



**tourism**

Department:  
Tourism  
REPUBLIC OF SOUTH AFRICA

**DEPARTMENT OF TOURISM**

**FRAMEWORK FOR COMMUNITY PARTICIPATION IN TOURISM (FCPT)**

**FINAL**

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## 1. ACRONYMS

<b>Acronyms</b>	<b>Full Description</b>
BBBEE	Broad Based Black Economic Empowerment
CBOs	Community Based Organisations
CBT	Community-Based Tourism
COGTA	Corporative Governance and Traditional Affairs
CPAs	Communal Property Associations
CPPP	Community Public Private Partnership
CSI	Corporate Social Investment
DANCED	Danish Corporation for Environment and Development
DSBD	Department of Small Business Development
DT	Department of Tourism
EPWP	Expanded Public Works Programme
FCPT	Framework for Community Participation in Tourism
FTT	Fair Trade Tourism
GDP	Gross Domestic Product
ILO	International Labour Organisation
LED	Local Economic Development
MST	Measuring the Sustainability of Tourism
MINMEC	Ministers and Members of Executive Councils Meeting
NDP	National Development Plan
NEDLAC	National Economic Development and Labour Council
NGO	Non-governmental Organisation
NTSF	National Tourism Stakeholder Forum
NTSS	National Tourism Sector Strategy
OECD	Organisation for Economic Co-operation and Development
PPP	Public Private Partnership
SALGA	South African Local Government Association
SDG	Sustainable Development Goals
SMMEs	Small, Medium and Micro Enterprises
SANPARKS	South African National Parks
SANS	South African National Standards
UA	Universal Accessibility
UNWTO	United Nations World Tourism Organisation

## 2. DEFINITIONS

**Responsible Tourism:** Is a tourism management strategy in which the tourism sector and tourists take responsibility to protect and conserve the natural environment, respect and conserve local cultures and ways of life, and contribute to stronger local economies and a better quality of life. (SANS 1162:2011).

**Community-Based Tourism:** is tourism that seeks to empower the community (social), protect the environment (environmental sustainability), and preserve the heritage and culture of the community. The projects and programmes are managed and owned by the community, for the community, with the purpose of enabling visitors to increase their awareness and learn about the community and local ways of life<sup>1</sup>, hence promoting cross cultural learning and social cohesion. **Community-Based Tourism** should emerge from a community development strategy, using tourism as a tool to strengthen the ability of rural community organizations that manage tourism resources with the participation of the local people. In order to ensure social, environmental and cultural sustainability, it is necessary to prepare and build the capacity of the host community to manage tourism.

**Community Participation:** Community participation in the tourism planning process is advocated as a way of implementing **sustainable tourism development** in a manner that promotes or measures participation of communities in the tourism economy. It seeks to **enhance** the positive impact of tourism while reducing the **negative** impacts. Participation is 'not only about achieving the more efficient and more equitable distribution of material resources, it is also about the **sharing of knowledge** and the transformation of the process of learning itself in the service of people's **self-development**. It is also a process of involving all stakeholders (local government officials, local citizens, architects, developers, business people, and planners) in such way that **decision-making is shared**.

**International Labour Organisation:** is an international organisation responsible for drawing up and overseeing international labour standards. It is the only tripartite United Nations Agency that brings together representatives of governments, employers and workers to jointly shape and programmes promoting decent work for all.

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<sup>1</sup> Community Based Tourism Handbook, REST, 1997

### **3. LIST OF FIGURES**

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## 5. BACKGROUND

South Africa's economic strengths have historically been in the mining value chain, and after 1994, in the automotive and finance sectors. These industries have contributed to increased exports and growth. However, none of them directly creates jobs on a large scale or provides numerous opportunities for new producers. South Africa's economy has not created enough jobs to reduce unemployment sustainably. This is largely due to the slower growth of the agriculture, mining, and manufacturing sectors in comparison to South Africa's services sectors. NEDLAC Social Partners have provided a joint commitment to partnerships in both protecting and creating jobs in South Africa through the Jobs Summit process.

Tourism is one of South Africa's most successful economic sectors. It has the potential to generate foreign exchange earnings and create jobs; it provides real opportunities for transformation at various points along the value chain; it has multiple links with other sectors of the economy and generates significant multiplier effects; and it provides ideal opportunities to facilitate diversification beyond the current reliance on traditional commodities. Tourism is an activity that involves many different industries. The sector can only function if the various branches of government and the public and private sectors work together. To summarize, tourism is everyone's concern.

To arrest the current state of the economy and address unemployment, a business unconventional approach will be required. Tourism is one of the ten priority sectors identified in the new Industrial Strategy for Inclusive Economic Growth. The following high-level indicators are proposed to measure tourism performance during the next Medium-Term Strategic Framework (2019-2024) in the context of the State of the Nation Address and the Industrial Strategy:

- 1) International tourist arrivals (21 million by 2030)
- 2) Total tourist foreign direct spend
- 3) Length of stay by international tourists
- 4) Domestic holiday trips
- 5) Direct contribution to GDP
- 6) Direct contribution of tourism job creation

The common threads that will tie the achievements together are transformation through the implementation of the Tourism B-BBEE Codes, an integrated government approach to tourism, a focus on development of relevant skills for the sector with a focus on 4IR, and ensuring that what we do support Responsible Tourism principles and practices.

Over the past several decades, it has been observed that the tourism sector has prioritized environmental concerns over social concerns, resulting in communities being left out of mainstream tourism benefit opportunities in many cases. Based on the reviewed Community Participation case studies, it is clear that tourism projects located in communities are not self-sustaining and do not benefit the immediate communities they are supposed to benefit, resulting in the creation of "white elephants" as they grind to a halt as soon as the financiers/third party consultants pull out of these projects. In many cases, communities are left with debts to service (worse than before) and, in some cases, forced to hand over land or assets to the government.

➤ **Process**

In 2012, the Department began the process of developing a framework through a series of internal workshops that examined rural tourism case studies in Southern Africa with active rural/poor/marginalized community involvement. In each of these case studies, a realistic assessment of what worked and what didn't was performed. This draft was evaluated and developed with the assistance of the International Labour Organization's SCORE Module3 Program and the African Safari Lodge Foundation, which works with communities in Southern Africa who have equity and rights in rural tourism businesses. The SCORE Program is divided into three modules, which are as follows:

- i. Work Place Cooperation –Module1
- ii. Service Quality –Module 2; and
- iii. Business Sustainability, Community Engagement and Responsible Tourism - Module 3.

This module has been designed for the local South African market in support of the Responsible Tourism agenda.

