African Tourism Services Association
SAVRALA	South African Vehicle Rental and Leasing Association
SAYTC	South African Youth Travel Confederation
SDF	Spatial Development Framework
SDG	Sustainable Development Goals
Stats SA	Statistics South Africa
STR	Small-Town Regeneration
TBCSA	Tourism Business Council of South Africa
TSA	Tourism Satellite Account
TTC	Transformational Travel Collaborative
UK	United Kingdom
UNWTO	World Tourism Organisation
USA	United States of America
VFR	Visiting friends and relatives
WTTC	World Travel and Tourism Council
WWF	World Wildlife Fund

EXECUTIVE SUMMARY

The National Department of Tourism commissioned this tourism destination planning manual to provide planning support to all tourism planners and actioners in the industry. The manual assists officials in mitigating the various challenges they have to deal with, providing the integrated planning tool to senior management. Though the manual is aimed at planning at local level, its concepts are universally applicable, and should also be used by provincial and national government levels and the private sector.

The manual comprises two main parts. Part A provides background information about tourism and integrated destination planning in general (sections 1 -7). Part B, provides a practical step-by-step guide with various tools that can be used when conducting tourism destination planning (sections 8-10). Part B includes a section on how to integrate tourism planning with other municipal planning processes to ensure that tourism is allocated budget and resources. The manual further provides a variety of case studies to illustrate various aspects of tourism destination planning.

Tourism is an industry that is often misunderstood due to its complexity. It has the potential to support economic growth in destinations, as it not only includes the tourism-specific sectors, but also has an impact on other economic sectors such as transport, manufacturing and agriculture. The business case for tourism is clearly defined at national level through the Tourism Satellite Account. Tourism directly contributed 3% of GDP and 4,5% of formal jobs in South Africa in 2015. Research at local level can assist to define the tourism sector's contribution to the local economy, and the manual provides guidance in this regard.

Tourism can be developed in many different forms, e.g. urban tourism, special interest tourism and agri-tourism, and it is influenced by a variety of external factors and tourism market trends, as well as seasonality, climate change and responsible tourism. All of these factors need to be taken into consideration when planning for tourism development within a destination.

Tourism destination planning is a long-term process, and often its results are not evident in the short term. Tourism development can have both positive and negative impacts on a destination, and integrated tourism destination planning can assist to enhance the positive impacts while mitigating the negative impacts. It is an engaged process that forms the building block for responsible and sustainable tourism development that results in economic, social and environmental benefits for the destination in question, while minimising the potential negative impacts.

Tourism planning at local level must be integrated into the other planning processes of municipalities to ensure that the tourism sector is recognised. This includes the spatial development framework (SDF) and integrated development plan (IDP) of the municipality that forms the basis for budget allocation. In addition, tourism

planning at local level should also be aligned to tourism planning processes and plans at provincial and national level. The National Tourism Sector Strategy (NTSS) guides all tourism development in South Africa.

There are essentially 3 scales of planning, i.e. regional planning (which can be a district or a wider region that includes destinations across administrative boundaries), destination planning (which is usually a municipal area) and site or precinct planning (which is the smallest scale of planning and the most detailed).

Tourism planning can be conducted by national, provincial and/or local government, and the White Paper on Tourism Development and Promotion allocates certain roles and responsibilities to different spheres of government. The NTSS further allocates roles and responsibilities to specific entities and organisations. Tourism planning can also be conducted by communities and the private sector. However, it is recommended that all the different role players work together to plan for tourism destinations, as tourism development invariably affects a variety of role players and integrating all different role players into the planning process will result in a better overall plan for the destination.

The integrated tourism planning process comprises 4 main parts, i.e. the organisation (who is involved), research (to ensure that planning is informed), action planning (what needs to be done and by whom) and lastly implementation and monitoring (because plans have to be followed through into implementation to be useful). The diagram below provides an overview of the planning process.

The manual recommends that a tourism planning committee be set up to guide the tourism planning process, and it further outlines various tools and resources to enable the committee to develop a tourism plan for the

destination. Research forms an important part of this process, as it also provides the basis for indicators that can be used to monitor the implementation of the tourism plan over time. The manual also includes an overview of a marketing plan for the destination, as well as various marketing tools that are available to the destination, as this is an important component of planning for a successful tourism destination. Lastly it outlines a process for monitoring the implementation of the tourism plan.

As funding for tourism is often cited as the reason for the lack of development, the manual further outlines various funding options available to tourism, and specifically that the tourism champion (be it an individual, a committee or combination of external and internal role players) should be lobbying other departments and initiatives to ensure that tourism is included in relevant budgets. Various options to use municipal assets to leverage private sector funding are also outlined.
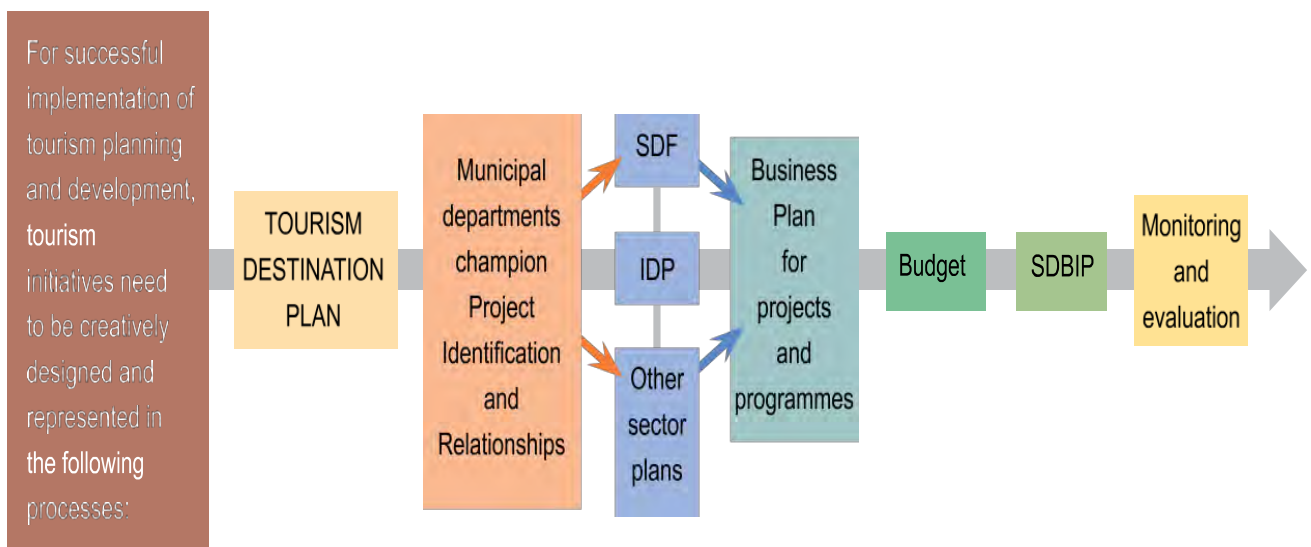
Lastly, the manual outlines the process for ensuring that the tourism plan is recognised and included in the municipal IDP process, which forms the basis for municipal budgeting. The diagram below outlines that process.

It is important that the tourism officials understand the process and in particular the timeframes of the process to ensure that tourism planning is included and obtains the relevant funding required to implement the various actions.

CHAPTER 1: INTRODUCTION

Tourism is a major economic sector in South Africa, offering visitors a chance to experience something of what makes this country, its people and its places special. While here, these incoming visitors spend their money on a range of services relating to the tourism industry, which contributes to economic development by injecting money into the economy. Tourism also offers South Africans a chance to work in the industry, to interact with people from around the world (and local visitors from around the country), and to share in the benefits accruing from tourism. The National Department of Tourism notes that "Livelihoods", "Dignity", and "Equity" are the desired outcomes of all tourism activities. In order to achieve these outcomes tourism needs to be carefully planned, sustainably managed and successfully marketed, in partnership with local communities, government and business people.

The business case for tourism at a national scale is clearly defined through the Tourism Satellite Account (TSA), which highlights that tourism contributes at least 3% to the South African Gross Domestic Product (GDP), and supports 4,5% of all formal jobs, or more than 700 000 jobs. Though not officially defined as an economic sector, tourism has an impact on a variety of economic sectors, and it has the potential to make a difference in the lives of ordinary people. Tourism is often also the main reason why certain infrastructure developments (e.g. airports) are viable. The variety of benefits of the tourism sector is outlined in more detail in Section 4.

Municipal and other government officials responsible for tourism planning face several challenges, including:
- A lack of understanding of tourism (particularly as an economic sector with associated benefits in job creation and improved economic activity) among top management and councilors/political principals (which can be mitigated through continuous engagement, as well as training);
- A lack of resources dedicated to tourism, including both financial and human resources (which can be mitigated by illustrating the business case for tourism at a local level);
- In some areas, limited to non-existing private-sector participation in the planning processes of government (which can be mitigated through support of local tourism associations);
- The integrated development planning process (IDP process) usually prioritises the needs of communities. Many communities do not understand tourism, and therefore do not include development projects aimed at tourism development during the IDP consultation process (which can be mitigated

through tourism awareness campaigns);

- There is a limited understanding among many municipal officials responsible for tourism of how to ensure that tourism is included in the IDP and municipal budget (which can be mitigated by using Chapter 10 of this manual to guide them).

The National Department of Tourism (NDT) has established a dedicated Destination Development Branch, one component of which is aimed at destination planning. This function entails planning initiatives from national level, but also to assist other spheres of government, as well as other actors in planning – by developing capacity and by providing shared services support. This Tourism Destination Planning Manual aims to facilitate destination planning and development from local level upwards, as well as integrating tourism into relevant planning frameworks of government such as Spatial Development Frameworks.

This Tourism Destination Planning Manual is a practical "how to" guide designed to assist municipalities and others in planning for tourism development so that it contributes to local economic development and results in "Livelihoods", "Dignity" and "Equity". This manual focuses on planning tourism at the regional, destination and site/precinct levels, and should be read in conjunction with a companion manual designed to assist in tourism planning at the precinct level.

This manual draws on the experience of a variety of municipal officials who were interviewed, as well as a variety of global and South African source documents, amongst others:

- National and Regional Tourism Planning Methodologies and Case Studies (published by the UNWTO);
- Alberta Tourism Development Guide;
  - A Guide to Community Tourism Planning in Nova Scotia: The South African Tourism Planning Toolkit for Local Government, which provides several useful tools   that can be used in the development of a tourism plan – some of which are included in this manual;
- Manual on Tourism Planning (Gunn);
- Tourism Planning Manual for Local Government (Tourism New South Wales);
- Tourism Planning Toolkit for Local Government (New Zealand) Gauteng Tourism Responsible Tourism Manual, which is very detailed and users of this manual can refer to it if they would like to expand their understanding of tourism planning with a responsible tourism focus.

The table below provides insight into how each of these source documents relate to this manual.

Source document	How it relates to this Tourism Destination Planning Manual
National and Regional Tourism Planning Methodologies and Case Studies (published by the UNWTO)[1] Tourism Planning Manual for Local Government (Tourism New South Wales) Tourism Planning Toolkit for Local Government (New Zealand)	The UNWTO guide was reviewed to ensure that this manual includes all relevant elements to regional and local tourism planning that are deemed important by the UNWTO. Some elements, such as the forms of tourism development, were included in this manual. The website reference to the UNWTO e-library is included in the footnotes for those wishing to access the original document. The other two documents mentioned here were also reviewed to ensure completeness of this tourism destination planning manual, though no specific sections were included in this manual.
Alberta Tourism Development Guide (1991 with revisions)[2]	This guide was reviewed and found to be more specific to the development of projects, which is not covered in great detail in this manual. It is also specific to the region of Alberta in Canada, and therefore legislative compliance issues detailed in the guide are not relevant in South Africa. Users of this manual may find this guide useful when tourism product development projects are identified as a result of the tourism planning process and a web reference is provided in the footnotes below.
A Guide to Community Tourism Planning in Nova Scotia (2013)[3]	This guide was used extensively to inform the worksheets contained in this manual. The web reference to the document is provided in the footnotes below and can be accessed for a slightly different perspective.
The South African Tourism Planning Toolkit for Local Government (2010)[4]	The toolkit provides several useful tools that can be used during the development of a tourism plan and some are included in this manual. The toolkit provides several tools that can be used in addition to the worksheets provided in this manual should they be required. This manual focuses more on

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[1] http://www.e-unwto.org/doi/pdf/10.18111/9789284407279.1
[2] https://open.alberta.ca/publications/9781460123751
[3] https://tourismns.ca/sites/default/files/2017-01/final_a_guide_to_community_tourism_planning_in_nova_scotia_nov_2013.pdf
[4] https://tkp.tourism.gov.za/Documents/Tourism%20Planning%20Toolkit%20for%20Local%20Government.pdf

	the process of tourism planning while the toolkit provides tools required to conduct strategic tourism planning.
Tourism Planning, Basics, concepts and case studies (Gunn)[5]	The book by Clare Gunn provides a comprehensive, well researched and structured approach to tourism planning. It sets out the basic approach, the concepts to be used and provides useful case studies to illustrate these. It is especially useful in that it looks at tourism planning from different scales. It also considers destination planning from both a spatial and a process orientated perspective. This book provided the basic conceptual frame for the manual. For anybody wanting to know more about the basics and approach this is a good source.
Gauteng Tourism Responsible Tourism Guide (2006)	This guide was developed for municipalities in Gauteng to guide them in respect of developing responsible tourism destinations. A review of the Gauteng guide indicated that most of the elements referred to are also included in this manual. The Gauteng guide, however, provides much more detail on the policy and legislative framework (including strategic environmental assessments), and it is written from the perspective that a consultant/team of consultants would be appointed to develop the tourism plan on behalf of the municipality, whereas this manual is written from the perspective that the official(s) – with the assistance of a tourism planning committee – should be able to develop the tourism plan themselves. A copy of the Gauteng guide may be obtained from the NDT's destination development branch for review.

1.1 Contents of this manual

This manual provides an overview of what the tourism industry is comprised of in order to enable readers to better understand the industry. The manual then explores the concept of tourism destination planning, why it needs to be integrated and who is responsible. It includes the factors that affect tourism planning; the ways that municipalities can support tourism development; the principles guiding tourism; the scales of integrated tourism planning; and how to implement integrated tourism planning.

The main section of the manual provides a step-by-step guide for officials on how to go about planning and developing tourism in their destination. Throughout the manual there are templates and tools that

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[5] https://www.amazon.com/Tourism-Planning-Basics-Concepts-Cases/dp/0415932696

municipalities can use to guide their integrated tourism planning and development, as well as references to other useful sources of information.

1.2 How to use this manual

This manual is mainly aimed at assisting officials and others to plan for tourism development at a destination level. It does not provide detail on how to plan for the development of specific tourism development projects.

The Tourism Destination Planning Manual has two important roles, and this also informs how it can be used.

Part A (Sections 1 through to 7) provide a useful overview of information and background related to tourism and destination planning. It explains the concepts used and important information needed to undertake destination planning. These sections will be useful to those with little previous exposure to tourism and tourism destination planning. For those with experience in tourism and tourism planning, this section offers a useful recap, but also introduces some of the terms and concepts used in destination planning.

Part B (Sections 8 to 10) provides practical steps on how to conduct tourism destination planning. Section 8 is the main part of the document and offers a step-by-step guide on how to put together a tourism destination plan. The remainder of the document and annexures contains useful additional information.

Officials and others can use this manual on its own, or in conjunction with other manuals and toolkits such as the South African Tourism Planning Toolkit.

CHAPTER 2:
WHAT IS TOURISM?

2.1 Defining tourism

Tourism is the phenomenon of people travelling, for a variety of reasons, to a place that isn't where they normally live, to spend a night, or a number of nights in order to experience a different place, its people and its local attractions.

There are many different definitions of tourism, including:

Tourism is a combination of phenomena and relationships.
Two essential elements: the Dynamic element (the journey) and the Static element (the stay). The journey and stay are to and from destinations outside the place of residence and work.

https://www.slideshare.net/JhelleEnFrances/meaning-and-importance-of-tourism

The official definition of tourism by the World Tourism Organisation (UNWTO) comprises a number of concepts, as laid out in the International Recommendations for Tourism Statistics 2008 (IRTS 2008):

Term	Definition
Tourism	Tourism is a social, cultural and economic phenomenon which entails the movement of people to countries or places outside their usual environment for personal or business/professional purposes. These people are called visitors (which may be either tourists or excursionists; residents or non-residents) and tourism has to do with their activities, some of which involve tourism expenditure. Tourism refers to the activity of visitors (IRTS 2008, 2.9)
Visitor	A visitor is a traveler taking a trip to a main destination outside his/her usual environment, for less than a year, for any main purpose (business, leisure or other personal purpose) other than to be employed by a resident entity in the country or place visited (IRTS 2008, 2.9)
Tourist vs Excursionist / Same-day visitor	A visitor (domestic, inbound or outbound) is classified as a tourist (or overnight visitor), if his/her trip includes an overnight stay, or as a same-day visitor (or excursionist) otherwise (IRTS 2008, 2.13)
Inbound tourism	Inbound tourism comprises the activities of a non-resident visitor within the country of reference on an inbound tourism trip (IRTS 2008, 2.39)
Country of reference	The country of reference refers to the country for which the measurement is done. (IRTS 2008, 2.15)
Outbound tourism	Outbound tourism comprises the activities of a resident visitor outside the country of reference, either as part of an outbound tourism trip or as part of a domestic tourism trip (IRTS 2008, 2.39(c))
Domestic tourism	Domestic tourism comprises the activities of a resident visitor within the country of reference, either as part of a domestic tourism trip or part of an outbound tourism trip (IRTS 2008, 2.39)

Source: UNWTO Glossary of Terms

In South Africa, the UNWTO definitions are used to define tourism for the purposes of statistical analysis. In the South African context, the 'usual environment' is defined as follows:

"To be outside the 'usual environment' the person should travel more than 40 kilometres from his/her place of

residence (one way) AND the place should NOT be visited more than once a week. This includes place of work and place of study. Leisure and recreational trips are included irrespective of frequency." (Stats SA, Tourism Satellite Account).

What is significant about this definition is that it includes business people – a tourist who is often overlooked.

Tourism is a complex industry, and in order to measure its economic value, the UNWTO developed the Tourism Satellite Account methodology, which has also been implemented in South Africa, and is published by Statistics South Africa (Stats SA). The Tourism Satellite Account (TSA) takes into consideration that the tourism industry is comprised of various sub-industries, including transportation, accommodation, travel agencies, food and beverage, amongst other aspects related to the whole value chain of a trip. It measures the economic value of tourism, and takes into consideration inbound, outbound and domestic tourism.

In South Africa, we differentiate between the tourism industry and the tourism sector / economy as follows (defined by Stats SA):

Tourism industry: The tourism industry consists of a set of establishments whose principal productive activity is a tourism-characteristic activity.

Tourism sector / economy: The tourism sector consists of the set of institutional units whose principal economic activity is a tourism-characteristic activity. These units might belong to the following institutional sectors: households, non-financial corporations (private, foreign owned, publicly owned), financial corporations, general government or non-profit institutions serving households.

2.2 The tourism system and value chain

Tourism is a complex system of interrelated, yet independent, parts. When one part changes, it can influence the whole tourism sector in unexpected ways. Because of this, it is important to understand all the different parts of the tourism sector, and to understand those parts you have control over and those you do not.

The following diagram provides an overview of the tourism management model, which outlines the various elements that form part of the tourism sector, with supply and demand forming the most important components. Tourism destination planning falls within the 'enabling and facilitating environment'.

Tourism management model

MACRO ENVIRONMENT

History Impacts Future

DEMAND

LINKAGES

SUPPLY

Tourist Movement

Distribution Management
Transportation to/from destination

Attractions

Transport within Destination

TARGET MARKETS

RESOURCE BASE

Tourist Motivations Needs

ENABLING AND FACILITATING ENVIRONMENT

Hospitality

Auxiliary Services and Facilities

Destination Marketing
Policy and Legislation
Organisation of the tourism industry
Research and Forecasting

Source: Tourism Management in Southern Africa, Edited by BA Lubbe, 2003

As a planner, it is important to look at tourism planning and actions through a range of perspectives, such as a community member, a visitor, a business owner, and a municipal official, to deliver an attractive experience for all.

In building a destination plan and strategy it is important to understand what the demand is from visitors and tourists. This helps understand what tourists and visitors are looking for. On the right-hand side of the diagram is the supply side. Here it is important to understand what assets your municipality or region offers. Linking your supply (tourism assets) to the demand are the linkage mechanisms – such as transport. The facilitating environment is what you do to both develop your assets (supply) and understand the demand (what tourists want). You can have great assets, but if there is no demand for them, or if the linkages are too difficult, they can become stranded. On the other hand, there can be strong demand for what you offer, but if the linkages are poor and the assets badly managed or poorly developed, the opportunity can be lost. Often, it is about building on what is already working. Understanding what is working and why gives insight into how you can grow your destination's attractiveness. This approach can work best, especially in the context of

limited resources and data. But there are expectations, and it is important to also utilise the information and analysis provided by the NDT, Stats SA and other sources referred to throughout this document.

Creating the right offering and servicing visitor needs requires a commitment from the community of stakeholders impacting upon a destination. The challenge for destination managers is in bringing together, and keeping together, representation from those stakeholders. Not only do these representatives need to be able to think in a strategic fashion, they also need to be able to deliver in an integrated and cohesive manner. This approach can be achieved by using a tool such as the "Tourism Value Chain" which is invaluable in helping both businesses and government organisations to visualise the complete visitor "journey"[1].

The term value chain is often confused with the distribution channel (refer to section 2.3.3). However, whilst these two are very similar, the value chain uses all the components of the distribution channel (the aspects impacting a tourist's or visitor's journey and stay). It offers a view of your destination perspective or experience of the tourist (experiential view). The tourism value chain concentrates on meeting and (hopefully) exceeding visitor expectations of the quality of a destination. This involves everything from the original marketing of the destination right up to final departure from the destination. Though several of the elements of the value chain are provided by the private sector, there are also several elements that are the responsibility of government – including national, provincial and local government, as illustrated in the diagram on the next page. In reading the diagram, focus on the central green arrows in the middle. These represent the core of the value chain. To the right of the arrows are the indirect or 'contextual' factors within which tourism operates. These include things like immigration and visitor policy and rules, as well as broader economic sectors that impact on tourism. To the left of the arrows are the direct factors within the destination that impact on your tourism offering.

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[1] Source: Destination Marketing Wales

Tourism value chain

DIRECT

INDIRECT

From origin to destination	Tour Operators and Wholesaler	Call Centres / Internet / Airline Companies / Travel Agent	In origin / In transit destinations	Travel organisation and booking

Planning (Indirect): Communication, press and media | Promotional activities | Goods and services related to promotion

In destination	Informal transportation / River Ferry / Taxi Companies / Bus Bus CO/ Informal buses / Car Rental	Transportation

Indirect: Immigration Agency | Ministry of Transportation | Port of Authority | Customs Office

Youth hostels | Guesthouse | Apartments | Hotels | Accommodation

Marketing and Sales | Maintenance | Shops (in accommodation) | Furniture and Equipment | Constructors and Real Estate

Food souvenirs | Kiosks | Itinerant food shops | Fast food | Night Clubs | Bars and Restaurants | Food and Beverage

Food suppliers | Storage and Distribution | Food factories and rural areas

Handicrafts workshops | Craft-man | Handicrafts shops | Handicrafts

Handicraft suppliers | Manufacturers

Natural assets: lakes, rivers, reefs and mountains, forests, species of ... | Cultural assets archaeology communities, ethnics, museums, tourism attractions, intangible cultural assets (music, dance, legends) | Tourism assets in destination

Maintenance | Management | Restoration | Sitesignals | Books, CD's and DVD's | Artists (painting, musicians etc.)

Wellness and Spas | Tourist transport and excursion operators | Tourism packages | Independent tourist guides | Tourist guides organisations | Shows | Leisure, excursions and tours

Brochures

Internet cafes | Security and bank services | Laundry | Grocery shops/retail | Information centres | Support services

Oil station | Industrial factories | Technology shops/ imports | Wholesalers and single suppliers | Trade companies

Infrastructure support

- Waste
- Construction matereials
- Energy
- Water
- Education
- Communications
- Public security and health

Support Institutions: Ministry of Tourism and Culture; Chamber of Commerce, Ministry of Interior, Banks, etc.

Agriculture and Aquaculture Suppliers: textile, wood, food

Value Chain Phases
- Planning
- Development

Source: National Tourism Sector Strategy

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2.3 The nature of tourism destinations

Tourism cannot be seen as merely what is provided for visitors to do while they are staying in a particular area. Everything that a visitor experiences while in a destination will contribute to their perception of their stay, and what they report back to their friends and relatives. This perception has a huge impact on the success or failure of a destination within the tourism market. The diagram below illustrates the elements that contribute to a good destination. Access and infrastructure, such as reliable roads and good sanitation; services that are personal and welcoming; activities that offer choice and a sense of uniqueness; and comfort and perception, this includes the idea that a place is safe and affordable, all contribute to creating a destination that visitors will recommend to their friends and want to come back to.

What makes a great destination?

Principles:
Livelihoods
Equity
Dignity

welcoming
pride
personal
local
interactive
consistent

adventurous
fun
active
special
indigenous
choice

Services

Uses & Activities

DESTINATION

Access infrastructure

Comfort & perception

connected
legible
accessible
walkable
reliable
sanitation

safe
clean
walkable
spiritual
affordable
cultural

Source: Adapted from Project for Public Spaces (https://www.pps.org/

Tourism development can take place in two ways, i.e. supply-driven and demand-driven. Despite its focus on supply, supply-driven development still requires a deep understanding of the market to ensure that the

developments do not end up as white elephants ('stranded' development).

Supply-driven development means identifying existing tourism products or environmental and/or cultural features and resources and finding a market interested in these. This requires an accurate database of existing offerings and a deep understanding of the tourism markets. South African Tourism does extensive market segmentation research which can assist to inform any decisions.

Demand-driven development means identifying attractive markets and developing the products they would require. Market segmentation will inform any decisions made in respect of development. Market segmentation is discussed in more detail in Section 8.5.4.

2.3.1 Supply-side components

Tourism supply can be classified as all the products and services that visitors use during their time at a particular destination.

These are interdependent, dynamic, difficult to manage, and dependent upon a flexible and mobile market. Supply, in combination with market trends, drives tourism development and must therefore be developed to balance and respond to demand. The components of supply include:

- **Attractions**: Points of interest that are a pull factor for tourists. Be careful not to consider an attraction in isolation of the surrounding area. There are often opportunities to support the attraction and extend the economic impact of the attraction by considering amenity, access, ancillary services, ambience, and activities. Attractions are often based on the natural resources and environment, such as climate, land forms, terrain, flora and fauna, beaches, natural beauty and water supply, as well as cultural resources which include the nature of the people and the culture of the area that make tourism successful - such as the history, literature, friendliness, courtesy and welcoming spirit. (Hall, C. M. and S. J. Page, 1999).

- **Amenities and services:** Services are related to and support the sustainability of attractions. This is often where entrepreneurship can thrive once an attraction provides an anchor to draw tourists in. Many tourism-specific services, such as accommodation, dining, tour guides, etc. fall within this category of supply, as well as facilities built specifically for tourism such as airports, parks and marinas.

- **Transportation:** It is important to consider all travel modes, with special emphasis given to pedestrians. Government transport sector plans, such as the Municipal Integrated Transport Plan, must consider the implications of tourism by planning transport from the perspective of a visitor who is unfamiliar with an area. This could lead to a desire for inter-modality (a range of different transport types with good links and connections between them) which requires improved cooperation, signage and 'wayfinding'[2]. Furthermore,

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Wayfinding can be **defined** as spatial problem solving. It is knowing where you are in a building or an environment, knowing where your desired location is, and knowing how to get there from your present location.
www.umich.edu/~wayfind/supplements/moreinfomain.htm

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new routes that are planned and developed should be sensitive to the environment and local attractions, especially in areas where scenic drives are popular. This point reinforces the fact that within a municipality, tourism is "everyone's business".

- **Basic infrastructure:** water supply systems, electricity, roads, communication networks, etc. that are required to ensure the smooth functioning of the tourism sector and your municipality. This point illustrates that many of the investments that benefit tourism, also benefit the municipality. Getting the basics rights works for service delivery and for business and economic development. It lies at the core of good economic development approaches.

- **Information:** Visitors need to be informed of tourism activities both before they arrive and during their stay. Directional and informational signage, as well as tourism information services form part of this. With the increased reliance on social media and the internet for information, tourism planning must consider electronic means of sharing information with visitors.

All the components of supply together form tourism products, which can also be illustrated by the diagram below.

Three factors of tourism products

EXPERIENTIAL

Festivals, activities, community, event, dining & entertainment, shopping, safety, service

EMOTIONAL

Human, cultural and historic resources, hospitality

TOURISM PRODUCT

PHYSICAL

Infrastructure, natural resources, accommodation,
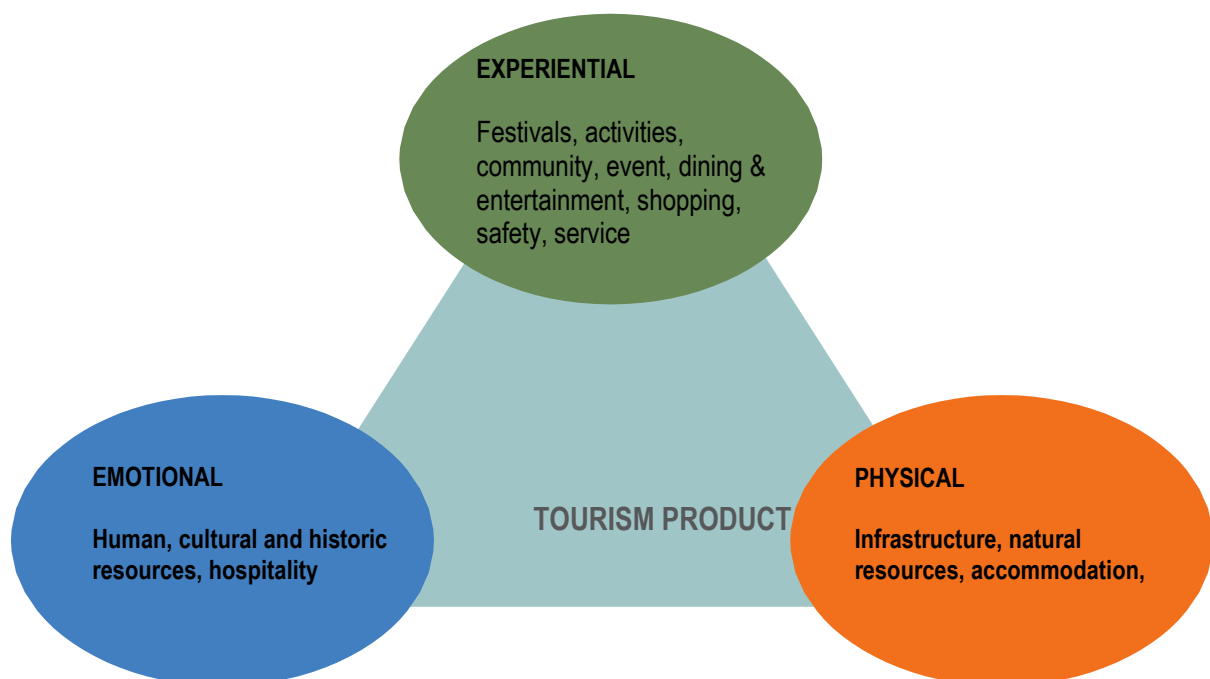
In South Africa, we refer to the following products and sectors of the tourism industry:

Products	Industries
Accommodation services for visitors	Hospitality or accommodation sector
Food and beverage serving services	Food and beverage
Railway, road, water, air passenger transport services; car hire	Transport
Tour operators and ground handlers; travel agencies and other reservation services	Travel services
Cultural and heritage sites, museums and interpretation centres	Attractions
Parks and natural resources; sports and recreational services; events	Attractions
Sale of goods and products, including souvenirs and arts and crafts	Retail
Entertainment	Entertainment

The accommodation sector is particularly difficult to break down into individual components. The Tourism Grading Council of South Africa has identified the following categories:

Game/nature lodges

- Formal service accommodation (hotel, lodge);
- Guest accommodation (B & B, country house, guest house);
- Self-catering accommodation (exclusive use and shared purpose);
- Backpackers and hosteling accommodation;
- Caravan and camping accommodation;

2.3.2 Tourism demand

Tourism demand – similar to demand for any other goods and services – is the desire for tourism services, supported by the ability to purchase such services. As a result of the wide range of pricing in the industry, this results in the potential demand being quite substantial. Globally, 1,32 billion people travelled in 2017 – up by 7% compared to the 1,24 billion who travelled internationally in 2016. From 2015 to 2016, the number of international travelers increased by 3,9%. The long-term growth for tourism is expected to be 4% annually.

SOUTH AFRICAN FOREIGN TOURISM

In 2016, the number of tourists (i.e. overnight visitors) visiting South Africa exceeded 10 million for the first time – an increase of 12,8% compared to the 8,9 million tourists that visited in 2015. It also represents an increase of 5,2% compared to the 9,5 million tourists that visited in 2014. The summer months generally attract more tourists than the winter months. In 2017, 10,3 million foreign tourists visited South Africa – up marginally (2,4%) compared to the 10 million foreign tourists that visited South Africa during 2016. Overseas tourists increased by 7,2% from 2016 to 2017, while African tourists increased by 0,8%.

The favourable exchange rate (Rand weakness) is believed to have contributed to the strong growth in 2016, while the immigration regulations implemented by the Department of Home Affairs (DHA) (requirements for in-person visa applications and unabridged birth certificates and other documents to be carried by parents when travelling with their children) are largely the cause of the decline in tourist numbers in 2015.

The largest proportion of foreign tourists to South Africa come from the African continent, with neighbouring countries Zimbabwe, Lesotho, Botswana, Swaziland and Mozambique accounting for approximately 6,6 million tourist arrivals in 2016. During 2017, these countries accounted for 88% of foreign tourists from Africa and 65% of all foreign tourists to South Africa.

Outside of Africa, Europe is South Africa's largest source market region with around 1,66 million tourists in 2017 (up from 1,54 million tourists in 2016). The largest single source market countries outside Africa are the UK (nearly 448 000 tourists), the USA (almost 371 000 tourists) and Germany (just more than 349 000 tourists). Growth in 2017 compared to 2016 varied by market, and China recorded a decline of 17% in tourist numbers in 2017 compared to 2016. Central and South America recorded just over 59% growth during this time, while the UK remained flat and France recorded more than 27% growth.

In 2016, 41,1% of foreign tourists to South Africa visited friends and relatives, followed by 16% that came on holiday and 10,6% that came to shop for business reasons. In 2015, a slightly lower percentage (37,4%) visited friends and relatives, while a slightly higher percentage (16,5%) visited for holiday. Meetings, incentives, conferences and events accounted for 11,4% of foreign tourist visits in 2015 (compared to 9,4% in 2016).

During 2016, foreign tourists spent on average R8 100 per trip in South Africa. Land markets (people arriving on land) spent on average R4 700, while air markets (people flying in) spent R17 700. Tourists from African air markets (R19 100) and the Americas (R19 500) spent on average the highest amount per trip in South Africa, while tourists from Asia and Australasia (R14 600) spent the lowest of the overseas markets.

SOUTH AFRICAN DOMESTIC TOURISM

Both Stats SA and SA Tourism provide domestic tourism information. Their methodologies[3] differ, and therefore the data is not directly comparable. For the sake of interest both sets of information are provided here. Data is provided for 2015 where 2016 and 2017 figures are not available.

SA Tourism reports that 24,3 million domestic overnight trips and 125,2 million day trips were undertaken in 2016, which represents a decrease of 1% and 44% respectively compared to 2015. Nearly 225 million day trips and 24,5 million overnight trips were undertaken by South African travelers in 2015. Compared to 2014, this represents a 9% decline in day trips, and a 13% decline in in overnight trips.

Stats SA reports that approximately 39,4 million domestic day trips and 42,8 million domestic overnight trips were undertaken in 2016. These numbers have declined by 11% and 5,8% respectively compared to 2015.

The poor South African economy, which affects the livelihoods of people and therefore their disposable income, is considered the main contributing factor to declining domestic tourism numbers.

According to SA Tourism, Gauteng residents account for the largest proportion of domestic overnight trips in South Africa, with approximately 27% of all trips undertaken in 2016. Limpopo residents accounted for the second largest proportion (26%) of domestic overnight trips, followed by the Western Cape (14%), KwaZulu-Natal (KZN) (13%) and the Eastern Cape (10%).

Gauteng residents are also most likely to undertake trips to other provinces, with only 25% of overnight trips in 2016 being undertaken by Gauteng residents within Gauteng. The North West and the Western Cape were the only other provinces where less than 50% of the trips undertaken in the province was by residents of the province. This indicates that Gauteng (as well as the Western Cape and North West, to some extent) is a major source market for overnight trips to other provinces. The largest proportion of day trips also originates within Gauteng, followed by KZN and Limpopo.

SA Tourism reports that 72% of domestic overnight trips in 2016 were undertaken for the purpose of visiting friends and relatives (VFR). Leisure trips comprised 11% of all trips while business trips accounted for 9% of overnight trips.

The Stats SA analysis of the most recent overnight trips in 2016 indicate that 48% were for VFR purposes, 17,3% for leisure purposes and only 2,7% for business. Cultural occasions account for 13,8% and religion for 6,1% of the most recent overnight trips.

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[3] Stats SA uses a much larger sample, and also includes information about the trips of other members of the household while SA Tourism focuses on the respondent only. Further, Stats SA includes all people while SA Tourism only includes respondents over 18 years of age. Most of Stats SA's research focuses on the most recent trip only, and it is assumed that this trip is representative of all other trips undertaken.

According to SA Tourism, South Africans spent on average R1 090 per trip in 2016 – an increase of 13,5% compared to the R960 per trip spent in 2015, representing real growth of 7,7%. Religious visitors spend the least, while business and holiday travelers spend the most.

2.3.3 Linking tourism demand with tourism supply

The tourism industry happens where supply and demand meet – often within a tourism destination.

The basic tourism distribution channel diagram below identifies how supply and demand interact with each other and make use of intermediaries (people or businesses matching demand with supply). Most of the intermediaries earn their revenue via commissions which are negotiated with the product owners (the people supplying the service). The distribution channel is mainly concerned with how the potential tourist learns about a tourism product/experience and makes a purchase.

Basic tourism distribution channel

Source: Harvest Tourism

The following diagram provides an overview of visitor demand and how it interacts with tourism supply (or Services / Facilities). What is useful about this simple diagram is that it illustrates the factors you need to consider in building your destination plan and setting targets:

```
                International Visitors to South Africa

          International and Domestic Visitors Arrivals
           to a Region / Destinations to South Africa

                        Purpose of Visit

  Visiting Friend       Holiday /
  and Relation (VFR)    Leisure         Business           Other

                   Serives / Facilities Utilised

     Accommodation                              Transport

     Activities                                 Attractions

     Infrastructure                             Amenities

           Length of Stay (Nights)          Day Trips

               Visitor Satisfaction

                Economic Impact
```

Source: The South African Tourism Planning Toolkit for Local Government

2.4 Forms of tourism development

Tourism can be developed in many different forms, some of which are listed below:

Resorts – these are usually self-contained destinations that are developed around a specific attraction, and provide for all the needs of the visitor (e.g. resorts in the Drakensberg of KwaZulu-Natal)

- Urban tourism – when the variety of heritage and cultural attractions within an urban context attracts visitors to that city or town. All major cities around the world include some form of urban tourism (e.g. Johannesburg, Cape Town or Durban);

- Special interest and adventure tourism – for the purpose of pursuing specific interests such as birding, or mountain biking and village tourism;

- Agri-tourism – tourism that is linked to agricultural practices, and can include farm stays and visits to agricultural processing facilities such as cheese makers and wineries;

- Water-based tourism, including cruising;

- Transport-based tourism, including special railway journeys such as the Rovos Rail or Blue Train;

- Religious tourism – linked to specific religious events or pilgrimages, such as the Zion Christian Church annual Easter gathering in Limpopo; Youth tourism – with a particular focus on activities and services linked to the youth;

- Business tourism – which focuses on conferences, meetings, incentives and events There are many more ways to 'segment' the market.

2.5 What influences tourism?

2.5.1 External factors

Many risk factors are complex and may not be within government and/or industry's control. These would require proper analysis and understanding of the environment that is affecting tourism, so that adjustments are made where possible. As a country which relies significantly on international tourists, it is necessary to plan in such a way as to mitigate these external factors to limit their negative impact. For example, there has been a decline in domestic tourism in recent years as a result of weak economic growth. This is a good example of an external factor. A response to this might be to develop well-priced packages with all costs included that tourists or visitors on a tight budget might find appealing.

These external factors are summarised here and are reflected on in greater detail in the National Tourism Sector Strategy:

- Global currency exchange rates (A weak Rand encourages international tourism, whilst a stronger Rand would weaken this demand. A response would be to invest in international marketing when the rand is weaker);
  - Global economic downturn (A response might be to offer affordable packaged deals)
- International or national terrorism (This is hard to respond to, but good information and communication about safety and strong messages from leaders about steps to address this help address these concerns);
- Natural disasters and climate change (Having a disaster preparedness plan, with a component relating to tourists and associated risks would help be prepared);

- A lack of cooperation and unilateral decision making on matters of global significance, e.g. carbon tax, incidents of intolerance, especially xenophobia (Good communications, safety and security and disaster responsiveness helps);
- Spread of diseases (As above, but again good communications about the risks, how to avoid becoming infected and the health facilities available helps);

It is important to note that external factors do not always have a negative impact on the tourism sector. Strong economic growth, for example, in a source market, may result in increased travel activity among its residents.

2.5.2 Travel trends

Global travel trends need to be closely watched so that the tourism industry can adapt in order to cater for the demand relating to a particular trend. For example, the trend for "transformational travel" has shown that travelers want to find meaning in immersing themselves in nature as well as in a different culture, allowing self-reflection and possibly a shift in worldview and perspective. In an article in *Vogue* (January 3, 2017), Mark Witney, COO of Singita, was quoted as saying:

Twenty years ago, luxury lodges were Singita's unique selling point; today we focus on being a leader in sustainable operations, and for many guests, getting involved in our conservation efforts is truly transformational.

The Transformational Travel Collaborative (TTC) (www.transformational.travel) is an organisation that aims to offer life changing travel options. It states that there are three parts of a life-changing travel experience which are based on Joseph Campbell's 3-step model of personal transformation called the Hero's Journey:

1. "The departure" involves the traveller feeling a longing for an adventure into the unknown.

2. "The initiation" involves being faced with challenges (these can be physical, cultural experiences, meaningful conversations, personal reflection).

3. "The return" involves returning to the familiar world with a new perspective and lessons learned.

TTC states that transformational travel includes most of the following factors:

- Venturing to a place that is dramatically different from home;
- Traveling with intention, with an open mind and heart;
- Purposefully engaging with the local people to learn about their culture;
- Seeking out challenging physical, cultural, and/or spiritual experiences;
- Inviting others into powerful conversations and sharing perspectives about life;
- Taking time out for personal reflection (journaling, meditation/prayer etc.);
- Making meaning and extracting lessons from one's experiences;
- Developing a plan for applying what was learnt.

The benefits of transformational travel include:

- Disconnecting from the stresses at home;
- Expanding one's worldview by connecting with new people, cultures, and ideas;
- Developing a more empowered sense of self;
- Finding fresh perspectives of self, others, and the world;
- Building relationships with those one meets;
- Living with more purpose, passion, and meaning.

South Africa is well placed to satisfy the demand for this kind of travel as this country has all the elements required to offer transformational travel: the nature, the cultural experiences, the struggle history (including personal stories and experiences), the tranquility and space for reflection, and an otherness that provides a space that is different to "normal life". There is great potential to build on this trend and offer people life-changing travel experiences that benefit both the traveler and the local community through sustainable tourism practices that contribute to poverty alleviation.

Case studies of successful tourism-related developments/operations indicate that linking conservation objectives, economic opportunities and social empowerment can compound the benefits to business people, local communities and conservation as a whole. The forming of mutually beneficial partnerships is the key to success.

Research into tourism-related conservation developments shows that success is built on:
- Building on local potential;
- Establishing collaborative partnerships; and
- Developing community empowerment programmes to build capacity and share the benefits of tourism (in fact tourists are attracted to operations that include social empowerment programmes).

The tourism sector is continually evolving as the needs and wants of the market changes. Many years ago, tourism was all about spending time in all-inclusive resorts, and mass tourism with charter flights in summer to beach destinations. Today, tourism is more individualised, with many travelers preferring to travel off the beaten path.

Trekksoft (an online booking service for tour and activity providers) published a report with their **major trends** for 2018. Though these trends are highlighted for 2018, many of them have been growing trends over the last 3-5 years, including:

People *prefer experiences* over purchases, and in particular experiences:

- that allow travelers to recharge in nature;
- that are unique experiences that they can boast about - such as walking tours in cultural cities;
- that provide sustainable adventure travel;
- that results in a slightly crazy story to take home;
- that allows the traveler to really get to know a country and its culture;
- that provides thrills in a stunning location;

Booking trends include:

- 82% of travelers book directly on provider websites;
- The use of Online Travel Agencies (OTAs) is growing;
- The use of smartphones to research and make travel bookings is on the increase, with 79%of mobile travelers completing bookings they have researched on their mobile phones. This percentage is 49% for tours and activities;

- Almost two thirds of bookings are made by females;
- Almost 70% of bookings done on Trekksoft are made by people aged 34 years or younger;
- Nearly 60% of travel bookings are researched one to three months ahead of time, though 38% of tour and activity bookings are made up to two days ahead of the activity;

- *Online reviews* are becoming more important, with nine out of 10 travelers thinking that it is important to read online reviews;

- 95% of millennial travelers are more likely to trust reviews on a third party site such as TripAdvisor;

- *Solo female travel* is on the increase, with more than a 50% increase in the search for 'solo female travel' in the last 3-4 years

- *Another market segment that is growing is the Lesbian, Gay, Bisexual and* Transgender (LGBT) market, which represents about 7% of all adults.

Other trends include:

- Increasing emphasis is being placed on health and wellness;

- Environmental and social responsibility – with tourists having a more 'humble' approach to host communities and their environments;

- Individualistic and independent – where travelers travel singly or in very small groups. They dislike overcrowded destinations, noise and too-close association with the 'mass' tourist markets;

- Multi-generational travel, where often grandparents travel with their children and grandchildren;

- Adventure tourism and activity filled holidays are becoming more important;

- Shorter lead times – with travelers often booking only days ahead of travelling;

- The era of information – with access to the Internet being much more widely available, travelers do better research and are therefore well informed about the destinations they travel to;

- The basics should be in place – which means that destinations that are considered unsafe or unstable are generally avoided;

- Increase in niche tourism – with travelers pursuing their special interests, often undertaking multiple shorter trips to different destinations instead of one long holiday;

- Value for money and value for time – time is increasingly in short supply, and travelers would like to get   the most out of their limited holiday time;

- Emerging markets – new markets that do not necessarily have experience in travel, such as India and China, are growing, and these markets have very different travel requirements that need to be catered for;

- More senior travelers – as the global population age, more seniors are travelling, which often requires facilities that cater for less able-bodied travelers.

When you plan for tourism in your destination, ask yourself how the tourism developments in your area addresses the market trends mentioned here? If your tourism experiences do not offer what the market is looking for, they may decide to avoid your destination.

