

**PERSPECTIVES ON INSTITUTIONAL FRAMEWORKS,
PLANNING, COORDINATION AND DEVELOPMENT OF TOURISM
IN KWAZULU-NATAL**

BY

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DECLARATION

I declare that this research study entitled: **Perspectives on Institutional Frameworks, Planning, Coordination and Development of Tourism in KwaZulu-Natal**, except where specifically indicated to the contrary in the text, is my own work both in conception and execution. All the theoretical information and related sources that have been used or quoted have been duly acknowledged by means of complete references. It is further declared that this research project is my own and has not previously been submitted to any institution for degree purposes.

BY

Phillibert Sibusiso Khuzwayo

DEDICATION

This document is dedicated to my parents, the late Mr. Michael Mandlenkosi Khuzwayo (Unontakabukwa njengeSakabuli), and my mother Mrs Gladys Thulile Khuzwayo, who despite not having tertiary education always encouraged me and my siblings to take education seriously and further our studies to ensure that we break the chains of poverty at home and lead contented lives.

The study is also dedicated to the second Archbishop of The Church of the Holy Ghost, His Grace, Mthunywa Petrus Nzuzwa (Incekwa) for encouraging us as the youth of the church to pursue education and use it to uplift our personal lives and contribute to the livelihood of the church in general, and for incorporating the Graduate Development Programme in the agenda of the annual youth conference since 1990.

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ABSTRACT

The growth of tourism as a social phenomenon, a tourist industry as well as an economic enterprise have been full of drama during the last half of the twentieth century. Tourism has become a major economic force in many countries and regions throughout the world. Increasingly, it has been agreed that the growth of tourism offers means for developing countries to escape the confines of underdevelopment and that new forms of tourism allow this transition to be achieved sustainably and equitably (Mowforth & Munt, 1998: 221). As a global tourism player, KwaZulu-Natal has not been immune to the global trend of massive tourism development. The province of KwaZulu-Natal currently holds number one position in the domestic market and is number three in attracting the international market in South Africa (South African Tourism, 2004: 12).

The research problem in this study is seen as four-fold: Firstly, tourism in KwaZulu-Natal is governed in terms of the KwaZulu-Natal Tourism Act of (1996) as amended in (2000), which regrettably has serious shortcomings. The Act only advocates the establishment of Destination Management Organisation, the KwaZulu-Natal Tourism Authority, and regulation of tourist guides without any reference to the mandate and functions of the provincial Department of Economic Development and Tourism [DEDT]. The Act confers the tourism marketing, development and investment function to KwaZulu-Natal Tourism Authority. This state of affairs has culminated to serious clashes in operational roles between the department and the destination management organisation. Secondly, KwaZulu-Natal does not have a provincial tourism master plan. The municipalities are developing their tourism plans and strategies without a guiding provincial tourism plan or tourism strategy. Thirdly, the tourism coordinating structures in Kwazulu-Natal are inefficient and ineffective and do not succeed in providing a coordinated tourism development approach and alignment of tourism policies and strategies between the provincial and local government. Lastly, the local

communities are not properly consulted and involved in tourism matters at a local level.

The objectives of this study were set to facilitate better comprehension of the study as well as to accomplish the main goals of the study. The objectives are:

- (a) To analyse the gaps in the legislative frameworks governing tourism development in KwaZulu-Natal and how these influence creation of the enabling environment for co-ordinated planning in the tourism industry.
- (b) To analyse the national, provincial and local government tourism policies and strategies, revealing how these are aligned to positively influence tourism planning and development in KwaZulu-Natal.
- (c) To scrutinise relevance, composition, stakeholder efficacy, operations and effectiveness of tourism co-ordinating structures for the public and private sector engagements in KwaZulu-Natal.
- (d) To investigate policy and strategic planning challenges facing a broad cross-section of tourism stakeholders in planning, coordination and delivery of tourism development in KwaZulu-Natal.
- (e) To establish the perceptions of tourism stakeholders towards the effectiveness of existing policy, institutional frameworks and their implementation in achieving co-ordinated tourism development in the study area.
- (f) To propose a mechanisms or model-related master plan that could be utilised to ensure a co-ordinated and integrated tourism planning and development process in KwaZulu-Natal.

The section on methodology provides a discussion on the research strategy and general approach that was adopted in conducting the study. In essence the research design utilised the qualitative and quantitative approaches, which according to KZNTA (2008) are ideal in assessing the state of tourism in KwaZulu-Natal. The sample of the study included a number of diverse organisations and institutions, namely; provincial and local government, private sector, local communities, development finance institutions which are all organisations somehow responsible for tourism

policy, planning, development and management in KwaZulu-Natal. The study was conducted as an applied research

The main findings of the study revealed that the legislative framework in KwaZulu-Natal has gaps and causes challenges in the tourism industry; national and provincial tourism policies are not fully communicated to local communities; the tourism coordinating structures are not effective and fully inclusive of the local stakeholders; the local communities are not adequately consulted on policy and planning matters in the province; and that municipalities do not have necessary by-laws to regulate the industry.