The Framework for Community Based Tourism (FCBT) was drafted/written but the projected was shelved in favour of Operational Guidelines for Community Based Tourism. The Alula Framework for Inclusive Community Development Through Tourism, developed by UNWTO and the G20 Tourism Working Group on the occasion of the 2020 G20 Presidency, and the onset of the COVID-19 pandemic and its devastating impact on the entire world, but especially the most marginalized, necessitated that the FCBT be re-looked at and updated accordingly. The Framework for Community Participation in Tourism (FCPT) is expected to advise the Department and CBT practitioners in the tourism domain on how to implement inclusive community development through tourism.

This FCPT will be presented to a broader range of private and public tourism stakeholders, as well as community representatives, for additional feedback and guidance in order to test its relevance and viability.

## **6. RATIONALE FOR THE FRAMEWORK**

Tourism is recognized as the **one/only** industry capable of creating long-term jobs while also increasing community appreciation and support for biodiversity conservation. Prior to the COVID-19 Pandemic, tourism was one of the fastest growing and most resilient industries, contributing to long-term development and job creation. While there are numerous benefits to tourism, communities in and around

our tourism areas have yet to fully materialize tangible and sustainable benefits to empower and fundamentally change their lives.

According to the National Tourism Sector Strategy (NTSS), the Department of Tourism (the Department) must work to increase the number of tourism programs and projects that are led by and benefit communities, as well as the number of tourism businesses that practice and implement Responsible Tourism standards and practices. To achieve this goal, the Department committed to developing a Community Participation Framework model as one of its deliverables for the 2012/13 fiscal year. The need to support communities has never been **more pronounced**.

One of the primary goals of Responsible Tourism is to reduce the negative impact of tourism while also amplifying the positive contribution that tourism can make to communities. Responsible tourism aims to use tourism as a catalyst for local economic development by benefiting local communities from tourism activities and encouraging their direct participation in tourism initiatives, projects, and decision making.

The global tourism industry has been greatly impacted by the COVID-19 pandemic. The COVID-19 pandemic has thrown tourism in South Africa, as well as the global economy, into disarray, threatening thousands of businesses and jobs. The priority for the sector is to reopen as soon as it is safe to do so, but this will only be the beginning of a difficult recovery. The situation necessitates an immediate response, as well as an acknowledgement of the constraints impeding South Africa's tourism development. Tourism recovery is dependent on a timely, responsible resumption combined with a compelling and well-executed re-entry strategy.

The outlook is fluid, necessitating a balanced set of interventions that consider both supply and demand-side support, in tandem with a gradual relaxation of internal constraints. There are also opportunities to improve sector enablement. Three strategic themes are central to South Africa's recovery: Re-igniting Demand, Rejuvenating Supply and Strengthening Enabling Capability.<sup>2</sup> The Tourism Recovery Plan has made ten recommendations to assist recovery. For the purposes of the FCPT, the following are deemed applicable:

1. *Conclude a comprehensive industry/government recovery partnership to collaborate on all aspects of tourism recovery guided by this recovery plan.*
2. *Catalyse domestic demand through the phases of economic re-opening with informative and inspirational messaging that encourages safe tourism and domestic vacation experiences.*
3. *Review and transform the tourism policy and institutional architecture to deliver efficient, effective and purpose-led support for sector growth and development.*

Experience has shown that when communities actively participate in the rural tourism sector, both organizationally and individually, as owners and employees, the development impact is increased and the majority of jobs can be filled by community members and local residents. As a result, the Department is committed to increasing tourism community participation throughout the tourism value chain. The Department is also committed to not only assisting in the retention of quality jobs in the tourism sector, but also in facilitating the creation of new jobs related to tourism.

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<sup>2</sup> Tourism Recovery Plan (Draft), Department of Tourism 2020



Given the magnitude of the task, as well as the complexities of community-based tourism development, the Department cannot implement this framework on its own. As a result, the Department created the Framework for Community Participation in Tourism (FCPT) to guide the Department's work in this area and to create a platform for working with communities and ensuring integration with key stakeholders such as all spheres of government and non-governmental role-players.

*“The COVID-19 pandemic has brought the world to a standstill. Our sector is among the hardest hit of all. As we join forces to re-start tourism, we must live up to our responsibility to ensure the benefits this will bring are shared as widely and fairly as possible. The crisis is an opportunity to re-think the tourism sector, its contribution to people and its impact on the planet. It is a chance to build back better towards a more sustainable, resilient and inclusive tourism”. Zurab Pololikashvili Secretary-General, World Tourism Organization (UNWTO)<sup>3</sup>*

## **7. AIMS AND OBJECTIVES OF THE FRAMEWORK**

The goal of this FCPT is to guide the Department, provincial tourism departments, and other key tourism stakeholders in their efforts to encourage community participation in the tourism sector and, as a result, to increase the positive impact tourism can have on local economic development and community quality of life.

The Framework aims to address the following:

- ❖ To increase local economic development linked to Tourism.
- ❖ To increase the number of sustainable tourism jobs.
- ❖ To increase the percentage of local people employed by tourist activities.
- ❖ To increase community or rural resident ownership of tourism related products.
- ❖ To increase understanding of the tourism sector and related opportunities.

The Framework will also support the work done by the Department in the following areas:

- ❖ Promote meaningful participation of previously disadvantaged groups in tourism
- ❖ Support Community-Based Tourism (CBT) projects to enter tourism value chain
- ❖ Ensure communities are involved and benefit from tourism
- ❖ Promote Resource Efficiency in Tourism
- ❖ Ensure that tourism sites are resilient and adapt to Climate Change
- ❖ Promote general environment efficiency
- ❖ Promote Universal Accessibility (UA)

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<sup>3</sup> ALULA FRAMEWORK FOR INCLUSIVE COMMUNITY DEVELOPMENT THROUGH TOURISM; Developed by UNWTO and the G20 Tourism Working Group on the occasion of the 2020 G20 Presidency, 2020

## **8. THE STATUS QUO OF COMMUNITY-BASED TOURISM IN SOUTH AFRICA**

Community involvement in tourism development is an important component of the government's goals in South Africa, which include developing a world-class tourism industry and integrating historically disadvantaged people into the mainstream (Musselwhite, 2007). However, community participation in tourism has been described as a "lost opportunity" in the country. Tourism activities have occurred, but the fundamental problem was that host communities had previously been excluded. This exclusion may be due to a number of factors. Apartheid, for example, had a negative impact on community participation because the system was designed exclusively to benefit the White majority (Viljoen & Tabela, 2007).