2.5.3 The seasonal nature of tourism

The seasonal nature of tourism, with an influx of visitors in the high season, and a dearth of visitors in the low season, can impact negatively on a town such as Knysna that depends on tourism for much of its economy.

In some parts of the world, like the island of Jersey in the Channel Islands of the United Kingdom, many

tourism services and attractions only operate during the summer months, which may create challenges for services that have to operate year-round.

In South Africa, the domestic market is largely driven by school holidays, and as such the March/April Easter holidays, the June/July winter holidays and the December summer holidays are considered high season for destinations that attract a large number of leisure visitors.

Specific markets generally have set patterns of travel, for example, the business travel market in South Africa is usually quiet in December and January, while residents of specific countries like Italy tend to travel in August during their annual holidays.

> Destinations can use events to great effect to address the challenges of seasonality. Knysna hosts the annual Oyster Festival in the winter months to mitigate the effects of the low winter season for their tourism businesses.

2.5.4 Climate change

Climate change needs to be considered and mitigated against in any destination planning. As the weather gets drier and hotter in some parts of the country, and wetter in other parts of the country, this will have an impact on tourism. Municipalities need to diversify their tourist economy so that they are not dependent on one attraction that may be negatively affected by climate change e.g. flower viewing on the Cape West Coast.

2.5.5 The sharing economy

Aspects of the sharing economy such as Airbnb, and Uber have had an impact on tourism, with Guesthouses and Bed and Breakfast establishments experiencing lower visitor numbers as people book themselves into Airbnb accommodation.

An effort should be made at a local level to involve these establishments and transport providers in planning, as visitors also require other services from the destination.

2.5.6 Responsible tourism and certification

The National Department of Tourism in partnership with tourism stakeholders and the private sector, particularly the accreditation agencies developed the National Minimum Standard for Responsible Tourism (NMSRT - SANS 1162).

Prior to the development of the NMSRT, there were various schemes certifying the sustainability of tourism businesses utilising different sets of criteria (standards). Some of the schemes offer certification for only the three fundamental elements of responsible tourism. By developing a single set of standards to be applied throughout South Africa, there is now harmonisation between the different sets of criteria previously used for

certifying the sustainability of tourism businesses.

The draft NMSRT was developed through a consultative process with the wider tourism sector role- players. The draft NMSRT was taken through the SABS (South African Bureau of Standards) process in order for it to become a National Standard. SABS approved the draft NMSRT as a South African National Standard (SANS 1162) on 28 March 2011. Therefore, South Africa has taken the lead within the continent and the region of Africa by publishing a set of National Minimum Standards that are aligned to international standard ISO/IEC 17011. The standard consists of 41 criteria divided into the following four categories:

- Sustainable operations and management
- Economic criteria
- Social and cultural criteria
- Environmental criteria

Below are examples of the key certification schemes in South Africa for responsible tourism. All of these schemes are required to adhere to the Responsible Tourism Minimum Standards.

- Fair Trade Tourism – http://www.fairtrade.travel/home/
- Heritage Environmental Management Company – www.heritagesa.co.za
- Green Leaf – www.greenleafecostandard.net

Globally, certification bodies should comply with the guidelines set out by the Global Sustainable Tourism Council (https://www.gstcouncil.org/). Green Globe (www.greenglobe.com) is an example of an international certification body.

In Africa, the Sustainable Tourism Certification Alliance Africa aims to co-ordinate and standardise certification on the African continent (www.sustainabletourismalliance.co.za).

Local tourism businesses should be encouraged to implement the responsible tourism standards in their businesses, and also to become certified.

CASE STUDY I Grootbos Private Nature Reserve

Grootbos Private Nature Reserve is a 2 500 hectare (ha) private nature reserve, set within the endemic fynbos of the Cape Floral Kingdom and located within the Walker Bay Fynbos Conservancy (WBFC) between the Overberg towns of Stanford and Gansbaai, two hours from Cape Town. Grootbos was bought in 1991 and then only comprised 121 ha.

It was one of the founding members of the Walker Bay Fynbos Conservancy, formed in 1999 to collectively advance the conservation and land management concerns of the region. Today the Walker Bay Fynbos Conservancy includes 32 landowners, 17 735 ha and is able to boast over 1072 plant species.

Grootbos has always incorporated and showcased the natural surrounding assets and potential of the region by developing the luxury accommodation offering in harmony with the natural setting. Grootbos' commercial tourism offering has distinguished itself as a leader in responsible tourism as, together with the Grootbos Foundation non-profit arm, it works to both conserve the vulnerable fynbos of the region and uplift the surrounding local communities. As a leader in progressive tourism Grootbos recognizes the connection between conservation, economic opportunities and social empowerment. Grootbos Private Nature Reserve is accredited as a Global Ecosphere Resort of the Long Run (www.thelongrun.org) and is Fair Trade certified.

The Grootbos Foundation was started 15 years ago in 2003 with the vision to conserve the Cape Floral Kingdom and uplift the communities therein, through the creation of sustainable livelihoods and active citizens.

The mission is to conserve the unique Cape Floral Kingdom, the region they call 'home'; and to develop sustainable livelihoods through ecotourism, enterprise development, sports development and education. They create sustainable project models, which are replicable and scalable, in order to assist the communities that surround them and those in other regions. Many of the projects generate their own income and/or are partially self-sustaining.

The overarching objectives include:

- Conserving, rehabilitating and protecting the natural environment of the Cape Floral Kingdom particularly the flora and fauna on Grootbos Private Nature Reserve and in the Walker Bay region.

- The provision of education relating to indigenous horticulture, agriculture, conservation, ecotourism, greening and life skills education.

- Training and skills development for disadvantaged persons with the purpose of enabling them to obtain employment or become self-employed.

- Using sports and sports facilities as a tool for social integration, promoting healthy lifestyles for youth, and increasing environmental awareness and life skills amongst communities.

- Research, including ecological, educational, social and scientific research on topics related to core programmes.

- Developing sustainable and innovative solutions to tackle the issue of food insecurity.

The above-mentioned projects emanate from the following key programmes which are run by the foundation:

GREEN FUTURES - Programmes for the conservation of the Cape Floral Kingdom, including a Horticulture and Life Skills College providing an accredited training in Horticulture, Hospitality and Guiding, since 2003.

FOOTBALL FOUNDATION – The flagship sports programme since 2008, using sport as a vehicle to educate and empower more than 7 000 young people each year.

SIYAKHULA - Employability and enterprise development programmes, including organic farming, artisanal skills and ecotourism initiatives for sustainable livelihoods.

The Grootbos Foundation is active at 6 different sites in the area, is active in 16 different schools, works closely with the local municipalities and through its various projects is testimony to the benefits tourism is able to offer local communities through innovative projects aimed at responsible tourism. For more information see www.grootbosfoundation.org;www.grootbos.com

CASE STUDY I Landscape characterisation and managing assets

In terms of tourism planning, the Institute of Natural Resources, on behalf of Ezemvelo KZN Wildlife, prepared a landscape characterisation study. The aim of this study is to "provide municipal planners with information regarding the capacity of different areas within the municipality to absorb tourism development". Given that the Ukhahlamba Drakensberg area is one of the top tourist attractions in the country, and because it represents a significant development opportunity for the municipalities it is located in, there is a risk that over-development of this resource will undermine the very asset which makes it so attractive to tourists – its unique and un-spoilt landscapes.

This study aims to assist planners to 'preserve the goose which lays the golden egg', and to direct levels of tourism development into areas where it is most appropriate. This is to be done by identifying landscapes which are sensitive and those which hold particular value for stakeholders in order to assess the capacity of landscapes to absorb development. The aim is not to stifle or hinder development, but rather to spatially guide development so as to protect the intrinsic character of sensitive and valuable landscapes. In this way, the value of the various landscape character types is measured alongside the sensitivity of these landscapes to different development types to ensure the sustainability of the major resource of the municipality - its natural environment. The study, which can be downloaded as a PDF from the link below, is an innovative example of an approach to tourism planning which takes an asset-preservation approach to inform responsible tourism development initiatives.

https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=0ahUKEwi_g6-Y48rZAhVCFMAKHYe5BmQQFggmMAA&url=http%3A%2F%2Fwww.kznwildlife.com%2Fcomponent%2Fphocadownload%2Fcategory%2F32-ukhahlamba-drakensberg-park-world-heritage-site.html%3Fdownload%3D400%3Alandscape-characterisation-assessment-for-the-imbabazane-local-municipality&usg=AOvVaw2gG7SplOuN48MwgMqMMZ66.

CHAPTER 3:
WHAT IS TOURISM DESTINATION PLANNING?

Tourism destination planning involves developing a strategy to highlight the natural, cultural, and other attractions that a municipality or region has in order to attract tourists and encourage their spending in the local economy.

Tourism destination planning involves various steps, including:

- identifying the assets of a region or area
- identifying the needs and desires of tourists
- developing the goals and objectives
- developing actions to pursue the goals and objectives
- developing a marketing plan
- developing an implementation framework to both satisfy tourists' needs and to achieve the goals of the plan

Tourism development is a long-term process, and it can take years to see sustained and significant benefits. It is important to recognise that there are no instant results, but it is worth the effort to do the planning and put in the hard work to develop the tourism industry – especially as it directly creates jobs and indirectly supports many of the investments and activities within a municipality (e.g. infrastructure investments) and so improving the impact of its investments if done wisely.

One way to achieve successful tourism development is to incorporate tourism planning into all the required local planning, because if a municipality plans for, installs and maintains the infrastructure that would satisfy local residents (access, services etc.), then tourists would also be happy. Some tourist-specific elements such as signage and information has to be supplied in addition to services provided for residents to cater for visitors who wouldn't have local knowledge. The City of Melbourne in Australia has done this very successfully see case study on page 35.

CASE STUDY: Melbourne Tourism Action Plan

On the first page of the Melbourne Tourism Action Plan 2016 -2019 the City identifies its goal as a prosperous city. It states that

"

We support and foster entrepreneurs and enterprises, small and large, helping them to compete in local, national and global markets. We ensure infrastructure and programs are in place to support their success and create a high standard of living for all.

In other words, the action plan aims to provide an enabling environment to people and businesses in the city's tourism sector, which contributes to creating a prosperous city for everyone.

By focusing on the visitor experience, at all the different stages, Melbourne aims to ensure that tourists have the best possible experience, and that they return home to tell their friends and family to visit the city. By supporting the tourism economy, the City ensures that tourist spending benefits local businesses and the community.

The City of Melbourne Tourism Action Plan: 2016-2019 follows the five stages of the visitor information journey, outlines strategic priorities and details more than 50 actions to make sure visitors enjoy their Melbourne experience and continue to grow their visitor economy. It considers each of the five stages visitors will go through, i.e. planning and booking; travel to destination; on arrival; in destination; and departure/return home. The City invests in its tourism sector, spending annually on business facilitation and international activity, small business grants, events and activation initiatives, city promotion and tourism.

This Tourism Action Plan guides the City of Melbourne's strategies and projects to enhance their tourism sector and help them make sure their guests feel welcome. It focuses on what the Council can do to capture the imagination of potential visitors and persuade them to visit their city as opposed to other destinations, for a holiday, to study, for business, a conference, to visit friends and relatives or to participate in events and festivals.

The plan is also used to guide the Council's ongoing engagement (conversation) with government and industry about the roles it plays and actions it contributes to promoting Melbourne and helping visitors engage with everything that the city offers.

The plan develops a set of intended outcomes, in terms of the desired future state of tourism in Melbourne, and then presents strategies and actions which allow Melbourne to plan for tourism from the perspective of the tourist/visitor. The plan is a good example of a brief, succinct strategic tourism plan which is research focused to identify trends which the city can use to plan for their tourism activities. It offers a good-practice example of tourism planning for local municipalities.

http://www.melbourne.vic.gov.au/business/doing-business/sectors/tourism/Pages/tourism-action-plan-2016-2019.aspx.

CASE STUDY I Tshwane Convention and Visitor Bureau "Site of Local Importance"

"

Welcome to Tshwane, the seat of government, meeting place of the world and capital of the Rainbow Nation. In Tshwane you will experience an African city of excellence – one which blends the depth of local culture and character with world class technology and infrastructure – all on the backdrop of natural splendour and architectural diversity.

Tshwane Convention and Visitors Services Bureau is a strategic unit within the Municipality of Tshwane. It was established to provide support and strategic advice to all business tourism (meetings, incentives, conferences and events) planners that are considering hosting their events in Tshwane. It is also responsible for raising the profile of Tshwane as a premier business tourism destination. Being South Africa's administrative capital, home to 134 foreign missions, eight research institutes and four institutions of higher learning, Tshwane is leveraging its location for knowledge sharing, discussions of high profile and lasting solutions to many global challenges.

The Tshwane Convention and Visitors Services Bureau is responsible for promoting tourism offerings in Tshwane. The bureau will provide, among other things, the following services:

- Joint marketing initiatives;
- Guest relations and media programmes;
- Information on destination performance;
- Destination packaging;
- Facilitation of industry partnerships;
- Industry feedback sessions;

To make it easier for meeting and event planners, the bureau will assist with the following:

- Bid documents;
- Site inspection visits;
- Destination marketing collateral;
- Destination information;

- Negotiating discounted accommodation rates;

- Municipal and government support;

- Airport welcome;

- Putting them in contact with local suppliers;

- Facilitating stakeholder engagements;

- Venue sourcing;

- Event listing in a calendar of events;

- Innovative ideas for corporate clients and incentives.

The aim of the bureau is to:

> ''

…position the City of Tshwane as a leading business events and leisure tourism destination, by providing world-class visitor information, products & services, leveraging our unique destination strengths.

Additional aims include:

- To increase the profile of the City of Tshwane as a world-class business events and tourism destination;

- Increase the visibility of the City of Tshwane in several media and other platforms;

- Offer CVB Support to tourism trade and product within the CoT;
- Generate and convert leads to increase BT sales for the CoT;
- Gather tourism intelligence on and for the CoT – tourism market shares and impact;

- Relationship and network building within the sector and industry - affiliate to relevant bodies in the tourism sector;

- Modernising the way it provides destination information to visitors.

Its objective is to build a strong, vibrant brand identity for the destination. As such, the bureau is often referred to as a Destination Marketing Organisation (DMO), an agency which markets a destination as a business and leisure tourism destination.

Some tourist attractions in the area, which the unit seeks to capitalise on include:

- The Union Buildings;

- Freedom Park gives a depth of understanding of the road to a new SA;

- Voortrekker Monument sheds light on the history of the Afrikaners;

- The Innovation Hub, a top-level science and technology park;

- The only city in the world with the Big Five roaming wild within its municipal boundaries at the 90 000ha Dinokeng Game Reserve;

- The first game sanctuary in Africa is the 500ha Groenkloof Nature Reserve;

- The Rietvlei Nature Reserve is one of the world's largest urban reserves;

- Cullinan, where the largest gem-quality diamond in the world was discovered;

- Mamelodi heritage experiences, tracing the roots of jazz, and cycling tours;

- The CSIR International Convention Centre.

  Website: www.tshwane.gov.za

3.1 What is the output of tourism destination planning?

While there is an output of tourism planning, i.e. a tourism action plan, the process of planning is as important, and perhaps even more important than the plan itself. The reason for this is that a careful process of planning ensures that everybody knows what their part in the planning is and how they will contribute to the successful implementation of the plan. It is an ongoing process of engaging with people, and their hopes and dreams for their communities and the areas in which they live.

The output of tourism destination planning is a tourism action plan that sets out the goals and objectives of the plan. The plan further identifies the activities needed to achieve the plan, who is responsible for undertaking the activities, and what the timeframes are. The action plan must be integrated with other municipal planning documents, budgets and timeframes to ensure implementation. This is only possible if a collaborative approach to planning is adopted in conjunction with other government departments.
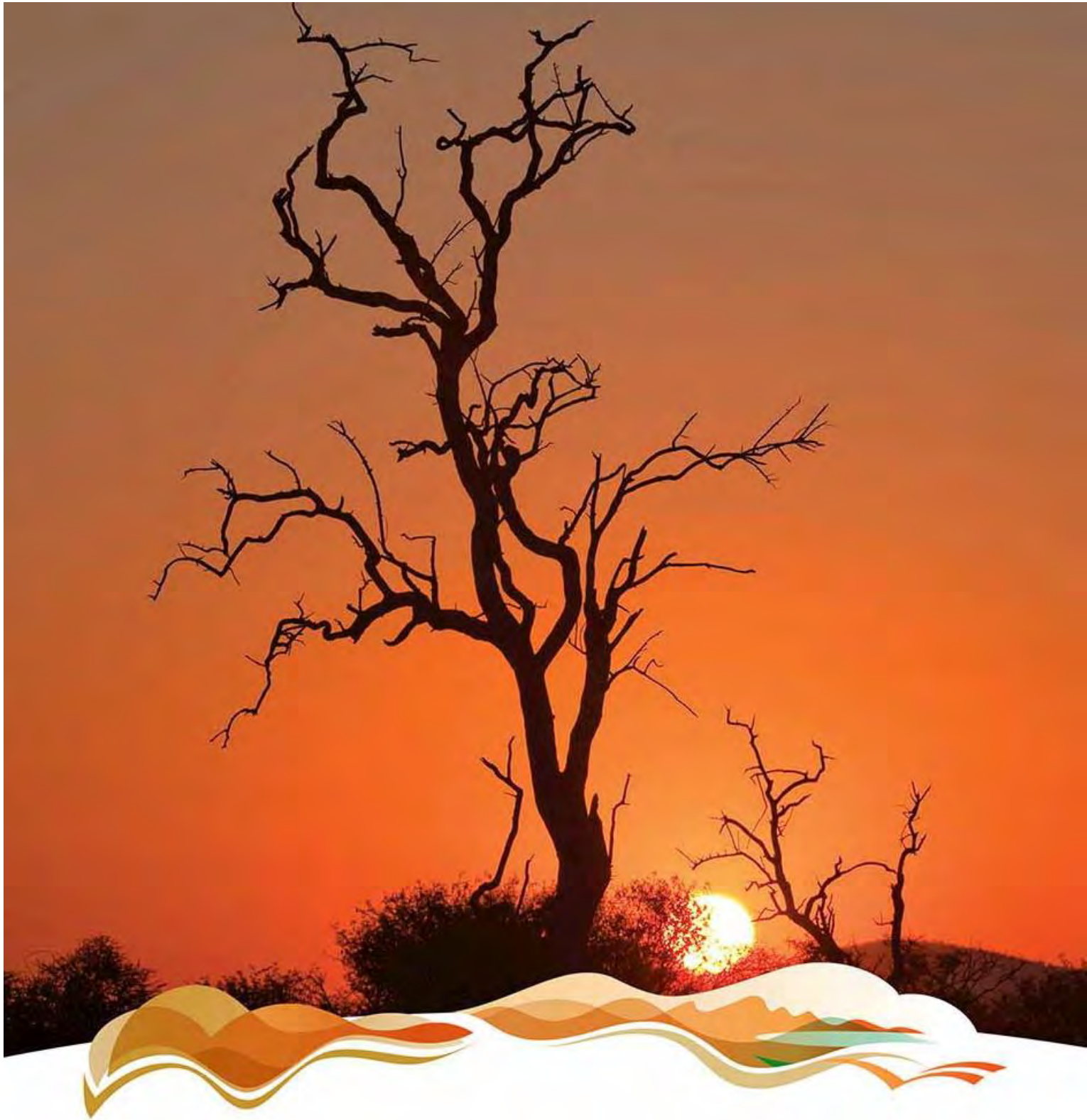
CHAPTER 4:
WHY DO WE NEED TOURISM DESTINATION PLANNING?

This section offers an understanding of the importance of tourism destination planning, particularly if done in an integrated manner (as outlined in more detail in Section 10).

Different places have different characteristics (natural, physical form, cultural) and therefore offer different experiences to tourists. The challenge for tourism planners is to identify what is unique about a place, and what sets it apart from other places, and plan for the development and marketing of this uniqueness in a way that attracts visitors.

If planned well, tourism can offer economic growth with minimal harmful impacts on residents' quality of life and the environment. This makes it a clean industry.

To understand the importance of, and need for, integrated tourism planning, it is useful to think about what the impacts of tourism would be without it. If not planned, or planned badly, a place can experience the negative effects of tourism (e.g. damage to the natural, historical or cultural environment) without any accompanying benefits. This damage could result in fewer tourists visiting the destination, which means falling revenue from tourism in the destination. For example, the growth of the unregulated sharing economy for accommodation and transportation (i.e. Airbnb and Uber) has the potential to undermine the established tourism businesses in a municipality, the housing market, and affordability.

The impact of tourism can thus be both positive and negative. On the positive side, tourism results in visitors injecting money into a local economy, resulting in jobs and socio-economic development. On the negative side, tourism demand can lead to unplanned development that can result in the destruction or degradation of a scenic or cultural landscape that initially attracted visitors to the destination.

The benefit of integrated tourism planning is that it can address the concerns mentioned above through a well-considered and engaged process. It is therefore a fundamental building block in achieving responsible and sustainable tourism development.

Integrated tourism planning aims to ensure the protection of natural and cultural assets while working to satisfy visitor expectations, increase economic and business returns, share the benefits of tourism, encourage and maintain economic diversity, and align tourism destination development with local planning processes.

Tourism has grown, and continues to grow, throughout South Africa and is now one of the largest economic sectors with significant contributions to the national fiscus and job creation. Yet, too often, the benefits of tourism are only experienced by a few rather than all South Africans. Additionally, investments in tourism can be too piecemeal to make a positive, long term impact for communities and at times, municipal investments can limit the growth potential of tourism unintentionally. This is the result of inadequate, uncoordinated, inconsistent and fragmented tourism planning.

To address these challenges and transform tourism to be a pillar of equitable and sustainable growth and development in South Africa, also known as responsible tourism, municipalities and other stakeholders need to undertake integrated tourism planning.

4.1 Tourism goals in South Africa

Sustainable tourism is generally viewed as potentially a significant contributor to development goals. In 2016 the United Nations General Assembly declared 2017 as the International Year of Sustainable Tourism for Development. The UN General Assembly recognises the potential of tourism to advance the universal 2030 Agenda for Sustainable Development and the 17 Sustainable Development Goals (SDGs).

Local economic development and social empowerment are important elements in creating a sustainable future for the people living within a region. Tourism is seen as a route to achieve these goals, and the socio-economic tourism model, which combines tourism-related economic opportunities with local community empowerment is the best way to build a viable and successful model of growth.

The South African government has set out its goals and objectives for tourism in the Tourism Act 3 of 2014. The objectives are to:

- promote the practicing of responsible tourism;
- provide for effective domestic and international marketing of South Africa as a tourism destination;
- promote quality tourism products and services;
- promote the growth in and the development of the tourism sector;
- enhance co-operation and co-ordination between all spheres of government in developing and managing tourism.

The Tourism Act defines responsible tourism as tourism which:

- seeks to avoid negative economic, environmental and social impacts;
- generates greater economic benefits for local people, enhances the well-being of host communities and improves working conditions and access to the tourism sector;
- involves local people in decisions that affect their lives;
- makes positive contributions to the conservation of natural and cultural heritage and to the maintenance of the world's diversity;
- provides enjoyable experiences for tourists through meaningful connections with local people and a greater understanding of local cultural, social and environmental issues;
- provides access for physically challenged people;
- is culturally sensitive, engenders respect between tourists and hosts, and builds local pride and confidence;

As discussed above, the National Department of Tourism sees Livelihoods, Equity and Dignity as the ultimate goal of tourism.

4.2 The benefits of tourism

Tourism is one of the world's largest and fastest growing export sectors. It is a great foreign exchange earner, accounting for one third of all foreign exchange for developing countries. In the world's least developed countries, tourism accounts for up to 40% of income. It is estimated to account for 1 in 12 of all jobs in the world.

4.2.1 Economic benefits

Statistics South Africa publishes the Tourism Satellite Account (TSA), which provides an overview of the economic contribution of the South African tourism industry to the economy of the country.

In 2015, it is estimated that the direct tourism industry contributed 3% or R118,93 billion to the South African gross domestic product (GDP). This increased from R83,96 billion (or 2,8%) of GDP in 2011, which represents a 9,1% compound annual growth. Over the same period (2011 to 2015) the national GDP recorded only 1,9% compound annual growth, indicating **the tourism industry significantly outperformed the South African economy as a whole.**

The World Travel and Tourism Council (WTTC) annually publishes economic data for countries and regions. They use a different methodology to the Tourism Satellite Account produced by Stats SA. For 2016, the WTTC estimates that the direct contribution of travel and tourism to GDP in South Africa was R127,9 billion – 3% of GDP. They project 4,5% compound annual growth in GDP contribution over the next 10 years. They further estimate that the total contribution of travel and tourism (including direct, indirect and induced contribution) to the South African GDP in 2016 was R402,2 billion, or 9,3% of GDP.

Tourism is also an important export earner for South Africa, earning R108,76 billion from inbound tourists in 2015. The WTTC estimated R128,3 billion in visitor exports in 2016.

The TSA reports that in 2015, the tourism sector directly employed 711 746 persons, representing 4,5% of all formal employment in South Africa.

The WTTC reports that travel and tourism directly supported 716 500 jobs, or 4,6% of total employment, in South Africa in 2016. This is expected to grow by a compound annual growth rate of 4,1% to 2027. The direct, indirect and induced impact of tourism supported more than 1,5 million jobs (9,8% of total employment), which is expected to grow by a compound 4,2% annual growth for the next 10 years.
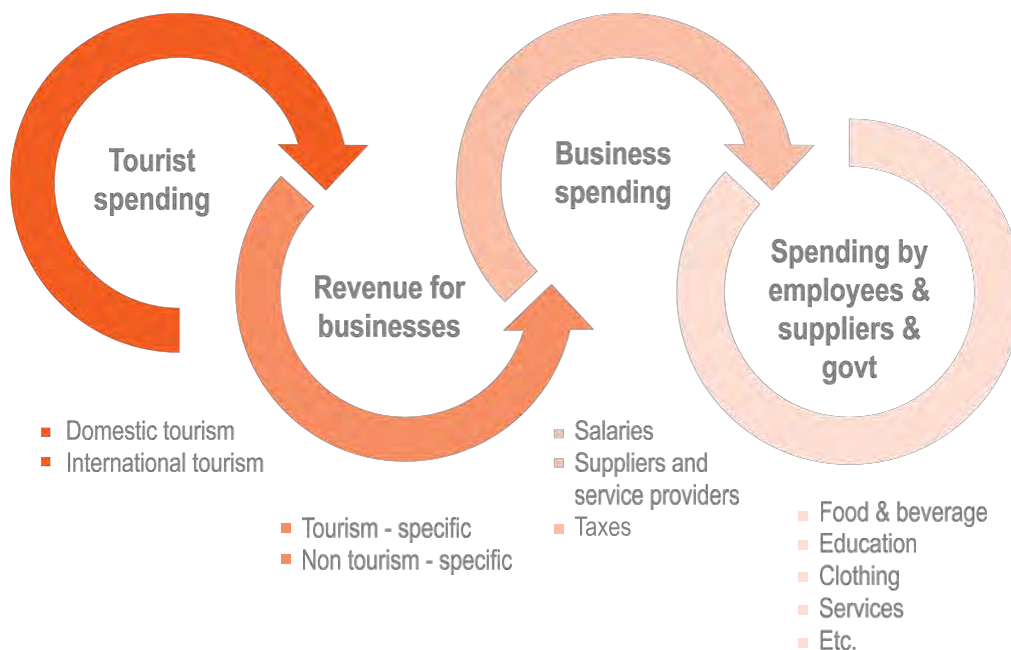
According to the TSA, government taxes – less subsidies – amounted to R7,88 billion in 2013, growing by 9,5% to R8,63 billion in 2014 and by another 8% to 9,32 billion in 2015.

The tourism industry is comprised mainly of small businesses, with only a few large groups or companies –

predominantly in the accommodation sector.

Spending by tourists – both domestic and international – has a multiplier effect in the South African economy. Tourists spend their money with both tourism-specific and other types of businesses, as illustrated in the diagram below. These businesses use the money received from tourists to pay salaries and wages to their staff, to reimburse their suppliers and to pay government taxes. The staff then use their monthly salaries and wages to pay for food, transport and other services, while the suppliers will pay their own staff and suppliers, and government uses the tax money to provide services to the citizens of South Africa.

In addition to spending with formal businesses, tourists often also spend their money with informal businesses such as artists and crafters, thereby impacting directly on the lives of people.

Tourist spending
- Domestic tourism
- International tourism

Revenue for businesses
- Tourism - specific
- Non tourism - specific

Business spending
- Salaries
- Suppliers and service providers
- Taxes

Spending by employees & suppliers & govt
- Food & beverage
- Education
- Clothing
- Services
- Etc.

As illustrated above, spending by tourists – both domestic and international – has a wide-ranging impact on the South African economy and the lives of the South African people. Tourism also has a potentially significant impact on the local economy of municipalities as it not only impacts on the direct tourism industry, but also on a variety of other sectors within the economy.

The list below provides more examples of the non-quantifiable economic benefits of tourism:

- Results in expenditure from external sources in the local market, thereby growing the economy of the host destination. If most of the businesses in the destination are locally owned, this also means that very little of the expenditure 'leaks' from the local economy;

- Increases demand for other, non-tourism businesses (e.g. retail, fuel, etc.) as well, and therefore tourism is a catalyst for increased employment and economic growth in tourism as well as other sectors;

- Provides a source of income for natural and built heritage;

- Enhances the image of the destination, which makes it more attractive for investment;
- Supports and helps to maintain local services such as restaurants;

- Encourages residents to stay and spend leisure time;
- Provides an opportunity for second incomes for those willing to work long and unsociable hours;

- Provides re-skilling, employment and training opportunities;
- Encourages upgrade and re-use of derelict buildings and land;

- Provides a business case for the development of certain infrastructure – as a result of tourism activity and spending, spending on certain infrastructure is more viable than it would be if it only had to serve residents. For example, a municipal airport is not viable if developed only for residents, but becomes viable if visitors and tourists also make use of it.

The graph below provides an indication of the breakdown of the R249,7 billion of internal tourism consumption (including both domestic and inbound international tourism) in 2015 as per the Tourism Satellite Account (TSA). A total of 33,6%, or R83,8 billion, was spent on tourism-connected or non-specific products. Transport-related spending by tourists comprise 36,9% of all tourist spending, which highlights the need for transport infrastructure to support tourism.

Pie chart:
- 21.5% Non-specific products
- 14.6% Accommodation for visitors
- 6.5% Restaurants & similar services
- 12.1% Tourism-connected products
- 13.0% Railway, water & air passenger transport services
- 4.2% Sports, cultural & recreational services
- 4.1% Travel agencies & other reservation services
- 22.1% Road passenger transport services
- 1.8% Transport equipment rental
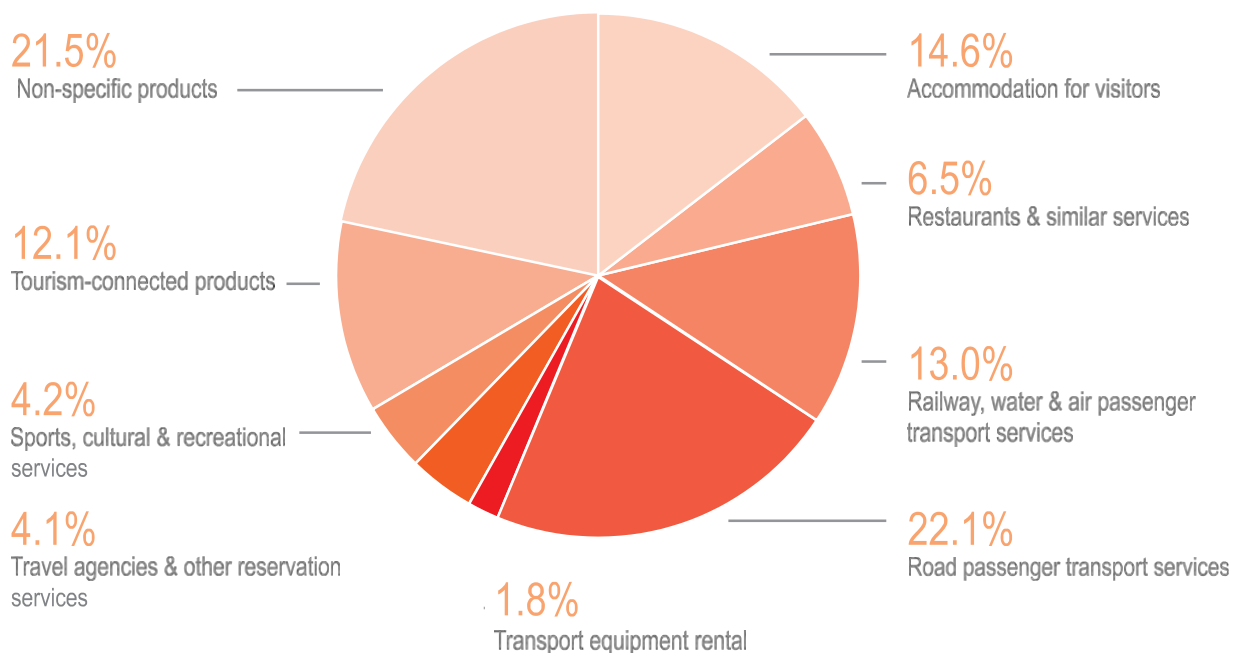
Source: Stats SA Tourism Satellite Account (2015)

4.1.1 Social benefits

Tourism – by its nature – is a social activity as it involves people. This industry can result in the following social benefits:

- Leads to the creation and maintenance of amenities;
- Provides opportunities for social inclusion;
- Supports and helps to maintain local services such as restaurants;
- Protects the natural and built heritage of the destination;
- Provides re-skilling, employment and training opportunities;
- Enhances the image of the destination, which makes it more attractive for residents;
- Provides an opportunity for second incomes for those willing to work long and unsociable hours;
- Supports a programme of events, sports, arts, and other culture;
- Encourages upgrade and re-use of derelict buildings and land;
- Helps build distinctive communities, thereby increasing local pride and self-confidence;
- Encourages cultural diversity.

4.1.2 Environmental benefits

Tourism can have a positive impact on the environment, as described below:

- Protects the natural and built heritage of the destination
- Draws attention to the need to protect the natural environment
- Encourages a more rigorous analysis of the importance of the local ecosystem
- Enhances the image of the destination

4.3 Challenges of tourism

Unfortunately, the tourism industry not only provides benefits, but can also pose certain challenges for a destination, such as these listed below:

- Tourism is a complex industry, and involves a lot of different players in both government and the private sector;
- High numbers of tourists can place strain on public infrastructure and the carrying capacity of sensitive heritage sites (e.g. when a festival takes place in the village of Haenertsburg in Limpopo, which has a population of less than 500 people, the infrastructure (parking, public ablutions, roads) has to cope with 10 times the normal population over a weekend. Another example of this is the current Cape Town water crisis, whereby the increased tourism activity places demand on water infrastructure that may not have been adequately planned for, and the available water resources may be sufficient when only residents are taken into account, but not when additional water usage by tourists are taken into consideration;
- Tourism spending is dependent on economic, social and other factors (e.g. when the Rand is strong, domestic tourists may decide to rather travel outbound, thereby removing money from the South African economy);
- The economic situation in source markets can impact on visitor numbers. During the global economic

downturn in 2008/2009, tourist numbers declined globally;

- The unsocial hours and seasonality of the tourism industry can be unattractive to the labour market;

- Tourism can place pressure on sensitive environments, which requires careful visitor management. Negative environmental impacts could include the pollution of water, air, and land systems, noise pollution, waste disposal and littering issues, ecological disruption and degradation, fragmentation of landscapes and natural assets, encroachment on natural assets, damage to historic, cultural, and archaeological infrastructure and sites, environmental hazards, and land use issues;

- Demand is often seasonal and variable, which impacts negatively on full-time employment;

- Requires facilities and activities for all weather conditions;

- Tourism is a very competitive industry and also increasingly sophisticated with technology playing a more important role. Communities that do not embrace new technology may be left behind;

- A variety of negative socio-cultural impacts can result from tourism, including cultural degradation, the loss of access to amenities for residents, worsening social ills (e.g. prostitution and drug use) and a loss of social and cultural identity;

- The tourism industry requires ongoing investment from local, provincial and national government in the form of destination marketing, maintenance and development of tourism attractions, tourism signage, etc;

- An increase in ownership of tourism assets, facilities and activities by outside investors can crowd out local economic benefits;

- Tourism can result in increased property prices in certain areas – making property ownership in these areas unaffordable to the local population;

Effective tourism planning can assist in mitigating some of the challenges and unintended consequences of tourism mentioned above. Being aware of these possible adverse impacts allows for impact mitigation and aversion through the tourism planning process. Tourism strategies should include considerations around anticipated impacts, impact assessment considerations, and guidelines for how these impacts can be avoided or mitigated through integrated planning to avoid being caught off guard.

Some ways in which the adverse impacts of tourism can be dealt with include, but are not limited to:

- The development of land use guidelines and zoning parameters to ensure sustainable uses of land in line with sustainable tourism development planning objectives;
- Development and adoption of a strong set of sustainable development principles;
- The integration of ecological planning with land use and spatial planning;
- Activity monitoring, development monitoring, and quality control;
- Managing visitor flows, especially in peak seasons;

- Ensuring strong environmental protection and conservation to mitigate against potential environmental impacts of tourism development and activity;
- Good standards of service delivery within existing infrastructure capacity constraints;
    - Be aware of the effects of increasing visitors' numbers on municipal infrastructure and social service capacity to ensure that demand does not outweigh available supply. In certain cases, the need for additional infrastructure and social services may be necessary. Impact assessments could be used to identify threats to the adequate provision of infrastructure and services for residents as a result of increasing tourism activity.
- Promotion of cultural heritage and traditional knowledge and systems and development of a strong sense of pride among residents;
- Effective maintenance of existing and new facilities;
- Good policies relating to things like ownership of tourism businesses by locals and not outsiders;
- Monitoring and evaluation of tourism operators, visitor numbers etc;
- Collection of data on potential risks;
- Provide high-quality, appropriate, and realistic development and urban design guidelines;
- Sound management of policies, investment portfolios, and incentives;
- Provide safety measures and effective guidance and information to tourists;
- Ensure that tourism planning is done with local community participation and input through deep public participation processes.

4.4 Tourism planning for disaster, risk and crisis

In some cases, it is advantageous for tourism planning to engage and integrate with disaster mitigation and management planning. The advantage of forecasting potential disasters and crisis within a municipal area, and planning for them, is essential due to the fact that these types of events can have a significant impact on tourism in a local area. Take, for example, the fires in Knysna in 2017, a catastrophic natural disaster. The fires destroyed a large amount of residential property and tourism accommodation options. They also destroyed a large portion of infrastructure, which is essential for being able to accommodate tourists and offer them the best possible experience. Furthermore, the pristine natural environment on which tourism relied on in. Knysna was to a large extent destroyed. This will have a significant impact on the number of visitors to the Knysna local municipality and on the ability of the municipality to provide and enable tourism offerings. As a result, in Knysna, tourism planning which is linked to disaster risk management and mitigation is essential in the coming years to facilitate the rejuvenation of tourism potential in the destination.

Another prime and topical example of how external disasters and crises can have both a direct and indirect impact on tourism is the Cape Town water crisis. With the city faced with the reality of running out of water and having to switch off the taps, implications around the fear of political instability, health and safety risks, disease

outbreaks, and waste management collapses may deter tourists from coming to Cape Town. The prospect of coming on holiday, for example, to a city which is in a dire situation could often mean that tourists do not see the destination as a place which is desirable to visit. Furthermore, the indirect impacts of a crisis such as the Cape Town Water Crisis can be felt across the country. Through municipal engagements in the research for this manual, it became evident that the Cape Town Water Crisis is impacting on tourism in other municipalities across the province and country. This is due to the fact that, for example, a tourist who has booked or planned a trip to South Africa, and who intends to visit a number of different sites and locations within the country, is likely to cancel their entire trip due to the negative perception of the country as a whole, even though only one destination (Cape Town in this case) on their planned itinerary is in crisis. This has a negative effect on the potential for other municipalities to benefit from the visitor spending.

The importance of being able to forecast and predict external events within the tourism planning discourse is highlighted. Additionally, it is important that effective planning to mitigate the negative effects of these events on the tourism sector is carried out in a way which is integrated across scales and sectors.
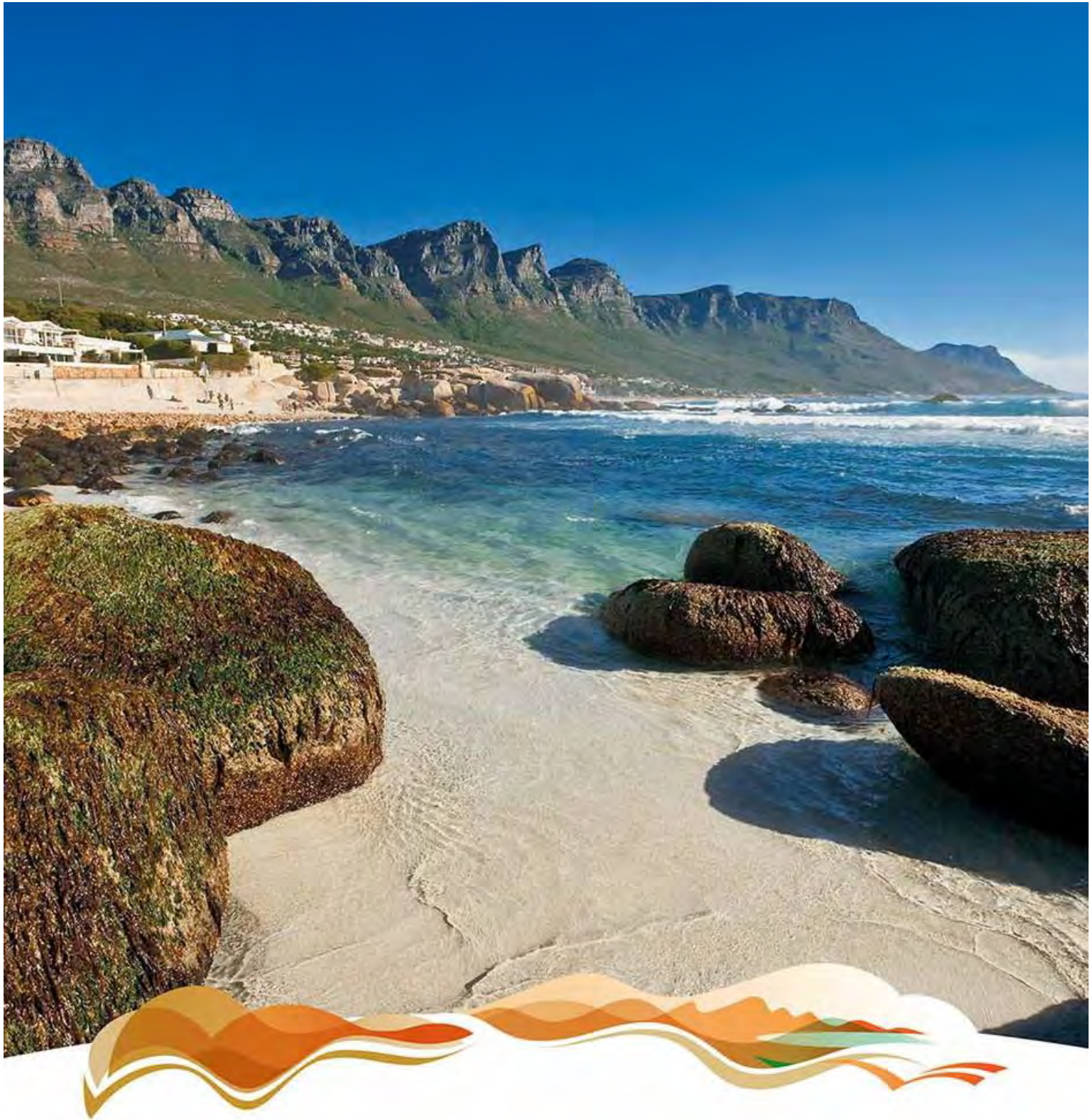
CHAPTER 5:
WHY TOURISM DESTINATION PLANNING NEEDS TO BE INTEGRATED

Tourism destination planning needs to be integrated into the SDF and the IDP planning processes of local municipalities (and in many cases also into the sector plans of other sectors such as arts and culture), as these processes determine the priorities of the municipality and allocation of budgets. Tourism destination planning should also be aligned with the plans of other municipalities where there is a need for mutually supportive activities across municipal or provincial boundaries. There needs to be integration *internally* within the municipality and alignment and cooperation *externally* across municipal boundaries.

Integrated tourism planning is an iterative process of coordinating the planning and actions in the tourism sector and sectors that impact on tourism. This is done by a range of stakeholders to leverage public and private investments in order to realise the full potential of tourism in your municipality. Importantly, this includes engaging and working with businesses, communities, and relevant departments across the spheres of government to understand each other's vision for tourism in your municipality and how you can work together to achieve this.

Having your Tourism Destination (Action) Plan in place (and outlined in Section 8) enables those responsible for tourism development within the municipality to engage effectively with the IDP and SDF processes and ensure that tourism objectives and projects are integrated within them.

5.1 Guiding principles of integrated tourism planning

> Batho Pele:
>
> Putting People First – One and all should get their fair share

All government officials must follow the Batho Pele principles, which require public servants to be polite, open and transparent and to deliver good service to the public.

The eight principles are as follows:

Consultation: Citizens should be consulted about the level and quality for the public services they receive, and wherever possible, should be given a choice about the services that are offered.

Service standards: Citizens should be told what level and quality of public service they will receive so that they are aware of what to expect.

Access: All citizens should have equal access to the services to which they are entitled.

Courtesy: Citizens should be treated with courtesy and consideration.

Information: Citizens should be given full accurate information about the public services they are entitled to receive.

Openness and transparency: Citizens should be told how national and provincial departments are run, how much they cost and who is in charge.

Redress: If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic, positive response.

Value for money: Public services should be provided economically and efficiently in order to give citizens the best possible value for money.

Source: Localgovernmentaction.org.dedi6.cpt3.host-h.net/content/batho-pele-principles

These Batho Pele principles are discussed in greater detail in the National Responsible Tourism Development Guidelines for South Africa. Applying and adhering to these principles can help you make better decisions with greater positive impact as you plan for tourism. The principles for responsible tourism encompass governance, economic, social and environmental considerations.

- **Be proactive**: Have a good understanding of the community, area and tourism market so that you can respond;

- **Be market-orientated**: Have a good understanding of what the tourism market wants and how your destination satisfies that demand;

- **Collaborate**: Tourism must encompass all travel so there is a very wide range of people, businesses and organisations who need to work together. Integrated Tourism Planning is a product and a process that should strengthen relationships and build trust as it is worked through with all stakeholders;

- **Stewardship**: Protect, maintain and enhance environmental and cultural assets, use resources sustainably (land, water, energy), and avoid waste generation and maximise benefits for local communities;

- **Be performance-orientated**: Understand the economic, social, environmental impacts and related indicators of the tourism action plan;

- **Be part of the bigger picture**: Consider tourism planning interventions across a range of scales and understand how your interventions related to the identity and market of the broader region. Integration of planning at and across scales is essential;

- **Make the most of what we have**: Start with the opportunities and assets that are already existing and available in the area. To do this it is necessary to have a deep understanding of the local context.

5.2 The need to align tourism planning with other planning processes

Planning is about integrating and coordinating several variables across a number of spheres of government and sectors to coordinate a multi-sectoral approach to strategic objectives. The manual has already

highlighted the need for an integrated approach to tourism planning. It is important that tourism planning occurs with other sectors and municipal departments, as well as with the private sector, NGOs, and civil society (local communities). This enables tourism objectives and projects to be included in related municipal sector plans and policies, as well as provincial and national plans. In turn, this helps to secure funding for tourism planning activities within budgets which are linked to strategies within these plans. The key to this is to develop your tourism action plan (section 8) and then engage with the IDP and SDF processes and budgeting using this plan.

Additionally, the manual has already shown how tourism impacts on and has the potential to benefit the environmental, economic, social, and cultural objectives of a municipality, both directly and indirectly, if planned for effectively. The nature of strategic planning is to integrate planning for environmental, social, economic, and cultural considerations. This also points to the need for tourism planning to be aligned with other planning processes and integrated in plans across sectors and departments. It is for this reason that tourism is included under the socio-economic considerations in the Spatial Development Framework (SDF) Guidelines. In this way, it is mandated that tourism planning finds its way into the municipal SDF. This mandate is echoed and supported by the fact that there is undoubtedly a spatial component of tourism planning, which calls for a spatial approach to tourism planning through alignment with the SDF drafting, public participation, adoption, and amendment processes. One of the important things to remember and be aware of is the timing of the SDF process to successfully ensure that tourism is represented within its content.

One of the strategic objectives of the Central Karoo District 3rd Generation Integrated Development Plan (2012-2017) is to establish an inclusive tourism industry through sustainable development and marketing which is **public sector led, private sector driven and community based**[1]. It provides a good example of integrating tourism planning within the IDP planning process. It also provides an example of the need for an integrated approach to tourism planning processes to achieve effective implementation involving a wide range of stakeholders and subsequent agendas and objectives. Furthermore, the commonality of planning to achieve a desired state between tourism and other planning processes eludes to the idea that embedding tourism planning processes within other planning processes could aid in achieving the realisation of a common vision. It is important for the tourism planning vision of a municipality to be evident and included in other planning processes in order for tourism planning to increase in perceived relevance within and outside of the municipality.

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[1] With reference to the White Paper for the Development and Promotion of Tourism in South Africa {1996}

Integration with other planning processes facilitates the elevation of tourism planning and validation of its process into plans which are legally binding and linked to budgeting through increased legitimacy, understanding, and reiteration of the potential benefits of tourism planning for a municipality as a whole.

The function of municipal tourism planning which deals with the mitigation of negative impacts points to the need to include tourism considerations in plans which deal with the natural environment, for example, since it is the resource base for many tourism activities in the country. For example, a municipality which houses a National or Provincial Park that functions as a tourism destination should consider integrating its tourism planning with environmental planning processes to protect, manage, and maintain the pristine condition of the natural environment to maintain the destination's tourism potential. Additionally, one of the ways in which a municipality provides support to the tourism industry is through the provision of infrastructure and effective service delivery, and therefore infrastructure projects need to be integrated in other planning processes in order to become funded and implementable projects.

The Integrated Development Plan (IDP) of a municipality is the principle development plan adopted by council which guides planning and development decisions around planning, management and development within a municipality. It is also a plan to coordinate an "all-of-government approach" to the delivery of programmes and projects within a municipal area. The purpose of an IDP is to link, integrate, and coordinate the various municipal sector plans and planning processes of a municipality. Therefore, it makes sense that, due to the preferable integrated nature of tourism planning, tourism sits within the IDP links into the other planning processes of a municipality. Furthermore, according to the Municipal Systems Act (MSA) (S23), the IDP is developmentally-oriented. Due to the developmental nature of sustainable, responsible, and eco- tourism initiatives, it is important that tourism planning is an integral part of the IDP preparation and adoption process. According to the MSA S25(c), the IDP forms the general basis for municipal budgeting. As such, projects that need funding has to be included in this document, otherwise they will not be able to access municipal funding. For tourism planning and its associated projects to have any chance of being implemented, it is important that tourism objectives and strategies make their way into the IDP. This offers the opportunity for tourism planning to be integrated with other planning processes through a coordinated approach to development and delivery.

According to the MSA, the IDP should reflect the following things which are relevant to tourism planning:

- a vision for long-term development
- the municipality's critical development and transformation needs
- local economic development aims and development strategies which are aligned to national and provincial local economic development aims
- operational strategies

- key performance indicators and targets which are linked to local economic development

- land use management guidelines through the SDF

- matters to be identified in local (B) municipal IDPs (only relevant to District (C) municipalities)

In addition, the IDP specifies the principles to be applied and coordinates the approach to be adopted in terms of planning in the municipality and provides institutional and operational arrangements to implement the plan. According to the above, the IDP is the perfect instrument to use to integrate tourism planning with other planning processes and tool to coordinate the complex integration which tourism planning requires.

Tourism not being prioritised within municipal processes is a challenge. So is the lack of knowledge and capacity among municipal officials, including management, and councilors to understand the potential benefits of effective integrated tourism planning. As such, tourism projects often do not find their way into other planning processes. The municipal official responsible for tourism must understand the need to be proactive in tourism planning as well as the spread of tourism's potential benefits, as this will enable him/her to leverage interdepartmental support for tourism plans and projects.
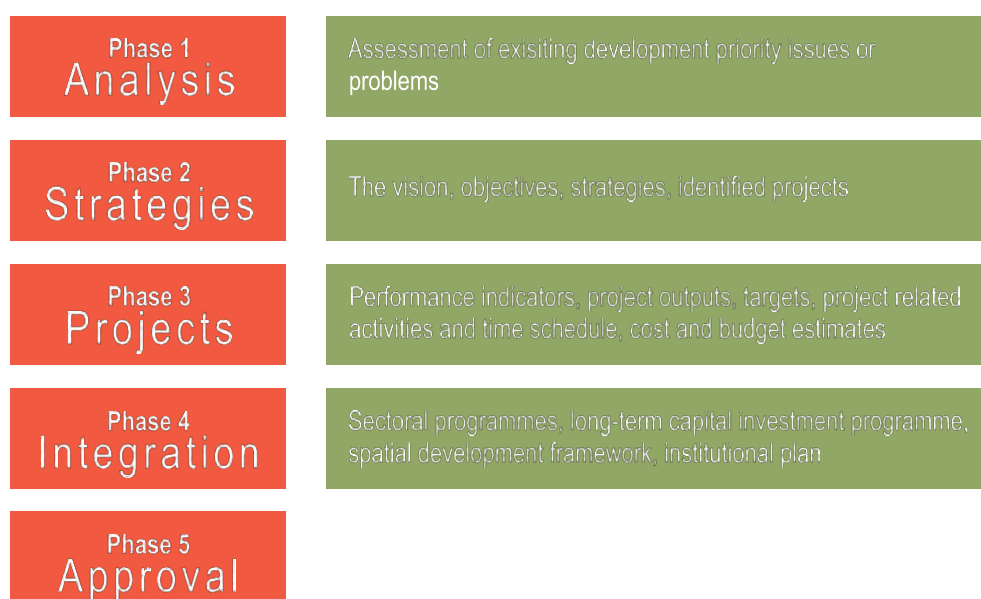
The integration of tourism planning with other planning processes is dependent on the ability of tourism officials to leverage funding and support from other departments and through innovative means, while spreading the knowledge of the potential positive outcomes and wide-ranging benefits of tourism planning among other officials, departments, and politicians.

Integration with other planning processes is also dependent on an intimate knowledge of the timing and a good awareness of the different planning processes which tourism planning could engage with and enrich. **It is about working together as a municipality and taking initiative.** It is about being proactive and strategic about how tourism planning can be integrated across other municipal planning processes and at what points in time. It is about spreading awareness about the importance of tourism to be a driver for development and transformation of a municipality and making the necessary partnerships happen and work to achieve the integration needed for effective tourism planning.

The IDP process is captured broadly in the diagram below which is sourced from the Drakenstein Municipality. It shows the different stages where tourism planning considerations can be integrated within the process.
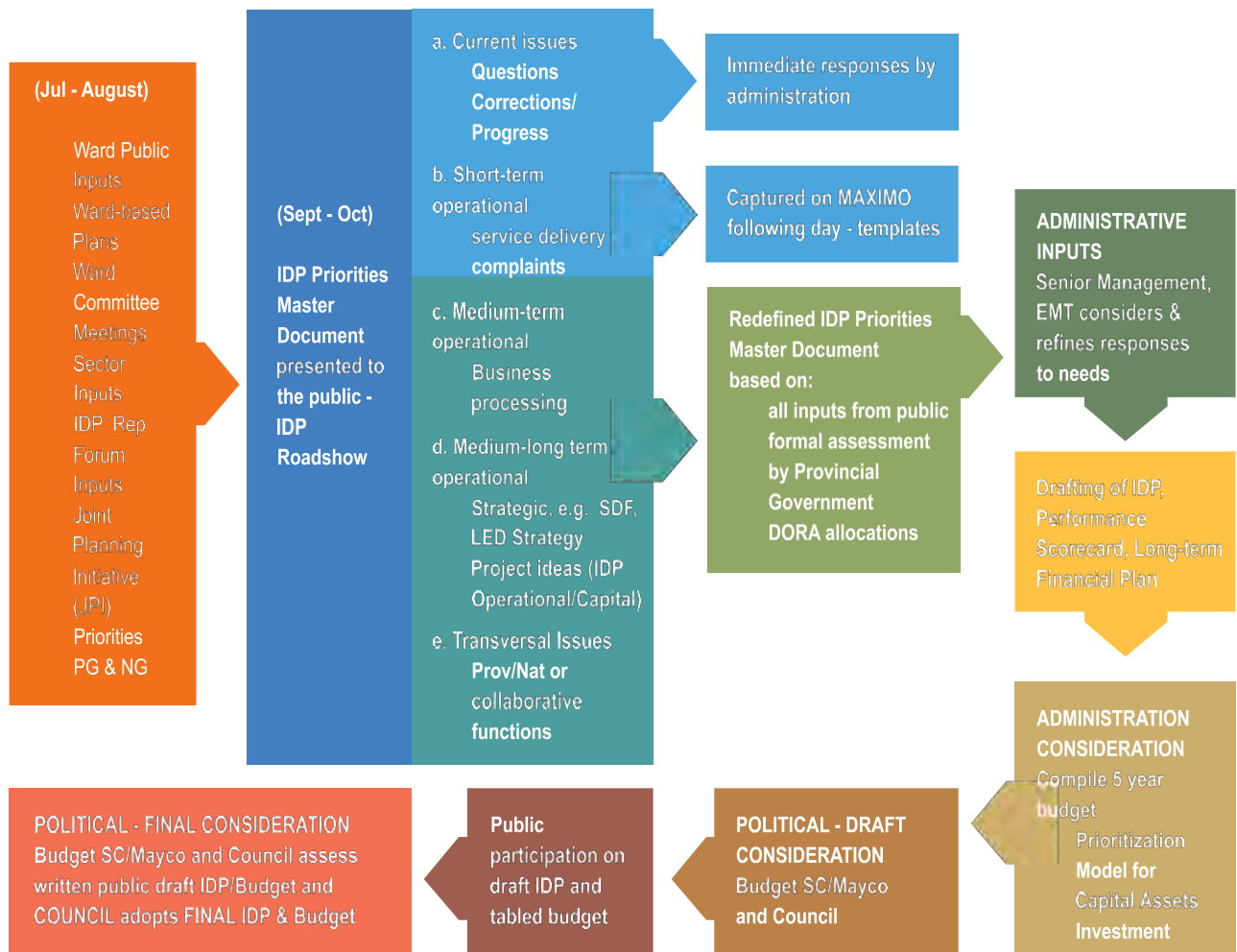
Additionally, the phases of the IDP development process are summarised in the image below. This image is useful to align tourism planning phases to those of the IDP to effectively integrate tourism projects within the integrated planning approach of a municipality.

Phase 1 Analysis	Assessment of exisiting development priority issues or problems
Phase 2 Strategies	The vision, objectives, strategies, identified projects
Phase 3 Projects	Performance indicators, project outputs, targets, project related activities and time schedule, cost and budget estimates
Phase 4 Integration	Sectoral programmes, long-term capital investment programme, spatial development framework, institutional plan
Phase 5 Approval	

5.3 Alignment with national and provisional tourism plans

There is another complexity with regards to tourism planning in the sense that tourism planning processes, and their integration with other municipal planning processes, need to also be aligned to district, provincial, and national planning processes. This can be achieved through aligning tourism plans with policy within the other spheres of government and through the inclusion of tourism planning strategies within provincial and national plans. In this way, this complex process is both bottom-up and top-down. Alignment with planning processes at other spheres of government is essential in getting provincial and national support for municipal tourism initiatives and projects. This support could also be in the form of funding mechanisms and grants.

Alignment between the plans and initiatives of the different spheres of government is crucial to ensure that resources are maximised. When strategies are aligned, the implementation of plans at local level also assists in the implementation of the national and provincial strategies. Local destinations may find that it is easier to channel resources from national and provincial departments for local initiatives if these are aligned to initiatives at national and provincial level.

5.1.1 National tourism plans

In the tourism sector, the National Department of Tourism developed the National Tourism Sector Strategy (NTSS) as the guiding document for the tourism sector in South Africa. This document is summarised in Annexure A. Cabinet approved the revised NTSS in December 2017 that covers the period 2016 to 2026. The NTSS aims to address the issues that are relevant to the country as a whole. However, the strategic pillars of the NTSS can be equally relevant for a local destination, though the issues addressed at local level may be different from those addressed at national level.

The strategic pillars of the NTSS are:

> Effective marketing
>
> Facilitating ease of access
>
> The visitor experience
>
> Destination management practices
>
> Broad-based benefits

The NTSS guides the strategies and plans of the National Department of Tourism, as well as the national destination marketing organisation for South Africa – South African Tourism (SA Tourism). Various sub-strategies have been developed to expand on the NTSS and to address specific matters of importance. These strategies include:

When a destination tourism plan is developed, a review should be undertaken of the above strategies (available on the NDT website (www.tourism.gov.za)) to determine whether any of the elements contained within those strategies are relevant for the local destination.

5.1.2 Provincial tourism plans

Most of the provincial departments responsible for tourism, together with their destination marketing organisations, developed tourism strategies and plans relevant for their particular province. These plans and strategies are usually aligned to the national strategies. Municipalities can also use these plans and strategies to inform their local planning, as the provincial plan is usually more specific to the tourism issues relevant to the province than what a national plan or strategy may be.

5.4 How municipalities can support tourism (enablers and inhibitors)

"

Despite the significance of tourism, local governments often have few dedicated or part-time tourism personnel; experience and knowledge of tourism are extremely limited, and often no budget is allocated for tourism planning and development activities. This means that local governments need to work across departments and budgets, both within and outside of municipalities, to make the most of opportunities for tourism. (NTSS)

Local government also has a role to play in providing leadership and the necessary planning to ensure that their communities and local businesses get the most out of tourism, and to minimise any negative effects.

The following imperatives and challenges at local government can influence tourism development:

- Local economic development planning that ensures development consistent with local needs;
- Resource and waste management;
- Land use planning;
- Monitoring of developments;
- Safety and security;
- Dilapidated and mismanaged municipal infrastructure inhibits development of businesses and access to resources;
- Poor transport access to attractions;
- Pollution of water, air and land due to poor waste management;
- Poor governance leading to limited coordinated investment from sector departments;
- Lack of understanding of tourism and information available to municipal officials and communities;
- Low skill levels in local labour force.

None of these factors exist solely within the control of those planning for tourism so you will need to make a concerted effort to work with other departments and sectors. When undertaking tourism planning at a provincial or municipal sphere, you may need to focus on influencing and lobbying the national sphere to respond to these factors appropriately to ensure the development on an environment in which tourism can thrive.
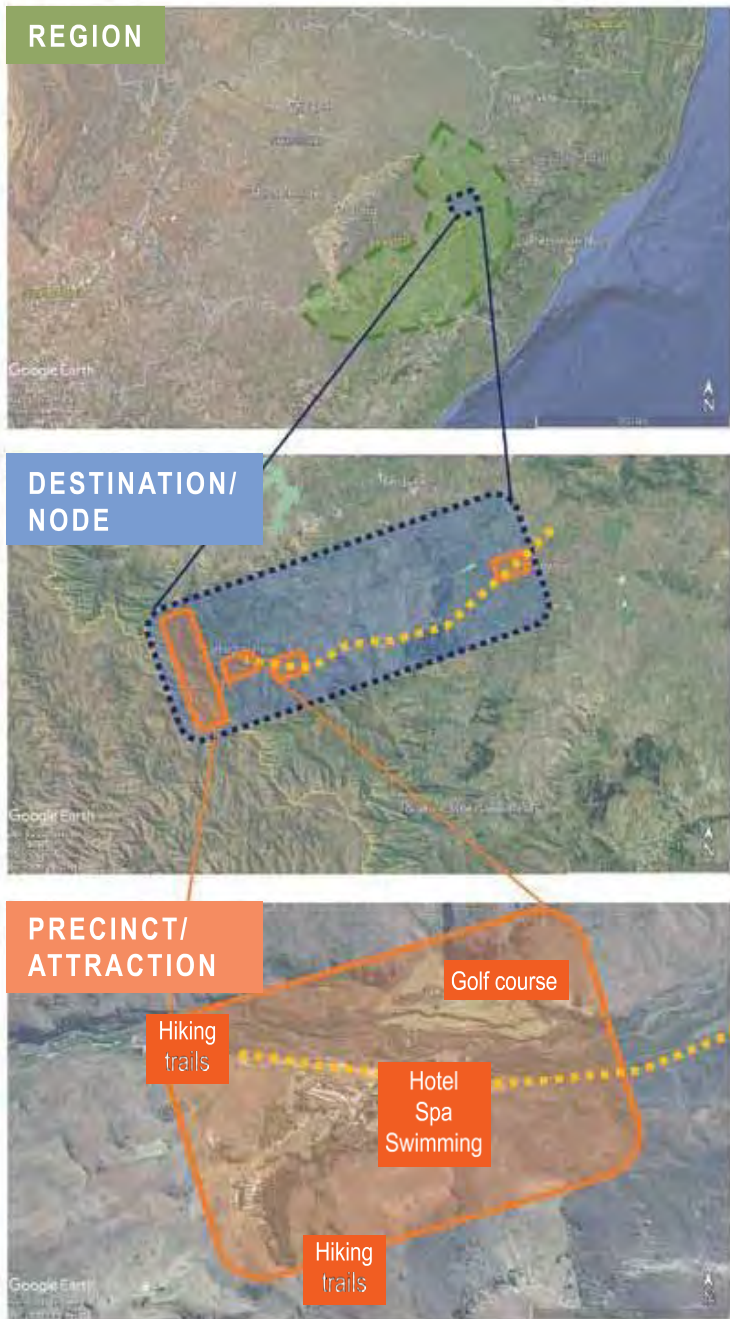
Municipalities must create an enabling environment in which tourism can thrive. This is possible by focusing on the above-mentioned aspects and leveraging investments to support tourism. Tourism planning can also establish strategies to respond to these factors in the short-term, while longer-term solutions are being developed and implemented.

5.5 The scales of tourism destination planning

Integrated tourism planning takes places at three distinct, yet interrelated scales. These are "regional", "destination" and "site" or "precinct[2]".

To illustrate the scale of integrated tourism planning, you can think of the Drakensberg Mountain Range as a tourism region, that spans across municipal, provincial, and country borders. Within this region, there are many destinations, also known as nodes, such as Cathedral Peak. These destinations then hold together a range of sites or attractions for visitors, such as the Cathedral Peak Hotel. This is illustrated in the diagrams on the following page.

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[2] Refer to the NOT Tourism Precinct Planning Methodology for more detail.

REGION

DESTINATION/
NODE

PRECINCT/
ATTRACTION

Golf course

Hiking
trails

Hotel
Spa
Swimming

Hiking
trails

REGIONAL PLANNING

DESTINATION PLANNING
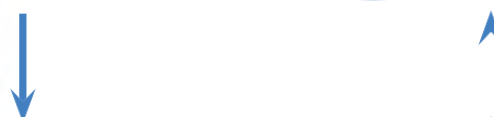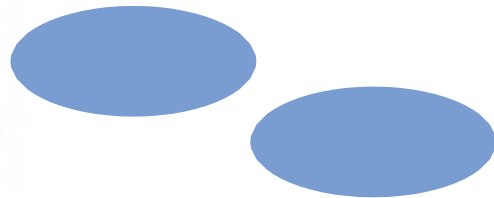
PRECINCT PLANNING

Destination /
Attraction

Circulation by
land, air, water

5.5.1 Regional planning: what is a region?

A region is a geographic area with tourism potential that has been identified due to common experiential qualities, climatic characteristics, and ecological boundaries.

Identifying a region can help to draw attention to and attract tourists, while also introducing the attractions to tourists who are not familiar with the area. A region can also refer to a district municipality that includes a number of local municipalities (e.g. the Mopani District Municipality includes the Greater Tzaneen, Greater Letaba, Greater Giyani, Maruleng and Ba-Phalaborwa local municipalities).

South Africa can be divided into various broad regions as illustrated in the map below. Regions can vary in size, however all regions are made up of several destinations, points of attractions, and circulation (transport routes) that connect these within the region as well as transport
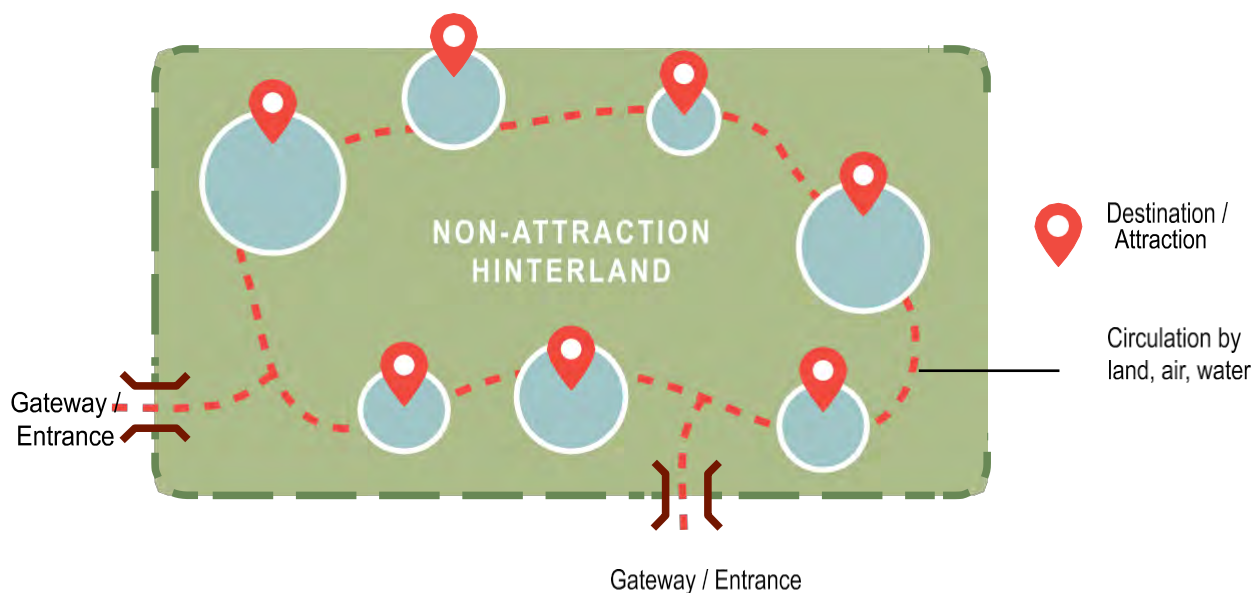
A region can bring together a series of destinations in many different ways. Each of these offers the visitor a different type of experience and would attract tourists with the resources and means to access them. For example, a regional tour would most likely require a tourist to have a car or a tourist group to have a bus to move from one destination to the next.

1. West Coast
2. Cape Winelands
3. Garden Route
4. Klein Karoo
5. Wild Coast
6. South Coast
7. North Coast
8. KZN Midlands
9. Highveld
10. Drakensberg
11. Karoo
12. Richtersveld
13. Lowveld
14. Bushveld
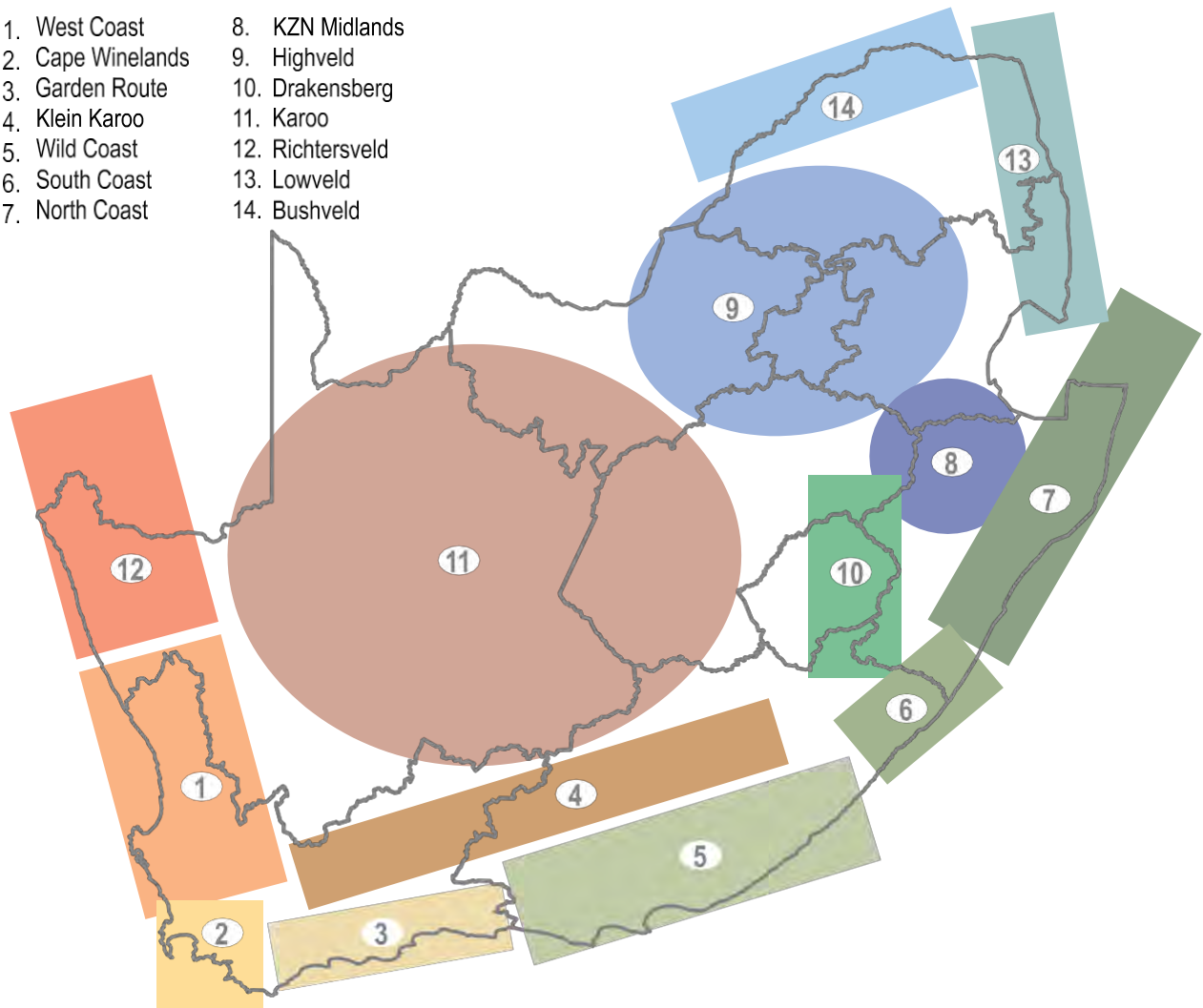
CASE STUDY I The Great Limpopo Transfrontier Park

Great Limpopo Transfrontier Park straddles the borders of Mozambique, South Africa and Zimbabwe and joins some of the most established wildlife areas in southern Africa into a huge conservation area of 37 572km² (± the size of the Netherlands). This forms the core of the second-phase Transfrontier Conservation Area (TFCA), measuring almost 100 000km² - the world's greatest animal kingdom.

It links the Limpopo National Park (formerly known as Coutada 16) in Mozambique, Kruger National Park in South Africa, Gonarezhou National Park, Manjinji Pan Sanctuary and Malipati Safari Area in Zimbabwe, as well as the area between Kruger and Gonarezhou, the Sengwe communal land in Zimbabwe and the Makuleke region in South Africa. The high concentration of national parks in the area have been banded together with ""buffer zones"" between each park. These buffer zones form part of the transfronteir park.

Buffer zones are part of South Africa's National Buffer zone strategy. This aims to integrate National Parks into the landscape, to the benefit of communities living adjacent to parks and through the improved conservation and protection of the attributes and functions of the national parks, supporting healthy ecosystems which very often exceed the boundaries of parks. Simply put, such approaches recognise that what happens outside of national parks, very often affects what happens in them. The buffer zone implementation further requires collaboration with different sectors and stakeholders to inform environmentally sound development, while enabling sustainable benefits to those persons and communities living next to the national parks.

That conservation is a viable and legitimate form of land use, is amply demonstrated by the fact that the Kruger National Park is one of the top five attractions for tourists in South Africa, annually attracting over one million visitors to enjoy its wildlife and scenery, and generating income amounting to millions of Rands, sufficient to sustain itself independent of government support. This example of conservation as a successful business enterprise is equaled by other examples such as the Mala Mala and other private game reserves which also form part of the Transfrontier Park and that generate substantial profits by serving as prime destinations to foreign visitors.

Sharing the benefits of Great Limpopo with those living in the surrounding area was an objective from the outset. The objective is to help establish and maintain a sustainable sub-regional economic base and to develop trans-border ecotourism as a means of fostering regional socio-economic development.

Various GLTP tourism products are currently under development including the Shingwedzi Cliffs Adventure Trail between KNP and LNP, as well as 4x4 trails linking the three parks. Brief information on each component is detailed below, with more detailed information available from the respective websites.

The assets are the individual national parks, private reserves, and conservation areas. Another asset is the partnership which governs the park's conservancy. The trans- borders initiative shows collaboration between countries and the private sector. The natural assets of the various conservation areas in the region were previously marketed separately as different destinations for tourists in different countries. However, since the signing in of the GLTFP, the area is marketed as a single destination where tourists can visit 3 different countries while experiencing the rich natural and cultural assets of the entire park and its sub-parks.

By supporting sustainable economic development, TFCAs will play a key role in Africa's ecotourism development.

On 9 December 2002, the Great Limpopo Transfrontier Park (GLTP) was proclaimed with the signing of an international treaty at Xai-Xai, Mozambique by the heads of state of Mozambique, South Africa and Zimbabwe

The establishment of transfrontier conservation areas is an exemplary process of partnerships between governments and the private sector. While the main players are the relevant governments and implementing agencies, donors and NGOs have also greatly contributed towards the creation of transfrontier parks. In the case of the GLTP entities such as the World Bank, USAID Regional Center for Southern Africa, the German Federal Ministry for Economic Cooperation and Development through Kreditanstalt für Wiederaufbau, WWF Netherlands, Novamedia, the Rufford Maurice Laing Foundation, the Dutch National Postcode Lottery, Deutsche Bank, SAFRI/DaimlerChrysler, the African Wildlife Foundation and Peace Parks Foundation have made major contributions towards creating what can be considered as the world's greatest animal kingdom.

Source: www.greatlimpopo.org

Base Camp

RURAL AREA

En route

Regional Tour

ORIGIN DESTINATION
REGIONAL GATEWAY

Trip Change

Single Destination
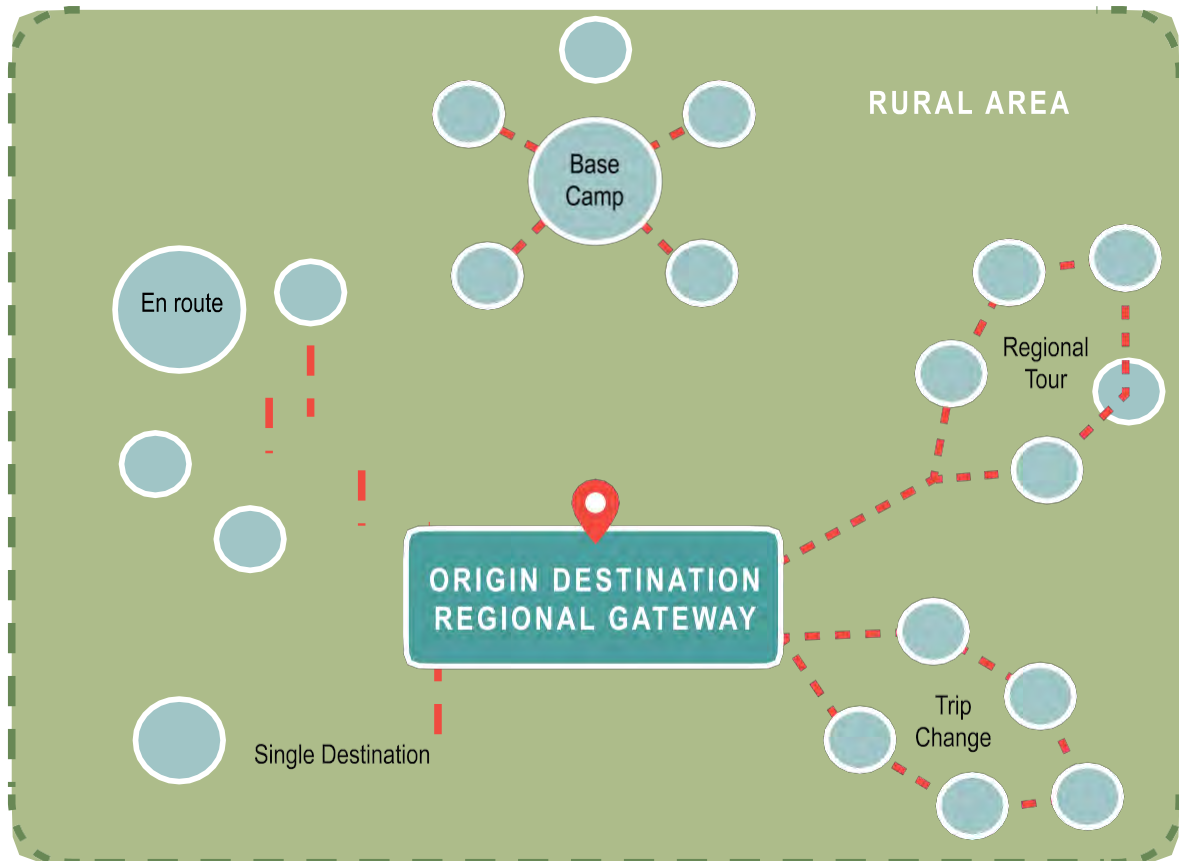
5.5.2   The importance of regional planning

A region provides the blueprint or framework for more detailed tourism planning at a destination and site scale. It can therefore provide a valuable overview of the key opportunities and constraints in an area and offer economies of scale for marketing and promotion. Being part of a broader tourism region can be advantageous for destinations and sites as they are more easily identifiable by visitors and therefore likely to receive more business. Regional planning can help to balance development needs with cultural and ecological protection and enhancement.

Regions are often identified across established administrative and institutional boundaries. This means that regional planning requires working with people from different organisations, sectors, and governments who may have different operating procedures and laws governing their practice. This can make it difficult to work together within existing planning processes and structures, thereby requiring a new approach of regional planning.

The goal of regional tourism development is to increase demand from tourists through expanding markets and to expand supply of tourism attractions and support services for job growth through resource development. The perception of a destination is important in determining if the demand can be expanded. A destination must be perceived as being accessible, safe, and visitor friendly. According to Gunn, increasing the supply side is

reliant on factors such as the availability and accessibility of natural and cultural resources; the distribution and viability or service communities (cities and towns); accessibility; existing tourism development to be built on; a favourable development image; availability of skilled and unskilled labour and finance.

CASE STUDY I The Garden Route and Klein Karoo

The Garden Route is a 300-kilometre stretch of the south-western coast of South Africa which extends from Mossel Bay in the Western Cape to the Storms River in the Eastern Cape. The route stretches across seven local municipalities, which all have a vested interest in managing the resources within the route. The name comes from the verdant and ecologically diverse vegetation encountered here and the numerous lagoons and lakes dotted along the coast. It includes towns such as Knysna, Plettenberg Bay, Mossel Bay, Little Brak River and Nature's Valley; with George, the Garden Route's largest city and main administrative centre.

The route is sandwiched between the aforementioned mountains and the Indian Ocean. The Outeniqua and Tsitsikamma indigenous forests are a unique mixture of Cape Fynbos and Temperate Forest and offer hiking trails and eco-tourism activities. info@gardenroute.org

It's a part of the country that offers inspiration to writers and artists whose presence gives the Garden Route a trendy flavour. It is also a top priority of many a foreign visitor. The coastal drive links a series of charming towns interspersed with natural beauty.

Along the way, every kind of adventure activity is possible; scuba diving, abseiling, fishing and more. The Tsitsikamma National Park, perched on a tumultuous Indian Ocean shore is one of South Africa's most dramatic protected areas, combining marine and land attractions. Its indigenous forests are a haven for birdlife. One of the most geologically interesting parts of South Africa, branded in tandem with the Garden Route, is the Klein Karoo, with its towering mountains and sheer gorges.

An important geological feature is the Cango Caves, a series of caverns and chambers naturally hewn out of limestone, situated outside the city of Oudtshoorn. The Cango Caves are among the top ten most visited South African attractions. Oudtshoorn itself, the heart of the ostrich feather industry when it was in its heyday the late 1800s and early 1900s, is well worth a visit. The grandiose, old feather palaces are still to be seen, while ostrich farms, now involved in the commercial production of meat, leather, eggs and feathers, can be toured, with the possibility of riding an ostrich.

Assets/destinations/sites are packaged under the umbrella of the Garden Route- a play on words hinting at its Eden-like features and landscapes. The official website of the Klein Karoo and Garden Route can be visited at: http://visitgardenrouteandkleinkaroo.com/. The way in which the Garden Route and its neighbouring Klein Karoo Tourism offerings are marketed under a single brand offers many lessons to local municipalities. The role of municipality's in working with other municipalities is highlighted. This is an example of a series of sites/precincts which make up various destinations along a regional route. The assets, in this way, are well packaged and can benefit from the support of a number of local municipalities, not just a single one. The idea behind creating a route and linking the Klein Karoo offerings to the Garden Route brand is to keep tourists in the area for as long as possible in an attempt to get visitors to visit a number of locations along the route.

Source: South African Tourism

5.5.3   Destination planning: what is a destination?

A destination is an area where a service community (city or town), a cluster of sites or attractions are located, and circulation happens through and within the destination. Destinations can therefore encompass cities and their surrounding areas. Services communities play a significant role in destinations as they provide for the

majority of traveler needs so that attractions and sites can be explored with ease. *In the context of this manual, a destination could be defined as a municipal area.*

Destinations are often identified through common cultural, historical, and ecological features, along with common and complementary types of activities. Even with these commonalities, destinations generally accommodate and attract a range of visitor sites in the many sites and attractions present. Destinations can be developed as a cluster of attractions or as a series of attractions along a route.

Extent of community influence
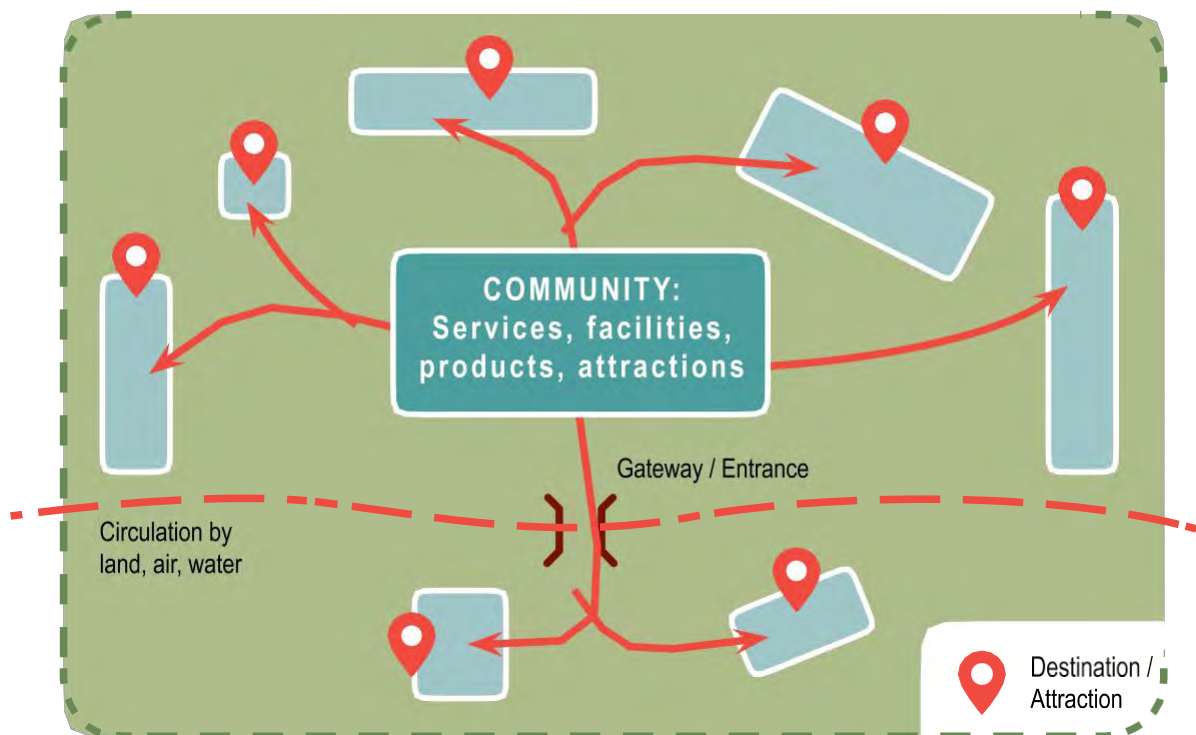
Destinations can be difficult to define, so it can be helpful to know what destinations are not. Destinations are not singularly defined; they do not have fixed boundaries; they are not of one type; they are not best developed by the private sector, but rather should include a range of stakeholders; and they do not often succeed when tourism is the only economic provider.

Nodes are the concentrations of highest energy in a destination that attract visitors and are therefore the engine of destinations. Nodes are made up from a clustering of activities and sites.

The circulation both within and to a destination act as corridors that can provide a scenic introduction that gives tourists a taste of what to expect in the destination as well as the opportunity to provide additional information on the area.

CASE STUDY I Panorama Route

One of the country's most scenic self-drives, the Panorama Route, explores the Mpumalanga highlands, or the north-eastern section of the Great Escarpment of the Drakensberg. In these rugged mountains the plateau comes to an abrupt and dramatic halt, falling steeply away into the Lowveld accompanied by incredible views out over the grasslands of Africa.

The Panorama Route is an example of a route-based tourism region, which has seen municipal investment in route infrastructure catalyse tourism activity in the area by linking a series of sites and destinations in the region through a single route itinerary, under a single marketing brand. Along the route are a number of towns and activities, which are described briefly below.

The Panorama Route starts at Nelspruit where you can visit the Lowveld Botanical Garden. It moves on to White River where you can play golf and visit a Motor Museum. Sabie offers adventurous activities like 4x4 trips and abseiling and Pilgrims Rest has a few attractive pubs and restaurants. Graskop is the highlight of the Panorama Route with God`s Window, Lisbon Falls, Berlin Falls, the Pinnacle, Bourke`s Luck Potholes and the Blyde River Canyon on the list of attractions. The Panorama Route ends at the Swadini Forever Resort, which offers activities from boat trips to Microlight fights.

Source: South African Tourism

The Mpumalanga Tourism and Parks Agency (MTPA) is the custodian of one of the most beautiful destinations in the world. Established in terms of the Mpumalanga Tourism & Parks Agency Act 2005, the objective of the Agency is to provide for the management and promotion of responsible tourism and nature conservation in the province and to ensure the sustainable use of natural resources for the benefit of everyone in the province. MTPA provides an integrated tourism and biodiversity conservation management system in

There are other road routes that also form part of the Panorama Route that have equally beautiful highlights:

- the R36 to Matibidi past the Lydenburg Falls, Ohrigstad Dam Nature Reserve and on to Echo Caves;

- the R37 along Long Tom Pass (arguably one of the most beautiful passes in the province)
  - the R533 between the historical mining village of Pilgrim's Rest and Graskop – both towns equally interesting to visit.

5.5.4 The importance of destination planning

Destinations are often made up of similar (not the same) types of attractions. This means that destination planning can assist in creating a more coherent vision and strategy for development of a tourism area, especially with the creation of a common identity.

Destination planning processes allow important rural areas to be included in addition to the settlements. By taking both of these into account, a unique sense of place can be developed.

Destination planning can assist the tourism sector by developing it to support competitive advantage; understand and manage the carrying capacity limitations; work with and cultivate a community's acceptance for change, amongst others.

CASE STUDY I Mogale City

The Cradle of Humankind World Heritage Site (COHWHS) established and inscribed in 1999 due to its renowned title as being the place of human origin, is arguably the most significant of the eight World Heritage Sites in South Africa. Boasting a 53 000-hectare precinct of global significance, with over 400 accompanying diverse offerings for visitors, the mission of its Managing Authority is to protect, conserve and interpret the Outstanding Universal Value of the Cradle of Humankind World Heritage Site. Apart from its scientific value, the precinct has been developed in order to create employment and regional economic development through the use of science, conservation and tourism as economic drivers aimed at alleviating poverty and stimulating the economy of the region. In so doing, the province has used conservation and tourism, through one of the major tourist attractions in the country, as catalysts for economic change and regional development.

The primary objective of the precinct is to balance the conservation of the remarkable scientific evidence of human origins and the near-pristine environment from which it arose, with the need for development of communities, scientific research, education, tourism and infrastructure.

Veejay Archary, executive creative director of Black Africa Brand Value Creators, described the Cradle as more than a destination.

> It's almost like a pilgrimage; it's a place to find yourself.
> We have an amazing, intriguing story and it's an African story.

There is a management team in place to manage the precinct as one of the most popular and significant destinations in the country. The team, among other things, facilitates and enables research initiatives and scientific processes of enquiry, while ensuring the local community benefit from the many facets of the tourism activity generated from the site

The Mogale Local Municipality, as a case study, provides an example of a local municipality which is attempting to strengthen its links to and relationships with a range of stakeholders in the industry. A critical partner in the management of the site is the local municipality of Mogale City. There has been collaboration with the municipality on various aspects of the management of the site, including collaboration on the arts and craft project, but closer working Community projects that have been identified for the Cradle of Humankind World Heritage Site in conjunction with the municipalities' integrated development plan (IDP) processes aim to increase job creation, provide skills training, enhance enterprise development, and change the face of business ownership.

It is envisaged that tourism planning will become a key item in the IDP review process through the adoption of the Mogale City Tourism Strategy by Council and the aligning of Action Planning processes with the IDP processes and development cycle.

The tourism potentials of the area far outweigh other negative forms of land usage, and it's no secret that the Magaliesburg is the top weekend getaway destination from the hustle and bustle of city life in Johannesburg and surrounds.