Many communities and historically marginalized groups, particularly those in rural areas that have not actively participated in tourism, have enormous tourism resources, according to the 1996 Tourism White Paper. The communities were encouraged to play an important role in the growth of rural tourism. Women, in particular, play an important role in the development of sustainable tourism in rural areas.

Following the 1994 elections, the South African government initiated and supported community-based tourism development programs. As a result, all three levels of government (national, provincial, and local) across the country have launched a number of tourism development programs and strategy documents that emphasize community participation, particularly in rural areas. Among these are the National Heritage and Cultural Tourism Strategy, South Africa's Responsible Tourism Manual, the National Rural Tourism Strategy, and the Domestic Tourism Growth Strategy 2012-2020. These strategies are part of the government's commitment to tourism development (in collaboration with the private sector and various communities at large).

Despite the foregoing, South Africa has yet to realize its full potential in terms of community participation in tourism. As a result, communities' economic, social, and environmental benefits remain limited.

## **9. LEGISLATIVE AND POLICY FRAMEWORK**

Responsible Tourism is of paramount importance to the tourism sector. In 1996, South Africa was the first country to include "Responsible Tourism" in its national tourism policy, the 1996 White Paper on the Development and Promotion of Tourism in South Africa. The 1996 White Paper on Tourism Development and Promotion in South Africa guides the sustainable development of tourism in the country. According to the White Paper, responsible tourism is an approach to the management of tourism, which is aimed at maximising economic, social and environmental benefits and minimising costs to destinations. A responsible tourism approach aims to achieve the triple-bottom line outcomes of sustainable development, i.e. economic growth, environmental integrity and social justice.

A number of responsible tourism measures and practices have been developed and implemented by both the private and public sectors over the past years. Specific mention is made of the following:'

- The National Tourism Sector Strategy (2017) promotes the empowerment of previously marginalised enterprises and rural communities to ensure inclusive growth of the sector. The development and growth of the tourism industry should take place at grassroots level and not exclude poor communities. This could be unlocked by the sector working together and looking at priorities that presents good growth opportunities that will ensure inclusive participation of more Black people – especially women, and young entrepreneurs.
- South African National Minimum Standard for Responsible Tourism (SANS 1162), launched in September 2011, is a detailed set of requirements aimed at establishing a common understanding about Responsible Tourism, and a basis for the harmonisation of tourism sustainability certification in South Africa. The associated accreditation system will award a seal of accreditation to tourism certification agencies that are competent to offer sustainability certification schemes to tourism businesses.

The 2014 Tourism Act provides for the development and promotion of sustainable tourism for the benefit of the Republic, its residents and its visitors. Responsible Tourism is a strategic priority of the department of tourism. The programme focuses on the following:

- Tourism and environmental efficiency which focuses on environmental management in the tourism sector and runs the following projects:
  - Tourism resource efficiency (water, energy, and waste) in tourism.
  - The Environmental Implementation Plan (EIP) for Tourism is developed and implemented to ensure that the environmental impacts of tourism policies, plans and programmes are avoided, minimized and managed.
  - The Tourism Adaptation Project. The aim of the project is to build the adaptive capacity of tourism products to the impacts of climate change.
  - The community participation programme focuses on the implementation of the Community Based Tourism Guidelines. It aims at supporting communities to participate and benefit from the tourism value chain.
  - The Universal Accessibility (UA) programme focuses on the promotion of universal access to tourism products. It ensures that people living with disabilities, the elderly, and the pregnant are able to enjoy tourism products.

This Framework for Community Participation in Tourism (FCPT) builds on existing policy, guidelines, and detailed manuals developed or approved by the South African government. Tourism can contribute to economic growth, and the government has developed specific plans and policies to guide its efforts to maximize the potential positive impact. The Department is committed to implementing the tourism policies, standards, and guidelines outlined in the following documents through the establishment of the Responsible Tourism Directorate. These documents, as well as the National Government's Medium-Term Strategic Framework (2009), provide context for the department's development and implementation of the Framework for Community Participation in Tourism (FCPT), listed below:

- a. The 1996 White Paper
- b. Responsible Tourism Guidelines 2002
- c. Responsible Tourism Manual 2002

- d. Responsible Tourism Standard SANS 1162: 2011 (RT Requirements)
- e. National Tourism Sector Strategy 2011, specifically the aspects noted in the
  - i. Community Benefaction;
  - ii. Responsible Tourism sections; and
  - iii. Rural Tourism Strategy.

This Framework for Community Participation in Tourism does not contradict existing policies that serve as a foundation for understanding why and how tourism should be developed in South Africa's rural areas. This includes the need for inter-governmental cooperation in putting the framework in place, as well as a commitment to monitoring and evaluating the FCPT's impact.

## **10. ALULA FRAMEWORK FOR INCLUSIVE COMMUNITY DEVELOPMENT THROUGH TOURISM**

The main resource used to develop this framework is the Alula Framework for Inclusive Community Development Through Tourism, which was developed by UNWTO and the G20 Tourism Working Group on the occasion of the 2020 G20 Presidency -2020. In line with the G20 Presidency's objectives, the Alula framework seeks to advance tourism's potential as an effective means of contributing to and achieving inclusive community development and the Sustainable Development Goals, including:

- Empowering People
- Shaping the Planet
- Shaping New Frontiers

The Framework for Community Participation in Tourism was created to assist national governments in ensuring an integrated approach to inclusive community development through tourism. According to the framework, the COVID-19 pandemic necessitates significant actions from all stakeholders, and thus this FCPT is a response to that call. As we restart tourism, re-ignite demand, rejuvenate supply, and strengthen enabling capability, we must ensure community well-being now more than ever. The framework, like the Tourism Recovery Plan, emphasizes the importance of developing and reinforcing domestic, regional, and local tourism that is inclusive and prioritizes community well-being. The pandemic also presents an opportunity to drive climate change action while finding a fair balance with tourism recovery through accelerating digital transformation, innovation and sustainability in the sector.<sup>4</sup>

The Framework points out that in order to ensure that tourism does enable maximum beneficiation to communities, where tourism acts as the catalyst, a clear evidence-based framework is needed to guide and measure progress. Implementation of the Framework, should translate into benefits for under-developed regions, both urban and rural, and also previously disadvantaged groups.<sup>5</sup>

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<sup>4</sup> ALULA FRAMEWORK FOR INCLUSIVE COMMUNITY DEVELOPMENT THROUGH TOURISM; Developed by UNWTO and the G20 Tourism Working Group on the occasion of the 2020 G20 Presidency, 2020, page 11.