Mogale City strategic objectives for tourism include the following:

- Develop tourism products and visitor experiences, using a clustered theme approach – heritage, culture and nature;
- Focus, develop and promote specific niche markets namely archaeological expositions, conferencing, wedding venues and adventure activities;
- Develop business linkages for Small Medium Enterprises with established tourism services providers, involving three spheres of government and all stakeholders;
- Adopt an Implementation Plan of this Tourism Strategy Development and roll-out proposed programmes and projects.

Mogale City vision reads as follows:

"

provision of quality service delivery for all in Mogale City

In order to realise the vision, the City developed a set of strategic goals, including the provision of sustainable

services to the community. One of these services is the rendering of support services through the enterprise development unit, which is mandated to increase tourism. In this way, the municipality aims to enhance its products and the visitors' experience by focusing on the niche market of fossil education, developing SMMEs and tourism operator relationships, and adopting an implementation plan to roll out its strategic projects and objectives which include site clustering, improved access, and a push towards tourism development in rural areas. Despite the challenge of drawing visitors, who would usually go elsewhere in SA (e.g. Durban beaches) to the area, and keeping them for extended stays to maximize local benefit, the Municipality's IDP and SDF both exhibit a strategic approach to Tourism Planning through skills development and linking tourism initiatives to local communities. Furthermore, tourism is inked to the strategic objectives of both the IDP and SDF and strong spatial strategies link tourism to environmental objectives/strategies, as it is well acknowledged that the industry draws from and relies on these natural assets. The Cradle of Humankind is a good example of how a local municipality can provide support to an asset which is managed by a management authority which reports to Province. Other initiatives around education and scientific research show ways in which a local municipality can extend tourism activities to capture maximum local value.

Having included tourism planning in its IDP and SDF, it is clear that the local municipality recognizes the potential of the tourism industry within its jurisdictive boundary. Its focus on the quality and accessibility of the tourism assets in order to enable and facilitate local community benefits is commendable. Furthermore, this case study provides a good example of how a number of tourism destinations, sites, and routes can be marketed and branded together by a single local municipality under a single brand, which aims to encourage longer tourism visits and exploration and experience of the entire municipal area. Additionally, the Municipality holds "networking sessions" with stakeholders in the tourism industry to strengthen partnerships and realize the full extent of the tourism potential of the area through the development of a plan. The ambitious plan is intended to position Mogale City as a preferred tourist destination and to draw up a comprehensive marketing strategy focusing on service excellence, safety and security and many other factors, that will advance the image of the city. The Municipality aims to create jobs and align its tourism strategy with that of the NDT through networking sessions with key stakeholders. These sessions also assist in clarifying the roles of each government sphere and create an enabling environment for tourism product owners to discuss areas of common interest. With international world heritage status at the Cradle of Humankind, the Mogale Local Municipality provides a good example of the complexities of planning for tourism in the face of multiple layers of government mandates and priorities. The idea of working together to achieve a common goal is highlighted.

5.5.5   Precinct Planning: what is a precinct?

A precinct is a land area within a destination zone that is usually owned by one person or company. This means that precincts often have a distinctive boundary. Within a precinct, the focus is on attractions, facilities, and services for tourists. Precincts can also be supported by services located outside their boundary, such as transport, accommodation, and tour operators.

> What is precinct planning? For more information on precinct planning, refer to the Department of Tourism's precinct guidelines.
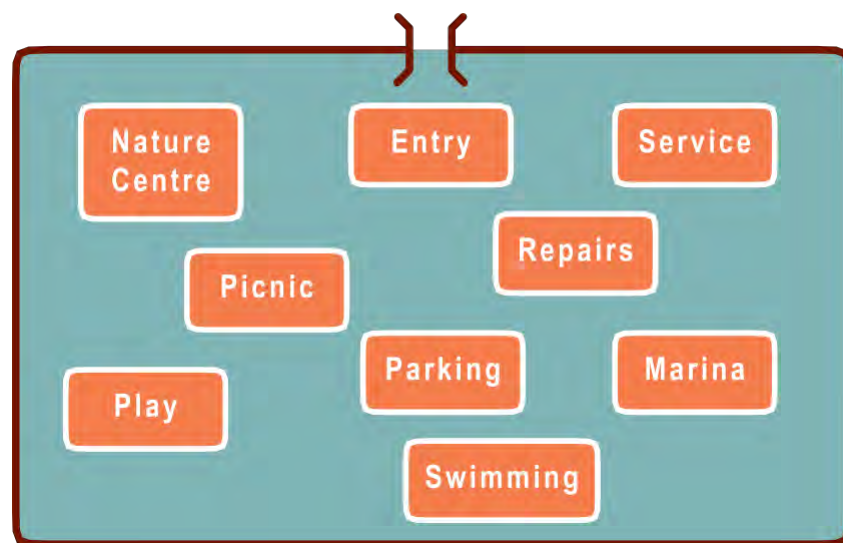
5.5.6   The importance of precinct planning

Precinct planning is considered the culmination of tourism planning at the regional and destination scales. As precincts are owned by one person or entity, precinct planning processes are more concerned with design, urban design and detail design, than processes to work with a range of stakeholders. Place making and public involvement is therefore essential. It is very important that the development of precincts match a demand in the market as precincts can be more difficult to change and adapt than destinations and regions.

Precinct planning places importance on the human experience, with place-making and meaning being a fundamental component of this. Key criteria to consider in precinct planning include:

- Functionality;
- Integration with other plans;
- The visitor experience;
- Individuality
- Authenticity;

- Aesthetics;
- Marketability.

Precinct planning is the most detailed scale of tourism planning and can therefore play a significant role in the preservation of sensitive historical, cultural, and ecological places. This can be done by directing visitors so that they can enjoy attractions appropriately.

CASE STUDY I The Victoria and Alfred (V&A) Waterfront

The V&A Waterfront is one of Africa's most visited destinations with 24 million visitors annually. It is situated in the oldest working harbour in the southern hemisphere, with Table Mountain as its backdrop and extensive views of the ocean, city bowl and mountain peaks.

A mixed-use development, the V&A Waterfront covers 123 hectares, comprising residential and commercial property, hotels, retail, dining, leisure and entertainment facilities for both local and international visitors. Along with heritage sites and tourism landmarks, it also includes hotels, retail districts, residential units, corporate offices, markets and the recently opened Zeitz Museum of Contemporary Art Africa (MOCAA) – hosting the world's largest collection of contemporary art from Africa and its diaspora.

The V&A Waterfront also plays a vital role in the South African economy. Every day, 21 000 people come to work at V&A Waterfront, 1 500 people live there and up to 180 000 visitors come every day in peak season.

In November 1988, Victoria and Alfred Waterfront (Pty) Ltd (V&AW) was established as a wholly-owned subsidiary by Transnet Ltd to redevelop the docklands around Victoria and Alfred Basins as a mixed-use area with a focus on retail, tourism and residential development, with the continued operation of a working harbour.

The corporate ethic adopted by the V&AW for its initial Urban Plan and Development Framework in 1989 was to make the historic harbour of Cape Town a very special place for Capetonians and visitors.
To fulfill this ethic, the following project goals were set:
• Create appropriate public places within the V&A Waterfront
• Develop the V&A Waterfront in ways which account for its special location, conditions & history
• Achieve financial self-sufficiency and the maximization of value through development & management

The V&A Waterfront, as a Western Cape tourism industry leader, strives to complement the Cape's other attractions by promoting assets such as the wine, flower and fruit industries, both in terms of annual special events and with appropriate specialty shops and restaurants.

There were no government or municipal subsidies to kick-start the V&A Waterfront project. It had to succeed commercially from the outset and had to be sustainable on the basis of the domestic support and acceptance of the project by the public. The project has been self-sufficient in terms of all the development capital being raised on a commercial basis. The sustained success over the years is testimony of the support received from the V&AW shareholders, the competence of the V&AW management and the overwhelmingly positive response to the project from Capetonians and visitors. The charter agreement between the V&AW and the City of Cape Town started with a simple goal: "To make the V&A Waterfront a very special place for all Capetonians". Fifteen years after the adoption of this important developmental and civic goal, it is evident that the V&A Waterfront project has succeeded admirably in achieving it in a sustained manner.

Over the past 15 years it has become an international benchmark as a successful waterfront project. The success of the V&A Waterfront project has placed Cape Town on par with other international waterfront cities such as San Francisco, Boston, Baltimore, Vancouver and Sydney, all highly desirable tourist destinations.

The V&A Waterfront offers an example of how tourism destinations are not established and made successful overnight. It shows that successful destinations take years to be developed. Through sustained investment over an extended period of time, a destination can become a place to be enjoyed by visitors and residents alike. Careful planning has seen the development of the V&A into an international example of successful tourism destination development.

Source: Image, City Siteseeing

CASE STUDY I Freedom Park

Freedom Park is a place where South Africa's heroes would be honoured and the complex story of this country and its people would be told using the nation's unique culture, heritage, history and spirituality. The site was carefully chosen, a 52-hectare undeveloped hill overlooking the city of Pretoria. It is the heart and soul of South Africa captured in one breath-taking space. Freedom Park presents and preserves the heritage, culture, spirituality and history of the nation. It aims to place the country's culture and spirituality in a context that will be respected nationally and internationally.

Freedom Park operates within the heritage sector in a narrow sense but broadly within the tourism service industry. In this way, it reflects the need to integrate tourism across sectors. In this industry it is expected of each attraction to comply with the industry norms and standards such as the grading of facilities and services, accelerating accessibility and demonstrating commitment to customer care and focus.

Vision: To be a leading national and international icon of humanity and freedom.

Mission: To provide a pioneering and empowering heritage destination in order to mobilise for reconciliation and nation building in our country; to reflect upon our past, improving our present and building our future as a united nation; and to contribute continentally and internationally to the formation of better human understanding among nations and peoples.

Goals:

- To establish mechanisms to promote, protect and preserve Indigenous Knowledge Systems (IKS);

- To contribute to social cohesion by positioning Freedom Park as a symbol of national identity;

- To create a conducive environment in order to attract, engage and retain effective and knowledgeable talent, as measured by industry standards;

- To manage Freedom Park as a customer-focused, financially sustainable cultural institution;
- To mobilise active partnerships with national, continental and international institutions to emancipate the African voice.

With its award-winning architecture, breath-taking views of Pretoria and incredible atmosphere, Freedom Park offers an ideal venue for a variety of events. Freedom Park is managed to ensure that all stakeholders employees and the board, among others – are properly identified and appropriately tasked with maintaining the park to ensure visitors have the best experience possible.

A series of gardens, monuments, and heritage attractions make the precinct worth visiting. Additionally, the potential of the precinct as a venue for business and corporate events is also evident. Freedom Park is an example of a well-managed precinct created by a partnership with various sectors and spheres of government.
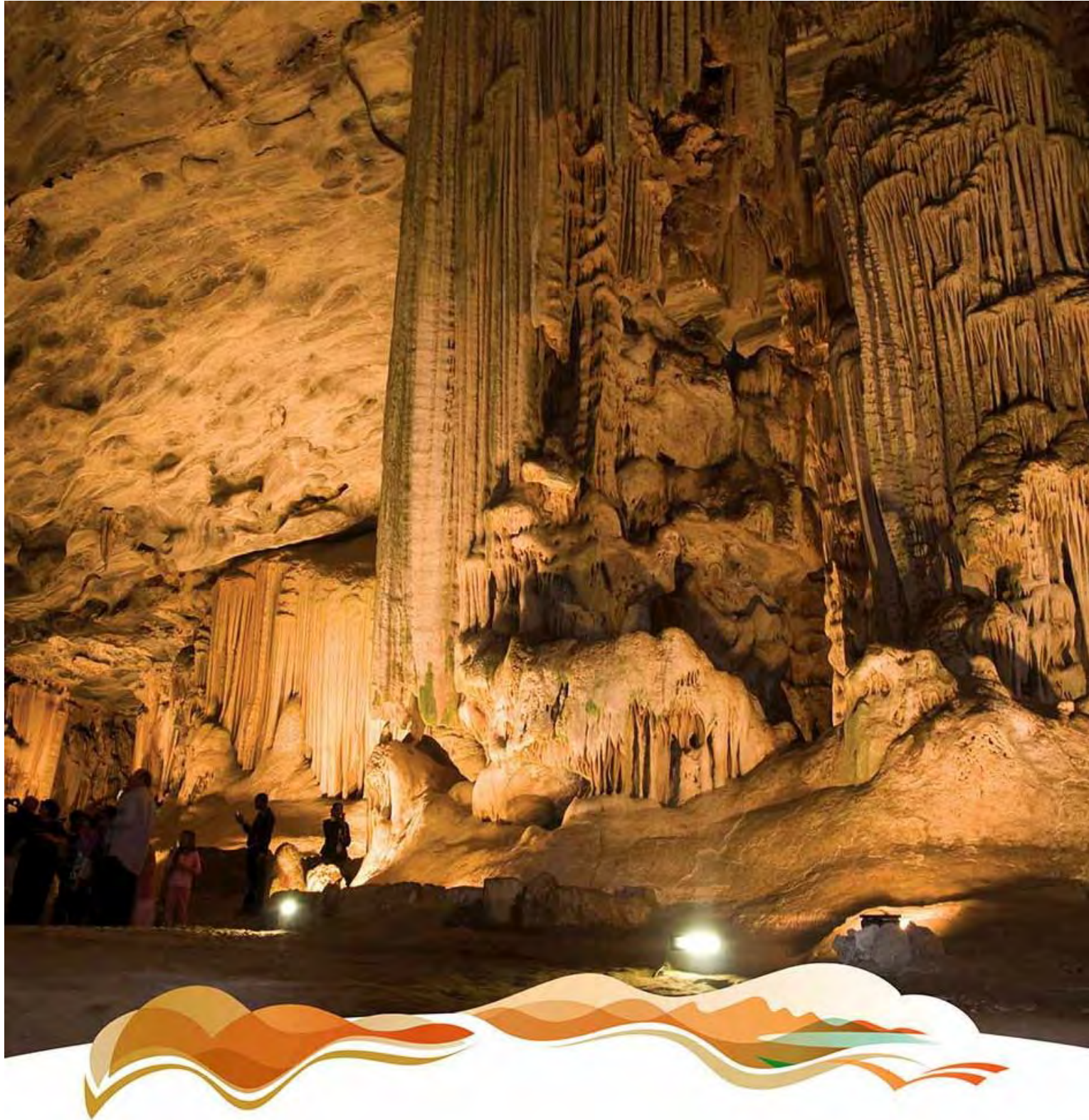

Source: https://sho wme.co.za/pretoria/lifestyle/freedom-park-3/

Source: MCA Planners; Freedom Park site map

CHAPTER 6:
LEGISLATION AND POLICY AFFECTING TOURISM

Legislation in a particular industry is generally accepted to lay down rules and boundaries for the industry or sector, with regulations usually being a more detailed expansion of the legislation. Policy is an accepted set of principles according to which an industry should operate.

Seven functional areas can be identified for which tourism legislation has been developed, ie.:

> Protection of tourists
> Border controls
> Quality of services
> Protection of the environment
> Conservation of historical sites and monuments
> Economic development
> Relationships between various segments of the industry

Legislation and regulations can also be categorised according to the industry segments, i.e. accommodation, aviation, travel trade, etc.

In South Africa, the tourism industry is relatively lightly regulated. The Tourism Act (2014) is the main tourism-specific legislation guiding the industry, while the White Paper on the Development and Promotion of Tourism (1996) is the national tourism policy that guides the industry's development.

See **Annexure A** for information relating to these seven functional areas as well as the legislative context affecting tourism in South Africa.

At a local municipal level, the existing national and provincial legislation and policies need to be adhered to, but in addition, local municipalities can also develop policies and bylaws specific to tourism that are relevant to their particular destination.

Sometimes the by-laws of a municipality can have a negative impact on tourism when the views of the tourism industry are not considered when drafting the by-laws. Having a tourism champion provide inputs when drafting by-laws could assist in mitigating unintended consequences of by-laws on tourism activities.

- One example would be land use regulations such as the prohibition of commercial activities from spilling out onto the street, which may have a negative impact on restaurants which may want to increase their tourism offerings by having chairs and tables on the sidewalk in an urban area.

- Another example could be title deed restrictions which prohibit the ability of a property owner to build a "granny flat" on their erf (for the purposes of renting it out to tourists) without lengthy and costly municipal application processes.

- A further example could be a by-law which deals with informal trading in specific areas within a city. This by-law may prohibit appropriate "market-style" informal trading where it is necessary and accessible to tourists.

CHAPTER 7:
WHO IS RESPONSIBLE FOR TOURISM PLANNING?

7.1 The three spheres of government

The South African Government operates across three spheres, i.e. national, provincial and local government. The National Tourism Sector Strategy outlines the roles and responsibilities of the various stakeholders, as well as the institutional arrangements, as illustrated by the diagram below.
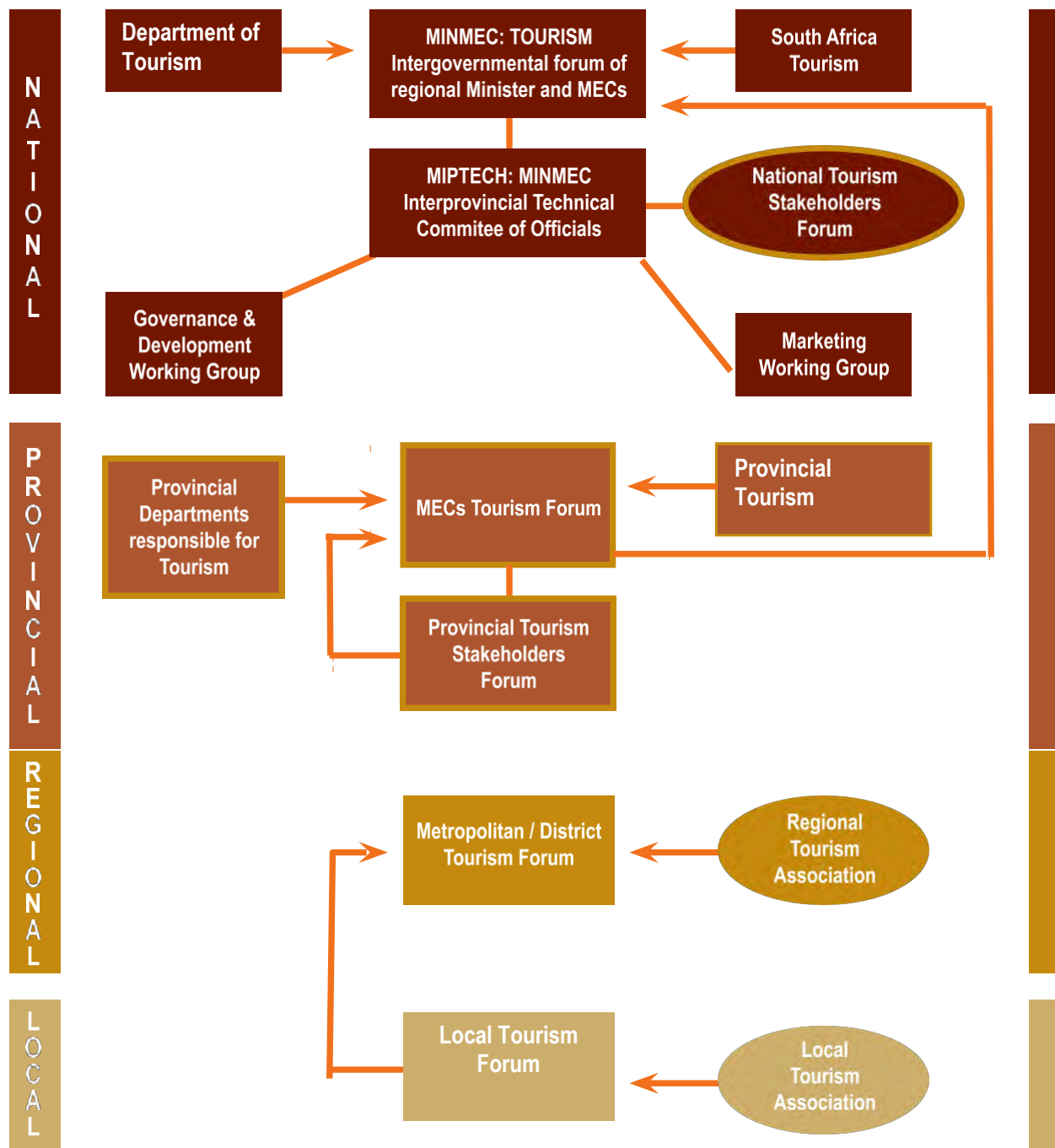
The role of government is to create an enabling environment that encourages priva00te-sector investment in tourism – specifically in tourism demand infrastructure as outlined in the diagram below. One of the ways that government can create an enabling environment is to invest in supply infrastructure to support the tourism industry. With reliable supply infrastructure, the private sector feels confident in investing in the demand infrastructure necessary to support the tourism sector. The diagram below illustrates the relationship between supply and demand infrastructure for tourism.
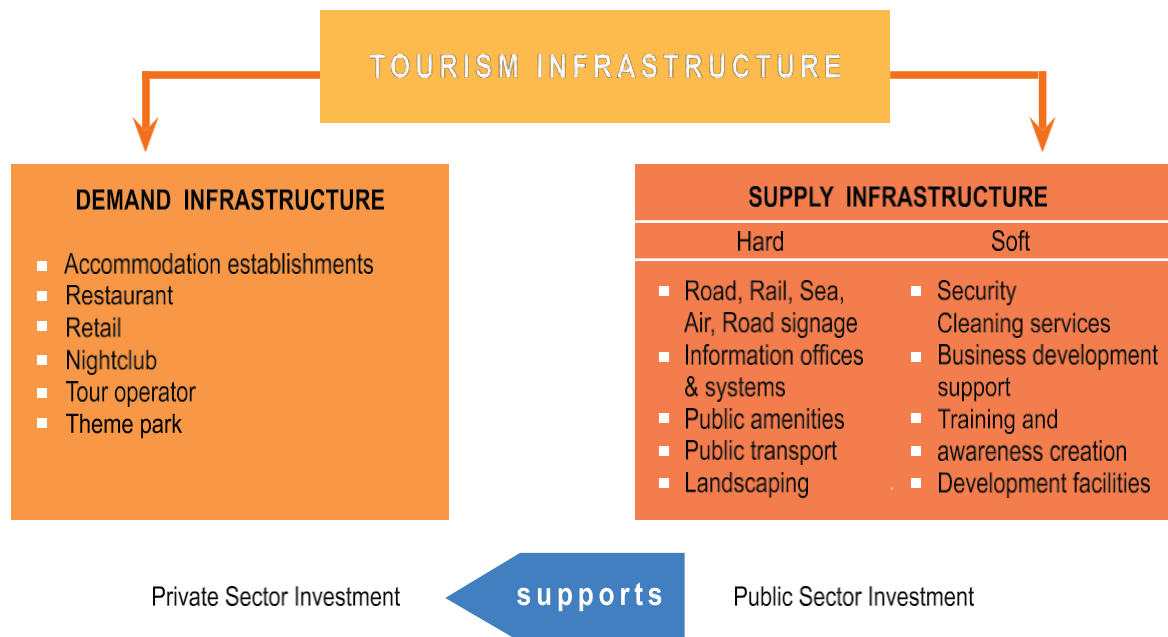
Source: City of Cape Town Tourism Development Framework for Cape Town, Investment and Implementation Framework, 2004

CASE STUDY I National support for tourism planning: SA Tourism

South African Tourism is the tourism marketing arm of the South African government. Its job is to promote the country domestically and internationally, whether for leisure, business or events tourism. **SA Tourism is committed to** meaningfully contributing to the government's objectives of inclusive economic growth, sustainable job creation, and redistribution and transformation of the industry through:

☐ Increasing the number of tourists who visit South Africa;

☐ Increasing the geographic spread, length of stay and spend of all visitors;

☐ Improving seasonal arrival patterns;

☐ Working to transform the industry so that historically disadvantaged South Africans benefit from the sector.

The functions and roles of the different spheres in tourism development are outlined in the Tourism White Paper of 1996 and summarised in the table below:

Sphere of government	Functions
National government	**Facilitation and implementation:** Establish safety, stability, security, provision of incentives for investment, enabling legal and fiscal frameworks, facilitation of active labour market policy, allocation of finances for tourism promotion and development, effective marketing and encourage foreign investment. **Co-ordination:** With international, regional and provincial government with respect to tourism development; of tourism related efforts of government departments and related institutions; with NGOs, labour and community organisations, training institutions, universities and other bodies. **Planning and policy-making:** Formulation, monitoring and updating of a national tourism policy and strategy; development of integrated national tourism plans. **Regulation and monitoring:** Application of environmental management principles in land use development proposals to facilitate sustainable used of resources; formulation of development guidelines and regulations to facilitate sustainable and responsible development. **Development promotion:** Equitable development of all destinations with tourism potential; promotion of community involvement; promote the spread of responsible tourism; promote the development of major tourism projects with national and countrywide impacts (e.g. trans-border protected areas).

Sphere of government	Functions
Provincial government	**Planning and policymaking:** Responsible for the formulation of tourism policies applicable to their areas, and are partners in the implementation of national policies, strategies and objectives. **Development promotion:** Agreement an international marketing strategy with national tourism organisations that is coordinated nationally while executed with the participation and support of provincial organisations. Responsibility for domestic marketing in competition with other provinces. **Tourism development:** More prominent than national government, with the involvement of local communities, environmental management, safety and security of visitors, tourism plant development and infrastructure provision.
Local government	Responsible land use planning and control over land use and land allocation Provision and maintenance of tourist services, sites and attractions Marketing of specific local attractions Control of public health and safety Facilitation of local community participation in the tourism industry Ownership and maintenance of certain plant (e.g. ports and airports) Facilitate establishment of public transport License establishment, in line with a national framework Promote and financially support local publicity associations

Source: White Paper on Development and Promotion of Tourism (1996)

Within the above table, not all of the functions are the direct responsibility of the National Department of Tourism. Some of the functions are provided by other departments, including the Departments of Transport, Home Affairs, Trade & Industry, Labour, Environment, SA Police Service, etc.

The following table from the NTSS outlines the different structures within the national government sphere and their responsibilities:

Entity	Responsibility
National Department of Tourism (NDT)	National tourism policy, regulation and development
SA Tourism	International and domestic marketing of South Africa as a tourism destination and providing strategic leadership on convention bureaus
Tourism Grading Council of South Africa	Quality assurance, currently of accommodation establishments and meetings and events facilities
MINMEC	The intergovernmental tourism forum of the National Minister of Tourism and the provincial MECs for Tourism that discusses and agrees on national tourism policy matters
MIPTECH	The 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, which coordinate provincial and national tourism affairs in preparation for and support of the MINMEC
Tourism Working Groups	Intergovernmental structure which deals with governance, planning, development and marketing issues to ensure alignment, coordination and collaboration. governance, planning and marketing issues coordinated by NDT, whilst marketing issues are coordinated by SA Tourism. The working groups considers and recommends relevant matters to MIPTECH.
National Tourism Stakeholders Forum	A tourism multi-stakeholder forum coordinated by NDT and attended by representatives from the private and public sectors representatives to deliberate on strategic and topical issues including the implementation of the NTSS

Source: NTSS (2017)

The following table from the NTSS recommends the institutional arrangements within the provincial government sphere and their responsibilities:

Entity	Responsibility
Provincial department responsible for tourism	Provincial government department mandated by the relevant legislation for tourism development
Provincial Tourism Marketing Authorities	Provincial tourism authorities should align their international tourism marketing efforts with those of SA Tourism to ensure synergy.
MEC Tourism Forum	Tourism Committee of Provincial MEC and District/Metropolitan Council Chairs and CEOs of provincial tourism marketing authorities, CEOs of other relevant entities and SALGA to discuss and agree on cooperative tourism programmes and strategies. The MEC should be informed about provincial tourism priorities, interests and challenges which require national attention for consideration and discussion by MINMEC.
Provincial Tourism Stakeholders Forum	A provincial multi-stakeholder forum coordinated and attended by representatives from the private and public sectors to deliberate on crosscutting issues pertaining to planning, development and marketing. The Forum considers and recommends relevant matters to the MEC Tourism Forum.

Source: NTSS (2017)

The following table from the NTSS recommends the institutional arrangements within the local government sphere and their responsibilities:

Entity	Responsibility
District/Metropolitan and Local Tourism Forum	A District multi-stakeholder forum chaired by the Executive Mayor or the Chairperson of the Tourism Portfolio and attended by Local Mayors or Chairpersons of the Tourism Portfolio and supported by officials.

Participation should also include the Executive Committee of the Regional Tourism Association to represent private sector interests, and other relevant regional entities, including representatives of provincial tourism department as well as the provincial marketing authority.

The Forum shall deliberate and determine tourism priorities to support tourism growth and development in the region, facilitate cooperation and alignment with provincial tourism development priorities; and confer relevant issues for consideration by the MEC Forum.

The above arrangement can be replicated at a local level. |
| Regional and Local Tourism Associations | A regional tourism association constituted by tourism business operators to organise and represent the interests of the private sector speaking in one voice |

Source: NTSS (2017)

CASE STUDY I SALGA's Small Town Regeneration Strategy

The South African Local Government Association (SALGA) drives the Small Town Regeneration (STR) Programme as one of its strategic initiatives in partnership with a number of municipalities. Although there has been increasing trends towards urbanisation, small towns continue to play an important role in the space economy of South Africa as socio-economic service points, employment hubs and areas for housing provision. They effectively link the rural and urban economies, which provide opportunities for growth and development. The focus of the strategy is on the repositioning of towns with tourism potential to be able to reap the benefits of tourism. The strategy partners a range of municipal areas across four provinces in South Africa to provide support and services to these municipalities in terms of identifying their inherent assets and planning to enhance them to achieve local benefit. In this way, the strategy is a type of support local municipalities can get from a provincial-level organisation. It shows that there are a number of initiatives available for local municipalities to plug into, but knowing how and when to plug in is important in obtaining the benefits from the support available at different government spheres.

CASE STUDY I West Coast District Municipality – tourism organisational structure
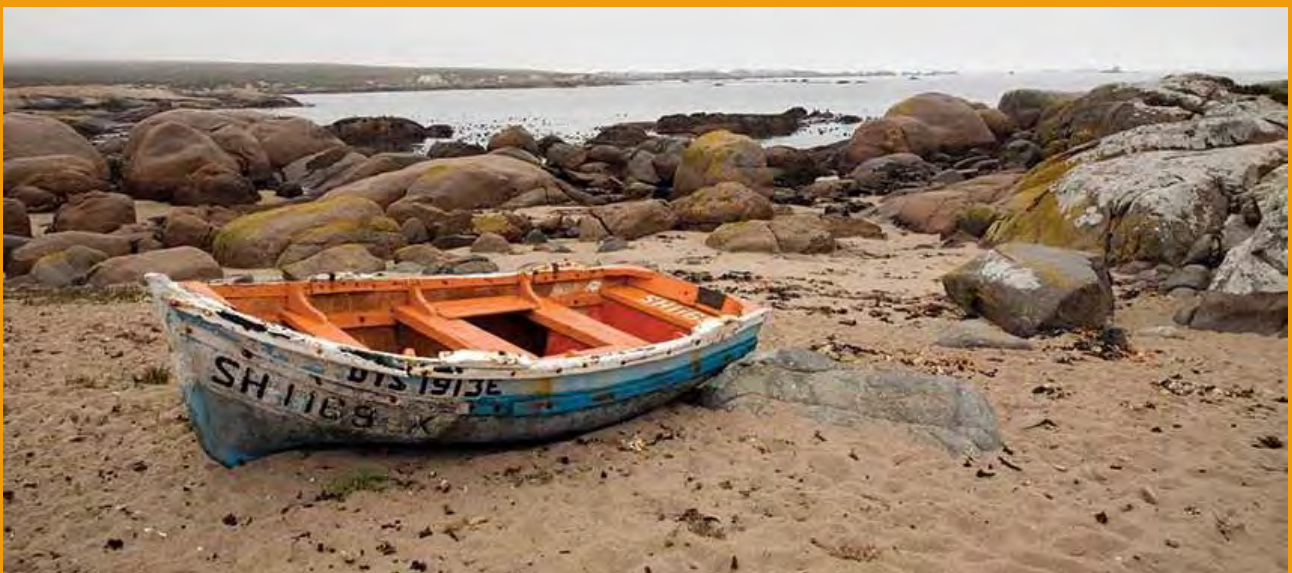
Source: South African Tourism

An example of available support for municipalities is illustrated by the institutional structuring of tourism in the West Coast District of the Western Cape, this example shows how important it is to have a sound and well-established organisational structure where tourism can be supported through a range of institutional mechanisms, such as Local Tourism Associations (LTAs) and Regional Tourism Organisations (RTOs). The above models of the municipal tourism structure also point to the collaboration between district and local municipalities in the tourism space. The relationship between municipalities and RTOs is discussed below, with reference to the New Zealand model, which is largely adopted by the West Coast District in South Africa.

The role of Regional Tourism Organisations

In the West Coast District, the municipality often looks to Regional Tourism Organisations (RTOs) to support tourism planning. RTOs play a key role in destination marketing. They provide a critical role in connecting local government with the private sector and facilitate the opportunity for the tourism industry to partner with local government and assist in developing and growing regional economies through tourism.

RTOs also play an invaluable role in both the domestic and international marketing of their regions through a variety of mediums, such as trade marketing, digital marketing, promotional collateral and media hosting. As lead organisations representing their regions, by working in partnership with tourism businesses, they are better able to achieve a single, collaborative voice and scale in the marketplace.

RTOs are focused on attracting more visitors, and increasing their length of stay and spend which will deliver greater economic returns to the region. They support all types of operator activity, particularly small to medium enterprises who depend on affordable and effective regional marketing activities.

For many micro and smaller operators, marketing activities undertaken by their RTO may be the only vehicle through which they can take their product to the marketplace.

Regions also compete strongly to attract domestic visitors, so the development of domestic strategies that identify travel determinants, demands, market mix and segments is important. Councils support regional events and festivals which enhance communities and RTOs are often the support marketing organisation for both council and event organisers. This beneficial relationship is in many cases vital for success.

While there are variations in RTO scale and structure, nearly all RTOs are defined by a common key goal:

Municipalities see their investment in regional marketing as a partnership with industry and RTOs as the key interfacing organisation that supports local tourism operators and provides a vehicle to take their products and services to market.

RTOs are also an important support for Tourism activities at a regional level as the government agency does not have a direct regional presence. The relationship with councils who invest in RTOs goes much deeper than just regional marketing and development. In many instances councils also look to RTOs to assist them through input into roading/signage, economic development, structural plans and destination management.

7.2 Communities/civil society

The Tourism White Paper of 1996 assigned the following role to communities with regards to tourism. It recommends that communities should:

- Organise themselves to interact with government at all levels and have a representative voice in tourism structures, and to maximise the sharing of information and experiences, possibly facilitated through financial assistance by local governments;
- Identify potential tourism resources and attractions within their communities;
- Exploit opportunities for tourism training and awareness, finance and incentives for tourism development;
- Seek partnership opportunities with the established tourism private sector
- Participate in all aspects of tourism, including being tourists;
- Actively participate in, support and promote responsible tourism and sustainable development;
- Oppose developments that are harmful to the local environment and culture of the community;
- Participate in decision-making with respect to major tourism developments planned or proposed for the area;
- Work toward enhancing the positive benefits of tourism and minimise the negative impacts;

- Encourage the press, particularly the radio and the print media to proactively provide tourism information   and awareness to communities;
- Work closely with NGOs to educate communities concerning tourism and engender tourism awareness;
- Make information on community tourism resources and attitudes transparent and accessible to all levels of national, provincial and local governments;
- Sensitise the private sector, tourism parastatals, environmental agencies and NGOs to the importance of communities' involvement in tourism development.

CASE STUDY I Bulungula Lodge and the Mbizana/Nqileni Community - Wild Coast, Mbhashe Local Municipality, Amathole District Municipality.

Source: www.bulungula.com

The Bulungula Lodge is an eco-friendly backpackers lodge, owned and managed by a traditional community.

The key assets are the local community and the lodge's setting on the edge of the Bulungula river where it meets the Indian Ocean. Surrounded by coastal forest, rolling green hills and ocean - on the breathtaking Wild Coast

Bulungula has won many awards for its eco initiatives. Powered by solar and wind, the lodge captures rainwater and reuses kitchen and shower water (filtered through three ponds and a banana circle) for the garden. It is Fair Trade and Carbon-neutral certified and operates 'off-the-grid'.

Although it is off the beaten track, Bulungula has been voted as one of the must see destinations by the world's top travel guides, including Lonely Planet and The Rough Guide (see quotes below):

"

Spectacular...something very special... should be on your must-do list.

Lonely Planet 2012

"

One of the world's top 25 ultimate ethical travel experiences

Rough Guide 2017

It is located next to a village with a population of 750, of which half are under 15 years. The local community of Bizana, situated in the OR Tambo district of the Eastern Cape, has a population of between 1.5 million and 2 million.

Map can be found at: http://www.bulungula.com/map.pdf

Community development work forms an important component of the project, through the non-profit organisation, the Bulungula Incubator.

Over the years it has launched a number of education, health and infrastructural projects to assist members of the community. In 2007 it was decided to formalise these projects within a separate non-profit NGO called the

Bulungula Incubator (BI). Since then the BI has rehabilitated the local primary school, built and run a world class Jujurha Early Learning Centre, embarked on agricultural projects, implemented clean drinking water initiatives and more. Bulungula Incubator works with educators across the local communities to provide ECD facilities and a range of educational outcomes for the area. http://bulungulaincubator.org/general-info/

In 2014, shares in the lodge became 100% owned, managed and staffed by community members. The initiative has been financially self-sustaining since 2004, with no external funds received since.

It offers a practical example of a joint-venture partnership between a private investor and the Nqileni community.

The investor provided capital (R800,000) and tourism/business skills, and the community provided the land (lease).

The community and government consultation process began in 2002 and the lodge opened for business in 2004, with all employees selected by the community to ensure fair distribution on jobs between families.

The initiative has also helped the community start a number of 100% community-owned and run businesses. The lodge is testament to the fact that ecotourism can be an effective poverty-fighting tool.

Lessons from the Bulungula Incubator can be found at:
http://www.mandelainitiative.org.za/images/docs/2012/papers/300_Woodroffe_Lessons%20learned%20and%20practical%20strategies%20for%20poverty%20alleviation%20in%20a%20deep%20rural%20environment.pdf

How Local Government could assist:
https://www.tourism.gov.za/CurrentProjects/lgtc2017/Documents/Supporting%20Tourism%20in%20Rural%20Areas%20the%20Bulungula%20Incubator%20and%20Nqileni%20Experience.pdf

This example offers a case study in terms of the ways in which local government can support and facilitate deep rural tourism initiatives which provide direct benefit to the communities in and around where they are situated. It is recognized that with each missing service (e.g. sufficient roads and sanitation), the chances of the business failing increase. This points to the need to balance the needs of tourists and visitors and poor communities. It shows how local government can develop investment criteria and facilitate partnerships with private investors and communities in projects which replicate the principles embodied by Bhulungula Lodge.

Furthermore, the municipality can use this case study as a "carrot" to convince non-community oriented tourism businesses and developments to improve their sustainability. The municipality can also act as an intermediary between local communities and other spheres of government to leverage funding, support, and public investment in rural areas to increase the developmental impacts of tourism development and aid in reducing poverty. The identification of beautiful locations, such as Nqileni, by the municipality is important so that land disputes and planning processes can be facilitated to attract investment.

7.3 Developers/business (incl. associations)

The tourism private sector has various roles in tourism, according to the White Paper on Tourism Development and Promotion, including:

- investment in the tourism industry;
- operate and manage the tourism plant efficiently, profitably and according to appropriate standards;
- advertise and promote individual tourism services as well as the country - locally, regionally and internationally;
- continuously upgrade the skills of the workforce by continuously providing training and retraining;
- continuously refurbish plant and equipment;
- satisfy customer needs by providing quality products and services;
- develop and promote socially and environmentally responsible tourism;
- ensure the safety, security and health of visitors in collaboration with the government and other private sector members;
- collaborate with the government in planning, promoting and marketing tourism;
- involve local communities and previously neglected groups in the tourism industry through establishing partnership ventures with communities, out-sourcing, purchase of goods and services from communities (e.g. poultry, herbs, vegetables and other agricultural supplies, entertainment, laundry services, etc.);
- enable communities to benefit from tourism development, for example communities benefiting directly from new reticulation systems and village electrification programmes developed through tourism investment in rural areas;
- efficiently organise itself to speak with one voice;
- represent the interests of private business on the boards of the major national and provincial tourism bodies.

There are a variety of tourism associations at national level – most of which are also represented by the Tourism Business Council of South Africa (TBCSA) as the umbrella body for the tourism private sector. Most of the national associations represent different sectors within the tourism industry:

SATSA:	(Southern African Tourism Services Association) – mostly representing tour operators, but also have members in accommodation and other sectors

FEDHASA:	representative of the hospitality industry, including accommodation and catering services

AAXO:	Association of African Exhibition Organisers

ASATA:	Association of Southern African Travel Agents

AASA:	Airlines Association of Southern Africa (airlines based in southern Africa)

BARSA:	Board of Airline representatives of South Africa (international airlines)

EXSA:	Exhibition and Event association of Southern Africa

NAA-SA:	National Accommodation Association of South Africa (mainly smaller accommodation establishments)

PHASA:	Professional Hunters Association of South Africa

SAYTC:	South African Youth Travel Confederation

SABOA:	South African Bus Operators Association

SAVRALA:	South African Vehicle Rental and Leasing Association

SAACI:	South African Association of the Conference Industry

At provincial level there are not many private sector associations. The national associations with sufficient numbers have chapters that often represent operators within a particular province, e.g. SATSA. In Limpopo the private sector recently established the Limpopo Provincial Tourism Association.

Coffee Shack is an initiative that encourages responsible tourism, promotes sustainable community projects and is Fair Trade certified. It is backpackers on the Wild Coast which welcomes tourists and provides a rich cultural experience with community projects in the local Xhosa community, through the Sustainable Coffee Bay NGO.

”

We have found that we benefit, more than we intended from this investment into our community partners and environment. It works better for everyone; in fact, it surprises us that more businesses do not invest more in their communities and environment.[Our aim is] "To exceed all guest expectations and to create an unforgettable travel experience, enhanced by the surrounding natural environment. ETHOS Coffee Shack strives to create and maintain a unique social environment, with a special ambience and feel which allows all people to feel at ease immediately and is reflective of the hospitality that Africa is renowned for. The medium for this is a beautiful setting and environment, and most importantly energetic and friendly staff. The ambience must be conducive to social interaction, where people from around the world can learn and enjoy each other's ideas, energy and cultures. At the same time, respecting the privacy of guests to be alone to explore themselves and the stunning tranquil area in which we are situated.

Coffee Shack has a social obligation to the community, which it aims to be part of. Encouraging growth and empowerment opportunities for the local community, through the development of meaningful partnerships. Emphasising the importance of education, skills development and appreciation for the local natural heritage of the region and the preservation thereof.

The fact that there has been constant effort, work and a high degree of organisation put into making Coffee Shack one of the most successful and popular backpackers in the country is usually overlooked. The logistics of running a business at the 'end of a long road from nowhere', in an area that has always been remote means that extra effort has to go into organisation.

This initiative is an example of a tourism initiative that, through careful consideration, has embedded itself within the local community in the area. It is an example of how local communities can also be responsible for tourism and reap many socio-economic and environmental benefits from its development activities, when done responsibly and sustainably. It is an example of an NGO that works within traditional community structures to invest in local communities and improve livelihoods, while offering visitors an authentic experience. It points to the advantage of having the local community involved in tourism activities, as the outcomes thereof have the ability to bring about positive impacts for all.

Learn more at: http://www.coffeeshack.co.za/about-us/

Source: www.coffeeshack.co.za

At local government level, the tourism private sector is somewhat more organised, with several local tourism associations. In some cases, these local associations represent members from outside of their municipal areas, e.g. the Kruger Lowveld tourism association (representing the area around Nelspruit and Hazyview in Mpumalanga) that also has members from Hoedspruit in Limpopo.

CASE STUDY I WowZulu

Source: www.5stardurban.co.za

WOWZULU Responsible Tourism is a rural enterprise development initiative of the non-profit rural development agency Africa!Ignite and partners such as Enterprise iLembe, the South African Jobs Fund, the KZN Department of Economic Development and Tourism, the National Department of Tourism and others. It functions as an agency that connects tourists to a number of destinations in KwaZulu-Natal (KZN). It aims to plug rural entrepreneurs into the tourism and mainstream economy through a number of "marketplaces" throughout KZN. Each one is nestled in a tourism destination. These marketplaces are spaces where tourists can drink coffee, hear stories, buy local crafts and gifts and find out where to go and what to do next. WOWZULU has discovered a wealth of 'hidden gems' in this vibrant semi-urban community: places to eat, drink, hear music, view art, engage with friendly locals to share stories, experience local culture, learn new skills or get active on the valley's trails and waters. All this adds vibrancy and local colour to the Inanda Heritage Route with its proud historical sites, where the seeds of South Africa's democracy were sown.

WOWZULU helps tourists book a customised trip through the route in KZN which links its many marketplaces and offers an authentic rural experience for visitors where tourists can go to the local spots in the rural community.

Africa!Ignite's 10YFP STP project aims to bring together key tourism stakeholders to research, strengthen and document its WOWZULU community tourism initiative as a replicable, best-practice sustainable tourism model that delivers community benefits and accelerates the shift towards sustainable consumption and production.

The WOWZULU Model has been developed over the past four years. It creates inclusive destinations that integrate sustainable community-owned tourism experiences into an established commercial tourism sector which has long benefited from the flow of tourists into rural KwaZulu-Natal with its scenic beauty and 'big-five' wilderness areas. This inclusion contributes to the transformation of the tourism sector in KwaZulu-Natal.

In its simplest form a WOWZULU destination is created through the following steps:

- Africa!Ignite is invited to assess the tourism potential of an area by local stakeholders;
- A situational analysis identifies potential products and local partners, packages routes and experiences and identifies commercial partners in the hotel and tour operator industry;
- A representative destination Steering Committee is formed to guide project development;
- Emerging community tourism and craft entrepreneurs are identified;
- A physical marketplace is established as a welcome area/gateway into the community. The Marketplace sells handmade craft products, offers storytelling performances, serves coffee, offers a taste of local cuisine and introduces tourism activities. From here, local tourist guides take tourists into the community to enjoy a range of tourism experiences. Marketplaces function as social franchises and are owned and managed by a community member.

WOWZULU's goal is to create sustainable jobs and business opportunities for hundreds of craft producers and previously excluded community tourism enterprises who are on the doorstep of popular tourist destinations. The crux of the WOWZULU model is to create 'inclusive tourist destinations', which fuse the established commercial and emerging community based tourism components in a tourist destination into a larger, more diverse and more interesting tourism offer. In the process, the community benefits economically and socially, the wider destination benefits from greater tourist appeal, and tourists benefit because they have a greater range of attractions and experiences to choose from.

Each WOWZULU Marketplace is operated by local entrepreneurs as a for-profit business. Africa!Ignite and other support partners provide and equip the structure, supply branding, signage, marketing materials and point-of-sale stands. They also provide training, help with product development, assist with financial management, help create tourist experiences and provide mentoring and support.

By providing extensive enterprise-development support to hundreds of youths and adults; particularly women, across KwaZulu-Natal's rural areas Wow Zulu supports:

- Rural crafters (about 1 000, mostly women of whom the majority are mothers and grandmothers);
- Rural research field workers (about 40);
- Newspaper correspondents and story-tellers (20);
- Water and sanitation outreach workers (120) and local historians'/tour guides;
- Rural retail entrepreneurs and tourist guides;
- Africa!Ignite has paid more than R16 million to rural entrepreneurs since 2008, and in the past two years paid R2 million to rural women crafters.

WOWZULU offers an example of the type of innovative initiative which a local municipality should be aware of and provide support and partnering on. It is also an example of the type of private-sector non-profit support which a municipality can receive from partnering, in achieving its developmental goals, especially when funding is scarce. Initiatives such as WOWZULU facilitate the bringing together of local enterprise, SMMEs, and larger tourism development destinations and sites.

WWW.WOWZULU.CO.ZA

http://www.wowzulu.co.za/contact-us/

https://www.africaignite.co.za/what-we-do/wowzulu-marketplaces

A major challenge for local tourism associations and their activities is the lack of funding from local government to enable the appointment of staff to carry out activities. Many tourism associations rely on volunteers. Some associations are more effective than others in lobbying their local authorities for funding, and therefore are more effective in their tourism marketing efforts. Often, the people involved in the local tourism association determine its effectiveness.
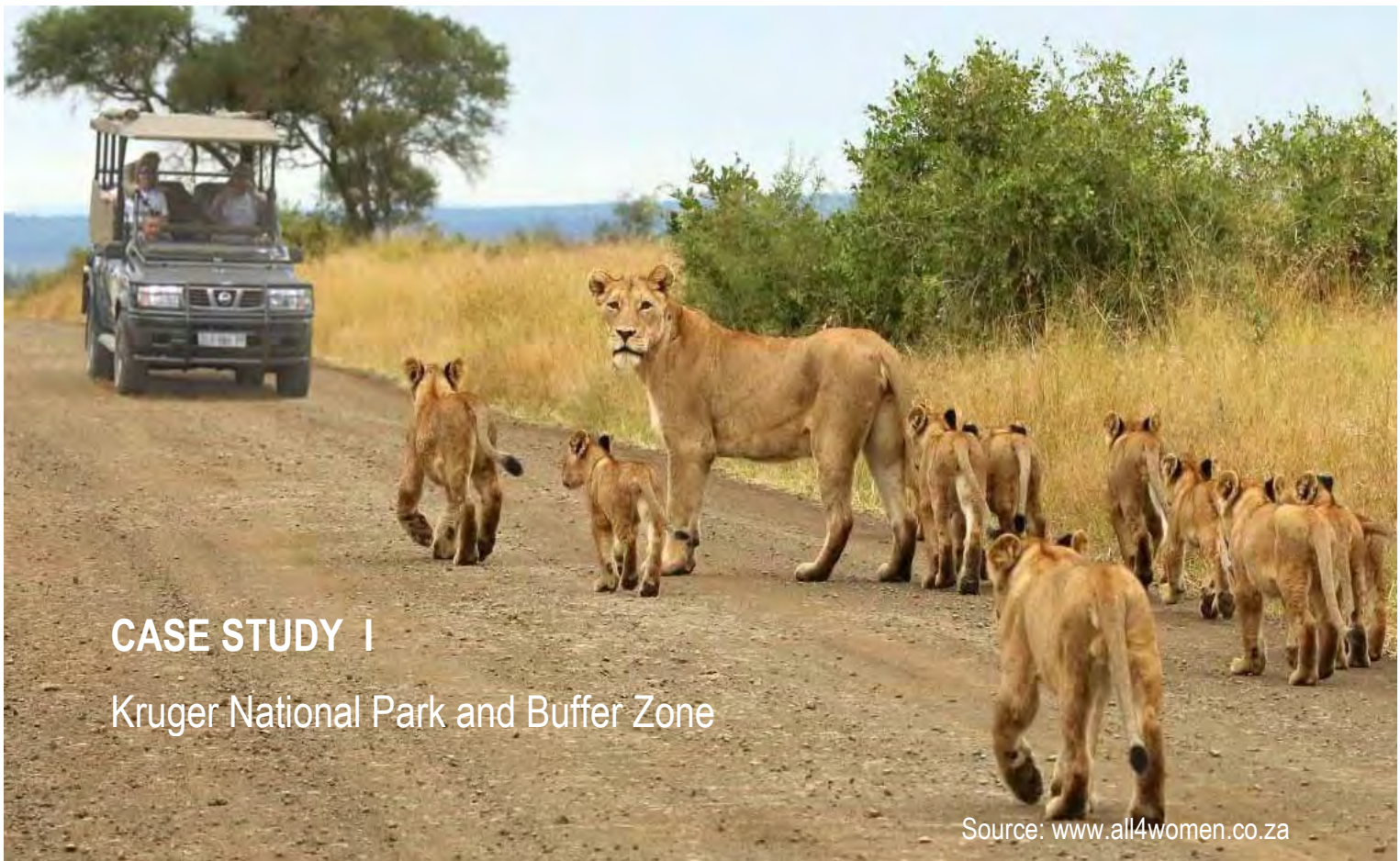
CASE STUDY I
Kruger National Park and Buffer Zone

Source: www.all4women.co.za

The Kruger Ntional Park was established in 1898 and covers an area of almost 20,000 km2 with over one million visitors annually. The park's established and sophisticated tourism infrastructure and renowned wildlife and birding attracts visitors from across the globe and functions as an ideal springboard for increasing tourism throughout the rest of the TFCA. Truly the flagship of the South African national parks, Kruger is home to an impressive number of animal and wildlife species.

Buffer zones are part of South Africa's National Buffer Zone strategy. This aims to integrate National Parks into the landscape, to the benefit of communities living next to parks and through the improved conservation and protection of the attributes and functions of the national parks, supporting healthy ecosystems which very often exceed the boundaries of parks. Such approaches recognise that what happens outside of national parks very often affects what happens in them. The buffer zone implementation further requires collaboration with different sectors and stakeholders to inform environmentally sound development, while enabling sustainable benefits to those people and communities living next to the national parks.

It is widely acknowledged that National Parks as tourism assets often experience negative effects from external influences e.g. unsuitable development on the park's edges. One way in which a local municipality can mitigate these impacts and integrate their parks into the wider natural areas is through the proclaiming of buffer zones around the parks. Therefore, the purpose of a buffer zone is to:

- Protect the purpose and values of the National Park, which is to be explicitly defined in the management plan submitted in terms of section 39(2) of the Act;

- Protect important areas of high value for biodiversity and/or to society where these extend beyond the boundary of the Protected Area;

- Assist adjacent and affected communities to secure appropriate and sustainable benefits from the national park and buffer zone area itself by promoting a conservation economy, ecotourism and its supporting infrastructure and services, and sustainability through properly planned harvesting.

A buffer zone may be established around a National Park when considered necessary for the proper conservation and effective protection of the National Park in achieving its objectives. The buffer zone is an area surrounding a National Park which has complementary legal and management restrictions placed on its use and development, aimed at providing an extra layer of protection to the integrity of the park.
This should include the immediate setting of the National Park, important views and other areas or attributes that are functionally important as a support to the national park and its protection.

PART 2

CHAPTER 8:

How to do integrated tourism destination planning

8.1 Before you start

8.1.1 Process overview

Tourism planning needs to have a long-term view, because tourism destinations take a long time to develop and grow. At the same time, certain actions need to be taken in the short term to allow the destination to start and continue its development. Often, the results of actions taken in the short term are only evident in the long term.

The process of planning for tourism in an integrated manner means that different stakeholders need to be involved in the process, and that the process needs to be revisited several times (i.e. an iterative process) to ensure that the planning takes into consideration all the relevant elements.

Integrated tourism planning allows for the development of strong relationships, both internally within a municipality, and externally across municipal boundaries. The process further helps to get buy-in from other stakeholders for improved implementation. This means that the process is as important as the plan. The process outlined in this section can be used across all scales of integrated planning: regional, destination, and site planning. For site or precinct planning an additional set of processes for the detailed design and layout of the site is required, as well as other processes such as environmental impact assessments, zoning applications, etc.[1]

The process illustrated on the following page is categorised into four components to respond to the key questions for integrated tourism planning:

Organisation: Who should you be speaking to and working with?

Research: Where is the existing tourism activity and energy,
and where is the tourism potential?

Action planning: What are your objectives and what should you do to
realise tourism potential across the scales of planning (regional, destination and site)? Who is responsible for the various actions?

Implementation and monitoring: Is the plan achieving its objectives?

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[1] Refer to the NOT Tourism Precinct Planning Methodology for further detail.

Figure: The process of planning for tourism

The **outcomes** of the process include:

- A community and set of stakeholders that are more ready and willing to participate and support the tourism sector;
- A better understanding of the context, who visits your area and why, and the identification of future visitors (demand) and developments to improve the destination (supply);
- An understanding of the key issues affecting tourism that need to be addressed
- An understanding of what is missing from your area's tourism offerings (gap analysis).

The **outputs** of the process include:

- A team of stakeholders dedicated to the process of tourism planning and the implementation of tourism development in your area;
- A baseline study and analysis of your area in terms of the context, and where opportunities for regions, destinations, sites and attractions might be;
- A tourism plan with a context-specific vision, goals, and actions.

Collaboration is essential: tourism isn't and cannot be managed by one person, and it is also not solely the responsibility of government, but needs government, the private sector and communities to work together

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8.1.2 Things to consider before you start planning

The tourism destination planning process is not linear, and you will work on a number of activities at the same time. You will also find that as you start engaging with stakeholders you will find additional people and organisations that you will need to engage with. Gunn identifies the following aspects as important to consider at the beginning of the process:

- ☐ **Consider implementation** from the outset, there is no point in developing a plan that cannot be implemented on the ground;
- ☐ **Consider the impacts**, both desired and unintentional. You will find this easier to do if you engage with those most affected right from the start;
- ☐ **Communication, awareness and education**: share information to all stakeholders on a regular basis so that they are on the same page;
- ☐ **Manage expectations**: avoid exaggerated claims to the community, stakeholders, and visitors;
- ☐ **Co-operation and collaboration** is critical – tourism involves a variety of different stakeholders that need to be part of the tourism planning process, as well as stakeholders within the municipality and other spheres of government.

In addition, you need to assess the **skills required** to develop a tourism plan. This will include skills in people/stakeholder engagement (the most critical skill), research and analysis, strategic thinking and strategic planning. These skills may not be available within one person, and therefore the composition of the tourism planning committee should be carefully considered to ensure that these skills are available to the tourism planning process. Further, knowledge and understanding of tourism, as well as municipal planning processes are required.

8.1.3   Elements that should be addressed in your tourism planning

As tourism is such a complex industry, a tourism plan needs to be comprehensive, and yet at the same time simple enough to ensure effective implementation. Tourism plans generally should address three elements, i.e.:

1. supply-side planning (i.e. planning for tourism product/experience development)
2. demand-side planning (i.e. marketing plan)
3. supporting infrastructure planning (i.e. all other elements supporting the industry such as roads, signage, information centres, etc.)

> **Planning for tourism should always be done from the perspective of the tourist or visitor.**

8.2 Organisation

This step in the process is to make sure that you consult with the right people and include everyone who should be part of the process. The case study of the Polokwane local municipality below provides insight into the stakeholders who may need to be included in the tourism planning process.

CASE STUDY I Polokwane Local Municipality

The Polokwane Local Municipality is a largely rural municipality within the Capricorn district of the Limpopo province. It is host to the city of Polokwane, which is the capital city of the Limpopo province.

The Polokwane Municipality has a population of approximately 700 000, of which about 40% live in the urban areas of Polokwane and Seshego.

The municipal vision is:

"

The Ultimate in Innovation and Sustainable Development

The municipal mission is:

"

> Provide cost effective services which promote sustainable livelihood through socio economic development and good governance.

Like many local municipalities in South Africa, Polokwane does not have a dedicated tourism department. Tourism is one of the responsibilities of the directorate of Planning and Economic Development. Within the directorate, one of the assistant managers has the responsibility for tourism and she has a small staff complement that works in the Polokwane Visitor Information Centre.

This gives rise to the first challenge for tourism in the municipality, which is that there is **no direct link to the executive management for tourism**. It is therefore difficult to get buy-in for new projects from senior management. Also, the leadership of the municipality tends to be focused on service delivery, and economic development (including tourism) is often put on the backburner, despite this being a mandate directly from the constitution.

In Polokwane, this challenge is partly addressed through the assistance of the local tourism association that helps to lobby the senior management of the municipality with regards to tourism issues. Recently, a new municipal manager was appointed, and he arranged to interact with the various managers – not only the directors – which should hopefully bode well for future engagements.

Planning in the Polokwane Local Municipality follows the legally mandated IDP (Integrated Development Plan) process, and the municipality has implemented a ward-based planning system. The needs and requirements of each ward are determined through a consultation process, as well as a review of past IDPs. This gives rise to the second challenge for tourism – which is that there is **a lack of tourism awareness among the residents and communities, resulting in them not raising tourism-related needs as part of the consultation process**. The municipality does encourage the members of the tourism association to participate in this process, but as business people, they often find the consultation sessions too time-consuming. This has the effect that tourism is often not included in the IDP, because the need for it is not raised by the communities and residents.

In addition to ward-based consultations, the mayor arranges a session for businesses to provide input into the IDP, and the Polokwane Tourism Association is one of the organisations that are invited.

The Polokwane municipality assisted the tourism private sector to set up the Polokwane Tourism Association (PTA), and **the municipality – through the PTA's constitution – is tasked with the secretariat of the association**. This allows them to ensure that the PTA does not lose sight of its objectives, and it also provides valuable resources to the association, which would otherwise have been provided by volunteers from within the private sector. The municipality further makes the municipal facilities available for meetings, if required, and on an annual basis, they plan with the PTA to decide which trade and consumer tourism shows to attend, what events need support, etc. The planning feeds into the municipal budget.

The endorsement of the PTA by the local municipality further made it easier for provincial and district stakeholders to participate, and representatives of the Capricorn district and the Limpopo Department of Economic Development, Environment and Tourism are also ex-officio members of the PTA.

To track progress and performance of the Polokwane municipality's economy, the directorate has a **research unit that also tracks the performance of tourism** in the municipality. This service is very valuable to the tourism unit, as they can use the information to motivate for certain budgets and projects.

The assistant manager for tourism within the Polokwane municipality believes that **relationship-building is one of their most important functions**, mainly because tourism does not function in isolation. Within the Polokwane local municipality, they have established relationships with relevant officials in other departments that enable them to provide a single interface between the tourism private sector and the various municipal departments that provide services to the tourism businesses. For example, if a new tourism business requires a brown road sign, they apply at the tourism information office, who then collates all applications and then hand them over to the roads department, where a dedicated person has been tasked with the responsibility of interacting with the tourism unit. Over the years, they have also managed to create an understanding of the importance of tourism businesses with the chief financial officer who realises that a hotel in the city is an important client of the municipality and that they pay significant amounts for services. Therefore, if the tourism unit requests assistance from other departments for example when there is no water at a particular hotel, they generally receive the required assistance from the department of water and sanitation in the form of a water tanker.

The major other function of the tourism unit is **tourism marketing**, which they do in collaboration with the PTA by jointly attending trade and consumer tourism exhibitions. They found that local events are often a cheap means of marketing, and they can access schools through these local events. Access to schools provide an

opportunity to also do tourism awareness building within communities. In addition to the local and provincial events, they also attend Meetings Africa, WTM Africa and Indaba (sometimes in collaboration with the Limpopo Tourism Agency), as well as the Gauteng Getaway Show and the Outdoor Show consumer shows. The municipality funds the stand and accommodation for PTA members, while the PTA members pay for their own transport to the events.

The Polokwane municipality's major tourism project for the 2017-2018 financial year is to start the process of developing an international convention centre. Land was made available by the municipality for the project. Currently the municipality does not have a dedicated bidding fund to attract events to the area, and it is hoped that they can be assisted through the National Convention Bureau.

Lessons to learn from Polokwane Local Municipality:

- Build relationships with other departments within the municipality to ensure their assistance for tourism

- Maintain the role of secretariat for the local tourism association, as this ensures continuity

- Use the tourism association's influence to assist in lobbying senior management

- Participate in local events to build tourism awareness

8.2.1 Step one: identify role players and stakeholders

Collaboration is essential in achieving an integrated action plan for tourism.

Start by identifying the **existing external** role players and initiatives in the tourism industry in your area. Find out what initiatives are already operating and speak to those responsible. They will be able to help you identify other people and organisations that you should bring into the process. They will also help to understand what is working, what more can be do ne and where to focus attention as a start. This can include local tourism associations and business chambers, as well as specific initiatives (e.g. the WOWZulu tourism development initiative in KZN).

By identifying **internal** municipal stakeholders and engaging with them from the beginning of the process you have a better chance of integrating tourism development into other planning processes, business plans, project working groups, budgets and timeframes for implementation. Within the municipality you need to engage with the people responsible for the following: Economic Development and Tourism; the IDP coordinator; Environmental Management; Spatial Planning; Urban Conservation; Transport; Community facilities such as museums, sport and recreation; Emergency services; Disaster Management; and Health and

others where relevant. In this engagement you need to explain to each stakeholder how they are involved and fits into the tourism value chain (refer to section 2.2).

Engagement should also be initiated with **other external** organisations such as your provincial tourism authority, SA Tourism, the National Department of Tourism, South African National Parks (if there is a national park within or close to your area); local and provincial conservation authorities; provincial departments responsible for tourism and economic development, economic development agencies, SEDA, national and provincial departments responsible for the environment and cultural affairs; and National departments and organisations such as the South African Heritage Resources Agency and others where relevant.

Business organisations such as local Chambers of Commerce, and community organisations such as ratepayers' associations; Community Improvement Districts; and other civic associations should also be included in the process.

For each stakeholder you need to have a key contact person and their details. Compile a database of all stakeholders using the following worksheet. Indicate what the stakeholder's influence and interest in tourism are and which element of the tourism plan they are relevant to. Add any comments that will help you better understand the stakeholder's relevance to the tourism planning process. As you compile your list of stakeholders it is important to question who is missing so that you are as inclusive as possible. Stakeholders can be added throughout the duration of the project.

Worksheet 1 **Stakeholder database**

Organisation	Contact Name	Contact number	Email	Influence in tourism (high/low)	Interest in tourism (high/low)	Element of tourism plan they are relevant to (supply / demand / support)	Comments

To help you with the process, you can use stakeholder mapping as a useful tool to identify clusters of stakeholders based on their level of interest and influence over a project or process (see worksheet 2). The diagram below sets out the process for mapping stakeholders. You also need be clear on why/why not they have influence or interest.

1

Compile a list of the stakeholders that you have identified.

2

Draw a graph with four quadrants, and label each quadran "Most interest", "Most influence", "Least interest" and "Least influece" as shown below.

3

Plot the stakeholders on the list into the quadrants depending on your understanding of their interest and influence in the project. Their position on the stakeholder map may well change as you engage with them and you gain a better understanding of their influence and interest.

Most Interest

Least
Influence

Most
Influence

Least Interest

Most Interest

Least
Influence

Most
Influence

Least Interest

Once you have mapped the stakeholders you will get a clear picture of which stakeholders have the most energy for the project, and how you need to engage with the different organisations. For example, you might have to engage more actively with the stakeholders who have the most influence but little interest to increase their interest in tourism. Stakeholders who have interest in tourism but little influence may well be the stakeholders who will be most affected by tourism, so it is important to engage and communicate effectively with them so that they are kept up to date with project progress, and their views are represented in the process.

8.2.2 Step two: evaluate tourism readiness

As you start the process of integrated tourism planning, it is necessary to have a good understanding of the context within which your tourism planning will take place. This will allow you to plan appropriately and effectively. It means knowing the community and the businesses that operate within your area.

This step aims to help you understand whether stakeholders are ready to respond to tourism initiatives. Low levels of readiness may indicate that before any tourism development initiatives are undertaken, specific programmes should be developed and implemented to boost tourism readiness.

If communities and businesses are not ready and willing to receive tourists, they may be a threat to tourism development. For example, many years ago in the St Lucia area, the communities were not ready to receive

tourists, and subsequently tourists used to be robbed and mugged when they visited. As a result, the tourism development of the area did not go as planned.

While some community members may have an understanding of the benefits of tourism, others may not be willing or ready to become involved in, or support tourism initiatives. In addition, it is important to manage a community's expectations regarding the impact of tourism, and to build an understanding of the work and level of service that is necessary to achieve sustainable tourism initiatives in an area.

The process of stakeholder mapping that you have already undertaken, will have illustrated the fact that a community is not a single homogenous group, but rather made up of a range of actors and stakeholders with many different possible issues relating to the impact of tourism. These could include:

Potential community tourism issues	
Community of Interest	**Potential issues**
Elected representatives	Views and opinions of constituents
	Issues related to public spending
Community groups	Mainly local issues – parking, congestion, development, provision of services
Interest groups	Specific issues related to areas of interest – access to recreational areas, retention of heritage buildings, environment
Industry	Profitability of business
	Issues related to planning and development
	Accessible and trained labour force
Individuals	Issues related to individual circumstances – parking, congestion
Cultural authorities	Issues related to land access and ownership, sacred/heritage sites, environment

Source:http://ctb.ku.edu/en/table-of-contents/overview/models-for-community-health-and-development/community-readiness/main

A community's level of readiness is the degree to which it is prepared to get involved in, and support tourism initiatives. Different communities within a destination could have varying levels of readiness for tourism development, and these should be assessed separately, where relevant.

To assess a community's level of readiness it is necessary to make use of a range of tools and methodologies, including the following:

- Interviews (formal or informal) with individuals, groups or organisations (usually a smaller number of interviews); or

- Visual observation of how the community currently responds to visitors and economic activity.

The diagram below provides an overview of the community readiness survey tool.
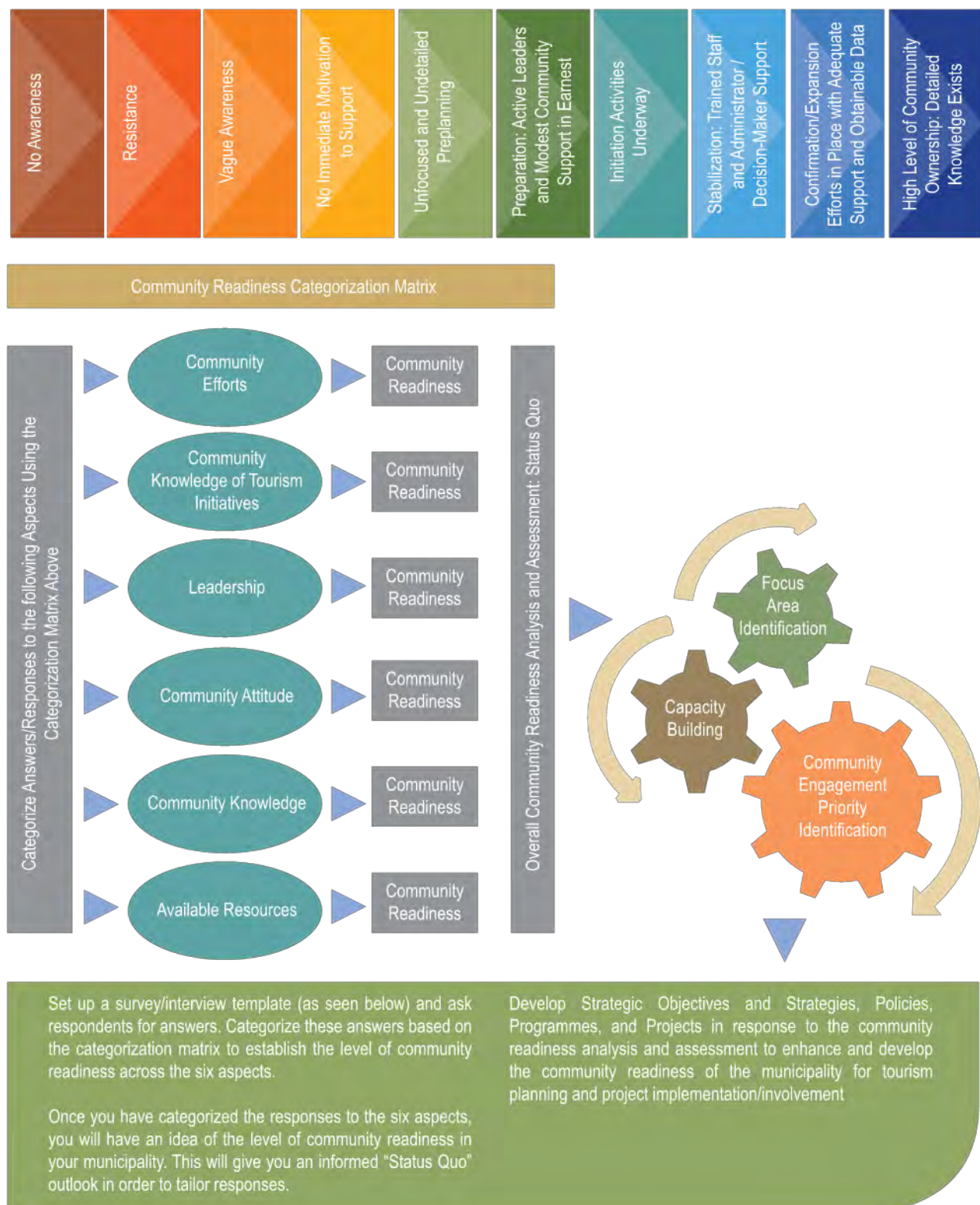
The following worksheet 3 (adapted from http://ctb.ku.edu/en/table-of-contents/overview/models-for-community-health-and-development/community-readiness/main) will guide you through some questions to ask stakeholders in order to gain an understanding of a community's level of readiness.

Personal particulars:
Name:
Community area of living/working: Organisation:

Community readiness aspect	Question	Response
Community efforts	What are the existing projects, initiatives and policies relating to tourism in the community?	
	Which people organisations are involved in, or responsible for them?	
Community knowledge of tourism initiatives	To what extent do people in your community understand what tourism is?	
	To what extent do community members know about local efforts and their effectiveness?	
	Is there any planning for efforts/services going on in your community surrounding this issue? If yes, please explain.	
	Are the efforts accessible to all segments of the community?	
	Is there a need to expand these efforts/services? If not, why not?	

Leadership	To what extent are appointed leaders and influential community members supportive of tourism? This could include political, social and religious leaders.	
	How are the leaders involved in supporting the community's tourism initiatives?	
Community attitude	How does the community view tourism and related plans/strategies to support it?	
	What do you think are the main opportunities and challenges to greater involvement in tourism in your community?	
Community knowledge	Does the community understand the benefit and impact of tourism?	
	What type of information does the community have access to and how is it accessed?	
Available resources	To what extent are local resources - people, time, money, space, skills etc. - available to support efforts?	

How to use Worksheet 3

1. Use interviews to ask stakeholders (or representatives of stakeholder groupings if time is limited) to answer the questions relating to six aspects of community readiness.

   ☐ Community efforts
   ☐ Community knowledge tourism initiatives
   ☐ Leadership
   ☐ Community attitude
   ☐ Community knowledge
   ☐ Resources available

2. Once you have the answers to these questions, categorise the answers as follows:

- ☐ No awareness
- ☐ Resistance
- ☐ Vague awareness
- ☐ No immediate motivation to support tourism
- ☐ Pre-planning: There may be a group addressing tourism, however, efforts are not focused or detailed.
- ☐ Preparation: Active leaders begin planning in earnest. The community offers modest support of their efforts.
- ☐ Initiation: Enough information is available to justify efforts. Activities are underway.
- ☐ Stabilisation: Activities are supported by administrators or community decision-makers. Staff are trained and experienced.
- ☐ Confirmation/expansion: Efforts are in place. Community members feel comfortable using services, and they support expansions. Local data are regularly obtained.
- ☐ High level of community ownership: Detailed and sophisticated knowledge exists

3. Once you have categorised the answers, you will have an idea of community readiness across the six aspects, with which could include high levels of readiness in one area, such as "Community efforts" and low levels in another aspect such as "Leadership". The categorised answers will also provide you with an idea – if stakeholders are grouped together according to physical location – of which areas within the destination are ready for tourism, and which are not.

4. Now that you know your community's level of readiness, you can focus your engagement and capacity building so that they can move to an increased level of readiness.

NB: You will have to alter the wording of questions depending on your target respondents. The table provided is a template and can be altered/edited to suit individual community/municipal needs.

8.2.3 Step three: set up a tourism planning committee

Once you have determined who the stakeholders are, and what the level of community readiness for tourism development is, it is necessary to set up a tourism planning committee to drive the process.

Some stakeholders need to be involved directly to lead the planning process, while other stakeholders will only need to support the process. It is therefore recommended to set up a core tourism planning committee, and identify the broader stakeholders who need to be kept informed and engaged with at certain stages of the planning process.

The lead

The person who leads the tourism planning process should be someone who has a good knowledge and understanding of tourism. This person should not be biased to a specific aspect of tourism, but rather be open to all tourism potential. He/she must live in the area/municipality and be able to take the planning process through to implementation. This can be a government planning, tourism, or economic development official, a tourism business owner, the head of the tourism board, or a relevant community organisation leader.

The tourism planning committee

A carefully selected planning committee will ensure that the area's tourism plan is more robust and resilient. It is important to set up a planning committee that ensures a wide sense of ownership over the process (from both the public and private sector, as well as communities) and that will include a range of different perspectives in the planning process. The required skills to develop the tourism plan should also be available within the committee, unless consultants are appointed to develop the tourism plan.

Upon completion of the tourism planning process, the tourism planning committee will be resolved, and it is important that the person(s) who will be responsible for the implementation of the tourism plan also be involved in the tourism planning committee to ensure continuity.

The diagram below outlines the elements that are important when setting up a tourism planning committee.

Worksheet 4 **Setting up a Tourism Planning Committee**

1. Invite members who have the interest and time to commit to the tourism planning process, with the time commitments being a minimum of meeting monthly and doing some additional work outside of meeting times.

2. A good size for a planning committee where joint decision-making and problem-solving can take place is a maximum of 15 people.

   To identify the right people for the tourism planning committee, consider the following:

   ☐ Representatives of tourism businesses (making up at least half of the committee) through the local tourism association or chamber of commerce

   ☐ Government representatives (maximum of two people)

   ☐ Municipal staff (economic development staff)

   ☐ Have some representation from other groups such as:

   - •Other businesses affected by or benefitting from tourism
   - •Local attractions – museums, parks, activities
   - •Community organisations

   ☐ Regional tourism industry association

   ☐ Provincial tourism bodies

   ☐ Interested members of the general public

3. In addition to the main group, theme-based working groups consisting of committee members can be established

Role of the Tourism Planning Committee

Throughout the planning process, the planning committee will need to consider a range of questions regarding engagement of the community with tourism, the roles and responsibilities of different stakeholders, the ongoing monitoring and evaluation of the plan, etc.

It is important to discuss tourism planning with the broader community every so often to get feedback from them. However, it is suggested that this is only done when you have some ideas, approaches, analysis, or strategies to discuss with them, rather than having an open-ended conversation.

8.2.4 Step four: develop a plan for ongoing communication and stakeholder engagement

Not all stakeholders identified in Step 1 will form part of the tourism planning committee. It is therefore important to develop a plan to communicate to and engage with stakeholders outside of the tourism planning committee.

Different stakeholders may need different levels of consultation, and some stakeholders (e.g. members of the local tourism association represented on the planning committee) may receive feedback from and provide input through individual tourism committee members.

The research phase of the tourism planning process is an important time to consult with as many stakeholders as possible. This can be done through individual interviews or in the form of a workshop. And once the draft plan is developed, stakeholders should be consulted again for their inputs – preferably in a workshop environment.

The primary purpose of consultation is to enable the exchange of information on decisions and issues of concern. Consultation involves seeking counsel or advice: it is a two-way process of exchanging information. The following principles apply to consultation as part of the tourism planning process.

Consultation principles:

- **Provision of information** about the tourism planning process, including timeframes, people responsible, etc.;
- **Encourage stakeholders to present views** on tourism;
- **Explain the scope of consultation** – stakeholders should be told that they are consulted to provide input in respect of the tourism plan;
- **Give reasonable opportunities to present** input – invitations to workshops should be submitted well ahead of time, and surveys should be open for a reasonable length of time to allow input;
- The tourism planning committee should **keep an open mind** and be prepared to listen to, and consider, all submissions;
- **Give reasons for decisions** – the tourism planning committee should be prepared to give reasons for including or not including specific proposals in the final tourism plan, if required.

Running effective workshops

Worksheet 5 on the following page sets out some principles of running effective workshops, which will be useful for stakeholder consultation, as well as when developing the vision required for the action planning.

Discuss and clarify the purpose and intended outcomes with your team and partners before the workshop

Ensure that you invite the right people and that they understand the purpose of the workshop and why they have been invited

Send out invitations well in advance so that people can diarise and attend the workshop

Circulate the agenda and any reading or preparation material well in advance

Be realistic about what you can achieve during the allotted time. Don't overload the agenda with too many items as you risk not getting to them

Don't make the workshop too long, otherwise people may leave early

Include time for discussion into the agenda, as people need to contribute their ideas and provide feedback

Keep presentations short, and the the workshop interactive. Remember that people tend to have more energy in the morning, and less after lunch, so design your activities accordingly

Make sure that the set up at the venue is conducive to the purpose of the workshop (e.g. a number of small tables for small group conversations), and that you have the equipment you need (e.g. projectors, flip charts etc)

Timekeeping is critical, so tell speakers how long they have in advance and during the workshop signal to them when they have two minutes to wrap up.

A workshop preparation checklist, itemising the details of the workshop should be developed and circulated to all members of the facilitating team before the workshop. In addition, you should write up an internal agenda so that all team members know who is responsible for each workshop activity.

Worksheet 6 **Workshop preparation checklist**

Date and time: 31 August 2017

Team: Who is on the facilitating team

Roles: What are the team roles, i.e. who is writing the minutes, who is the timekeeper?

Attendees: Who are the participants

Venue: Where is the venue?

Format: What is the format, i.e. are you arranging the chairs in a circle, or as a stand-up collaborative processes?

Equipment: What equipment will you need, e.g. flip charts, paper, sticky notes etc

Prep and Tools: What preparation do you need to do beforehand, e.g. print materials, or write up questions for the workshop activities.

A workshop preparation checklist, itemising the details of the workshop should be developed and circulated to all members of the facilitating team before the workshop. In addition, you should write up an internal agenda so that all team members know who is responsible for each workshop activity.

8.3 Research

8.3.1 Step one: undertake a situational analysis

Assessing and understanding the existing situation in your area, including the tourism supply (natural and built features as well as existing tourism businesses), tourism demand (potential tourism market), safety and security, and any basic infrastructure that directly impacts on the tourism industry, is the foundation of tourism planning. In addition, you need to understand the broader context within which your tourism plan will be developed, such as the legislative and policy environment, socio-economic conditions in the destination, the institutional framework for tourism in your destination and the status of basic infrastructure supporting tourism, amongst others. There is no specific order in which these analyses should be done. It would be best if they were done simultaneously to allow for cross pollination and synthesis of key opportunities for and obstacles to

tourism.

Indicators to research during the situational analysis

The situation analysis will also provide the baseline for any indicators that you may want to monitor during the implementation of the tourism plan, and therefore you should consider these potential indicators from the start. Certain indicators may be required for reporting to national and provincial government, and these should also be included in your research to ensure that you are able to respond to enquiries.

From a responsible tourism perspective, indicators should include social, economic and environmental indicators, as listed in the table below. Other tourism-specific indicators are also provided. You may need to contact the research unit at SA Tourism or NDT, or appoint consultants, to assist with certain of the economic and tourism demand analysis if you are not comfortable to conduct this by yourself.

Indicator category	Indicator	How measured
Social	Number of tourism businesses owned by HDIs	Business survey
	Number of industry members trained in responsible tourism	Business survey
	Number of tourism training institutions in the district	Stakeholder interviews
Economic	GDP contribution of tourism (direct and indirect)[2] Indirect employment in tourism[3]	Visitor spending (day and overnight), broken down by sub-sector (e.g. accommodation, food, transport, etc.) multiplied by relevant economic multiplier for the destination (can be obtained from Global Insight or other sources). The NDT research team may also be able to assist.
	Direct employment in tourism businesses	Business survey
Environmental	% of land under protected areas management	Documentation review and stakeholder interviews
	% of cultural heritage sites under management	Documentation review and stakeholder interviews

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[2] One can use the gross value added for the accommodation sub-sector as a proxy for the entire industry if relevant data is not available.

[3] One can use the employment data for the accommodation sub-sector as a proxy for the entire industry if data for

the whole industry is not available.

Indicator category	Indicator	How measured
Tourism demand	Number of visitors (both day and overnight} to the destination Origin of visitors Average spend per visitor Average length of stay	Visitor survey, business survey and analysis of statistics from SA Tourism and Stats SA
Tourism supply	Number of accommodation establishments by type Number of rooms available Number of beds available (i.e. number of people that can be accommodated} Number of other tourism businesses by type Number of visitor-ready tourist attractions	Tourism business survey and internet research
Infrastructure	Availability of Tourist Information office(s} % of businesses that have brown tourism signage General satisfaction among tourism businesses with basic infrastructure	Business survey and stakeholder interviews

Documentation review and stakeholder interviews

In many instances, the research process will start with a review of existing and available documentation. A documentation review should be combined with interviews with key stakeholders to ensure that you gain a broad overview of the context for tourism in your area.

Documentation should include the current municipal IDP and SDF (from your municipality), socio-economic data for your area such as number of residents, ages, income levels, education, etc. (from Stats SA), information on the general economy of your area (usually contained within the IDP and/or Local Economic Development Plan), general tourism statistics (from SA Tourism and Stats SA), legislation and policies affecting tourism in your area (from provincial and national government, as well as your district), environmental planning, initiatives by the departments of culture, arts, sports and recreation, etc.

You should further assess the condition and availability of basic infrastructure in your area, which can be done physically (e.g. by driving on certain roads) and through a review of the municipal IDP and specific infrastructure plans by others within the municipality.

Review documentation related to tourism skills development (including national and provincial skills plans) and interview stakeholders responsible for tourism skills development in your area and the broader context.

Also consider the support programmes that are available to tourism businesses in your area, including from your municipality, the district, province and national departments (e.g. SEDA).

Based on interviews with key stakeholders, note the different institutions that play a role in your destination, as well as the specific function they have. Also identify what capacity each institution has. This will assist when you are allocating responsibility for implementation of the various actions in the tourism plan.

Natural and built features asset mapping (tourism supply)

Tourists seek out special places that have something unique and different to offer them. The sense of place of a tourism region, destination, or precinct can be one of the largest attractors for tourists. The sense of place is similar to the identity of the tourism area. In South Africa, the unspoilt natural beauty of our rural areas has always attracted visitors. Think of the Drakensberg and its spectacular high peaks, and the Wild Coast with is rolling hills, villages, and cattle herders. It is therefore important to understand this sense of place and the features that it is composed of in order to develop it appropriately for tourism. These features can be natural, built, cultural, historical, or a combination of these.

What is a sense of place?

In environmental psychology, sense of place—how we perceive a place— includes place attachment and place meaning (Kudryavtsev, Stedman and Krasny, 2012). Place attachment reflects a bond between people and places, and place meaning reflects symbolic meanings people ascribe to places. In short, "sense of place is the lens through which people experience and make meaning of their experiences in and with place" (Adams, 2013). Sense of place varies among people, in history, and over the course of one's lifetime.

Often, the best place to start is to accentuate the existing and indigenous qualities of place and assets in a manner that adds to, rather than detracts, through a process called placemaking. This can take place across the scales of integrated tourism planning.

It may be helpful to ask a planner, urban designer or architect to assist you with this exercise. This can be a valuable exercise to undertake in smaller groups in a workshop with the tourism planning committee and even the local community.

The worksheet below can be used to map the assets of an area. This can be done as a desktop exercise or as part of a workshop with key stakeholders or communities. Asset mapping will give you a good base knowledge of the area that can be used to develop the plan and make the case for the need for intervention and investment.

Asset mapping also allows one to appreciate the clustering of tourism potential in specific areas, or for routes to be developed.

If the tourism planning committee has access to a GIS specialist (either within the municipality or someone in planning committee), they could be asked to plot the relevant tourism assets in a GIS system that could then be provided to the municipality's GIS unit.

Process Flow (left column)

- Obtain Map of Site / Area / Region
- Strategic Mapping Layers
- Layer Overlaying
- Community Engagement
- Special Analysis
- Identity Opportunities and Constraints
- Develop Plans for Tourism Development Support and Management Strategies

Worksheet 7 Asset mapping

To identify opportunities for placemaking, consider the following visible features in the area:

NATURAL FEATURES
rivers, wetlands, waterfalls, cliffs, mountain peaks, floodplains; types of crops planted; caves; fossil deposits, beaches, biodiversity hotspots; climatic conditions.

CULTURAL ASSETS
These could be historical places or sites, cultural events or tradition (for example, religious, agricultural, customs), historic precincts or streets, etc.

BUILT ENVIRONMENT
Settlements (type, size and function); land-use; infrastructure and its quality of service (roads, airports); electricity and telephone lines, railways and stations, public transport, internet coverage; dams; service stations; parks and recreational spaces.

ACTIVITIES AND AMENITIES
Hikes, 4x4 drives, scenic routes, accommodation, mountain bike trails, horse riding trails, attractions etc.

1. Obtain a printed and electronic map of the tourism area you are planning for. The scale of this map will be determined by the scale you are planning for. For example, a topographical map (1:50 000) should be sufficient for a region or larger destinations, but will not offer the right level of detail required for site planning or smaller destinations. With layers of tracing paper or electronically, mark out the above features on the map.

2. When engaging with a community, you can use a workshop format to encourage community members to participate in asset mapping. Divide the group into small tables and provide each table with a map, tracing paper and coloured pens, and ask them to identify the places that have significant meaning to the community. After an allotted time, ask a representative from each table to provide feedback to the whole group. After the workshop you can then synthesise the information from the maps.

3. With this information, you can now start to overlay the layers and look for opportunities and constraints to the development of tourism. The area for which you are planning will determine which features represent opportunities and which features represent constraints.

4. You can also start to understand where there are gaps that can be addressed through tourism planning. For example, if there is a little known, but significant, waterfall that can be easily accessed, but which doesn't have a well-developed hiking trail or picnic area, one of the tourism development actions could be to develop a hiking trail and picnic site and an appropriate management strategy around the waterfall.

CASE STUDY I West Coast Conservation Development Framework

In the development of a Conservation Development Framework for some land abutting the West Coast National Park, asset mapping was used to identify the opportunities and constraints affecting potential development. The mapping identified access points, routes, sensitive areas as well, water bodies, farm boundaries, points of cultural significance and protected areas. This made it easier to identify opportunities for development.

Tourism business survey (tourism supply and demand)
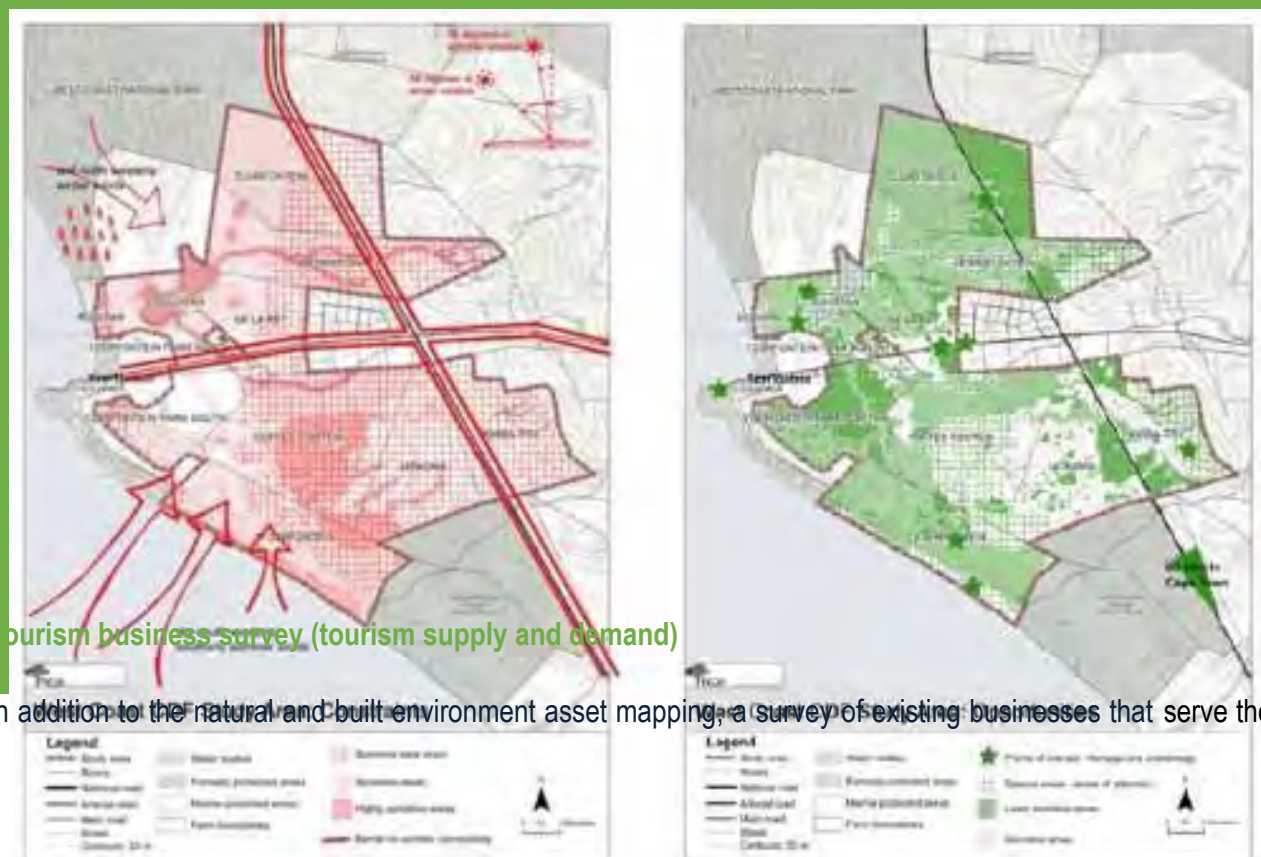
In addition to the natural and built environment asset mapping, a survey of existing businesses that serve the

tourism market should be conducted to understand what services are currently on offer in the area and whether they are ready to serve a growing tourism market.

According to the Nova Scotia guidelines for tourism planning, business readiness for tourism means that:

- ☐ Visitors can easily find out all they need to know about the experience – what it is, how much it is, where to find it, hours of operation, etc.
- ☐ Visitors can find the location/site – using maps, signs, google maps, GPS.
- ☐ There are regular hours of operation so that visitors are not disappointed when they arrive.
- ☐ The experience is of good quality, meets all licensing and regulatory requirements.
- ☐ The experience offers good value.

In addition to providing information on their readiness for the tourism market, the business survey can also obtain information about the capacity of the business, and the existing markets it serves. Worksheet 8 provides a template for a business survey that can be adapted to local conditions.

Worksheet 8 **Tourism business survey**

Questions	Responses (Please Tick)			
Business name:	Yes	No	Unsure	Not Applicable
Business information				
I maintain my business in good standing of all applicable business licenses, insurance and legislative requirements to operate legally.				
I have branded on-site signage.				
Motivation				
My business goals include attracting and serving visitors to our region.				
I am an active member/stakeholder with my local Tourism Association, Local Municipality and Regional Tourism Organisation.				