<sup>5</sup> ALULA FRAMEWORK FOR INCLUSIVE COMMUNITY DEVELOPMENT THROUGH TOURISM; Developed by UNWTO and the G20 Tourism Working Group on the occasion of the 2020 G20 Presidency, 2020, page 12

<sup>6</sup>ALULA FRAMEWORK FOR INCLUSIVE COMMUNITY DEVELOPMENT THROUGH TOURISM; Developed by UNWTO and the G20 Tourism Working Group on the occasion of the 2020 G20 Presidency, 2020, page 14

The FCPT Framework advocates policies that focus on the following key issues<sup>6</sup>:

1. Capacity building for jobs and opportunities.
2. Promote the role of women in communities.
3. Foster innovation, digitalization and entrepreneurship.
4. Empower local communities.
5. Provide infrastructure and services.
6. Communities as champions of nature and heritage.
7. Tourism for All.
8. Decent work and formalization.
9. Public/private/community development towards a new governance model.

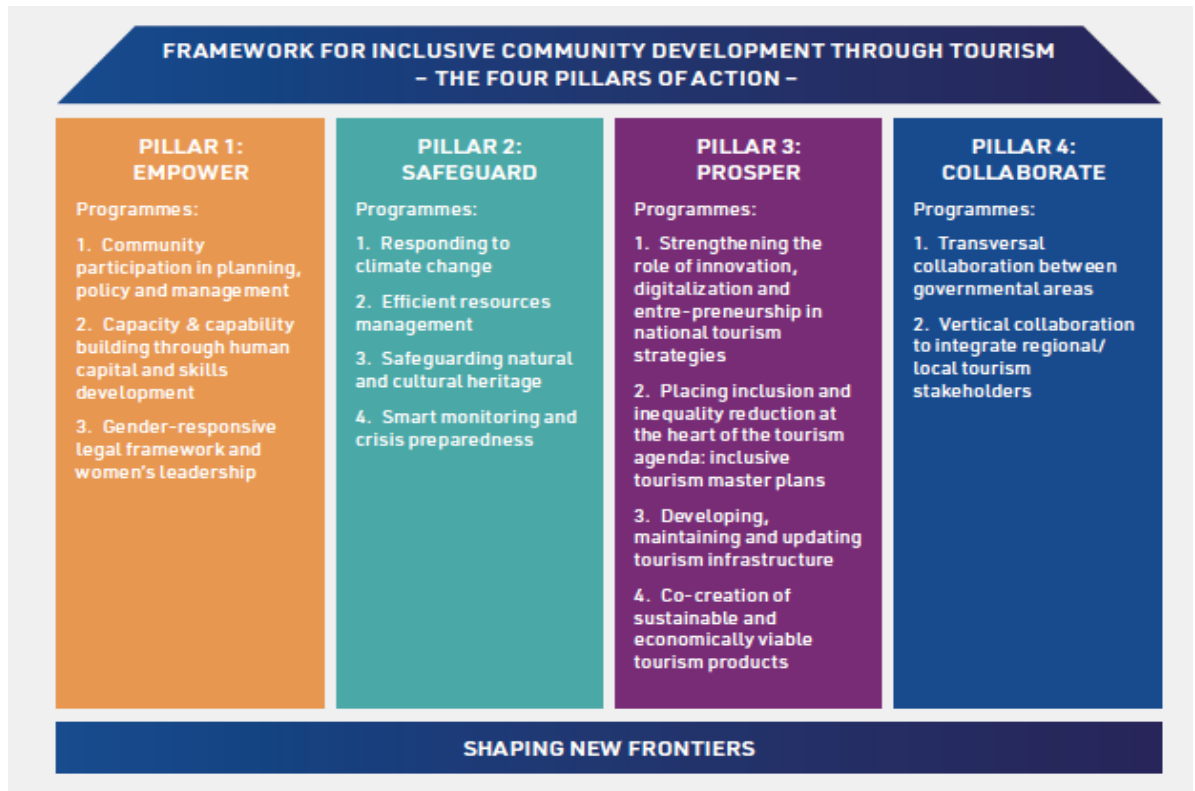
To put the Community Participation in Tourism Framework to the test, the Department will choose existing community projects developed by various levels of government and will coordinate interventions aimed at increasing community participation in the tourism sector.

The Alula Framework is organized around five major dimensions, with the four interconnected central pillars of the 2020 G20 Presidency and the Sustainable Development Goals at its core (SDGs).

The Framework is divided into five dimensions:

- 1) For whom: what are the communities that should benefit from the Framework according to their potential, commitment and level of development?
- 2) By whom: who are the most appropriate stake-holders to implement these programmes?
- 3) How (pillars of action): what type of programmes and interventions for each of the four pillars 1) Empower; 2) Safeguard; 3) Prosper and 4) Collabo-rate can be implemented?
- 4) How to measure and quantify the impact of the Framework? and
- 5) How to shape new frontiers through innovation and digital transformation? (this issue will be cross-cutting to all four pillars of action). The four pillars are:

**Figure:1 Pillars of Action**



*Source: Alula Framework for Inclusive Community Development Through Tourism; Developed by UNWTO and the G20 Tourism Working Group on the occasion of the 2020 G20 Presidency, page 17.*

The Alula Framework for Inclusive Community Development Through Tourism also provides a high-level overview of how to promote and sustain inclusive community development through tourism. The Framework includes the following provisions:

- a) Details in respect of the four pillars of action, programmes and interventions.
- b) Criteria for identifying communities to participate in inclusive community development through tourism.
- c) Identification of stakeholders for implementation of inclusive community development through tourism.
- d) Provides a Governance Framework for public-private-community partnership.
- e) Articulates how to measure and monitor impact.
- f) Provides a roadmap for building resilience, preparing for another crisis, how to manage a crisis and how to recover from a crisis when implementing inclusive community development through tourism.

Finally, the Framework makes action recommendations for all governments, the private sector, and local communities, as well as international organisations and development assistance partners. In addition, the Framework includes a number of global case studies for reference.

## 11. CHALLENGES FACED BY COMMUNITY BASED TOURISM

Each community faces unique barriers to CBT development. However, CBT projects face a number of challenges, ranging from the level of participation during the formation of the tourism enterprise(s) to operational levels, which, if not well managed, affect the tourism enterprise's sustainability (s). While CBT encourages community participation, the majority of businesses undertaken or implemented have little or no participation that allows for community management. The drivers of CBT success, as well as some of the challenges involved, are listed in the table below.