I work collaboratively with other business owners in my community.				
I look for opportunities to develop additional products, programmes or services.				
Staff				
My staff receive ongoing training to provide customer driven hospitality.				
I have the ability to provide sufficient staffing and/or volunteers to service visitor's needs as my business increases.				
My staff are knowledgeable about my business and about referring visitors to other businesses in the area that can enhance a visitor's experience.				
My staff are trained to deal with emergencies and solve problems as they arise.				
My staff understand the importance of tourism in our community.				
Communications				
I have a web page where visitors can obtain and request information that includes hours of operation, contact information, pricing (if applicable) and a description of my product.				
I provide a contact telephone number or email address year-round.				
If closed for the season, I provide an automated response through voicemail and or email.				
I am able to communicate and accept reservations by telephone, fax or email and provide same day confirmation of booking arrangements.				
Services				
My business has sufficient washroom facilities for casual visitors.				
Food services are available on site or close by and hours of operation are compatible with mine.				

My business offers gifts and/or souvenirs for purchase.				
My staff are available to assist any visitors with accessibility needs.				
Marketing				
I know my business's tourism story and its unique selling proposition and I am ready to sell it.				
I know my business's target audience and I have tools to reach the target markets.				
I know how customers will get information about my business.				
My business has promotional material that presents my products/services well.				
My business would be willing to partner with other tourism operators to increase my audience reach.				
My business markets through social media				
My business has a website.				
My business has a website that is responsive on various mobile and tablet devices.				
My business is registered with Trip Advisor.				
Product information				
My business offers a unique, quality experience for visitors.				
My business has posted consistent hours of operation.				
Seasonal changes to my business hours of operation match visitor demand.				
I am willing to tailor my product to better suit group or tourism needs.				
I am willing to offer discounts or sponsor groups/sports tournaments to promote or increase my sales.				
I am aware of what a net rate is and am willing to offer them to tour operators to bring in additional business.				
I understand the roles played by tour operators, travel wholesalers and retail travel agents, as well as rack or retail pricing, agent commissions and wholesale net rates at each				

level.					
I can provide detailed pricing and program information to tour operators and wholesalers at least one year in advance of a selling season.					
I am prepared to setup billing arrangements with the tour operator, wholesale agency or receptive tour operator.					

Visitor characteristics	
Key visitor characteristics	**Describe visitors to your business**	**Any trends or changes happening**
---	---	---
Who are your visitors? e.g. families, couples, singles, groups / Older or younger		
Where are they from? e.g. domestic /international		
How long do they stay on average? e.g. 1 night, 3-4 nights		
Why are they coming? e.g. - For a particular experience, attraction, event or natural feature - For business or meetings - To go shopping - To visit friends and family - En route to an iconic experience nearby		

When are they coming? e.g. - All year - Summer only - Spring, summer and fall - All week or weekends only		
Business services and capacity		
Type of business	Accommodation Attraction Tour operator Travel agent Restaurant Event Conference venue Tavern / pub	
How many rooms do you have? (accommodation)	Rooms: Beds:	
How many staff do you employ?	Full-time: Part-time:	
What facilities and services do you offer?		

If the tourism planning committee has access to a GIS specialist, the tourism businesses could also be requested to provide their GPS location to enable the location of businesses to be mapped. Such a visual representation of the tourism industry can also provide an idea of specific clusters within the destination.

Experiences, products and activities assessment (tourism supply)

Another element of the tourism supply analysis is the experiences, products and activities that are on offer in the area and those in the broader region. These are points of interest that generate demand and motivate tourists to travel. This can include those operated by government, NGOs, and the private sector: Attractions: the main reason for people to visit, and which includes natural and cultural attractions such as

museums/historic sites, interpretive centres, golf courses, mountains, waterfalls, heritage buildings, monuments, beaches, major hiking trails, iconic landscape features, parks (some of these attractions could be noted in the natural and built features asset mapping exercise above);

- Recreational and Cultural Facilities and Activities: art galleries, arenas, theatres

- Festivals and Events;

- Other Experiences: programs or activities that appeal to travelers;

- Demand-supporters: services that can extend the stay of visitors in an area;

- Amenities: tourism infrastructure that includes accommodation, tour operators, tour guides, restaurants, accommodation, campgrounds, visitor information services, restaurants (for these it is important to note their capacity, i.e. the number of units and people that can be catered for);

- Access - local transport & access to & from destination.

It is important to know what currently exists and then highlight the gaps you see. For example, if you want to attract more visitors, are the amenities able to accommodate them or do more need to be built? To do this you must build an inventory of the experiences, products, and activities with relevant additional information, such as operating season, key experiences and features, whether it generates demand, and its market readiness.

Worksheet 9 **Understand what your community has to offer**

Name of experience, product or activity	Operating season	Key features and experiences	Is it a demand generator? Why?	Is it market ready? If not, why not?
Add or delete rows as required				

- Banks/ATM machines;

- Convenience stores, grocery stores;

- Petrol stations;

- Coffee shops;

- Retail shops.

Worksheet 10 **Inventory of other amenities and services**

Type of amenity/service	Community is well-supplied	Shortage or lack of amenity/service
Visitor information services		
Petrol stations		
Banks/ATM		
Convenience stores		
Grocery/liquor stores		
Specialty shops		
Other shops		
Parking		
Welcome signage		
Directional signage		
Other (add rows as required)		

In addition to the above tourism supply elements, by drawing on the knowledge and expertise of the tourism planning committee, consider what else the area might have to offer with the potential to become a tourism experience or support tourism. Consider:

- "Hidden gems' – these may not be something you would consider part of the area's' tourism offering

but have potential to add value to the visitor's experience, such as a local expert, artisan, musician, chef.;

- Natural features or resources – a special beach, old-growth forest, bird watching area, hiking trail, etc;

- Local historic event or feature that could be the stimulus for an event or program; Local 'hero' or 'famous person';

- A manufacturing plant that might offer tours or workshops;

- A community event that could be grown into a tourism event.

(Source: Nova Scotia Guide for tourism planning)

As you generate your inventory and start to get ideas for tourism planning, it is important to remember that tourism opportunities will only reach their full potential if they respond to a desire or demand in the market. What you or people within the region may consider of great value and interest, such as an antique collection or an obscure historic character, may hold little interest to tourists and therefore will not have a strong enough pull-factor for tourists.

The tourism market (demand analysis)

A tourism market assessment for your destination is a critical part of the situation analysis research and forms the basis for the tourism action plan.[4]

The tourism market is made up of the visitors that come to the area you are planning for, the attractions and services that draw them in, and the ways in which tourists are encouraged to visit.

When doing tourism destination planning it is important to source reliable data to inform your planning. Stats SA reports on the number of foreign visitors and tourists to South Africa on a monthly basis, while South African Tourism conducts regular surveys of departing foreign tourists at various border posts, and publishes the results of their surveys in quarterly reports on their website. In addition, both Stats SA and South African Tourism conducts domestic tourism surveys that provide information about the domestic tourism market.

TIP

It may also be useful to contact the relevant research units within Stats SA and SA Tourism to understand whether they have any data that is specific to your destination, which may not be published in their regular reports.

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3   In addition to the information provided here, also refer to the Demand and Supply Market Analysis Framework developed for the NDT by the University of Pretoria.

You can also get some data and/or estimations about tourism demand from:

- Provincial tourism authorities;
- The local municipality - rates, IDP, SDF, etc;
- Research conducted by universities;
- The above data sources are often generic, and not specific to your destination. It may therefore be necessary to conduct further tourism demand research. This can be done through;

- Business surveys (as outlined above) – existing businesses have a good understanding of the current tourism demand as well as some trends;
- Conduct visitor surveys – which can be complex, expensive and time consuming;
- Use the collective knowledge and experience of the tourism planning committee – using the templates below.

Visitor surveys provide the most accurate data, and there are ways in which to mitigate the challenges, such as providing survey questionnaires at the local tourist information centre, or at accommodation establishments and other tourism operations, or to develop online surveys that can be accessible via the tourism website and social media platforms.

TIP

In designing the survey questionnaire, it is important to ensure that questions are asked in such a way that they will provide the right kind of answers. Request help from your provincial tourism authority or SA Tourism's research unit or Stats SA if needed.

To get a better understanding of the profile of current visitors, you can make use of the questions in Template 11 and 12. Work with the tourism planning committee to answer the questions. As you begin, it is not necessary to have the most up to date and accurate data available to answer the questions, but rather to get a general idea. This will also help you to understand how the area you are planning for fits into the broader region and South Africa's tourism market.

Who are your visitors?

- Older or younger?
- From the region, from other parts or outside of the municipality/country?
- On day trips, overnight visits, or just passing through?
- Families, couples, singles, groups?

Why are they coming?

- For a particular experience, attraction, event, or natural feature?
- For business or meetings?
- To stay at a special local accommodation or dine in a particular restaurant?
- To go shopping?
- To visit friends and family?
- En route to an iconic experience nearby?

When are they coming?

- All year?
- Summer only?
- Spring, Summer, Winter and Autumn?
- All week or weekends only?

What do they do?

- Participate in activities - which ones?
- Visit attractions - which ones?
- Shop
- Sightsee
- Eat out

How long do they stay?

- Half-day or less
- One Night
- Several nights
- Extended periods

DESCRIPTION OF VISITORS TO YOUR MUNICIPALITY

ANY VISIBLE CHANGES OR TRENDS?

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How to use the tool

Answering the questions for each stage of the process described above, through data capture and analysis, allows you to develop a description of the visitors to your municipality and allows for the identification of any changes (since the last time data was captured and analysed) and trends.

Practical example

Description: Visitors are young families from outside of the region who generally come on day trips to experience the beaches and hiking trails in the area, particularly in the summer months.

Trend/change: The trend of visiting to experience hiking trails has increased, particularly among young families, since the trails were upgraded and made child friendly in 2016.

Worksheet 11 **Understand the visitors to your area**

Key visitor characteristics	Describe visitors to your community	Any trends or changes happening
- *Who are your visitors*? e.g. Families, couples, singles, groups Older or younger - From the region, from other parts of South Africa or from outside South Africa - On day trips, overnight visits to your community or just passing through		
Why are they coming? e.g. - For a particular experience, attraction, event or natural feature - For business or meetings - To stay at a special local accommodation or dine in a particular restaurant - To go shopping - To visit friends and family - En route to an iconic experience nearby		

When are they coming? e.g.		
- All year		
- Summer only		
- Spring, summer and fall		
All week or weekends		
only		

Worksheet 12 **Understand the visitors to your area**

Key visitor characteristics
Is your community the destination for your visitors? If so, what brings them?
What do most visitors do while in your community?   Participate in activities – which ones   Visit attractions – which ones   Shop   Eat out   Sightsee
How long do visitors stay?   For ½ day or less   For one night   For several nights
Other:

To identify potential new markets that may consider your area / destination in future, you can use Worksheet **13** You can also refer to the marketing strategies of SA Tourism and your province to identify potential markets

that are included in those strategies, but that is not currently coming to your area.

Worksheet 13 Potential new markets for your area

Markets – new or with potential to grow	Key characteristics & interests or needs	What our community offers or could offer for this market
e.g. Couples from other parts of South Africa	Active – they want to hike, kayak, canoe, cycle along with a chance to relax Also want fine dining and good quality accommodation	We have a beach and large sheltered bay that is great for swimming – but no lifeguards Good roads – but hard for visitors to find them New lodge offers great dining and accommodation
Winter weekend visitors from Gauteng	Getaway market – want cottages with view of the ocean, option of dining out	Only a few of our cottages have fireplaces – perhaps more could be upgraded? We have great ocean views Lodge is trying to stay open in winter – so dining out is available
Mountain biking	Mostly from Jo'burg area, other parts of Gauteng Need accommodation for small groups of friends – e.g. cottages; also hotel rooms Need dining options	Mountain bike routes is just being expanded with 4 options – will be good for marketing We have some cottages that could be used Local mountain bike club is strong and very interested in hosting events and supporting
Fishing enthusiasts (people who come primarily to fish)	Younger, singles and couples; mostly from outside North-West and Limpopo Information on where to put in,	We have a great bay and connecting river for fishing – offers a variety of different fishing types/ experiences. Need more information for anglers,

Markets – new or with potential to grow	Key characteristics & interests or needs	What our community offers or could offer for this market
	best routes to take, places to stop Reasonably priced places to stay overnight	directions to put-in locations, signage
The information above is as an example – delete the examples and develop your own information.		

The final aspect of the market analysis is to understand the ways in which tourists are encouraged to visit the area through marketing and communications. It is necessary to consider who is involved, what they are saying about the area and tourism, and how they are communicating with tourists. It is important to look for any opportunities for more effective and cost-saving campaigns, such as if there were to be a coordinated and collaborative approach from all tourism stakeholders. The worksheet below should assist in understanding the current marketing environment for your destination.

Worksheet 14 **Understanding current marketing initiatives for your destination**

- If there is a local tourism organization or committee, do they have a marketing plan and budget?
- Who else markets tourism in your community?
  - The municipality?
  - A regional or sub-regional tourism organization?
  - A special interest group or a particular event or festival?
  - Chamber of Commerce?
  - The province?
- What marketing is being done now?
  - Is there a website? Is it up-to-date? Is it of good quality? Is someone tracking its users? Is it effective?
  - Is there any other online marketing – e.g. conversations in social media, promotion on other websites?
  - Is there a community guide and/or map?

- ■ Does the community participate in marketing efforts of regional tourism industry organizations? Or in any provincial efforts?
- How much money is being spent now? Where does it come from? Is it sufficient?
- Who decides on what marketing should be done?
- Do local tourism businesses participate in joint/cooperative marketing efforts?
- Are the current marketing efforts producing results? Is the best use being made of the money available?
- Is your community taking maximum advantage of available partnership opportunities?

(Source: Nova Scotia Guidelines for Community Tourism Planning)

Once you have a better understanding of the tourism market in your area, it can be valuable to look at what others are doing in South Africa, and globally, to attract visitors. This information is useful in two ways:

1. Researching what the others are doing, and what has been successful elsewhere may give you some good ideas for your own community.

2. Knowing what communities nearby are doing will help you avoid duplicating exactly the same experiences in your community. This knowledge may also suggest some opportunities to work together.

To start, there are many case studies provided in this guideline for just this reason. It is best to look at areas that are similar to your own to ensure that the information is relevant to you. For example, if you are a small community in a large rural region, look at what others with a similar set of characteristics and market features are doing to attract visitors.

Safety and security

In South Africa, the presence of crime and the lack of safety, whether real or perceived, can severely limit the attraction of tourists to an area. Safety is often overlooked, yet is a critical factor to the success of tourism.

While it is not always possible nor within the power of a municipality or destination to reduce crime rates, it is possible to have a good safety plan to try to prevent incidents of crime, and also to have a plan on what to do in the event of an incident.

TIP

Your response to an incident of crime or an accident often determines how the tourists view your destination. If the response is done well, the actual crime or accident often becomes less important in the tourist's perception of the destination.

The Tourism Business Council of South Africa's Tourism Safety Initiative is a great resource (www.tourismsafety.co.za)

A tourism safety plan needs coordination from a wide range of stakeholders, including but not limited to the police, the community policing forums, neighborhood watches, private security companies, volunteer safety services, emergency services, and the fire department. As part of the situation analysis it is necessary to understand the current state of safety and security in your tourism area. Use Worksheet 15 to determine this.

Worksheet 15 **Key aspects to check in respect of safety and security**

- Do you have a Safety and Security Policy which clearly sets out your goals and objectives?
- Do you have a Safety and Security Plan based on an analysis of the risks to tourists at your destination?
- Do you have good coordination to carry out your tourism safety and security policy and plan with:
  - SA Police Services...
  - Home Affairs: Immigration Dept..
  - SARS: Customs..
  - Health Institutions...
  - Fire department...
  - Emergency Services...
  - Other Officials..
- Do you include local business people in discussions of your safety and security policy and plan?
- Are meetings open to interested citizens' groups?
- Do you provide safety and security information to the principle tour operators of/for your destination?
- Do you have a multilingual brochure for visitors with the most pertinent safety and security tips?
- Do you have clear signage, good lighting and emergency telephones for tourists?
- Is there a licensing system for:
  - taxis?...
  - accommodation? ....
  - restaurants? ....
- Are measures taken to prevent unlicensed operators?.............................
- To what extent is your destination universally accessible?
  - 0% to 40%...
  - 40% to 60%...
  - 60% to 80%...
  - 80% to 100%...
- Is water supply adequate and of good quality?
- Are restaurants and catering facilities regularly checked for sanitation and good hygiene?

- Do all hotels meet local fire standards? Are hotels regularly checked for fire safety plans?
- Are there up-to-date contingency plans for natural disasters?
- Do you hold regular safety and security meeting with representatives from government and the community?

Basic infrastructure and services impacting on tourism

When conducting the situation analysis, also consider the basic infrastructure that impacts on tourism. If, for example, a key attraction for the area is accessible only via 4x4 vehicles, it will be limited in the potential visitors it can attract, and the construction of a new road should be prioritised in planning.

This also applies to other basic infrastructure, such as electricity, telecommunications, water and sanitation. If these are not available, tourism businesses may not develop in the destination. The reliability of these services is also an important consideration. For example, if an area with tourism businesses experiences regular power outages, visitors may not be happy and demand refunds, which threatens the sustainability of these businesses and the jobs they provide.

Poor waste management is a municipal service that can be a deterrent for visitors to certain areas. Identify areas with tourism potential where this may be a problem.

8.3.2 Step two: identify key opportunities and obstacles

With the situational analysis completed, you will now know far more about the area you are planning for and what gaps exist. The challenge is to identify the ways in which a tourism strategy and plan can assist the development of tourism in a positive way.

Some questions to consider[5]:
- Do the experiences you have fit with market interests? If so, what can be done to improve them? If not, are there opportunities to develop new experiences that fill the gaps, experiences that are a better fit with what today's travelers are seeking?

- What gaps need to be addressed for you to respond to the new markets you identified earlier, or to grow your existing markets?

- Do you have something unique that could become an authentic visitor experience, something that will attract travelers to explore the nooks and crannies of the seacoast or get immersed in the living history and culture of your community? Or some way in which visitors can engage with friendly residents, creating memorable moments on their vacation?

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[5] Nova Scotia Guidelines for Community Tourism Planning

- Are you close to a significant experience or destination? Can you build on this and offer experiences that   will encourage tourists to travel and experience your area?
- Are you a destination already? What gaps need to be addressed for you to become a destination?

From answering these questions, you should be able to identify strengths to build on, weaknesses to overcome, opportunities to take hold of, and threats to mitigate or adapt to for the destination.

Use Worksheets 16 and 17 to conduct a SWOT Analysis for your destination.

> Strengths and weaknesses are, to some degree, in your control;
>
> while opportunities and threats are external factors that you may have little control over.

Strengths
Areas you do well in or advantages of your organisation

Strengths

Weaknesses

Weakkness
Areas to be improved

SWOT

Threats
Potential problems / risks caused by external factors that your organization may face

Threats

Opportunities

Opportunities
External factors that may contribute to your organisation and can

Worksheet 16 **Strengths, weaknesses and opportunities**

Tourism element	Strengths	Weaknesses	Opportunities & gaps
Attractions & activities			
Natural areas			
Festivals & events			
Specialty shopping & dining			
Accommodation			
Other experiences			
Amenities & services			
Other – infrastructure, marketing, community resources, tourism industry organisation, other	*Add rows as needed*		

Worksheet 17 **Threats/risks and proposals for mitigation**

Threats/risks	Proposals for mitigation or adaptation
Add rows as required. In looking at risks, ask yourself, "what could go wrong?" or, "Have we had bad situations and could they happen again?"	

The importance of a SWOT analysis is to start clarifying the response the destination has to the various identified factors. It helps the destination see the situation as it affects tourism now and into the future, and allows the organisation to plan how to manage all the issues raised. This response should be based around these actions:

- Maintain, build and leverage strengths

- Prioritise and optimise opportunities

- Remedy or exit weaknesses situations

- Counter threats

8.4 Target setting

8.4.1   Step one: establish a vision

A vision is a shared dream or picture of the future that is easily understood by all stakeholders. It should be short and clear and offer an achievable target that will guide your activities and decision making in relation to achieving your objectives.

A tourism vision for your destination should set out the unique experiences that you will offer to visitors and include all stakeholders. It should describe what the destination of the future will be. The vision will guide the rest of your tourism plan for the destination.

Your tourism planning committee – as described in Section 8.2.3 – is representative of stakeholders in the tourism planning process and therefore the ideal group to develop the tourism destination vision. Additional stakeholders can be included in the process to ensure wider buy-in for the vision.

Use Worksheet 18, as well as the guidelines for running effective workshops (Worksheets 5 and 6) to guide the workshop to develop the tourism vision. It is recommended that an impartial facilitator be used to facilitate the workshop, as this will allow all members of the tourism planning committee to equally participate in the process, but it is not essential, and the visioning workshop can be facilitated by someone on the planning committee.

Worksheet 18 **Visioning**

1. Divide participants into small groups (4 or 5 people per group at most)

2. Ask each group to agree on the ten key words or phrases that describe what they think the tourism
destination could aspire to be in 5 or 10 years.

3. Ask a representative from each small group report back to the full group and record all the words/phrases
on a flip chart.

4. Ask the whole group to agree on the common words/thoughts/phrases that should be included in the
vision.

5. Either work with the group to craft a vision statement or establish a small committee to take away the results
of the session and come back with some specific proposals for the larger group. If you have a

facilitator for the session, you can task them with developing the vision statement for you to review.

8.4.2 Step two: develop goals, objectives and indicators.

Goals describe the outcomes that you want to achieve in support of your vision. Goals include general aspirations and directions to enhance local tourism. Unlike objectives, they are not expressed in measurable terms. You should not have more than five or six goals, though you may start out with a longer list.

When developing your destination's goals, you need to look at, amongst others:

- What you have to do to achieve your vision;
- Review the situation analysis and the SWOT analysis that you have done to highlight the gaps or problems you have identified. Closing gaps and solving problems can be defined as goals;
- What goals others have (e.g. province and national) that your destination should support.

On each of the elements of analysis you can ask the following questions to get the active involvement of everyone at workshops and planning sessions:

- What are you trying to achieve?
- What are you trying to avoid?
- What are you trying to preserve?
- What are you trying to eliminate?

The answers to these questions will help you to confidently set up your goals.

FOR EXAMPLE:

An identified gap may be 'there is lack of cooperation between the public and private in the local tourism industry. Then determine what you have to do to tackle the problem. Your goal is to take away the problem. Thus the above problem could result in the following goal:

Encourage closer relationships between the public and private sectors of the tourism industry.

Other examples of goals can be:

☐ Increase the number of visitors to the region;

☐ Enhance the level of visitor satisfaction within the local area.

☐ Increase the support for tourism in the region from the local community.

☐ Maintain the quality of visitor attractions and the environment.

Once you have defined your goals, you should define **objectives**. Objectives should be SMART:

- **S** - specific, significant, stretching
- **M** - measurable, meaningful, motivational
- **A** - agreed upon, attainable, achievable, acceptable, action-oriented
- **R** - realistic, relevant, reasonable, rewarding, results-oriented
- **T** - time-based, time-bound, timely, tangible, trackable

Goals and objectives must be aligned and each goal may have more than one objective. Below is an example of how goals and objectives align.

Goal	Objective
To improve the safety of visitors to the area	By 2010, 95% of all visitors to the area will regard it as a safe place to visit.

One of SA Tourism's goals is to increase visitors to South Africa, and their recently stated objective linked to this goal is to increase visitors to South Africa by 5 million in 5 years.

Once the goals and objectives are identified based on the analysis above, ask each member of the tourism planning committee or even the broader community to identify their top 4 - 6 priorities. If some of the goals get very few votes, then seriously think about whether they are important or if they should be dropped. Use Worksheet 19 to facilitate the prioritisation of goals and objectives.

Worksheet 19 **Goals and objectives**

Goals		Objectives	
Goal statement	Priority	Objectives	Time frame

Once the goals have been prioritised, you can define the **indicators** that will be used to monitor the achievement of the goals and objectives.

Indicators are a key element of monitoring and evaluation, yet they must be considered relatively early in the planning process and not only during monitoring and evaluation. These indicators help you to determine whether you are on track with the implementation of your tourism plan.

When you define the indicators upfront, you can also include certain actions in the plan to collect the data that is required to track the indicators. For example, 'jobs' may be an indicator that needs to be tracked, but then the actions would have to include a survey of businesses on an annual basis to determine the number of people they employ. Objectives may have more than one indicator.

In order to promote responsible tourism, of which integrated tourism is a foundation, it is necessary to consider indicators for tourism that include economic, social and environmental aspects.

8.4.3   Step three: develop an action plan

An action plan sets out the actions that you need to do to achieve your goals and objectives. There are different ways to write an action plan, e.g. the Melbourne Tourism Action Plan mentioned above is organised around the stages of a visitor's journey.

Alternatively, you could organise it around what needs to be done in terms of the three main elements of a tourism plan, i.e. product development, marketing and supporting infrastructure. Whichever way you decide to organise your plan, it needs to be clear and easily understandable.

The action plan needs to further link the actions to specific goals and objectives, identify who is responsible for each action, which partners may be required to achieve certain actions, as well as the resources required. The action plan should further outline the timeframes within which the actions need to be completed, the risks or challenges that may exist, and how you will monitor and measure progress against indicators. Use Worksheet 20 to document the action plan.

In response to the goals and objectives, consider that a range of actions may be required for each objective. Some examples of actions are provided below:

- Marketing:
    - Develop/upgrade the tourism website
    - Develop and print a tourist map of the area
- Product development:
    - Put an investment case together for the development of a new resort in the area
    - Train tour guides to provide interpretation at a local heritage site
- Supporting infrastructure:
    - Refurbish the public ablution facilities at the show grounds for events
    - Ensure that all tourism businesses have directional signage that comply with by-laws and other legislation
- Policy:
    - Develop by-laws for the development of accommodation establishments
- Organsiation:
    - If a local tourism association does not exist, facilitate the establishment of an association.

The different elements of the action plan are discussed below. It is suggested that these actions be developed in a workshop setting, and that the group be divided into smaller groups to deal with different goals and objectives.

Detail the specific actions

Develop detailed, task-oriented statements that set out clearly what needs to be done to achieve the objectives and goals.

Brainstorm within each group to identify the various actions needed to achieve the objective and list the actions/tasks in the sequential order in which they need to be done.

Be as specific as possible. The more specific the actions are, the easier it will be to implement. It's easier to work with a long list of detailed, manageable tasks than with a short list of vague tasks that leave the person(s) responsible in the dark about what has to be done.

In some cases, you won't know all of the actions that will be needed, and the action may be to 'find out or research what is required to achieve something' just to get things started. Action plans are fluid and will be revised as tasks get accomplished or if there is a shift in focus or direction.

Identify lead and partner stakeholders/organisations

This is a critical step in the successful implementation of the tourism plan. If no one is given the responsibility for the actions, it is very unlikely they will be completed.

Each action needs someone to take the lead in implementation. It might be an individual or a local organization, community group, municipal agency, an ad hoc committee established for a specific purpose, or, it might be one or more individual tourism businesses. Again, be as specific as possible and avoid saying "someone should do this".

If the organization or individual identified for specific actions is not directly involved in the planning process, you should talk to them and make sure they are prepared to take on the responsibility for an action.

In some cases, there will be other organizations or individuals who can assist with the action. Identify them as well and specify them as partners.

The resources needed and where they will come from

Resources may be financial or human resources.

Some actions will require money or investment – i.e. financial resources. The action plan should specify whether the financial resources will come from the municipal budget, or from another source. For some objectives, the first action will be to "obtain funding for…." Though it may not be accurate, try to determine how much money might be required for a specific action to be completed and some possible sources for such funding.

Other actions will require mostly time. A person who either works for the municipality or a volunteer at a local tourism association needs to spend time doing things. Consider the availability of such people to complete the actions.

Key issues or constraints that need to be addressed

For some actions, there may be some key issues or constraints that will prevent the action from being completed. The action plan needs to clearly state what this is and what needs to be done to resolve it to enable the action to proceed.

For example, the action may be to develop a new resort at a municipal reserve. The constraint may be that there is an existing tenant that leases the space from the municipality, and their lease is valid for another 2 years. The new resort developer may therefore not be appointed before the end of the lease.

A time frame for completion

Indicate a realistic time frame for completing the action. Certain actions may be achieved within 2 to 6 months. Other tasks could take a year or more to complete.

In the case of investment projects, particularly where specific processes, such as public-private-partnerships, will be used, the timeframes could be anything from 2-5 years.

How progress will be measured

Each action should have some measurable outcome or indicator to enable the progress to be tracked. Indicators are unpacked in greater detail in the monitoring and evaluation section.

The action plan should identify who will be responsible for tracking and measuring and when these reviews will take place.

Worksheet 20 **Action plan**

Objective	Action steps	Who will lead the effort? Who are the partners?	What resources are needed? Where will they come from?	Major constraints or issues	Timing	Measurement & review
Add rows as required						

8.5 Tourism marketing planning[6]

A tourism marketing plan is an important component of a tourism plan for a destination, as it provides the way in which visitors and tourists will be encouraged to visit the destination. It creates expectations in the minds of potential visitors of the experiences that they will have when they visit the destination.

> Though the actions required to implement the marketing plan will be included in the action plan, a separate marketing plan needs to be developed to inform the marketing actions.

There is a distinction between tourism marketing, and the corporate marketing of the municipality. Tourism marketing is usually the responsibility of the tourism unit within local economic development together with the local tourism organisation representing the private sector, while the corporate marketing of the municipality is the responsibility of the communications office.

A tourism marketing plan, at its most basic level, needs to outline the following elements:

- Marketing goals and objectives;
  - Identification of unique selling proposition of the destination – what makes your destination different from other destinations?
  - Defining the destination brand identity – what is the identity of the destination, including a logo of how it is portrayed in the market
  - Identification of the target markets – who do you want to attract to the destination?
- Identifying the products and experiences that will be offered to target markets and testing their market-readiness;
  - Positioning – how is the destination positioned in the minds of the target markets?
  - Competitive assessment – which destinations do you compete with?
- Marketing tools to be used;
- Marketing budget;
- Monitoring of the marketing plan through research;

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[6] Sources - Nova Scotia guide, Alberta guide, UNWTO Practical Guide to Destination Management, SA Tourism Planning Toolkit

8.5.1 Marketing goals and objectives

The marketing goals for the destination needs to be specific and measurable, and linked to marketing activities, as well as to the overall goals and objectives of the tourism plan.

Setting objectives for marketing also enables the setting of key performance indicators.

The steps outlined above to develop goals and objectives can also be used to develop marketing goals and objectives.

8.5.2 Unique selling propositions

In the market, many destinations compete for the attention and spending power of tourists (both foreign and domestic). An analysis of its tourism assets and resources (as described in section 8.3.1) will provide the destination with the reasons that tourists may want to visit. When comparing these to other destinations, the unique selling proposition (USP) of a destination can be defined. The USP has to be very clear, and there could be different USPs depending on the target market. For example, Dullstroom has established itself as a trout fishing destination, and the trout industry is its unique selling proposition.

8.5.3 Defining the brand identity

Branding is very important in destination marketing, and a brand represents the identity and personality of the destination. Most often, people think only of the logo when thinking about the brand, but the brand of a destination also includes the specific colours, types of fonts and writing style used in marketing communications, amongst others.

It is important to note the difference between the tourism destination brand of an area and the municipal corporate branding. The latter is usually for use by the municipality only, while the tourism destination brand may be used to define an area that covers more than just one municipal area. Tourists generally do not regard administrative boundaries within a country with any significance – it does not matter to them whether they are in the Free State or Gauteng when they visit the Vaal river (tourism destination). In some instances, municipalities and/or provinces need to collaborate when designing the brand identity of a destination that stretches across administrative boundaries.

Worksheet 21 can be used to guide the process of brand development for a destination. Once the characteristics of the tourism brand is defined, these can be taken to a graphic designer to design a logo for the destination that represents the characteristics of the brand.

Worksheet 21 **Brand development**

In order to complete this, imagine your destination as a person and try to define the characteristics of that person (are they old or young, is it a student or a professional, do they like physical activity or new experiences, etc?)

Question	Description for destination
Who am I?	
Who am I as a person?	
What am I like as a person?	
What do I do for fun?	
What do I value?	
What makes me different?	
To whom should I be important	
What is my passion?	

Source: Lesoba Difference

8.5.4 Identifying target markets

A very important part of the marketing plan is to determine who the target market(s) is. Unless it is very clear who the destination will be marketed to, a significant amount of budget can be spent without notable results. The research conducted during the situation analysis will inform this process.
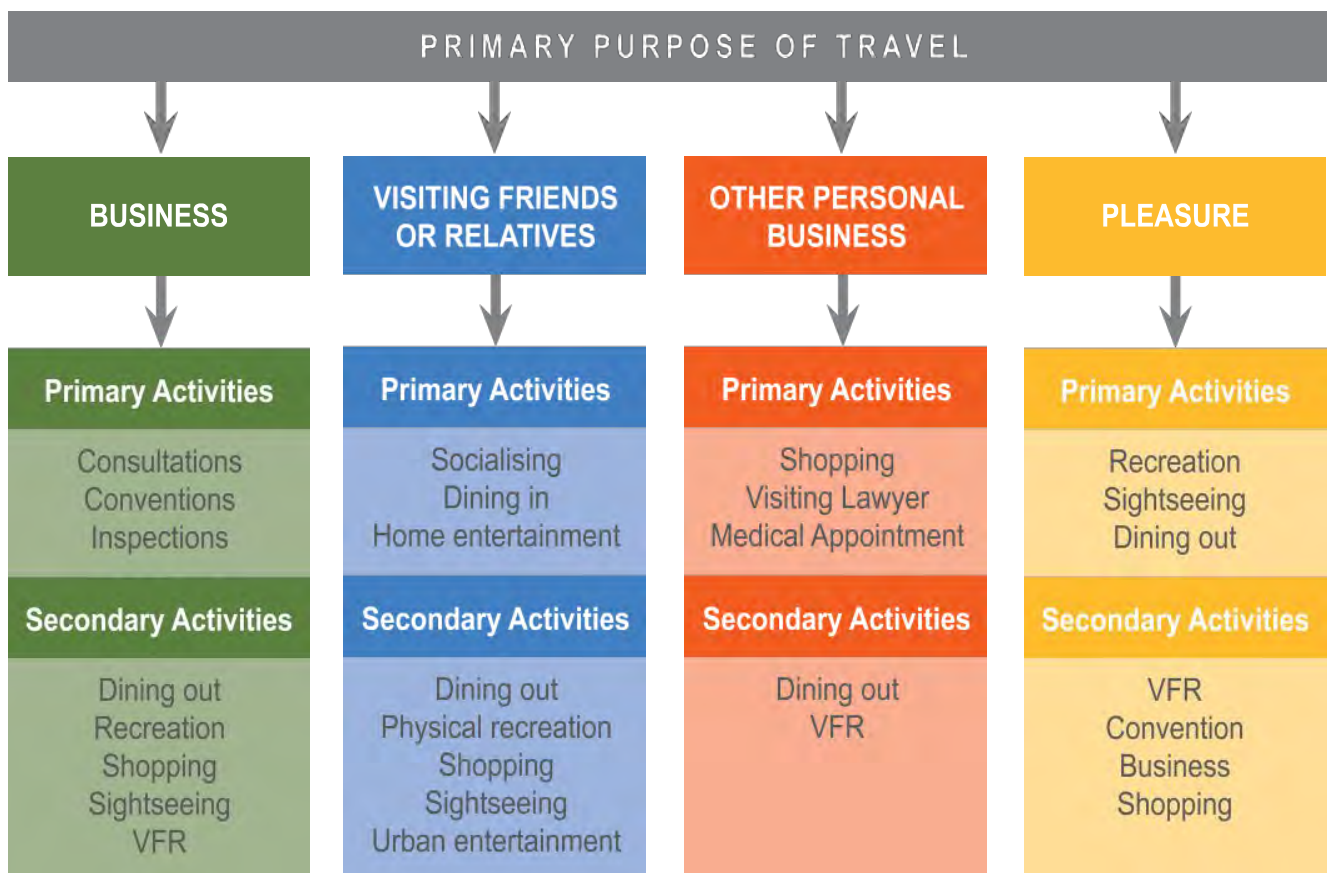
Segmenting demand is difficult due to the extreme diversity of the tourism industry. In recent years there has also been an increase in niche tourism – which is generally focused on specific interests of travellers, for example, bird watching, insects and butterflies, cycling, food, etc.

> Market segmentation is defined as the subdivision of a market into distinct subsets of customers where any subset may conceivably be selected as a target market to be reached with a distinct marketing mix. (Kotler, 1997)

Market segmentation refers to the types of tourists you are planning for, also known as demand-side components. This is important as each type of tourist has a specific set of needs and expectations that must be met by attractions or areas. When planning for a specific tourist type it is important to determine if there are

enough people to warrant special attention and whether there is sufficient similarity amongst them. You can describe and plan for the types of tourists in a variety of ways, a few of which are described here:

- Where tourists come from (geographic location): international or domestic tourists
- Socio-economic status: age, gender, income
- Culture and language
- The number of tourists travelling together: individuals, couples, families/small groups, large groups
- The activity or experience desired: visiting friends and family, scenic drives, campers, back packers, luxury excursions, business.

PRIMARY PURPOSE OF TRAVEL			
BUSINESS	**VISITING FRIENDS OR RELATIVES**	**OTHER PERSONAL BUSINESS**	**PLEASURE**
Primary Activities	**Primary Activities**	**Primary Activities**	**Primary Activities**
Consultations Conventions Inspections	Socialising Dining in Home entertainment	Shopping Visiting Lawyer Medical Appointment	Recreation Sightseeing Dining out
Secondary Activities	**Secondary Activities**	**Secondary Activities**	**Secondary Activities**
Dining out Recreation Shopping Sightseeing VFR	Dining out Physical recreation Shopping Sightseeing Urban entertainment	Dining out VFR	VFR Convention Business Shopping

Source: McIntosh et al (1995)

Amadeus reports on the **six travel tribes (or market segments)** that can be expected in the future, i.e.:

- Social capital seekers, who travel with social media audiences in mind;
- Cultural purists, who want to travel to immerse themselves in a different culture;
- Ethical travellers, who make their travel choices based on moral grounds;
- Simplicity searchers, who want to enjoy and relax without having to organise their holidays themselves;

- Obligation meters, who travel for a specific purpose and are pressed for time and money;
- Reward hunters, who travel mainly to indulge and reward themselves.

Once the target market is identified, then the marketing tools become clearer by which to reach them with particular messaging about the tourism destination. For example, if the Modimolle local municipality in Limpopo identifies birding enthusiasts (their interest) living in Gauteng (their geographic location) as a target market for its Nylsvley Ramsar wetland (tourist attraction) then they can advertise in the Birdlife South Africa magazine.

8.5.5 Identifying products and experiences

The next part of the marketing plan is to define the product or experience that the different target markets will 'buy' from the tourism destination.

A tourism product – that which the consumer buys – is complex and comprised of a variety of elements that, combined, provides the tourist with their experience. Grant Thornton defines a tourism product as follows:

It is an ensemble of tangible and intangible components including:

tourism resources (natural and cultural assets) and attractions,
- **basic facilities and infrastructure (airports, trains, roads, water, electricity, etc.)**
- **tourism infrastructure (accommodation establishments, food & beverage, etc.)**
- **leisure activities (things to see and do) and**
- **image and symbolic values (lifestyle, self-esteem, etc.)**

which offers benefits that may draw certain types of consumers as it appeals to   their travel motivation and needs.

An example of a tourism product is 'a beach holiday', or 'a guided birding tour'. This is the decision a potential visitor makes to visit the destination, and though some tourism products may appeal to more than one target market, some products are specific to one particular target market.

> SA Tourism developed the Sho't Left campaign to encourage South Africans to travel within SA and explore the destinations and experiences that this country has to offer.
>
> Visit https://shotleft.co.za/ to see the kind of packages that Sho't Left offers, ranging from hiking holidays in the Drakensberg to short city

It is also critical to determine whether the tourism products or experiences are ready for the market (refer to the business survey in section 8.3.1). Often a potential tourist attraction is identified, but there is no way for the visitor to experience it. For example, a destination may have a heritage site in a local village, but unless there is information about the site (either through a guided visit, or informational signage) and a means to get there (e.g. roads with directional signage, or public transport from the tourist information centre to the site), a visitor cannot experience this heritage site.

Further, the standard of experiences should be adequate for the target market. If the destination wants to attract high-income visitors from the USA, for example, but if has no 5-star accommodation and dining options available to accommodate them, this market may not be interested.

Products and experiences that are not market-ready can result in unhappy visitors that may never visit the destination again, and sometimes also encourage others not to visit as a result of their bad experience.

8.5.6 Positioning

When marketing the tourism destination, the destination uses specific messages to position itself in the minds of the potential market it wants to attract. This ensures that the potential visitor has a clear expectation of the destination when they decide to visit.

For example, if the Karoo positions itself as a rural farmstay destination, a potential visitor would understand that they cannot expect to find urban, upmarket experiences.

Marketers can use pictures and text to convey the positioning of a destination.

8.5.7 Competitive assessment

A tourism destination needs to understand which other destinations it competes with to ensure that it conveys the correct messaging to potential visitors. When it knows which destinations it competes with, certain aspects of the destination could be emphasised in marketing messages to the target market.

The competitive landscape is determined to a large extent by the unique selling proposition of the destination.

A tourism destination can compete with different destinations depending on the type of tourism product. There is no set number of competitors that can be identified. The key question to ask when conducting a competitive assessment is which destination your target market prefers?

In some instances, competitors can collaborate to enable them to attract a different market. Trout fishing destinations in Limpopo (Haenertsburg), Mpumalanga (Dullstroom) and KwaZulu-Natal (Drakensberg) may decide to collaborate and offer a longer trout fishing holiday package to international visitors for whom it may not make sense to travel to South Africa only to visit one destination.

8.5.8 Marketing tools

Once the marketing plan has identified which target markets to attract, which products are ready for the market and can be promoted, and how the destination will be positioned in the marketplace, one needs to decide on which marketing tools to use.

There are a variety of marketing tools available, and often a combination of different marketing tools is required. The available budget also determines which tools to use, as some marketing tools are more affordable than others.

Website

With more people using the Internet to search for information about travel and making travel bookings, it is critical for a tourism destination to have a presence on the Internet in the form of a website. Websites can be done relatively inexpensively, though care should be taken to ensure that the website accurately reflects the destination and its brand. All relevant information should be provided on the website, as well as contact details in case the person searching for information has more questions.

The costs associated with a website usually include hosting (which is a nominal fee per annum), design (usually a once-off amount, which may or may not include the cost of professional photographs) and maintenance (regular updating of the website to ensure that information is current).

It is recommended that a dedicated person be charged with the responsibility of the upkeep and maintenance of the website. This could be done through a contract with a service provider, but the service provider will rely on the owner of the site to provide the relevant information that needs to be updated.

Tips for a destination marketing website:

- The URL is important and the website address should be recognisable and linked to the brand;
- Brand consistency is important by using consistent colours and fonts;
- The website host should be reliable and ensure that the site is always available, provided the hosting fees are paid;

- The website should be of good quality and easy to navigate. It should use only quality pictures taken by professional photographers of a high enough resolution and provide quality information (no spelling mistakes, correct contact details, etc.);
- Adaptable to mobile devices – this is becoming more important as people use their mobile devices to search for information while travelling;
- Integrate social media onto your website;
- Provide different pages for different target markets to ensure that the information is relevant to the specific target market;
- Provide a downloadable map of the area so that visitors can get a sense of where different attractions and activities are in relation to each other to better plan their trips;
- Drive traffic to the website through search engine optimisation and social media campaigns, as well as print material;
- Pay attention to links with other websites – both inbound and outbound links;
- Provide contact details and the ability for visitors to send an email;
- Measure website traffic by using various tools available – and report this to trade partners;

Social media

Social media is an inexpensive way to market a destination and to communicate directly with a number of current and potential visitors. It is more real-time than a website (i.e. the information can be updated daily), but it also requires regular attention. In order to keep the attention of followers and fans on social media, posts should be made at least a few times a week, which requires a person who is dedicated to this task. Social media also allows visitors to post their pictures and experiences while visiting.

Facebook is a good place to start for a tourism destination, as it provides an opportunity to load pictures and text and events can also be set up via Facebook on the tourism destination's Facebook page. A Facebook page is free to set up, but an organisation also has an opportunity to run specific advertising campaigns for relatively low cost to target specific markets.

Instagram is a much more visual social media tool and relies heavily on photographs with little text. Twitter is not the ideal medium to promote a tourist destination but can be used for specific events to create interest and discussion.

Pinterest is another visual medium that can be used to create boards according to specific interests. A tourism destination can use this to group together images according to target markets.

YouTube provides an opportunity for a destination to upload promotional videos about the destination and share it across different platforms.

Partnerships and joint marketing

Tourism is all about partnerships, and marketing partnerships can assist a tourism destination to stretch its marketing budget.

A local municipality can set up partnerships with its local tourism organisation, district municipality and/or provincial tourism authority. It can also formalise marketing partnerships with event organisers for specific events that may assist in bringing visitors to the area, or with tour operators and travel agents that compile packages specific to the destination.

Partnerships can be done informally, or formally through joint marketing agreements – the details of which will be determined by the parties to the agreement.

Marketing collateral

Marketing collateral usually consists of a brochure and/or visitor map. Though many visitors prefer to use the Internet to search for information, brochures can still come in useful.

Destination brochures should cover the following:

- Destination brand / name;
- Compelling images that reflect the essence of the destination;
- Descriptive text detailing why visitors should come;
- Unique selling propositions;
- A map / location indicator (e.g. where the area is within the province or country);
- Contact details.

Brochures should be professionally designed and printed on quality paper. It is also useful to provide an electronic version of the brochure on the destination website.

A destination map is a useful tool for visitors that have already arrived in the destination, and can be used to direct them to various tourism attractions and amenities. Good quality maps should be used and they should be available from all tourism attractions and accommodation facilities to encourage visitors to see more of the destination.

Advertising and promotion

Advertising can be done through various mediums, including social media (very inexpensive), magazines (reasonably priced) and radio and television (very expensive). Advertising can also be done through direct email or sms campaigns to a database (relatively inexpensive) and via consumer travel shows (expensive).

Publicity and media relations

A variety of journalists write about tourism destinations in magazines and on personal blogs on the Internet.

Building relationships with these journalists – and sometimes hosting them within your destination in partnership with the tourism private sector – can result in editorial content. Such content is often more believable than advertising, which the destination pays for. Though journalists may stay in a destination on invitation, they will usually reserve the right to determine what content they publish.

The destination should not only build relationships with travel publications and bloggers, but also with the local newspapers. Local newspapers usually cover most stories, and can also be used as a means to communicate about tourism with the local community.

Visitor information services

In addition to the website, a destination could also provide a visitor information centre, where visitors can access tourism maps and brochures, and be provided with more information. Sometimes visitor information centres can also be used as a starting point for certain tours.

Given that tourism is not limited to specific days of the week, the tourism information centre should ideally be open 7 days per week. When it is not open, contact details should be provided on the door, as well as the website address, to enable visitors to obtain information after hours.

Signage

Both directional signage and informational signage (e.g. a board providing the background and history at a particular monument) can be used as a means of marketing and should ideally be branded according to the destination brand.

Events

Events are considered both tourism products and marketing tools. They can be used to lure visitors to the destination, but when visitors come to an event, they can also be used to showcase other elements of the destination that the visitors may not have been aware of.