**Table 1: Drivers of success and challenges to success in CBT<sup>ii</sup>**

Drivers of success	Challenges and barriers
<b>Accessing resources</b>	
Land ownership and other resource issues are clear and well-defined.	Land and resource disputes are rife and reoccur.
Support infrastructure – including road access, telecommunication networks, power supply and water supply – are adequate and well-maintained.	Support infrastructure – including road access, telecommunication networks, power supply and water supply – are inadequate and poorly-maintained.
Existing facilities are well constructed and well maintained.	Existing facilities are poorly constructed and poorly maintained.
<b>Ensuring commercial viability</b>	
The venture is commercially viable and sustainable. There is market demand and it offers a good quality product or service that has market access.	The venture lacks a viable business plan, an adequate source market or access to the source market. Costs are covered by donor funding instead of revenue.
There are good marketing, promotion and communication mechanisms, as well as strong linkages to tourism distribution channels.	The venture has little or inappropriate marketing and promotion, and inadequate communication and co-ordination.
The venture is dynamic and able to adapt to a changing market.	The venture cannot respond to market changes due to inadequate knowledge or skills.
There are opportunities for replication through additional business ventures in the community.	The venture is an isolated venture and has no commercial linkages or economies of scale.
There is a strong sense of ownership and custodianship within the community and this helps to enhance tourism resources.	Community members do not understand the value of tourism and feel excluded. There is no impetus within the community to protect tourism resources.
<b>Getting community support and developing good stakeholder relationships</b>	
The community shows a willingness and enthusiasm to engage in CBT.	The community is either resistant or not committed to CBT.
The community is cohesive and mostly unified.	There are high levels of community conflict and progress is hindered by personal interests.
There is ongoing, inclusive and regular communication between all stakeholders.	There are poor communication structures between partners and the community and this results in messages that are distorted or misunderstood.
Educating the community on business principles has created an understanding of the role and rights of all private sector partners.	There are tensions between the community and private sector partners due to a lack of understanding of the role and rights of each.

Drivers of success	Challenges and barriers
There are strong partnerships between the community and support agencies and the private sector that are based on mutual respect and trust.	There are weak linkages with support agencies and the private sector, or the community has linkages with weak partners. Partnership obligations are not fully understood or there is conflict between the partners and the community.
<b>Managing expectations and the distribution of benefits</b>	
CBT is part of a broader development strategy for the community, and part of a mix of economic activities.	CBT considered a quick fix to reduce poverty, and is isolated from other community activities.
The community has realistic expectations of the timeframes, returns and challenges of tourism.	The community is over-optimistic and has an expectation of quick, easy and sizable benefits for all.
Benefits are distributed as agreed by the community.	Mechanism for distributing benefits is not agreed on, or fully understood, or properly implemented. Beneficiaries are not clearly defined.
The venture's governance structure is effective and accountable with transparency in its processes and reporting.	There is a lack of accountability and unclear roles and responsibilities.
<b>Ensuring social equity</b>	
Community members, including women and youth, are empowered through high levels of participation and decision-making.	Participation is dominated by the powerful and wanes over time. There is a lack of understanding of who the role players and beneficiaries are in the community.
Creation of employment and business opportunities in the community is allocated on an equal opportunity basis and in relation to the needs of the venture.	Powerful people access opportunities and women and youth are marginalised.
<b>Dealing with limited capacity</b>	
The community understands the needs and wants of tourists, and is motivated to satisfy them. The community also has the competencies to manage and operate the venture.	The community has a limited understanding of the mechanics of both tourism and business.
Standards are developed to meet market demand, and the community is educated and trained to meet them.	The community lacks sufficient knowledge of the market, affecting product quality and service delivery.
There is adequate capital investment and knowledge of how to access it.	There is a lack of collateral to secure loans.
There is sufficient knowledge and skill to manage the finances and benefit distribution.	The venture fails to manage cash flow and benefit distribution.
Employees and managers receive adequate training (formal and on-the-job).	There are inadequate skills to manage and operate the venture. Training ceases when donor funding ends.
NGOs, government and the private sector provide training.	There is difficulty in accessing affordable training.
Training programs are customized for the community, the market and the location.	Training programs are generic and not appropriate for specific communities, markets and locations.
<b>Conserving culture and heritage</b>	



Drivers of success	Challenges and barriers
CBT promotes revitalisation of customs and the preservation of heritage sites.	CBT results in over-commercialisation of culture and damage to heritage sites.
CBT promotes environmental conservation and the sustainable use of natural resources.	CBT results in the pollution of the environment and degradation of natural resources without rehabilitation.
<b>Navigating a challenging legal environment</b>	
All stakeholders are committed to facilitating CBT.	There is a lack of co-ordination between stakeholders, particularly government departments.
Support agencies provide assistance in navigating bureaucratic procedures and meeting legal requirements.	Communities are discouraged by red tape and the challenges of navigating complicated government bureaucracy.

*Adapted from Operational Guidelines for Community -Based Tourism (2016)*

## 12. COMMUNITY PARTICIPATION IN THE TOURISM SUPPLY CHAIN

This Framework for Tourism Community Participation (FCPT) will use the tourism value chain outline below to determine where and how communities can participate and gain a share of the tourism economy. Each area has its own set of challenges and opportunities for community participation, and each area will require tailored interventions to boost participation.

At this point, the framework does not require government intervention in every aspect of the supply and value chain, but rather serves as a guideline for where interventions might occur. The Department's roles and responsibilities will be determined by the specific geographic area, the nature of the tourism offering, the state of tourism development, the capacity of the community, other role-players, and government departments.

One of the most difficult challenges in community development is identifying, developing, and then supporting rural entrepreneurs in addition to community-based businesses. This highlights the importance of collaborating with COGTA, SALGA, and local government's LED and the Department of Small Business Development.

The Department, in collaboration with tourism stakeholders and all levels of government, is committed to increasing community members' participation in the tourism value chain in the following areas:

- a) Community members should be encouraged to be tourists themselves: this can be achieved, for example, through the implementation of differential pricing methods to encourage local tourism, etc;
- b) Communities as owners /stakeholders of tourism assets, meaning various ownership /stakeholder partnerships can be created when communities own land and /or concession rights in prime tourism destinations;
- c) During the construction of tourist facilities where community members can:
  - Acquire building skills and employment as labourers;
  - Supply materials needed for the construction; and

- Tender to do the construction work /projects
- d) Once the tourist operations begin, community members and organisations can be:
- Owners or part owners of the operations business;
  - Full time staff and partake in hospitality skills development programmes; and
  - Operators of tourism activities associated with the main tourism operation
- e) Communities are well placed to offer services and supplies needed by tourism facilities.

**These include, but are not limited to:**

- Fresh produce;
  - Diesel supply for guest transfers in remote areas; and
  - On-going maintenance requirements such as
    - ✚ Buildings
    - ✚ Vehicles
    - ✚ Roads
    - ✚ Landscaping
  - Laundry services
  - Waste removal and recycling
  - Entertainment and cultural experiences
  - Art & Crafts
  - Deco and Furniture
  - Tour guiding
  - Tourist Safety
- f) Land and conservation management:
- Anti-poaching patrols
  - Biodiversity improvement such as working for water/wetlands/grasslands
- g) Corporate Social Investment (CSI) and philanthropic investment by rural tourism businesses and philanthropically minded tourists can be optimised through better community participation in the process of allocating the CSI spend.
- h) Marketing is difficult for community-based rural tourism products unless they are actively supported by the state and relevant tourism and travel agencies.

The above, once more clearly demonstrates that in order to ensure social, environmental and cultural sustainability, it is necessary to prepare and build the capacity of the host community to manage tourism.

➤ ***Community Organisational Support and Advice***

The basis for sustained community access and involvement in tourism opportunities is a well-functioning and representative Community Based Organisation (CBO). Many communities already have Communal Property Associations (CPAs), Trusts, Ward Development Committees and Traditional Structures. If the CBO is working well it can be the conduit for creating access for community members and businesses to use the opportunities and interface with government, NGO and private sector assistance. However, if the CBO is not functioning it is virtually impossible to work constructively with rural /poor /marginalised communities. A key challenge issue facing the Department is how the brokering role, which is essential in making the CBT projects a success, is played. Through the implementation of the selected pilot

projects, we seek to establish a model for effective and efficient brokering services (refer to the Criteria on page 25-26).

The Department, in partnership with other state departments and key stakeholders, will support Community Based Organisations (CBOs) by facilitating capacity building of these structures in order to enable the following:

- a. Enrich their understanding of the tourism sector.
- b. Facilitate the identification of realistic financial expectations and associated timeframes to expect ROIs.
- c. Understand the legal implications of contracts commercial deals and rights;
- d. Engage with all levels of Government to ensure integrated support and sustainable development.
- e. Support the identification and development of tourism business opportunities accessible to community members in partnership with DSBD and provincial departments of economic development and tourism and LED offices of municipalities.
- f. Focus on the identification of women and youth in the impacted communities for tourism related training and development opportunities, etc.

### **13. CO-ORDINATION AND PARTNERSHIPS**

There is already substantial investment by private companies in rural tourism in both state and privately-owned game reserves. To date, the impact of these, including the concessions awarded in the Kruger National Park, for example, have shown limited positive impact on the rural communities living next to the reserves and have contributed to increasing social unrest in rising inequalities.

In recent times, more corporates and existing, for example, ecotourism companies, have demonstrated positive interaction with their rural neighbours and are trying to establish business linkages and explore community participation. Much of the interaction at this stage is through staff recruitment and philanthropic foundations but some are exploring consolidating supply contracts and looking for local suppliers. This needs enhancement and informed and increased participation of community members in the decision-making and opportunities, particularly if this is offered by the State.

These private lodges can play a critical role to rolling out any community participation in a sustainable way as they form the heart of the local economy and do not rely on state funding. The Department could assist lodges and tourism businesses that subscribe to responsible tourism practices and want to improve their interaction with communities. One way to assist them is to offer the lodges training and ideas about how to work with local communities. The ILO SCORE program has already developed a training module that could be endorsed and distributed as part of the training programme.

There is a growing worldwide trend and push being created by international tourists for tourism establishments to demonstrate responsible tourism practices. While in the early 2000s, there was a drive for the responsible tourism certification programmes, this is no longer as prevalent and instead authentic tourism experiences are sought out by travellers.

The Department has developed the National Minimum Standards for Responsible Tourism (SANS1162) based on the Global sustainable Tourism Criteria. Therefore, it is imperative that for all projects the Department develops we should ensure the following advantages to community tourism project(s):

- Well defined and documented procedures that will improve the consistency of output;
- Quality will be constantly measured;
- Procedures to ensure corrective action is taken whenever defects occur ensure decrease;
- Defects are caught earlier and are corrected at a lower cost;
- Defining procedure identifies current practices that are obsolete or inefficient; and
- Documented procedures are easier for new employee to follow.

➤ ***Interventions using State Assets***

The government has the ability to make strategic tourism decisions that could have a significant impact on growing rural tourism opportunities. An example of this is the proposed opening of a new entrance to a state park, such as the Shangoni Gate near Giyani in Limpopo. The opening of the gate would facilitate the growth of tourism in Giyani as has been the case around the other entrances to the Kruger National Park (KNP).

The use of existing state tourism assets such as the extensive booking and marketing arm of SANParks could make community tourism projects more feasible, another example is the Budget Resort Project of the Department which seeks to achieve this.

The one area where there was initial excitement around the government's ability to give communities access to tourism assets was where there were legitimate land claims falling within protected areas. With the community agreeing to keep the land under conservation and state management, they had a chance to use the land for ecotourism and community development. The most successful development of a claimant community developing tourism up to now remains the Makuleke community concession in the north of the Kruger National Park. In 2011 they were given the SANParks Kudu award as the best community conservation and tourism project.

Another area where the FCPT could make an intervention is where the Expanded Public Works Program (EPWP) - Working for Tourism (WFT) projects created tourism assets that have not lived up to their potential. There are numerous "white elephants" throughout South Africa where capital has been spent already and the asset has not performed. An analysis of one of these could be done and a turn-around strategy developed by the FCPT unit and implemented at some of these.

➤ ***Collaboration with other Departmental Initiatives that support the Community Participation Framework***

There are several initiatives within the Department that once implemented will in turn create a more conducive environment for maximising the positive impact of tourism. Examples include:

- **Tourism Sector Human Resource Development (TSHRD):** The Department's Youth Skill Development Programmes are informed by the broader objectives of the National Tourism Sector Strategy that addresses skills shortages in the tourism sector by capacitating

unemployed youth and graduates. Skills Development Programmes are a critical element that contribute to the success of the tourism sector. An adequately skilled workforce ensures world class service levels are maintained within the tourism value chain, and also assure an enhanced visitor experience. The Department implements various training programmes to enhance and upskill the youth to make a meaningful contribution to the economy of the country such as Wine service training programme-Sommelier, Chefs training programme, Hospitality youth training programme.