A destination should establish at least one signature event that is hosted annually. For example, Grahamstown is known for annually hosting the National Arts Festival in July, and Ficksburg hosts the Cherry Festival every year in November.

Tourism trade shows

Tourism trade shows (both local and international) are usually aimed at the international market. A destination should determine the usefulness of attending such shows based on its target markets. If the international

market comprises a relatively large part of its target market, it is important to attend such shows. The most affordable way to attend trade shows is usually to enter into a marketing partnership with the provincial tourism authority that usually has budget to attend such shows.

8.5.9   Marketing budget

The marketing budget will determine which marketing tools can be used.

The marketing tools should be prioritised in order of importance to ensure an efficient allocation of resources. The implementation of some marketing tools (e.g. a website) has a longer lifespan and can therefore be used in multiple budget cycles even though no additional budget is spent on it.

There is no specific guide in respect of the size of a marketing budget, and to a large extent, the size of the destination will determine the size of the marketing budget.

As mentioned above, the marketing budget can be stretched through partnerships, where a larger stand at a tourism show can be procured by combining resources with a partner.

8.5.10   Monitoring the implementation of the marketing plan through research

The implementation of the marketing plan – just like the rest of the tourism plan – needs to be monitored to determine which marketing tools provide the highest return on investment. This requires market research, which could be done in a number of ways.

- Visitor surveys that include questions about how visitors heard about the destination could be very expensively done or the questionnaire could be distributed via accommodation providers. Online surveys provide a cost-effective way to conduct such surveys;

- Website statistics can provide information about the potential visitors that are interested in the destination through the use of tools like Google Analytics and others, which could be provided by the website designer;

- Social media advertising usually provides real-time feedback, as well as weekly reports that can be analysed to determine the effectiveness of particular campaigns;

An effort should be made to measure the effectiveness of each marketing tool used and for each budget item spent, as this will be useful in motivating for bigger budgets in future.

CASE STUDY I The Stellenbosch Wine Routes
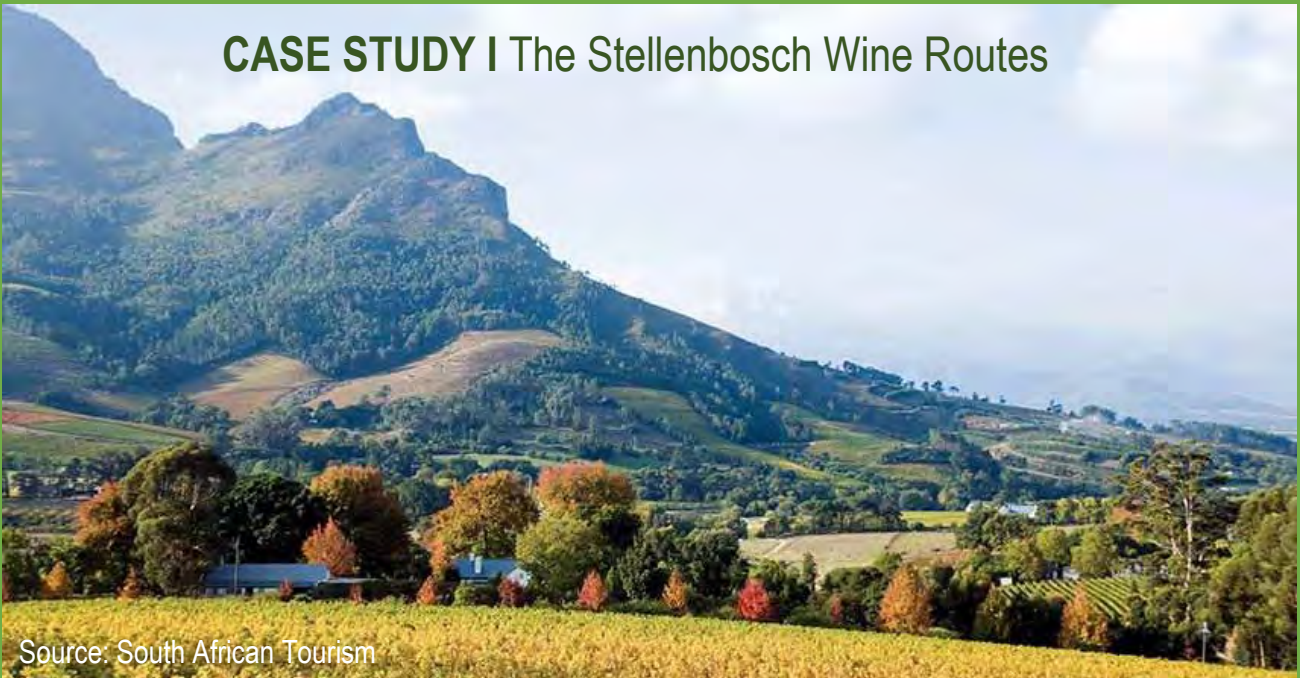
Source: South African Tourism

The Stellenbosch Wine Routes are one of the biggest tourist attractions in the Western Cape. The route represents more than 200 wine and grape producers within the boundaries of the Stellenbosch Wine of Origin classification. The Greek philosopher Plato remarked: 'Nothing more excellent or valuable than wine has even been granted by the gods to man' In 1971 Stellenbosch became the first wine region in South Africa to establish a wine route as an organised network of wineries at which the tourist could experience the product of the vine and tune into the soul of the region's winelands. The Stellenbosch Wine Routes currently provide a coordinated network of more than 150 wineries, each offering a unique cellar-door experience for the wine-lover and tourist. The Stellenbosch Wine Routes include 5 sub-routes which each have their own characteristics in terms of prominent wine styles, climates and geographical location. As part of the Cape Winelands, the Stellenbosch Wine Routes are part of the six most popular tourist attractions in South Africa and are also connected to the global Great Wine Capitals Network. Various activities and tours/routes can be viewed at: http://www.winelands.co.za/stellenbosch/

The winelands offer a selection of wine farms, accommodation, tours, tastings, restaurants- with a number of farms along each route.

Although Stellenbosch has seen rapid residential and commercial growth over the past few decades, the heart of the town still resonates with an historical atmosphere and cultural allure. The buildings reflect over three

centuries of occupation, including Dutch, Georgian and Victorian architecture. A myriad of museums and places of interest are found along the oak-lined streets. And the crests of the dramatically rising mountains that encircle the town - namely the Stellenbosch, Jonkershoek and Simonsberg mountains are always visible. Besides its status as a leading cultural, education and leisure destination, it is wine that has made -

and continues to make - Stellenbosch famous. The Stellenbosch Wine Route provides an example of a tourism route which brings together a number of destinations-in this case wine farms- within a single brand. It provides a replicable example of how local municipalities can create a strong internationally recognized marketing brand around an asset which is inherent to a local area- in this case wine.

8.6 Implementation and monitoring

8.6.1 Consultation and finalisation of the tourism plan

When the tourism planning committee has finalised the processes above and developed the action plan based on research conducted during the situation analysis, the plan should be shared with a wider stakeholder audience for their input before the plan is finalised.

This could take the form of individual consultations, input received via email, etc.

Have a special meeting with the tourism stakeholders who have not been part of the tourism planning committee and present the key conclusions and actions arising out of the plan. Their input is particularly important if you need their support and assistance with implementing the plan.

Use the feedback you get from these meetings to fine tune the plan. After these changes are included, you can prepare a final document.

8.6.2 Implementing the plan

As the tourism planning committee will be resolved once the tourism planning process is complete, there is a need to establish another committee or group to take overall responsibility for the implementation of the plan. This committee will oversee the process, make sure nothing falls off track, act as a sounding and advisory board and coordinate communications between the various players involved in implementation. This group should also monitor progress and lead any efforts to modify the plan or update it as required. This group might include members of your tourism planning committee or there may be an existing organization to play this ongoing role (e.g. a local tourism association).

The implementation committee should meet on a regular basis with the organisations and individuals tasked with implementing the various actions. These meetings should cover:

- Update on progress, compared to the timeframe in the plan
- Identify any roadblocks or challenges with implementation;
- Explore coordination with the actions of other groups;
- Modifications to actions and time tables;
- Priority activities.

Monitoring and evaluation is a core component of integrated tourism planning. Tourism markets frequently change so tourism plans and those involved in their implementation need to be agile, flexible, and quick to respond. Establishing monitoring and evaluation processes can assist you to be aware of the changes that need to be made in the ever-changing environment to ensure that tourism is sustainable and beneficial.

8.6.3   Tourism destination planning implementation framework example

You need to review the goals and objectives annually against the indicators that you have included in your action plan. In this way you can track your progress. After three to five years your action plan needs to be revised to allow you to revise the goals and objectives and set new ones if necessary.

In order to reach the objectives for tourism in South Africa, there is a need for measurable activities.

The following diagram illustrates the City of Cape Town's process for developing an implementation framework that will look at the actions and outputs required to achieve each of the identified objectives.

Below is a brief guide for how the City of Cape Town develops their implementation framework for tourism:

1. Identify the Strategic Objective identified through the analysis process.

2. Develop a set of implementable objectives derived from the strategic objectives.

3. Turn these objectives into actionable projects and actions.

4. These actions will each have a set of intended outcomes and set of performance indicators to allow for the municipality to appraise its projects.

5. Key stakeholders responsible and accountable for the implementation of the action/project should be identified and some consideration given to budgeting and timing/phasing.

6. Repeat this process until you have developed a strong set of objectives for tourism planning in your municipality.
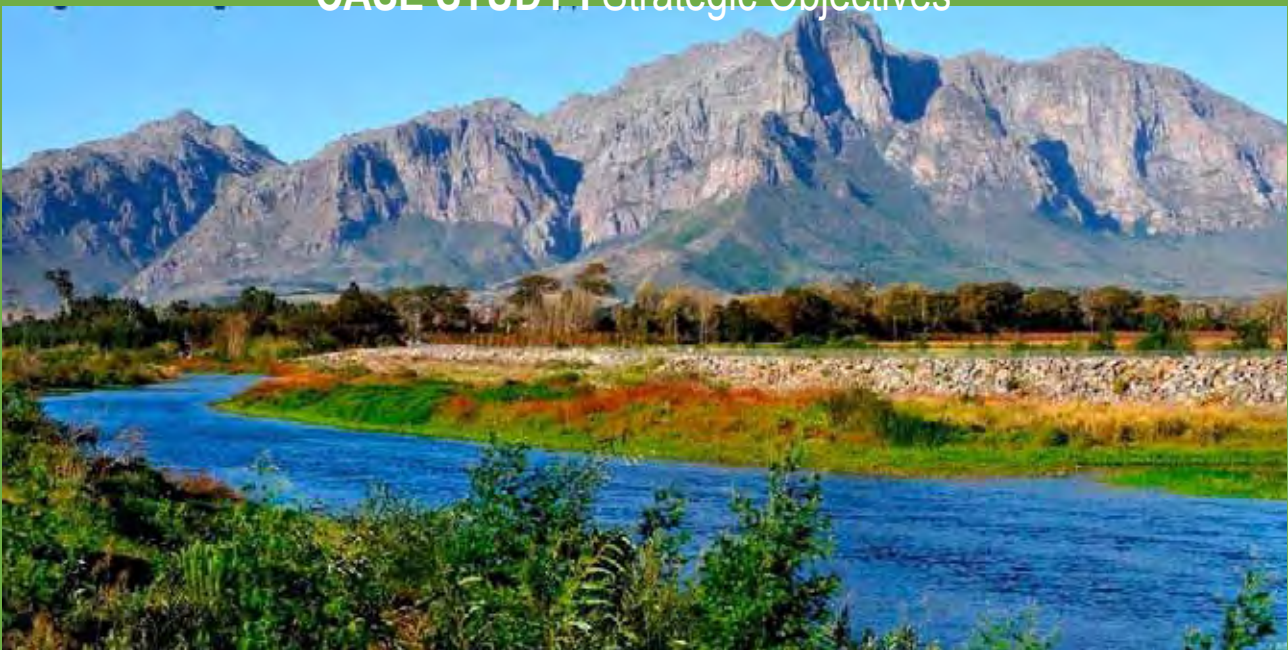
This example is only intended to be a rough guide and provide a workable example as a framework which can be adapted. It can be modified, adapted, and improved upon. It represents potential minimum requirements which can be packaged and planned in a number of ways. The idea is to turn your strategic objectives into actionable processes which are implementable within the institutional and policy context of your municipality.

An example of strategic objective development is shown below as a practical example of how it can be used as a guide to inform the development of an implementation framework. For each strategy there might be a series of or many actions, projects, or programmes.

Strategic objective: e.g. Strive to strengthen partnerships with local communities					
Objective 1: e.g. Promote the practicing of responsible tourism					
Component objective: To e.g. Provide support to SMME tourism developments within and owned by local communities					
Strategies/ policies	Actions/ programmes/ projects/ outputs	Performance indicators and appraisal basis	Key accountable entities/ partnerships	Priority/ reporting and budget cycle	Timing

Inform local communities of any tourism opportunities identified	Hold workshops with community groups	3 workshops a year, with strong community engagement	Swartland Municipality and West Coast Tourism	1st Quarter 2018- Approx. cost- R20 000	Short-term

An example of a municipality who has adapted a similar process of strategic objective development is the Drakenstein Local Municipality in the Western Cape. An example of how they define strategic objectives an associated projects is laid out as one way of preparing an implementation framework (note this is not their actual approved plan – but provided as an example). The important factors are that you have clearly stated your strategic objectives, your objectives, the programmes / projects / performance indicators which will aim to achieve your objectives, accountable entities/stakeholders/partners and accountabilities, target setting, timing and phasing considerations and policy alignment through a number of spheres. Creativity will assist in adapting the templates below to best suit your specific needs and requirements within the context of your municipality and based on a thorough analysis.

Strategic objective

| Strategic objective	To grow the regional competitiveness of the destination through product diversification and enhancing product offerings.
Objective statement	To facilitate a dynamic tourism product development strategy that is aligned with the region's tourism niche markets as well as target markets.
Baseline	2016/2017: 3 Niche tourism products identified and proposals submitted i.e. Cultural and Heritage tourism products e.g. Mandela Legacy project and Arts and Craft project. Community Tourism –e.g. Saron Rural tourism product development.

Quarterly target for 2017/18

Performance indicator	Reporting period	Annual target 2017/18	Quarterly target				Responsible entity
			1st	2nd	3rd	4th	
1. Dynamic sport tourism product development strategy developed.	Annually	1 draft strategy developed				1 draft Strategy developed	Drakenstein
2. Nelson Mandela Legacy Project developed and established	Annually	1 Photo Exhibition completed and launched		Photo Exhibition displayed			Drakenstein
3. Implement the Integrated Arts and Crafts Route	Annually	1 established Arts and Crafts Route			1 progress report on implementation of integrated Arts and Crafts Route		DLTA

4. Facilitate the support of a number of Events to ensure geographical spread, brand exposure and product development.	Annually	10 Event Support applications approved	3	3	4		Drakenstein

Alignment of Drakenstein's strategic objectives

Western Cape Government – As per departmental Annual Performance Plan		Drakenstein Municipality as per approved Integrated Marketing strategy of 2008		Drakenstein Local Tourism Association (DLTA) as per Service Level Agreement	
Strategic objective	Project	Strategic objective	Project	Deliverable as per SLA	Project
SO1: To co-ordinate a single tourism destination strategy and delivery model, which ensures effective and integrated	Number of Stakeholder co-ordination strategies developed	SO1: To review the Integrated Tourism marketing Strategy	Review of the Tourism Strategy as part of the Integrated Economic Growth Strategy in 2017/2018	Formulate a local tourism policy and strategy according to DMOs related planning activities and the Municipality's IDP & Local Economic Development initiatives	5-year Strategic Business Plan to be submitted. Annual Performance Plan to be submitted
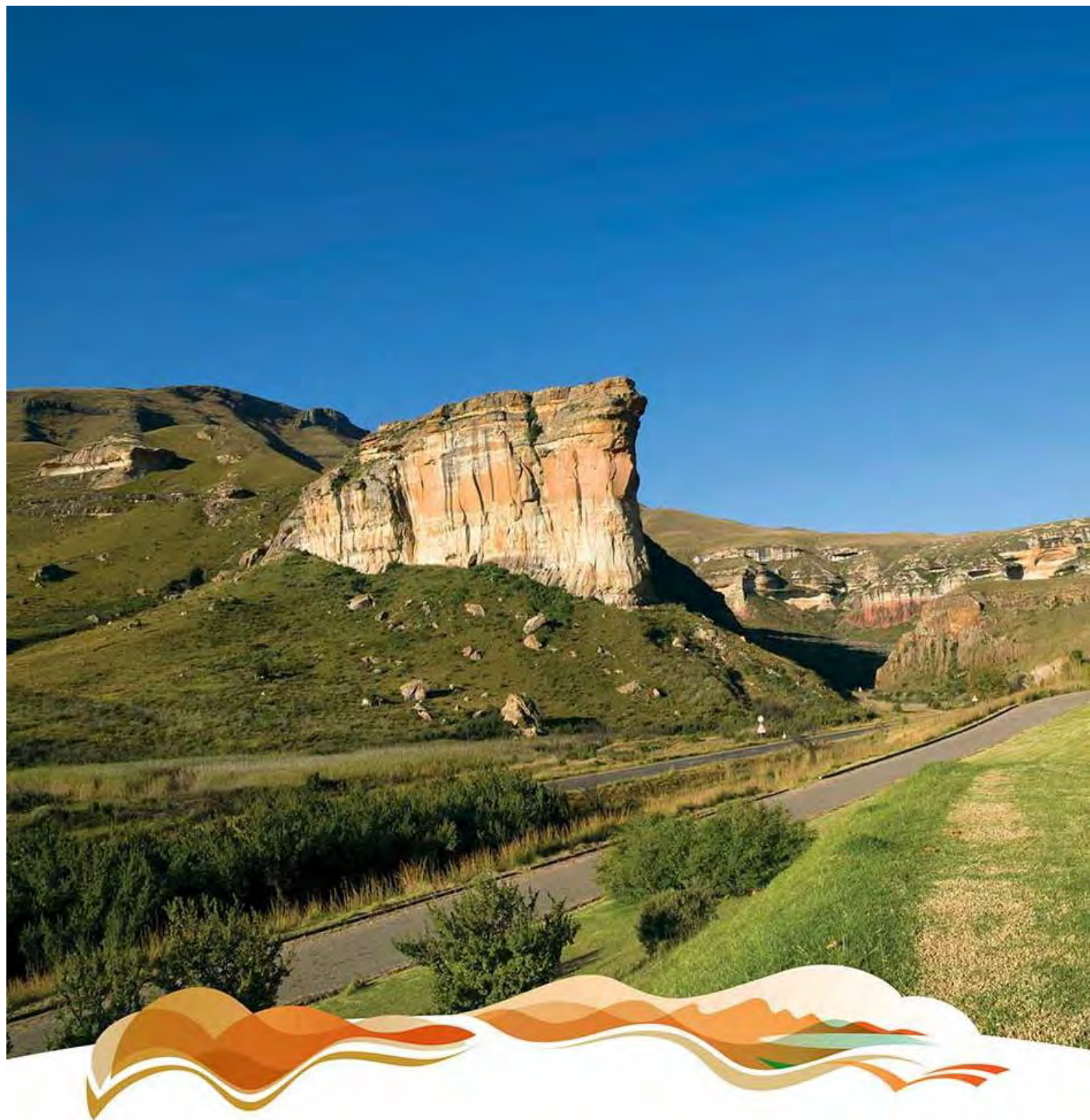
CHAPTER 9:
TOURISM DEVELOPMENT FUNDING

9.1 The funding challenge

Inadequate investment in the tourism economy has been identified by the National Department of Tourism as one of the main challenges constraining the growth of the tourism sector. The National Tourism Sector Strategy (NTSS, 2017) sets various targets that need to be achieved by 2026, including specifically to:

> Increase capital investment to R148 billion in 2026 from a baseline of R64 billion in 2015.

The following factors are possible underlying causes for the limited investment in the tourism economy:

- Limited appreciation of the potential of tourism to contribute significantly to economic development, including revenues, economic opportunities and job creation
- Limited and incoherent national tourism investment strategy, partly underpinned by the split competence between national and provincial governments
- Institutional discontinuity
- Absence of an institutional champion
- Urban bias

An additional challenge is that tourism is perceived to compete with the developmental mandate of a municipality. Municipalities shouldn't see this as an either / or situation, with housing needs, for example, trumping tourism, but rather as an opportunity for integrated planning to ensure that the destination is equally attractive for its residents and potential visitors.

In terms of investment, the tourism economy is thus characterised by:

- Low propensity to fund tourism projects;
- Inadequate and/or uneven allocation of resources to tourism development at provincial and municipal levels;
- Uneven planning, promotion and attraction of investment (including foreign investment) for the tourism economy;
- Underdevelopment of the rural tourism economy;

Municipalities should consider the following guidelines regarding tourism funding:

- Municipalities need a "tourism champion" who takes initiatives and understands the process and challenges. This person should attend key events and set up meetings to leverage inter-departmental tourism support within the municipality and its structures and processes;

- Piggy-back off work already being done in the municipality as a resource conservation technique. This means, for example, approaching an environmental official to ensure sufficient land use guidelines within a buffer zone of a national park;

- Ensure that there is strong investment coordination, linking leveraged funds to projects on the ground (both SMMEs and larger operators). This means, for example, linking a SALGA initiative for small towns with an NGO on the ground that supports informal traders;

- The timing of tourism planning is very important, and it is vital to have all the necessary data prepared before the IDP and budgeting process so that tourism planning can be successfully integrated into the municipal IDP and budgets. Tourism planning needs to find its way into all departmental strategies as it relies on a variety of infrastructure to succeed, e.g. roads. It is also about leveraging support from politicians and other line departments in the municipality. For example, you might not have budget for building a road for a tourism route, but the Department of Transport and Public Works could have;

- Prepare an integrated tourism destination plan so that you are in a position to contact the National Department of Tourism or your provincial department responsible for tourism for support.

Funding sources for financing infrastructure development include public financing; development assistance from donor or international development agencies; financial institutions; and private sector funding. While resources are dwindling, there is increasing focus on social services, so municipalities should link tourism development with socio-economic developmental outcomes such as jobs. The main sources of funding are listed below:

9.1.1 Public financing for tourism projects

Department of Tourism:

- Tourism Incentive Programme (TIP)
- Social Responsibility Initiative (SRI) or Working for Tourism – Expanded Public Works Programme (EPWP)

Department of Trade and Industry (the dti):

- Critical Infrastructure Programme (CIP)
- Capital Projects Feasibility Programme (CPFP)

Department of Cooperative Governance and Traditional Affairs (COGTA):

- Municipal Infrastructure Grant (MIG)[1]

Development Assistance for tourism projects**:**

Government of the United States of America:

- •USAID

Government of the United Kingdom:

- Department for International Development

   (DFID) European Union (EU)

World Bank (WB)

9.1.2 Borrowing from financial institutions

Financing institutions are a significant source of infrastructure development funding, through commercial loans extended to infrastructure project developers. The major banks in South Africa include First National Bank, Standard Bank, Nedbank, ABSA, and Investec.

In addition to commercial banks, there are also various development finance institutions, such as the Industrial Development Corporation (IDC) and the National Empowerment Fund (NEF), where funding can be sourced for tourism projects that have a strong component of black ownership and assist in transformation.

9.1.3 Internally generated revenue

These would include organisations such as South African National Parks (SANParks), Ezemvelo KZN Wildlife, Gauteng Tourism Authority (GTA), and North West Parks Board (NWPB) where the revenue generated from tourism assists in funding projects within these organisations. Internally generated revenue can also include museum entrance fees where the museum belongs to the local municipality, or revenue from a municipal nature reserve.

Tourism projects developed in line with the principles of responsible, sustainable and environmentally friendly tourism, are more likely to be able to access these as they support the government's developmental mandate as well as an increasing focus on social welfare by development assistance organisations.

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[1] The MIG funding is expected to be phased out and replaced by funding linked to the Integrated Urban Development Framework of the Cooperative Governance and Traditional Affairs department.

9.1.4 Private-sector financing

There are three principal sources of finance for private-sector developers of infrastructure projects, namely:

- Financing from their own investment or equity funds
- Financing from other partner investors or shareholders such as from the capital markets
- Loan financing from lenders or financing institutions

For projects to attract such financing, they must prove viable. A tourism infrastructure project would require a combination of the following factors to make it a viable proposition:

- Detailed market analysis – to indicate where the market for the project will emanate from and what the potential size of the market is;
- Detailed risk analysis – to assess whether all risks (commercial and political) will be satisfactorily mitigated;
- Financial analysis – to demonstrate adequate cash flows and profitability;
- Economic analysis – to demonstrate acceptable rates of return to the project and the government.

Some of the major private investors in the private financing space include:

- Hotel groups
- Wholesale and retail travel outlets
- Car rental services
- Integrated tourism businesses

In addition, there are various independent private investors that often invest within their immediate environment. These local investors are important for tourism development within a destination as they understand the local conditions and are invested in the success of the tourism destination.

Over time, innovative approaches have evolved for major infrastructure project financing involving the participation of the private sector, while ensuring maintenance of strategic interests. The most well-known approach in this regard is the build-operate-transfer (BOT) arrangement and its many variants. The common variations of the BOT approach include:

1. Build-Own-Operate (BOO) – The investor retains ownership; operating via an open-ended franchise; [high levels of privatisation];

2. Build-Operate-Transfer (BOT) – The facility is paid for by the investor but is owned by the host. The investor

maintains the facility and operates during the concession period; [low to medium levels of privatisation];

3. Build-Own-Operate- Transfer (BOOT) – At the end of the franchise period the ownership of the facility reverts to the state and there is no terminal payment to the investor. Where a residual value has to be paid the variation is known as Built-Own-Operate-Sell (BOOS); [medium to high levels of privatisation];

4. Lease-Refurbish/Rehabilitate-Operate-Transfer (LROT) – This is used in the context of revamping and refurbishment, maintaining and operating the facility during the concession period. [low levels of privatisation].

More information about tourism investment can be found in the NDT's Tourism Investment Master Plan.
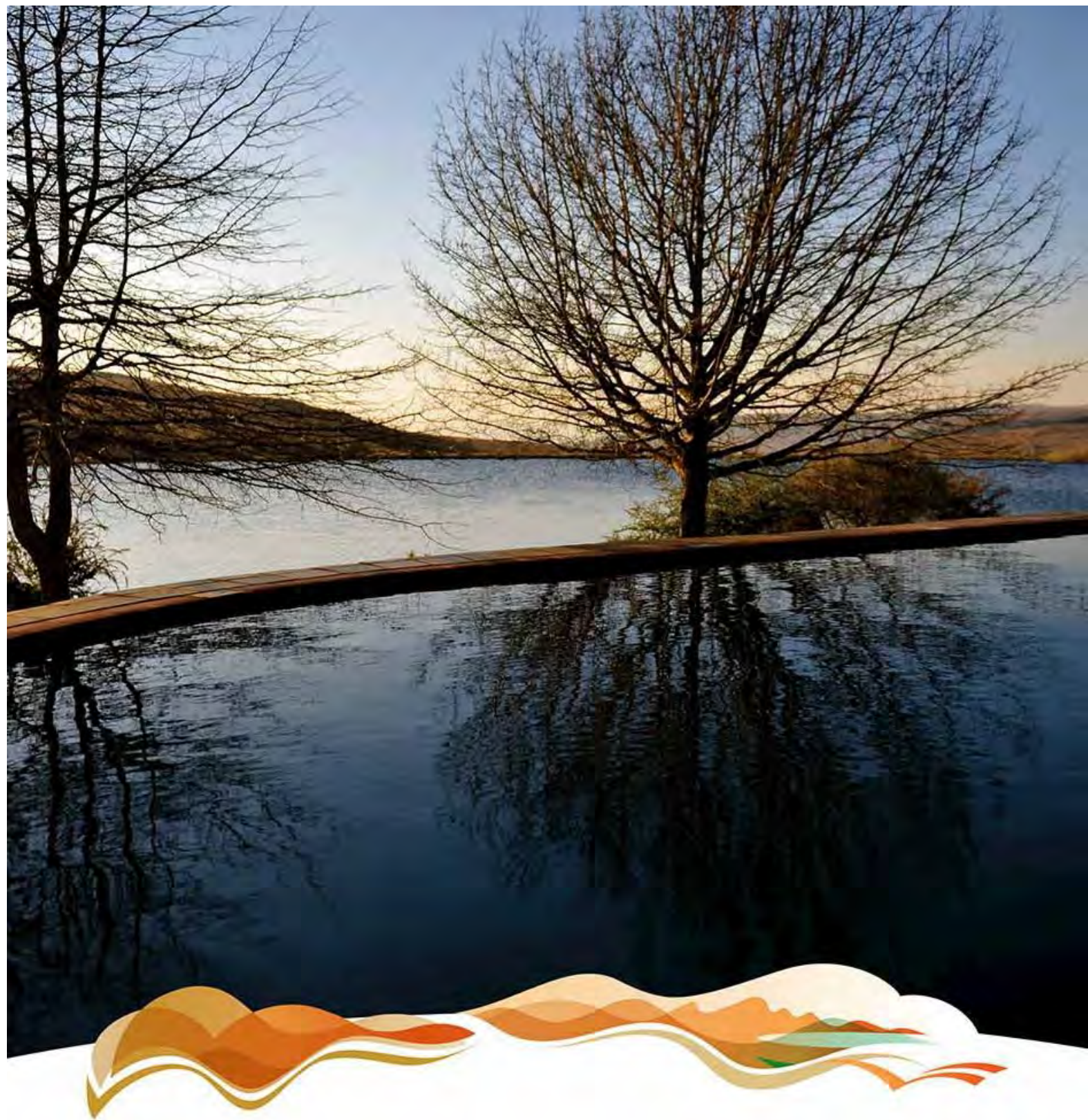
CHAPTER 10:
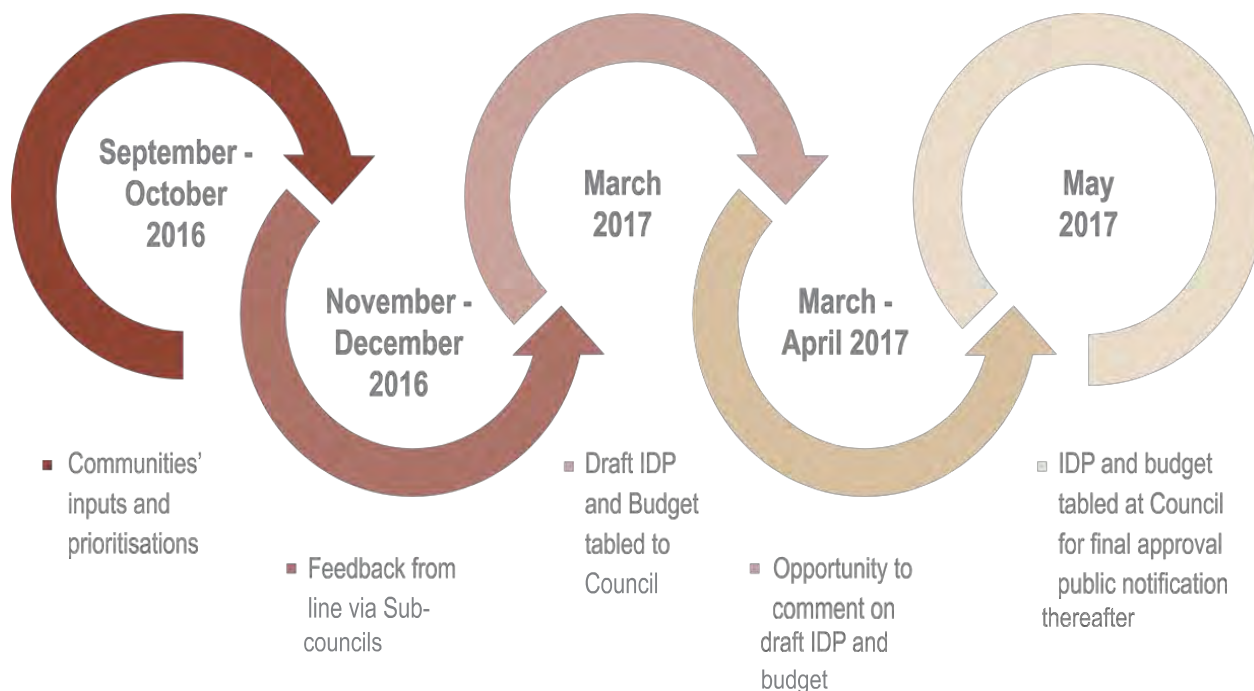# THE IDP PROCESS UNPACKED: GETTING TOURISM INTO THE IDP

This section has been informed by several interviews with tourism planning officials from a variety of different municipalities. The IDP development cycle and how to feature tourism planning and its associated projects within the SDBIPs and Budget Plans of a municipality is iterative and requires a cross-sectoral and inter-departmental approach, which has already been discussed. This section attempts to break down the IDP planning process to identify key stages within the process where tourism planning needs to be represented. Furthermore, this section aims to explain how tourism planning should feature within the integrated planning process of a municipality.

10.1 The IDP Process

The Integrated Development Plan, (IDP) of a municipality is the "whole-of-government" coordinated approach to implementing various development projects over a given time span. The timeframe of each municipal IDP is five years, which coincides with the political term of office. The idea is that with each five-year political term, there is a coordinated approach to development outcome implementation across sectors, spheres of government, and municipal line departments. In this way, the IDP development process is complex and must follow a strict timeline of events, after which the IDP is officially approved as a policy document. The IDP is the principal strategic planning instrument which guides and informs all planning and development, and all decisions about planning, management and development in the municipality. Once approved, the local government is bound to the objectives, guidelines and projects set out in the IDP. In effect, any plan or strategy that is not aligned and incorporated into the IDP has no chance of implementation.

> Given the binding nature of the IDP, the integration of sector plans for tourism into the IDP is of critical importance. Further, it is important to include the projected tourism numbers into the IDP process to ensure that planning for infrastructure takes into consideration the tourists as well as residents – particularly in peak periods!

Each municipal IDP is reviewed and/or amended annually and the entire IDP is replaced by a new one every five years. The IDP process, as it unfolds annually within a municipality, is shown below, using the 2016/2017 year as an example to show key dates within the annual process which any official working on tourism should be aware of in order to strategically time and align tourism interventions with this process.

September - October 2016
- Communities' inputs and prioritisations

November - December 2016
- Feedback from line via Sub-councils

March 2017
- Draft IDP and Budget tabled to Council

March - April 2017
- Opportunity to comment on draft IDP and budget

May 2017
- IDP and budget tabled at Council for final approval public notification thereafter

The idea behind the annual reviews is to ensure that the IDP coincides with the municipal annual budgeting cycle and to ensure effective monitoring and evaluation of the municipality against its goals and objectives. It is important for any tourism official, or any official working on tourism (even planners), to familiarise themselves with key dates, according to the IDP process plan. These key dates provide strategic opportunities where proactive tourism championing is needed to ensure that tourism is represented in the IDP. This will only be possible if officials are active in identifying key people who deal with the IDP development process to ensure that tourism objectives make their way into the IDP. Tourism can either be incorporated into the IDP through a "tourism" section or through the objectives of other sectors which will be represented in the IDP, or both. Given its potential for local economic development, environmental conservation, and other positive outcomes for a municipality and its people, tourism should be one of the critical aspects in the IDP process. Furthermore, it is important that the municipality's objectives for tourism and the form of its involvement in tourism (as funder, provider, etc.) is stated through the IDP and related to development priorities and objectives. Where a tourism sector plan has been developed for a municipal area, the objectives, priorities and projects should be linked back into the IDP to ensure implementation.

Coinciding with the IDP development process, the Tourism Destination Plan should be developed to align with the principles, vision, objectives and strategies of the IDP. This plan allows for the details of the municipality's tourism objectives to be laid out and will set up the basis for tourism planning in your municipality. The tools to enable and assist in the development of such a plan have already been discussed in the document. For the purposes of this section, it is important to note that after the completion of a Tourism Destination Plan, which is

aligned to the municipal IDP, the projects or programmes of the plan need to be included in a Business Plan

for tourism development (often included in the LED Business Plan), which spells out the economic rationale for tourism and is used as leverage for getting tourism projects in the SDF and IDP. The highlights of this business plan (ie. large-scale projects) need to then be included in the municipal Service Delivery and Budgeting Implementation Plan (SDBIP) for purposes of monitoring and evaluation. This process, which represents the key municipal processes within which tourism planning should be present and well represented, is shown in the diagram below:
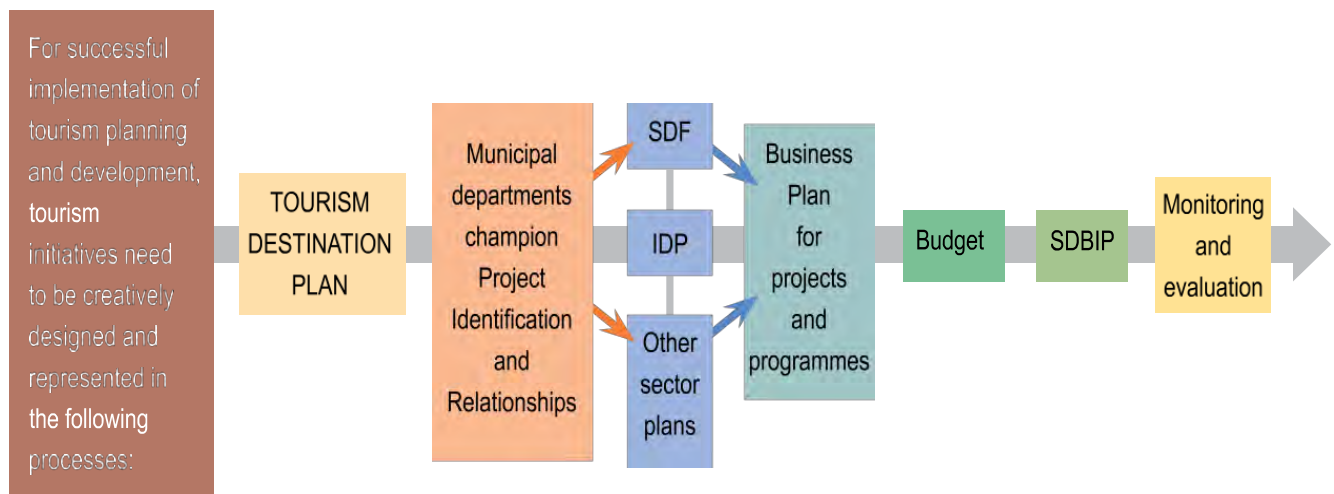
10.2 Getting tourism projects into the budget: towards implementation

Another core component of any IDP is the development of a budget for municipal investment over a period of at least three years. This budget is reviewed annually and realigned with the objectives of the IDP after assessing the municipality's performance at the end of each budgetary period. It is important that tourism projects are budgeted for effectively and represented in this budgeting process. This will require an integrated effort.

The Service Delivery and Budget Implementation Plan (SDBIP) gives effect to the IDP and the budget of the municipality. The development process of the SDBIP usually takes place after the approval of the budget. The plan is an expression of the objectives of the City in quantifiable outcomes that will be implemented by the administration for the annual financial period (the City's financial year). It includes the service delivery targets and performance indicators for each quarter which is linked to the performance agreements of senior management. It therefore facilitates oversight over financial and non-financial performance of the municipality and allows:
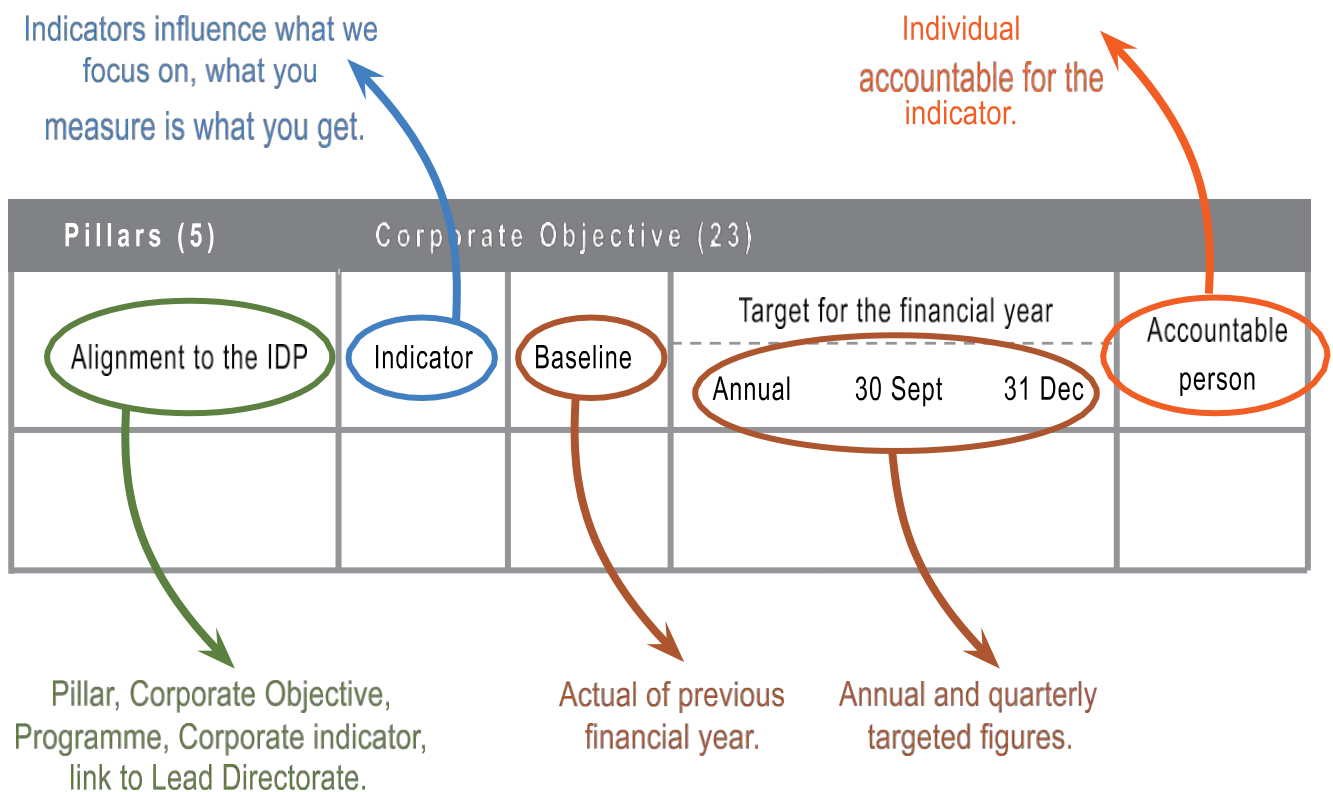
- the City Manager to monitor the performance of the Executive Directors

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- the Mayor/ Council to monitor the performance of the City Manager
- the Community to monitor the performance of the Municipal Government

In terms of Section 53 (1) (c) (ii) of the Local Government: Municipal Finance Management Act (MFMA), the SDBIP is defined as a detailed plan approved by the mayor of a municipality for implementing the municipality's delivery of municipal services and its annual budget.

The SDBIP provides the reader with the Corporate Scorecard setting out the Corporate and Directorate objectives, with indicators and targets against which the municipality will be held accountable over the remaining year of the five-year IDP cycle. The year's targets are elaborated on in the quarterly targets set in the Annual Corporate Scorecard. Definitions are provided to broaden understanding of the indicators. The capital budget for the next three years is broken down into the strategic focus areas that are identified in the IDP, providing the first level of linkage between the IDP and the budget. This linkage is further elaborated on in the Directorate and Department Business Plans, which give the detail of the projects to be implemented and their associated budgetary considerations. Final Directorate Executive Summaries and Departmental Business Plans which includes SDBIPs are then submitted to the IDP office for consideration in the IDP review process. It is important that tourism projects make their way into this complex process and are advocated for at every step of the way. An example of a corporate scorecard is shown in the diagram below

Corporate, directorate and department scorecard layout

Indicators influence what we focus on, what you measure is what you get.

Individual accountable for the indicator.

Pillars (5)	Corporate Objective (23)				
			Target for the financial year		Accountable person
Alignment to the IDP	Indicator	Baseline	Annual	30 Sept	31 Dec	

Pillar, Corporate Objective, Programme, Corporate indicator, link to Lead Directorate.

Actual of previous financial year.

Annual and quarterly targeted figures.

Source: City of Cape Town

10.3 The Spatial Development Framework (SDF)

The SDF is another core component of the IDP and another tool within the IDP planning process that should include tourism. This is required to ensure that tourism planning is included in the municipality's budgets and implementation plans. The SDF gives spatial expression to the vision of the municipality and establishes the framework for decision making in land use management. There are provincial processes in place, which monitor and evaluate the alignment of the SDF to the IDP and the representation of SDF projects within the budgets of the municipality. These processes could be used to strengthen the role of tourism within the IDP process and its representation in the SDF. The tourism sector is often concerned with land use, and as a result land use should adequately reflect the goals of the Tourism Strategy to give effect to the objectives for tourism development and guide development in the municipality towards investment in tourism projects. This highlights the importance of having tourism considerations present in the SDF and it requires an institutional link between the planning and tourism departments, or officials within the municipality who "champion" tourism. An example of the need to incorporate tourism and align its objectives to the SDF can be seen in the establishment of land uses in a National Park buffer zone. If the planners who develop these land use considerations do not understand the importance of tourism in areas of natural and environmental significance and the strong presence thereof, then the development and planning environment around desirable land uses in these zones would not necessarily create an enabling environment for tourism development. The SDF planning process should engage with stakeholders in tourism to establish appropriate land use designations for planned and future activities, based on a thorough assessment of the area and its spatial attributes, carrying capacity, sensitivities, and opportunities.

10.4 Implementing tourism through integration with other processes

After proactive planning and a series of consultations and engagements with the IDP department and other municipal departments, projects which emanate from the Tourism Plan, SDF and the IDP are then assigned budget through a Business Plan and a roadmap for their implementation is spelled out in the SDBIP. The SDBIP is also the mechanism through which monitoring and evaluation takes place.

It is important to note, according to an interview with Pauline van der Spuy, the head of Strategic Tourism Infrastructure Development in the Tourism Department of the City of Cape Town, that tourism is not always implemented through a Tourism Strategy or Tourism Department per se, as it is often implemented through other municipal departments and other sector plans. For example, a tourism official or department could not upgrade a resort on their own. What they can do, however, is conduct a study on the value of resort

development which can be taken to other departments (ie. Transport) and used to advocate for their support in implementing the upgrade through, in this example, road improvements. The Local Economic Development

(LED) component/unit/official of a municipality, often where the tourism function sits, is instrumental in the implementation of tourism planning, due to the potential of tourism to bring local economic benefits to the local communities in the municipality. Other key municipal departments to build relationships with and work closely with in terms of tourism planning include:

- Sports and Recreation (resorts and beaches);
- Environmental Resource Management (nature reserves);
- Spatial/Development and Land Use Planning (spatial aspects and land use considerations);
- Departments which deal with the provision of services and facilities (to enable and stimulate tourism development) such as electricity, telecommunications, etc;
- Transport (signage, roads and public transport).

Because of the cross-cutting nature of tourism, across sectors, departments, and spheres of government, these others are instrumental in the successful implementation of tourism planning. This is also often the case where no budget is dedicated to tourism per se, but tourism promotion, planning, and implementation can leverage the budgets of other departments. This is done by ensuring that in an environment where there is fierce competition for limited funds between departments, tourism is widely promoted due to its potential for improved outcomes across departments.

A Tourism Development Policy/Strategy/Framework is needed to give direction to tourism focus, development, budget and implementation. The Tourism Policy/Strategy/Framework can either be a stand-alone or form part of the Economic Strategy/Framework or Policy.

If a policy is not in place for tourism, it is difficult to get tourism projects implemented through the IDP, Budget, and SDBIP processes.

10.5   Implementation considerations for collaborative and integrated planning

The need for a proactive approach to tourism planning and development is highlighted through the need for tourism considerations as inputs to tender and bidding procurement processes. For example, the provision of signage for tourism could be included in the terms of reference for a tender bid for the upgrading of roads in a municipal area. However, this will not be implemented automatically. Proactive municipal officials will need to review and provide input in the tendering process and will need to be reminded constantly of the critical importance of tourism to ensure that tourism implementation spans across departments in the municipality. In some cases, a municipality will not have a dedicated official for tourism to provide this critical role. In these cases, as well as in cases where dedicated tourism officials exist, it is essential that tourism education, awareness, and capacity building are actively promoted in the municipality to ensure tourism's representation in sector plans, departmental budgets, and strategic plans which span municipal departments.

Furthermore, building relationships with "champions" of tourism in different municipal departments is critically important. This is to establish effective modes of communication and awareness, leverage support of tourism and to build a municipal culture of promoting and actively implementing and budgeting for tourism in multiple planning processes. These relationships become important in supporting tourism operators and other stakeholders within the planning processes of any municipality. For example, the construction of a tourism destination may require land use applications for rezoning to appropriate land uses. Having a good relationship with a tourism champion in the Land Use Management Department of the municipality, or being a proactive official in the Land Use Management Department of the municipality who is in support of tourism and the need for tourism planning, could help ensure that these planning processes are simplified and supported by providing support for the endorsement of tourism activities.

Relationships are key to the tourism planning process. These relationships also extend to those with the private sector of the tourism industry. The private sector often needs the support of the municipality to, for example, provide services to a new tourism development or maintain quality control ratings, and the private sector, in turn, might assist the municipality in, for example, sharing of tourism data and statistics or through development contributions which ease the financial strain on the municipality. The need for innovative ways to get tourism plans implemented is highlighted. This extends to budgeting, too. There are a variety of ways to source funding to implement tourism projects. They include:

- Aligning and including tourism projects with and in the Medium Term Revenue and Expenditure Framework; (MTREF)
- The Municipal Infrastructure Grant (MIG) and other sources of grant funding;
- NDT and provincial funding and financial support streams
- Seed funding processes

- Lotto funding

Sourcing funding is possible, but there is a need to be creative and strategic in sourcing and identifying this funding. Furthermore, funding is difficult to manage, and is often lost when a project is not implemented in optimal time, regardless of the fact that most tourism projects take years to realise. Effective funding of tourism projects, as has already been discussed, requires capacity and strong knowledge of the planning and budgeting systems to identify key points of intervention and opportunity.

A tourism official who is a tourism "champion" is someone who, for example, analyses and reviews municipal plans and policies to establish the level of representation of tourism and ensure that the incorporation of tourism planning within other municipal processes is actively pursued to improve tourism planning and representation in the future. This is best pursued through investing in relationships or perhaps by having a database of relevant contacts, or by workshopping awareness of the benefits of tourism to councilors and decision makers. Successful implementation of tourism planning initiatives is aided by the realisation that as a tourism planner, it is not realistic to focus on everything. This highlights the need to be strategic in identifying key interventions which are implementable and within the capacity and scope of the municipality. Furthermore, the need for job descriptions for tourism planners or officials, in cases where this is relevant, to ensure that recruitment of suitable and competent human resources is achieved is also highlighted. An example of a Job Description of a tourism official, in terms of what the job should require, can be found in Annexure B.

It is important that tourism strategies and objectives are aligned to those at provincial and national spheres of government and in turn influence these spheres. In this way, support for tourism planning and development initiatives is likely to gain more traction. Implementation considerations for successful tourism planning are shown in the diagram below.

CASE STUDY   I   Ethekwini Local Municipality

<u>Interview with Roshni Mehta, Researcher: Business Intelligence and Produce Quality</u>

The Municipality is marketed as a destination because of a number of unique assets - marketed in terms of the seven "B's" e.g. beach, berg, bush, bunnychow, braai etc. The Municipality is currently doing a study on the potential of the Durban port and cruise-ship tourism industry to become catalysts for a changing tourism market. Durban is a melting pot of cultures and people. It is also a tourism hotspot, predominantly in the Umhlanga area around business tourism and foreign direct investment (mostly in real estate).

The municipality invests in a lot of infrastructure which enables tourism. Infrastructure development is approached in two ways:

1. in response to tourism development activities
2. In order to facilitate certain tourism activities

The municipality, through Roshni Mehta as a ""champion"" of tourism, facilitates first- and second-hand research and studies to inform its interventions e.g. walking around Florida Road and interviewing people/doing surveys. In an attempt to attract a foreign market, the municipality has often looked to international models of best practice e.g. the idea of entertainment districts. Through the catalytic projects unit, the CBD of Durban is being revitalised. This project has won many accolades in terms of alleviating city decay.

The municipality plays a large marketing role in tourism, due to the perceived neglect in marketing from other tourism bodies i.e. SA Tourism which often tends to focus on marketing more well-known destinations in South Africa, such as the Drakensberg. The municipality markets itself as best as possible and targets international markets. As a result, the municipality's role in tourism is shifting to one where branding is becoming key, in order to develop an international brand for Durban, which attracts both South African and International visitors. ""We can do it if we put our heads together, we can!", says Roshni. She believes that the municipality values its visitors and goes out of its way to make Durban a special place for them to visit.

The municipality often plans regular familiarisation trips to bring in operators to see what Durban has to offer so they can sell it to their clients. Many of these familiarisation trips are as a result of the municipality consultant who operates overseas. The municipality has a US-based consultant who is focused on marketing the municipality and what it has to offer to the US, UK, Netherlands, Australian, and Chinese markets.

The importance of relationships is highlighted in the fact that Roshni reported that she was lucky to have a good relationship with her DCM who would release funds when she makes a good enough argument for tourism planning to take place.

Durban is currently lobbying to be the home of Disney Africa, and the city is attempting to get province and national on board. There is a need for further support from national tourism agencies and stakeholders to market the Durban brand and recognise its potential.

The idea that tourism planning is only about precincts and destinations was challenged through this case study in the sense that Durban's focus is around partnering on tourism events, sporting events, indabas, business events etc. For example, once a year, the municipality hosts a travel indaba, in partnership with the ICC and SA Tourism. According to Roshni, events like this are beneficial to the municipality in two ways:

1) They bring in many local and international tourism clienteles

2) They offer exciting opportunities for the municipality to market itself and get exposure as a brand and destination

The municipality supports capacity building and tourism promotion among its officials by allocating budget for municipal officials to market the municipality at conferences/indabas. It is also proactive in building official capacity in terms of social media and online branding.

One lesson to be learned from the Ethekwini case study is that tourism needs a champion i.e. someone like Roshni who is passionate and can bring all departments and stakeholders together so that they can see the bigger picture. The proactive approach of the municipality is also evident in the sense that it developed a Visitor's Marketing Strategy which is aligned to various spheres of government and other stakeholder policies. The strategy is not interested in the amount of visitors, but rather on the ""spend"" of visitors. As such, the highest spend is among international visitors, so the strategy aims to target the international market.

Roshni is confident that the value of tourism for the municipality will increase. She projects that by 2025, Durban will be among the top 10 places/cities to visit/invest in the world.

In Roshni's experience, she has recognised that partnerships and relationships with other stakeholders are key to the success of tourism planning. The municipality, through Roshni, has a good relationship with the Durban Chamber of Commerce and engages regularly with them through meetings and presentations of stats etc. The municipality also has a three-year contract with Grant-Thornton to conduct socio-economic impact assessments and measure tourism statistics. The municipality is involved in, and partners with, large events

and is known as the sporting capital of the country as a result e.g. Comrades marathon, Durban July, T2T marathon and tour Durban. These events facilitate co-funding and events are used as marketing tools for the municipality which has banners up at these events and get TV coverage as a result. The municipality uses events such as the Durban July as a catalyst for municipal-hosted pre- and post-events e.g. township tours by invitation to guests at the Durban July.

The municipality is also active in integrating and partnering with provincial and national spheres of government. It works with the Province of KZN in terms of quality control, since province has the mandate to fine or close down tourism operators who are non-compliant. Roshni reported a good internal relationship between her department and the other departments within the municipality. She said that other departments are very responsive and helpful in terms of tourism planning and often the tourism department will work with other departments to co-fund and partner on certain studies/projects e.g. the department of economic development. Internal municipal and departmental relationships are also good, since Roshni's DCM,

Mr. Sithole, is also the DCM of Development Planning and Economic Development and Tourism. This ensures an integrated planning approach. The departments sit in the same space, along with the Environmental Planning Department and Catalytic Projects and Investment Promotion units. This enables integration and strong links to work being done and promotes a collaborative environment and spirit of working together with colleagues, most of whom are senior planners in this case.

Roshni reports on a very good relationship with the private sector and its tourism operators, who offer a lot of support to the municipality in a collaborative spirit of working together. The municipality has a good relationship with the Urban Improvement Programme (UIP) which is operational along Florida Road and Claremont. The CEO of the UIP often gives presentations to the municipality, which has resulted in a good relationship and collaboration in a phased approach to urban upgrading. The shared aim is on making spaces better for the people who experience them. The hope is that this will allow for increased tourism an's offering. z

> I am so passionate about what I do. I believe I need to be a doer. Luckily there is a group of us in the municipality who are all visionaries in this regard. I am a Durbanite and I want to leave a legacy!
>
> Roshni Mehta
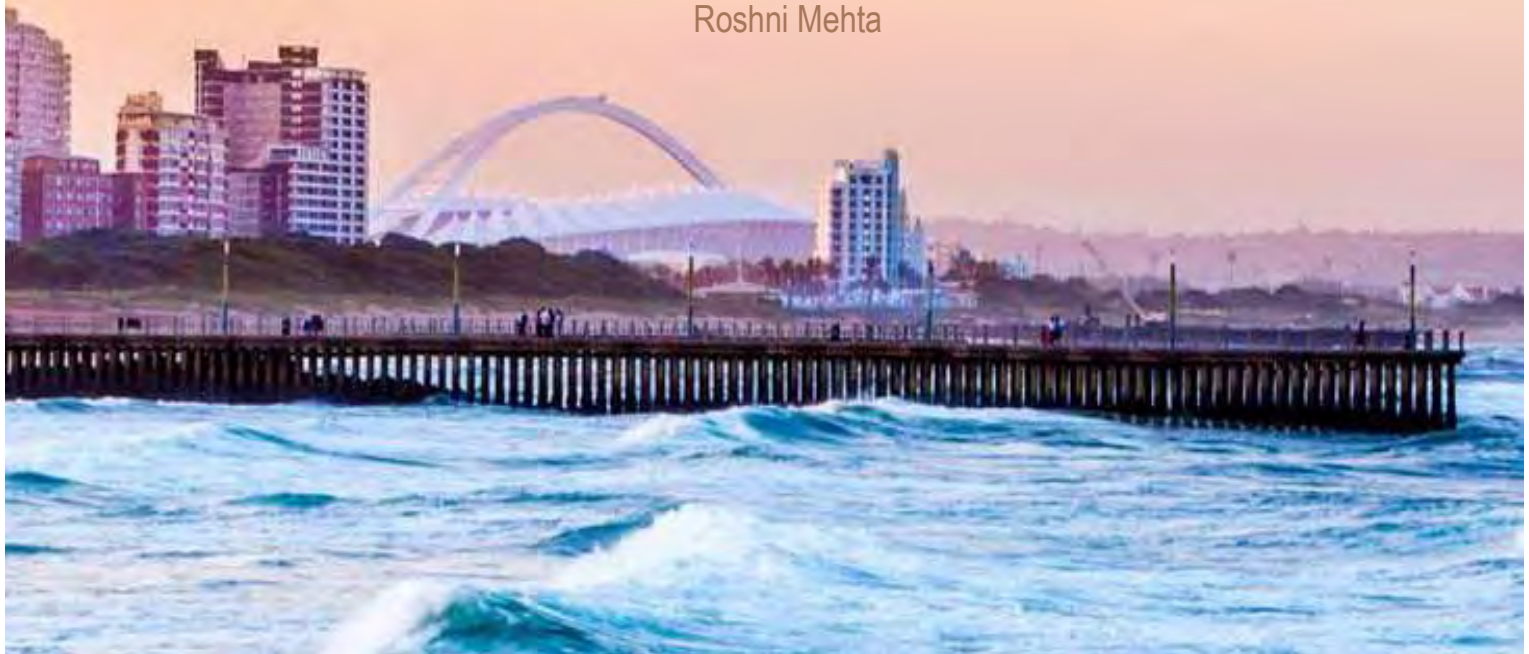
10.6 Implementation challenges

Tourism planning, and especially the implementation thereof, is not without its many challenges in South Africa. The following is an extract from page 29 of The National Tourism Sector Strategy:

> Despite tourism's significance, though, local governments have few dedicated or part-time tourism personnel; experience and knowledge of tourism are extremely limited, and, with rare exceptions, no budget is

allocated to tourism planning and development activities. The entrenched belief that the Department and Cooperative Governance and Traditional Affairs (COGTA) inherited from the former national department responsible for local government responsible for local government is that there is no need to plan or budget for tourism support. Therefore, capacity building for tourism is critical to improve the overall planning for, and management of South Africa's tourism Industry

It is important as a municipality interested in strategic tourism planning to be aware of the many challenges with LED and tourism planning's successes. Some of these challenges, adapted from a COGTA presentation given in the Tourism Summit of September 2013, include:

- Capacity dedicated to the tourism function is a challenge, as is tourism planning;

- The main challenge currently faced by municipalities is sectoral planning in the development planning processes as many municipalities struggle to develop sector plans (such as Tourism Plans);

- Development of Local Tourism Plans and Strategies is usually an outsourced function with limited quality assurance, leading to limited ownership and understanding;

- Limited availability of local data, credible economic analysis of the local environment and evidence based strategic planning for the tourism sector;

- Ineffective platforms dedicated to integrated planning at national and provincial level, resulting in 'the parachuting of initiatives to municipalities' and lack of buy-in and support;

- The responsibilities of a typical municipal official responsible for tourism cut across many sectors of government: SMMEs; Cooperatives; LED projects; Sector-related work (e.g. tourism; agriculture; local industry). This wide span of focus results in de-prioritisation of some areas (e.g. tourism);

- Potential misalignment between Provincial Departments (of economic development) and municipalities;

- At the provincial level: the tourism function is typically separated from the LED function, therefore a misalignment of LED planning and tourism planning;

The Planning Challenge in Tourism
The National Tourism Sector Strategy correctly points out that the fundamental issues impacting on tourism development at the local sphere of government start with the planning function. The National Department of Tourism has also made the following observations about Tourism Planning at LG

Identified Challenges
Tourism is lagging behind in local government (LG)
Tourism Plans fall outside IDPs, and therefore are **not funded**
Lack of technical expertise for tourism at LG level
Misalignment of tourism plans across the spheres of government (manifested at the LG **level)**

Impact/Manifestation
Deterioration in quality of facilities and services
Lack of awareness
Opportunities for new product development not maximized
Regulatory environment unresponsive
Lack of support from local authorities

- The tourism function in a municipality resides within the Local Economic Development Unit. Generally, the LED functions and units of municipalities are one of the most challenged units in terms of functionality;

- Conceptually, there is inconsistent understanding of what LED is and hence what an LED unit ought to focus on;

- LED (and thus tourism) is a concurrent function across the spheres of government, there are challenges with alignment in terms of policy, planning and implementation;

- LED is traditionally perceived as an unfunded mandate by municipalities, and hence the funding for most LED units (and hence tourism projects) is minimal;

- LED human resources capacity in most municipalities is too minimal to make a significant impact: a symptom of municipalities not understanding what to do with the LED function;

- In some municipalities, there is no tourism manager/officer: All LED-related functions, be they agriculture, enterprise development or tourism development, often depend on one single individual. This is linked to capacity issues, which is further evident in the sense that most municipal officials cannot access external sources of funding due to lack of capacity to develop bankable proposal and business plans.

It is important to be aware of these challenges and to work towards ensuring that the process aims to improve tourism planning outcomes.

CASE STUDY I Vhembe District Municipality

Interview conducted with Tiyane Marivate – tourism officer within the LED department

The Vhembe District Municipality is the northern most municipality within the Limpopo province and South Africa. It includes the Makhado, Musina, Mutale and Thulamela local municipalities, and borders Zimbabwe to the north and Botswana to the west. Kruger National Park forms its eastern boundary to Mozambique. It is mostly rural.

The Vhembe District Municipality has a population of approximately 1,4 million, of which the majority live in the Thulamela (including Thohoyandou) and Makhado municipalities, according to the 2016 Community Survey.

Like many municipalities in South Africa, Vhembe does not have a dedicated tourism department. Tourism is one of the responsibilities of LED division within the Department of Development Planning. There are only two officials within the municipality with full-time tourism responsibility.

A major challenge for tourism within the Vhembe district is **a lack of understanding** of what tourism is and what the potential benefits of the tourism sector are – particularly among councilors and top management.

As a result of this lack of understanding among decision makers, there are no financial resources allocated to tourism, and therefore the implementation of tourism planning does not take place.

Recent training provided by the Limpopo Department of Economic Development, Environment and Tourism (LEDET) for councillors was useful, but Mr Marivate believed that this training should also be specific to the district (i.e. only training the Vhembe district and its local municipalities' councilors). This will reduce the generalisation that is inevitable when people from all over the province participate in training.

Further, he believes that there is not enough emphasis on providing opportunities for tourism and LED **officials to study further in the tourism field** to improve their abilities and performance. If these officials are equipped with the necessary tools specific to the tourism industry, they will be better able to serve the industry.

The Vhembe district municipality has a **good working relationship** with its local municipalities, as well as the provincial LEDET and Limpopo Tourism Agency representatives based within Vhembe. This relationship has been developed over the last two to three years, and currently these entities all plan together for major tourism events, such as Indaba.

One aspect that is **lacking in the Vhembe district is the participation of the private sector** through tourism associations. There is currently a drive by LEDET, with the assistance of the Limpopo Provincial Tourism Association, to set up tourism associations to represent the private sector. It is hoped that in coming months and years these associations will play a more important role in tourism within the district to ensure that the private sector is also involved in government initiatives and planning.

Lessons to learn from Vhembe District Municipality:

- ☐ Build relationships with tourism and LED officials with the local municipalities within the district to ensure co-operation
- ☐ Provide training in general tourism understanding to councilors and decision makers
  Emphasise training and development of tourism and LED officials, focused on tourism-specific courses

CHAPTER 11: CONCLUSION

Tourism needs to be championed within a municipality and supported by key decision makers. If a municipality is prepared to be brave, and try something new, and develop its integrated tourism destination development capacity then it will be able to position itself as an attractive destination within the tourism industry and will be able to capitalise on the socio-economic benefits of this.

The key success factors are:

- Having a tourism champion within the municipality, who understands the socio-economic benefits of tourism (e.g. an innovative MM or CFO);

- Integrating tourism destination planning with other municipal plans and budgets;

- Encouraging tourism officials to adopt a strategic, proactive and enthusiastic approach to tourism planning and capacitating them with the required knowledge of tourism to conduct this process confidently;

- Having good partnerships and working relationships with other municipalities across regions – tourism officials should be skilled at lobbying others;

- Working closely with the National Department of Tourism to link with the projects occurring across units;

- Sharing an understanding that tourism is part of a system and cannot be viewed in isolation from socio-economic and environmental systems.

12.REFERENCES AND ANNEXURES

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12.2 Annexure A: Legislative context

12.2.1 Constitution of South Africa

The **Constitution of South Africa** is the starting point for all national policy and legislation. The Constitution was the outcome of the negotiated settlement that introduced democracy in South Africa and was finalised in 1996. It has been amended on several occasions, the last of which was in 2012. The Constitution of South Africa (No 108 of 1996, as amended) is the supreme law of South Africa, and any law which is inconsistent with the Constitution is invalid. It is comprised of various chapters, including:

The Constitution includes various schedules, including:

Functional areas of concurrent national and provincial legislative competence, including tourism. Other concurrent functional areas relevant to tourism include airports other than international and national airports, casinos, cultural matters, nature conservation (excluding national parks, national botanical gardens & marine resources) and public transport

- Local tourism is a concurrent local government competence, as well as municipal airports Functional areas with exclusive provincial legislative competence, including liquor licenses, museums other than national museums, provincial cultural matters and provincial roads and traffic;

- Local government exclusive competence related to tourism include beaches and amusement facilities, licensing and control of undertakings that sell food to the public, municipal parks and recreation and municipal roads.

12.2.2 Intergovernmental Relations Framework Act (No 13 of 2005)

The **Intergovernmental Relations Framework Act (No 13 of 2005)** guides the relationships between various spheres of government to promote improved relations and provide mechanisms for dispute resolutions. The Act is comprised of the following sections, i.e.:

- Intergovernmental structures (including the president's coordinating council, as well as national, provincial and municipal intergovernmental forums);
- Conduct of intergovernmental relations;
- Settlement of disputes.

The Act applies only to national, provincial and local government, and not to public entities.

Local government is involved in provincial intergovernmental forums through the attendance of the mayors of

all municipalities within a province. Local intergovernmental forums are intended to include district and local municipalities, of which the mayors are the representatives. The Act further provides for the establishment of inter-municipality forums between two or more municipalities, or inter-provincial forums between two or more provinces. In addition, the Act specifies that technical support structures could be established for these forums.

Tourism could be one of the topics of discussion within the forums mentioned above as a result of the concurrent competence at national, provincial and local level. At national level, MINMEC exists as a forum for the Tourism Minister and MECs responsible for tourism (political), while MIPTECH is the forum where the NDT

Director-General meets with the Heads of Department of the provincial departments responsible for tourism (technical).

12.2.3 The Tourism Act 3 of 2014

The **Tourism Act 3 of 2014** contains the following sections:

- Interpretations and objects;
- National Tourism Sector Strategy (NTSS), norms and standards and codes of good practice;
- South African Tourism Board;
- Grading System;
- Tourism Protection;
- Tourist Guides;
- General (dealing with offences and penalties, delegations and assignments and regulations);
- A schedule with transitional arrangements and savings.

The Tourism Act provides for the adoption of the NTSS, the establishment of a national tourism information and monitoring framework, a national database of tourism establishments and norms and standards for responsible tourism and service excellence. It also refers to the national grading and quality assurance scheme, the continuation of the South African Tourism Board, the appointment of a Tourism Protector to monitor complaints about the tourism industry, the Registrar of Tourist Guides and penalties for companies abusing the tourism grading scheme.

12.2.4 Legislation in general affecting the tourism sector

The degree of regulation in the tourism industry varies across the world. In countries such as the United States there are a variety of laws regulating the tourism industry, while in other countries the tourism industry is almost left to its own devices. The complex and varied nature of the tourism industry makes it difficult for governments to regulate, while some aspects, such as airline travel, are fairly easy to regulate. Others, like

standards of service, for example, are not so easy. Generally, regulation and legislation in the tourism industry aims to define the rights and responsibilities of the various segments of the industry as it relates to the user and service providers (Kapil Kumar, Indira Gandhi Open University, 2011).

Seven functional areas can be identified for which tourism legislation has been developed, ie.:

- Protection of tourists;
- Border controls;
- Quality of services;

- Protection of the environment;
- Conservation of historical sites and monuments;
- Economic development;
- Relationships between various segments of the industry.

Legislation and regulations can also be categorised according to the industry segments, i.e. accommodation, aviation, travel trade, etc

Often the various functional areas mentioned above are the responsibility of various different government entities or departments, which further complicates the legislation of the tourism industry

Government in South Africa historically chose to limit the regulatory burden on the tourism industry, and rather rely on industry organisations to self-regulate through membership criteria, etc. An example of this is the Southern African Tourism Services Association (SATSA) that enforces bonding on their members - an insurance scheme that protects the association against claims from tourists in the event that one of their members becomes insolvent.

South African government bodies have relied more on policies, which are not enforceable in the way legislation is, but which guides and directs the development of the tourism industry. When local government plans for the development of tourism, both the regulatory and the policy framework needs to be taken into consideration.

12.2.5. Seven functional areas of tourism legislation

The complex and varied nature of the tourism industry means that there are many role-players. Most have legislation that governs their actions. This reinforces the need for an integrated approach to tourism development and management.

12.2.5 .1 Protection of tourists

Tourists need protection in various ways, such as their personal safety as well as protection in an economic sense with regards to cancellations of flights and other bookings. The South African Police Service mainly deals with elements of safety.

Disaster management also relates to the safety and protection of tourists. The National Disaster Management Centre, together with provincial and local disaster management centres are responsible for disaster management.

Economic protection is dealt with under the Consumer Protection Act (Act 68 of 2008).

12.2.5.2 Border controls

Immigration Services at South African borders are provided by the Department of Home Affairs in accordance with the Immigration Act, 2002, as amended in 2011. Customs services at South African borders are under the control of the South African Revenue Service. Illegal items brought into the country, such as drugs, are dealt with by the South African Police Service.

12.2.5.3 Quality of services

The Tourism Grading Scheme of South Africa is the responsibility of the Tourism Grading Council of South Africa, which reports to the Minister of Tourism. Accommodation establishments and conference venues can become graded establishments, although grading is voluntary and establishments are not required by law to be graded.

12.2.5.4 The Tourism Act of 2014 provides for the registration of tourist guides, which is aimed at regulating tourist guides in South Africa.

12.2.5.5 The Act further provides for the establishment of a 'Tourism Protector' that can handle complaints

from tourists with regards to the quality of services they receive from tourism operators.

12.2.5.6 Protection of the environment

The South African Constitution (1996) provides for the protection of the environment in the Bill of Rights (Chapter 2, Section 24).

The South African National Environmental Management Act (107 of 1998) governs the management of the environment in South Africa. Further environmental protection legislation and policy) includes:

- The National Environmental Management: Biodiversity Act (10 of 2004);
- The World Heritage Convention Act (49 of 1999);
- The Marine Living Resources Act (18 of 1998);
- White Paper on Biodiversity (1997)
- National Biodiversity Strategy and Action Plan (2005);

The South African National Parks Board – which is responsible for the national parks in South Africa, including their tourism facilities, operate under the auspices of the National Protected Areas Act 57 of 2003, as amended in 2009 and 2014.

At provincial and local level, there are also conservation areas and legislation and policy to deal with these conservation areas.

12.2.5.7 Conservation of historical sites and monuments

The South African Heritage Resources Act (No 25 of 1999) governs the protection and conservation of historical sites and monuments in South Africa. In terms of the Act, the South African Heritage Resources Agency was established as the national body responsible for the protection of South Africa's cultural heritage resources. Provincial bodies are responsible for maintaining a register of heritage resources in their province, while local authorities should consider the heritage value of cultural resources such as buildings, burial grounds, etc. when considering applications for development.

The Cultural Institutions Act 119 of 1998 deals with museums of national importance. However, there are also several museums in South Africa that do not have national status and are the responsibility of the local authorities, for example the Arend Dieperink Museum in Mokopane within the Mogalakwena Local Municipality.

12.2.6 Economic development

The Department of Trade & Industry is responsible for legislation about economic development issues. At national level legislation such as the Companies Act (No 71 of 2008), the Broad-based Black Economic Empowerment Amendment Act 2013 (as amendment of Act No 53 of 2003), the Consumer Protection Act (No 68 of 2008), the Liquor Act (No 59 of 2003), the National Gambling Act (No 7 of 2004) and several other that relate to business in general.

Legislation affecting businesses include human resources legislation such as the Basic Conditions of Employment Act (No 75 of 1999), the Employment Equity Act (No 55 of 1998), the Skills Development Act (No 97 of 1998) and the Skills Development Levies Act (No 9 of 1999) which are governed by the Department of Labour. Tourism businesses are also affected by many other types of legislation including that of companies, tax, transport and the environment.

The legislation governing local government, i.e. the Municipal Systems Act (No 32 of 2000) and the Municipal Finance Management Act (No 56 of 2003), deal with economic development at local government level.

12.2.7 Relationships between various segments of the industry

In South Africa there is no specific legislation that deals with the relationships between various segments of the industry. The South African tourism industry tends to be self-regulating, and institutions such as the

Tourism Business Council of South Africa (TBCSA – the overarching body representing the tourism industry private sector), FEDHASA (representing hotels and other elements of the hospitality sector, including service providers and suppliers) and SATSA (representing mainly tour operators) were set up as a result of the private sector intervention.

Relationships between various operators within the tourism industry are governed by contracts, which legislatively comply with the Consumer Protection Act, the Companies Act, the National Credit Act, and the like.

At local level, local tourism associations / organisations are often formed by the private sector in collaboration with the local authority to formalize relationships at local level.

In South Africa, there are three spheres of government that can promulgate laws and regulations and set policy within the above functional areas, i.e. national, provincial and local government.

National government legislation and policy applies to the tourism industry in its entirety.

Provincial legislation can be promulgated and policy developed to apply to the industry specific to a certain province, such as Gauteng or the Western Cape.

Local government can develop by-laws that apply to businesses and residents within their municipal area (e.g. noise disturbance, etc.). In addition, local government can develop plans and strategies that set the policy framework within their municipal area.

12.2.8 Provincial tourism legislation

At a provincial level, tourism is not represented by a stand-alone department, and is combined with other sectors. Provinces combine tourism responsibility in different ways, but mostly it is linked to economic development and environmental affairs.

Province	Department responsible for tourism
KwaZulu-Natal	Dept. of Economic Development & Tourism
Western Cape	Dept. of Economic Development & Tourism
Gauteng	Dept. of Economic Development
North West	Dept. of Tourism
Limpopo	Dept. of Economic Development, Environment and Tourism
Mpumalanga	Dept. of Economic Development, Environment and Tourism
Free State	Dept. of Economic Development, Tourism and Environmental Affairs
Eastern Cape	Dept. of Economic Development, Environmental Affairs and Tourism
Northern Cape	Dept. of Economic Development & Tourism

The following provincial tourism acts are in place, and mostly relate to the establishment of the tourism authority for the relevant province. The Eastern Cape further provides for the registration of tourism businesses and inspection of premises, while the KwaZulu-Natal Act provides for the establishment of regional tourism forums. The Gauteng Tourism Act provides – in addition to the establishment of the Gauteng Tourism

Authority – for the establishment of an advisory committee for the MEC on tourism and the registration of tourism businesses. The Western Cape and Limpopo are currently in the process of updating their tourism acts:

- Eastern Cape Tourism Act 2003, as amended, 2010;
- Free State Tourism Authority Act 2005;
- Gauteng Tourism Act 2001;
- KwaZulu-Natal Tourism Authority Act, as amended, 2002;
- Mpumalanga Tourism and Parks Authority Act 2005;
- Western Cape Tourism Act 2004;
- Western Cape Trade, Investment and Tourism Promotion Bill 2012;
- Limpopo Tourism Act 2009, to be updated by Limpopo Tourism Bill (published for comment in July 2017)

In addition, most provinces have liquor and gambling legislation in line with national legislation in this regard.

12.2.9 Legislation applicable to local government

There are various pieces of legislation that impact on tourism, but the Municipal Systems Act and the Municipal Finance Management Act are the two most important.

More often than not, tourism does not have a specific department within a municipality, and often it is not event mentioned as part of another department. However, tourism falls within local economic development, as it is an industry that contributes to the economic development of the area.

12.2.9.1 The Municipal Structures Act (No 117 of 1998) allocates responsibility for local tourism promotion to district municipalities, whilst local municipalities are not specifically excluded from the local tourism promotion function.

12.2.9.2 Municipal Systems Act, No 32 of 2000

The Municipal Systems Act (MSA) provides for the way in which municipalities should function. It outlines procedures to be followed and what the legislative mandate of municipalities is.

The MSA provides for the following:

- Legal nature, rights and duties of municipalities
- Municipal functions and powers (as outlined in the Constitution)
- Community participation
- Integrated development planning
- Performance management

- Local public administration and human resources
- Municipal services
- Credit control and debt collection
- Provincial and national monitoring and standard setting
- Legal matters

The MSA was amended in 2011 to provide more clarity in respect of the appointment of municipal managers and other staff related matters.

12.2.9.3 Municipal Finance Management Act (No 56 of 2003)

The Municipal Finance Management Act (MFMA) provides for the administration of municipal finances. It applies to local government in the same way in which the Public Finance Management Act applies to the finances of national and provincial entities and government departments.

12.2.9.4 Division of Revenue Act (DORA)

The MFMA is supported by the annual Division of Revenue Act (DoRA) and was implemented by National Treasury to ensure sound financial management within local government.

Annually, DoRA (Division of Revenue Act 2008) outlines the allocation of revenue to each municipality within South Africa according to its equitable share of revenue raised nationally. It further outlines specific grants available to municipalities, such as the Municipal Infrastructure Grant and the Municipal Systems Improvement Grant.

It is comprised of the following sections:
- Interpretation and objects of the Act;
- Supervision over local government finance management;
- Municipal revenue;
- Municipal budgets;
- Co-operative government;
- Debt;
- Responsibilities of mayors;
- Responsibilities of municipal officials;
- Municipal budget and treasury offices;
- Municipal entities;
- Goods and Services (including supply chain management and PPPs);
- Financial reporting and auditing;
- Resolution of financial problems;

- General treasury matters;
- Financial misconduct.

12.2.10 Policy and strategy context

The tourism policy context is firstly informed by national policy in the form of the National Development Plan of 2012. The White Paper on Tourism Development of 1996 has not been updated, and therefore is still the policy that guides tourism development in South Africa, though the National Tourism Sector Strategy – as specified in the Tourism Act of 2014 – provides the strategic direction for tourism in South Africa.

12.2.10.1   National Development Plan (2012)

The National Development Plan (NDP) was published by government's National Planning Commission in 2012 to address the challenges of high levels of poverty and unemployment, as well as a lack of economic opportunity.

The aims of the NDP are to reduce inequality and eliminate poverty by 2030.

To achieve these aims, the NDP identified that the economic growth rate needs to exceed 5% per annum in order to transform the economy and create sustainable expansion for job creation. It proposes to, amongst others:

- Increase exports by focusing on areas where South Africa already has a comparative advantage, such as mining, agriculture and tourism.

According to the NDP industries such as tourism should be developed through investment with a particular focus on activating rural communities.

12.2.10.2   White Paper on Tourism Development and Promotion (1996)

The White Paper on the Development and Promotion of Responsible Tourism in South Africa (1996) is the current national tourism policy and guides the development of various aspects of the tourism industry. It highlights that the development of tourism should be led by Government, driven by the private sector, and based within the communities of South Africa.

The White Paper is comprised of the following main sections, i.e.:

- The role of tourism in South Africa.
- The problem statement (highlighting tourism as a missed opportunity and raising certain key challenges, including the limited involvement of local communities in the tourism sector).
- "Towards a New Tourism", which outlines the rationale for developing the tourism industry in South Africa and establishing the principle of responsible tourism development.
- Vision, guiding principles, critical success factors and key objectives (economic, social and

environmental objectives) with key targets.

- "Igniting the Engine of Tourism Growth" – listing areas in which policies need to develop to support the development of the tourism industry.
- Role of the key players, including national, provincial and local government, as well as the private sector, labour, communities, women, NGOs, the media, and conservation agencies.
- The organizational structure for national and provincial tourism.

12.2.10.3 The National Tourism Sector Strategy

In 2009 for the first time, after the establishment of the stand-alone National Department of Tourism, the Minister of Tourism commissioned the development of a National Tourism Sector Strategy (NTSS). This was done in consultation with key tourism and other stakeholders, and was finally adopted by the Parliamentary committee on tourism in 2011.

In May 2017, a revised NTSS was published for comment in the government gazette, after a review process undertaken by the NDT. The revised NTSS takes into consideration global trends, as well as South Africa's competitive strengths and weaknesses.

The first NTSS covered the period from 2010 until 2020, while the revised NTSS provides targets for 2026.

A review of the performance against the 2015 targets that were set in the original NTSS indicates mixed results, with some indicators performing better than others. Contribution to GDP and employment numbers exceeded the targets, while international and domestic tourist arrivals lagged the targets.

Given the changing environment, a new vision for tourism was developed during the review process:
"A rapidly and inclusively growing tourism economy that leverages South Africa's competitive advantages in nature, culture, and heritage, supported by innovative products and service excellence."

The mission is "To increase the direct contribution of tourism to the economy through collaborative planning, and the implementation of agreed priority actions".

The values that underpin the National Tourism Sector Strategy are:
- Trust – The multiple partnership relationships shall be built on trust; all parties should have mutual trust that they are all aiming for the same vision and goals;
- Accountability – All players shall accept responsibility to deliver on the actions and objectives on which they embark;
- Respect for our culture and heritage – All tourism development and activities shall respect all aspects of South Africa's diverse heritage and culture;
- Responsible tourism – All tourism development and activities shall deliver on the triple bottom-line,

namely economic, social and environmental sustainability;

- Transparency and integrity – All stakeholders in the industry shall act with the utmost integrity in their dealings with each other, with other role players in South Africa and elsewhere, and with tourists and visitors;

- Service excellence – The entire industry, including the non-tourism service providers such as retail and Home Affairs, shall continually strive for service excellence towards all our tourists;

- Upholding the values of our Constitution – Human dignity and equality shall be respected;

- A commitment to transformation – The entire industry shall understand and unequivocally support the moral need for transformation;

- Flexibility and adapting to change – As a sector, we shall be responsive, and ready and willing to change and adapt as changing circumstances require;

- Collaboration and cooperation between all key stakeholders, in particular in the areas of destination marketing; and

- A commitment to accurate, reliable, useful, timely data and market intelligence to guide tourism planning and monitoring.

The strategic pillars of the NTSS are:
- Effective marketing
- Facilitating ease of access
- The visitor experience
- Destination management practices
- Broad-based benefits

The strategic objectives of the NTSS are grouped according to the 5 strategic pillars. For each objective, actions, partners and key deliverables are identified:

1. Effective marketing:
   a. Improve market and segment prioritization
   b. Enhance effectiveness of international marketing
   c. Establish effective brand management of the South African tourism brand
   d. Expand and improve domestic marketing activities and travel facilitation programmes
   e. Use the hosting of events (business, sporting and lifestyle) to improve seasonal and geographic spread of tourism benefits
2. Facilitate ease of access
   a. Facilitate increased travel through the application of a tourist friendly visa regime and automated

passenger movement and monitoring systems

    b.   Improve airlift access, particularly for priority markets

    c.   Improve airlift access, particularly for domestic tourism markets

    d.   Create a conducive legislative and regulatory environment for tourism development and promotion

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

3.   The visitor experience

    a.   Improve major sites – upgrade experiences at World Heritage sites

    b.   Enhance local destination sites through cleanliness, safety and security, aesthetics, and information improvements

    c.   Provide tourism experiences and facilities that cater to domestic market segments

    d.   Increase bandwidth to support the activities of tourists and tourism businesses alike

    e.   Enhance tourist safety and ensure effective responses to incidents of crimes against tourists

    f.   Facilitate tourist travel through improved private and public transport for tourists

    g.   Improve tourism skills and service excellence

4.   Destination Management Practices

    a.   Improve the focus and delivery of tourism marketing and development support provided by provinces and local government

    b.   Improve of the quality decision making, planning evaluation and monitoring in tourism

    c.   Improve understanding of and enhance support for tourism across national government departments

    d.   Introduce best practice approaches and risk management tools to enhance industry's performance

5.   Broad-based benefits

    a.   Achieve Broad Based Black Economic Empowerment (BBBEE) Targets

    b.   Support sustainable Enterprise development

    c.   Expand benefits of tourism to rural areas

12.3   Annexure B: Job descriptions

12.3.1   Job Description form *

12.3.1.1 Section A: Job title and information section

A.1 POST IDENTIFICATION	
Municipality	
Post Title	Professional Officer: Project Support
Number of Posts	1
Job Grade	
Date Grade Authorised	
Post Identification No/s.	
Name of Incumbent(s) and Service Numbers:	

A.2   LOCATION OF POST

(The departments or service units and sub divisions within which the post or posts are located. Use the terminology used in your municipality)

Department	Tourism
Section	Tourism Development
Division	Tourism Development

A.3   SURROUNDING POSTS

Immediate Superior	
Job Title	Post Identification No.

Manager: Tourism Development	
Immediate Subordinates	
Job Title(s):	Post Identification No (s).

12.3.2 Section B: Job Purpose, Duties and Responsibilities of the post

B.1   JOB PURPOSE

- To facilitate and implement tourism development programmes and projects as determined by the Tourism Development Framework (TDF) in partnerships with all relevant stakeholders.

B.2 DUTIES OF THE POST	
NO.	**DUTIES/TASKS** **(What, How and Why)**	**FREQUENCY**

1	**To facilitate, coordinate, implement, and monitor the City's Tourism Development programmes and projects**	Annually
1.1	Implementation, co-ordination and monitoring of Tourism Development (TD) interventions by;	Ongoing
1.2	Implementing Tourism Development programmes and projects as identified in the Department's business plan.	Ongoing
1.3	Facilitate Tourism Development programmes and projects through ensuring closer working relationships with stakeholders.	Ongoing
1.4	Coordinating the development of tourism in eight developmental areas as identified in the Tourism Development Framework.	Ongoing
1.5	Facilitate support and build capacity of Local Tourism Forums and formations that enhance the development of local tourism.	Ongoing
1.6	Monitoring project implementation plans	Ongoing
1.7	Give input into local tourism research and investigations to compile residence's opinion on tourism development.	Ongoing
1.8	Receive/evaluate local tourism proposals from communities for programme/project specific support	Ongoing
1.9	In order to coordinate the implementation and monitoring of Local Tourism Development programmes and projects.	On-going
2	**Assisting in the development, management, implementation and monitoring of tourism sector support programmes and projects as set out by the Tourism Development Framework (TDF)**	On-going

2.1	Implementation, co-ordination and monitoring of tourism sector support interventions by;	On-going
2.2	Implementing tourism sector support programmes and projects as identified in the Department's business plan.	On-going
2.3	Facilitate tourism sector support programmes and projects through ensuring closer working relationships with stakeholders.	On-going
2.4	Coordinating the development of tourism businesses throughout the Cape Metropole areas as identified in the Tourism Development Framework.	On-going
2.5	Developing and implementing tourism sector support programmes that raise tourism awareness, encourage tourism entrepreneurship and support tourism development.	On-going
2.6	Monitoring project implementation plans	Ongoing
2.7	Receive/evaluate local tourism business proposals from local businesses for programme/project specific support	Ongoing
3	**Managing partnerships that are relevant to tourism development in tourism development areas.**	Ongoing Ongoing
3.1	Continuously liaise with various stakeholders and interest groupings to identify areas of collaboration for smooth implementation i.e. Service	
3.2	Learning (CPUT), tourism sector support etc.	Ongoing
3.3	Liaise and engage with Local Tourism Business Forums in order to develop tourism in their local areas.	Ongoing
3.4	Liaise and engage other City departments i.e. Environmental Resource Management, Economic Development department and other departments as well as other spheres of government to establish synergies.	Ongoing

4	Liaise with tourism agencies i.e. Cape Town Tourism, Tourism Enterprise Partnership, etc. regarding tourism projects relevant to tourism sector support. In order to:	Ongoing
4.1	Maintain, nurture and strengthen partnerships for tourism sector support development in local areas to take place.	Ongoing
4.2	Incorporate views and/inputs from partners towards tourism sector support Plans/ Strategies.	Ongoing
4.3	Communicate section's plans and opportunities to partners.	Ongoing
5	**Communication**	
5.1	Communicate programme info to both internal and external clients of the Department.	Ongoing
5.2	Responding to queries and resolving problems within the post's level of authority.	Ongoing
	Coordinating and facilitating meetings with key internal and external stakeholders with branch team members, to discuss issues pertinent to Tourism Development.	Ongoing
	Administration Give input towards reports to Portfolio Committee, Council etc. related to tourism development and implementation in the respective local areas. Responding to requests for assistance or resolution of problems to both internal and external clients.	

B.2   AUTHORITY OF THE POST

This outlines the authority the job holder has to make decisions or to take independent action without reference to a superior. Limits of authority may also be included (e.g. not permitted to...)

The job holder is authorised to take decisions in accordance with Council's System of Delegations

12.3.1.3 Section C: Job specification

Skills relevant to a job include education or experience, specialised training, personal characteristics or abilities.

C.1 ESSENTIAL REQUIREMENTS OF THE POST State the minimum educational, qualifications and experience that are required to perform the job competently.	
Qualification	NQF Level 7
Reasons for essential qualification	Needs a body of professional knowledge in order to carry out professional functions.
Experience	Up to 4 years

C.2 PREFERRED REQUIREMENTS OF THE POST	
Qualification	B-Tech Tourism Management/ BCom Hons: Tourism Management
Reasons for preferred qualification	Needs a body of professional knowledge in order to carry out professional functions.
Experience	4yrs

C.3	PHYSICAL REQUIREMENTS OF THE POST

(Only where directly relevant to the performance of the job)

1.	This post can accommodate people with or without disabilities; however, sight, the ability to talk and sound mental health are important.

12.3.1.4 Section D: Approval of Job Description

D.1	CERTIFIED CORRECT

We the undersigned confirm that we have consulted on the content contained in the job description and hereby confirm that we consider that the information contained is a correct reflection of the context of the post and its content.

TITLE	NAME	SERVICE NO	SIGNATURE	DATE
Head of Department				
Immediate Superior				
Union Representative SAMWU				
Union Representative IMATU				
Incumbent				

*The above job description is a template ONLY. Its purpose is to give an idea of the type of job description a municipality can use when hiring a tourism official. The job description should not be referenced.

12.4 Annexure C: Legal Opinion on the "Unfunded Mandate of Tourism"

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DATE: 15 March 2017

SOUTH AFRICAN LOCAL
GOVERNMENT ASSOCIATION

SALGA

Inspiring service delivery

Deputy Director: Local Economic Development
Cape Winelands District Municipality
29 Du Toit Street
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7600

Email: rhian@capewinelands.gov.za

Dear Sir

Tourism as a function of Local Government

According to the Municipal Structures Act, a municipality has powers and functions assigned to it in terms of section 156 (local government matters listed in Part B of Schedule 4 and Part B of Schedule 5) of the Constitution, **listing local tourism as a local government competence**. The role of District municipalities with regard to the promotion of local tourism for the area of the district municipality is outlined in section 84 (1)(m). Tourism is also listed in Schedule 4 Part A, as a functional area of concurrent national and provincial legislative competence. The Intergovernmental Relations Framework Act of 2005 promotes ongoing cooperation between the various spheres of government. It is therefore crucial for all three spheres work in partnership and have a collective approach to planning for tourism and destination marketing and management. Specific functions for local government is further outlined in section 6.3 of the National Tourism White Paper. This section needs to be read with the White Paper on Sustainable Tourism Development and Promotion in the Western Cape which states that: *Local governments play a major role in the development of the tourism industry as part of their broader mandate for local economic development.* The role of metro's, district councils, regional tourism organisations, local municipalities and local tourism bureaux are further outlined.

To this end, the National Development Plan and other policies recognises tourism as one of the main drivers of employment and economic growth. **For this reason, some municipalities have prioritised the tourism sector as one of the sectors to promote local economic diversification.** Against this background, tourism is therefore not a separate function of local government, but a sector in a local economy.

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