- **National Tourism Careers Expo:** This platform is meant to facilitate interaction between the above groups of people such that information and knowledge can be shared on available education and training opportunities as well as to show case available tourism professional opportunities and their worth in the South African and global economy.
- **Strategy to Professionalise Tourist Guiding:** Implementation of strategy to professionalise tourist guiding. To strengthen the tourist guiding profession as is in the forefront of service provision in tourism which impacts on the brand.
- **Incubators:** A virtual vehicle used to facilitate the provision of business support interventions to tourism enterprises clustered along a thriving tourism node. Through the incubators, SMMEs are able to access remote business support services facilitated by experienced business development advisors who offer mentorship, coaching and cluster training that is tailored to their needs.
- **Tourism Monitors Programme:** The Tourism Monitors Programme is part of the broader government intervention that involves training, mentorship and deployment of unemployed youth in tourism attractions and sites. The project intends to raise awareness and reduce the number of crime incidents that are directed at tourists who are visiting provinces and the communities that host them.
- **The Market Access Support Programme:** The programme offers financial support to qualifying small tourism enterprises to participate in, and exhibit at selected international trade platforms. Relevant trade platforms (exhibitions and marketing roadshows) included in the programme are identified in consultation with South African Tourism. The support offered in the Market Access Support Programme typically includes contributions towards the cost of participation, accommodation and economy-class return airfare for applicants approved for support. The cost of participation (i.e. exhibition fees) at a particular trade platform is paid upfront to the event organiser by the Department on behalf of approved applicants.

## 14. IMPLEMENTATION

The Department is committed to facilitating FCPT implementation. To support this commitment, there is a need to increase internal understanding as well as leverage Departmental implementation capacity. Furthermore, the National Tourism Stakeholder Forum (NTSF) and Inter-Governmental Relations (IGR) system must be convinced.

CBT is designed to help with community development, environmental conservation, and cultural and heritage preservation. To ensure that it is done sustainably, a "holistic" approach must be taken, one that considers all social, cultural, economic, environmental, and political development factors. Understanding the community situation will allow us to maximize the impact of the community-based tourism program as a viable and long-term community development strategy.

### Five Principle Aspects of Community Development<sup>7</sup>

#### Economic:

- Raise funds for community development
- Create jobs in tourism
- Raise the income of local people
- Provide support for economic sustainability

#### Social:

- Raise the quality of life
- Promote community pride
- Divide roles fairly between women/men, elder/youth & people with disabilities
- Build community management organizations

#### Cultural:

- Encourage respect for different cultures
- Foster cultural exchange
- Embed development in local culture

#### Environmental:

- Study the carrying capacity of the area
- Manage waste disposal
- Promote sustainable use of energy and water
- Raise awareness of the need for conservation

#### Political:

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- Enable the participation of local people
- Increase the power of the community over the outside
- Ensure rights in natural resource management

One model that should be considered is one followed by SANParks and Danish Corporation for Environment and Development (DANCED), where the Danish Government funded expertise based in SANParks to help them develop their social ecology unit. The Department will champion the establishment of project teams as follows:

- ❖ Running internal workshops for different units of the Department to share the FCPT and identify synergies and articulate those synergies in Annual Performance targets of the Department;
- ❖ Funding and organising the roll-out of the FCPT training to the private sector, communities and other government departments;
- ❖ Assist the Department with the planning, implementation of the pilot projects; and
- ❖ Fund the evaluation and monitoring of the FCPT.

**When assessing the status quo in respect of Community-Based tourism projects it is envisaged that the Department will assess four different scenarios i.e.:**

- ❖ One where the community is the Owner of the facility (possibly one of EPWP “white elephants”),
- ❖ One where the community is in a Joint Venture with the Private Sector,
- ❖ One where the Private Sector owns the tourism asset (on concession or full ownership) but is trying to establish linkages to rural communities; and
- ❖ One where the State owns the tourism asset.

- **Government Resources**

The Department cannot carry out the assessment or initiate participatory community tourism projects on its own. Other departments and key stakeholders, such as parastatals, will need to actively participate. The Department is still committed to being the initial driver and facilitator of government intervention to put the responsible tourism guidelines and this community participation program in place. The following entities and departments will have a role to play depending on the intervention required or the nature of the pilot.

- A. South African National Parks
- B. South African Tourism
- C. The Department of Rural Development and Land Reform
- D. The Department of Fisheries, Forestry and Environment
- E. Provincial Government
  - Provincial Departments of Tourism
  - Provincial Parks and Tourism boards
- F. Department of Small Business Development and its state-owned entities
- G. Tourism Business Council of South Africa
- H. Local Government

- COGTA
  - Municipalities
  - SALGA
- I. CATHSSETA

## **15. FUNDING**

The framework's implementation will necessitate the commitment of resources, which must come from both public and private sector budgets and donor funds.

The Department is committed to leading the process by focusing heavily on the assessment using the Framework so that it can be tested under various conditions. The goal will be to de-stigmatize tourism community projects and, hopefully, to create a blueprint for successfully engaging with communities. The intervention program and outcomes of these pilot site projects will be documented and published, and the success methods will be made public as best practice case studies.

One of the most difficult challenges that the pilot projects will face is overcoming the high support costs that are currently associated with successful community-based tourism projects. For these pilot projects, a more cost-effective and efficient work path will need to be developed. Furthermore, the question of what ideal funding and institutional arrangements could be put in place to create optimal and sustainable community participation must be addressed.

## **16. CRITICAL SUCCESS FACTORS**

- Stakeholder buy in into the FCPT; tourism sector Funding institutions and communities;
- Buy in via an integrated approach within the Department of Tourism
- Buy in by all spheres of government;
- Readily available funding (DT funding the project) with external partnerships (SANParks, etc)
- Tailor-made training, e.g. the ILO Score module3 training;
- Department staffing the project human resource capacity;
- Appointing a "Champion to lead the project; and
- Medium to long -term partnership commitments.

## **17. PROPOSED PRE -RISK ASSESSMENT CRITERIA**

It is suggested that a "Pre-risk assessment" guide/ criteria is developed to help determine the 'state of readiness' of the pilots and other future FCPT related projects prior to any resource investment. Such criteria will help to mitigate against both fruitless expenditure and project failure. Further, it is envisaged



that a scoring /rating process might assist in objective decision-making. This process would be comprised of a Scale of: 1;2 & 3, where 1- is the least and 3 the highest while 2 is the median rating to determine the risk /success possibilities.

**Table 2: PROPOSED PRE -RISK ASSESSMENT CRITERIA**

CRITERIA	YES/NO	RATING S: 1, 2, 3
<b>A. Is the proposed or existing tourism project marketable and attractive?</b> i) Is it accessible? ii) Are there sufficient existing tourism attractions in the vicinity to attract tourists? iii) How do tourists currently view the project? What is its reputation? (in terms of safety security, tourist attraction, service and cuisine)		
<b>B. Is the project located where there are existing planning frameworks – IDP, Management Plans, Tourism plans, etc, in place?</b>		
<b>C. Is there a clear tourism and resource rights allocation that supports community participation and does the proposal support the national land reform program?</b>		
<b>D. The project must have a reasonable scale to create a measurable impact. (Above 24beds)</b>		
<b>E. Is there an existing community-based organisation (CBO) to work with? Is this CBO accepted by the community as a whole? What community politics (in terms of leadership, alleged corruption or wealth disparities etc) are there to be aware of?</b>		
<b>F. Is there an existing NGO working in the area? What is their current role and what support /synergy could they offer?</b>		
<b>G. Does the project demonstrate commercial feasibility? What is the expected time period to break even? What loans are required? What is the job creation potential?</b>		
<b>H. Are there strategic partnerships which can bring expertise and resources to the project?</b>		
<b>I. Are there succession /empowerment plans to increase community involvement and is there an opportunity to engage in community-based cultural and heritage tourism?</b>		
<b>J. What are the opportunities and challenges in creating pro-poor supply chains to boost the rural economic impact of the project?</b>		
<b>K. Is there a chance of funding from Government and /or the private sector?</b>		

L. Does the project make tourism more accessible to domestic and specifically rural /poor /marginalised community members?		
M. Can the project demonstrate participation across the value chain, and is there LED potential /can the project be used as a model for future community participation projects? (ie. it must not be so unique that no other communities could use the example).		
N. Could the project have Rural Development Impact (communication, energy, roads, electricity, water etc) and is the tourism planned in an environmentally responsible way and does it meet the minimum requirements for certification		
<b>TOTAL RATING</b>		

**NOTES:**

SCORE TRANSLATION: 1 –LOWEST; 2 –MEDIUM; 3 –HIGHEST

A 70+% rating guarantees a better success rate of the project

A 50-% - rating is not a very good sign of success /project is high risk

**Finally, the pilot projects selection process should ensure that the projects fall within different districts and provinces and within a variety of geographic and climatic conditions.**

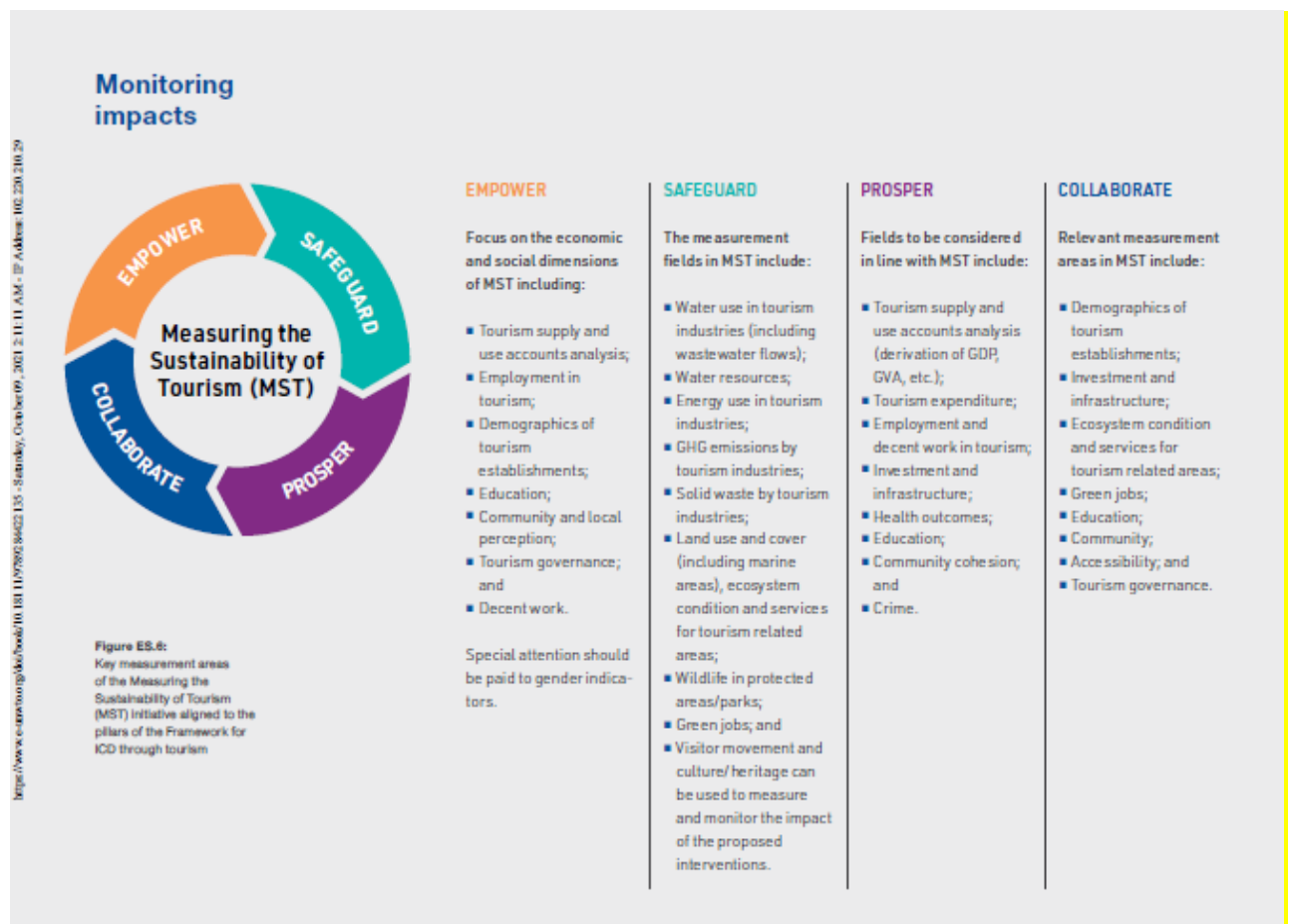
**18. WAY FORWARD**

Aside from government resources, there are numerous donors and non-governmental organisations (NGOs) working in rural development, conservation, and tourism. The Department is committed to collaborating with these organisations to maximize the use of their skills, funds, and other resources. The success of this FCPT will be determined in part by innovation and new ideas.

**19. MONITORING, EVALUATION AND REPORTING MECHANISMS**

Only thorough monitoring and evaluation, for which the Department of Tourism is ultimately responsible, will allow the Framework for Community Participation in Tourism to be successfully implemented. The following are the key measurement areas of the MST framework that correspond to the Framework pillars:

Figure:2 Measuring Outcomes and Monitoring Impact



Alula Framework for Inclusive Community Development Through Tourism; Developed by UNWTO and the G20 Tourism Working Group on the occasion of the 2020 G20 Presidency

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