The study was conducted as applied research and it developed a conceptual model for tourism planning and management in KwaZulu-Natal which is a new model that adds the body of knowledge in the field of tourism policy and planning. The new model is called the Community Coordination Matrix for Tourism Planning. The model was not adapted from any existing model but was developed to provide coordination and alignment of tourism activities among a number of tourism authorities and coordinating structures that exist in KwaZulu-Natal and to ensure that they are properly coordinated, synergised and work in unison to improve tourism policy, planning and development in the study area.

ACRONYMS AND ABBREVIATIONS

| TERM | DEFINITION |
|-------------|--|
| ADSL | Asymmetric Digital Subscriber Line |
| ASGISA | Accelerated and Shared Growth Initiative of South Africa |
| B-BBEE | Broad-based Black Economic Empowerment |
| BEE | Broad-Based Black Empowerment |
| CEO | Chief Executive Officer |
| CITES | Convention on International Trade in Endangered Species. |
| CRC | Cooperative Research Centre |
| CSIR | Council for Scientific and Industrial Research |
| CTO | Community Tourism Organisation |
| DEAT | Department of Environmental Affairs and Tourism |
| DEDT | Department of Economic Development and Tourism |
| DFI | Development Finance Institution |
| DMA | District Management Area |
| DMO | Destination Management Organisation |
| DTF | District Tourism Forum |
| DTI | Department of Trade and Industry |
| DTP | Dube Trade Port |
| EBT | Environmentally-based Tourism |
| EKZNW | Ezemvelo KwaZulu-Natal Wildlife |
| GCP | Global Competitiveness Project Steering Committee |
| GDP | Geographical Domestic Product |
| HDI | Historically Disadvantaged Individuals |
| HRM | Human Resources Management |
| HSRC | Human Sciences Research Council |
| ICT | Information Communication Technology |
| IDC | Independent Development Corporation |
| IDP | Integrated Development Plan |
| IWPA | Isimangaliso Wetland Park Authority |
| KZN | KwaZulu-Natal |
| KZN-PG | KwaZulu-Natal Provincial Government |
| KZNTA | KwaZulu-Natal Tourism Authority |
| LED | Local Economic Development |
| LGSP | Local Government Support Programme |
| LTF | Local Tourism Forum |
| LUMS | Land-Use Management System |

| | |
|--------|--|
| MDG | Millennium Development Goals |
| MEC | Member of Executive Council |
| NDT | National Department of Tourism |
| NERSA | National Energy Regulator of South Africa |
| NGO | Non-governmental Organisation |
| NPC | National Planning Commission |
| NSDP | National Spatial Development Perspective |
| NTSS | National Tourism Sector Strategy |
| PAC | Previously Advantaged Community |
| PDC | Previously Disadvantaged Community |
| PGDS | Provincial Growth and Development Strategy |
| PSEDS | Provincial Spatial and Economic Development Strategy |
| PTC | Provincial Tourism Committee |
| PTF | Provincial Tourism Forum |
| RTO | Regional Tourism Organisation |
| SACCI | Southern African Association for Conference Industry |
| SADB | South African Demarcation Board |
| SARCC | South African Rail Commuter Corporation |
| SAT | South African Tourism |
| SATSA | Southern African Tourism Services Association |
| SDBIP | Service Delivery and Budget Implementation Plan |
| SMME | Small, Medium and Micro Enterprise |
| SPSS | Statistical Package for the Social Sciences |
| SSCM | Sustainable Supply Chain Management |
| SSA | Statistics South Africa |
| STCRC | Sustainable Tourism Cooperative Research Centre |
| SWOT | Strengths, Weaknesses, Opportunities, Threats |
| TBCSA | Tourism Business Council of South Africa |
| TEP | Tourism Enterprise Partnership |
| TGF | Tourism Growth Forum |
| TKZN | Tourism KwaZulu-Natal |
| UDM | Ugu District Municipality |
| UGUSCT | Ugu South Coast Tourism (Pty) Ltd |
| UMDA | Umhlosinga Development Agency |
| UMDM | Umkhanyakude District Municipality |
| UNWTO | United Nations World Tourism Organisation |
| WTTC | World Travel and Tourism Council |

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CHAPTER 1

ORIENTATION TO THE STUDY

1.1 INTRODUCTION

The growth of tourism as a social phenomenon and the tourist industry as an economic enterprise has been dramatic during the last half of the twentieth century. Recently tourism has incredible growth throughout the world, (Lowenthal 1962:124). According to the United Nations World Tourism Organisation (UNWTO, 2011: 7), following a year of global recovery in 2010, growth is expected to continue for the tourism sector in 2011 but at a more moderate pace. Tourism has become a major economic force in many countries and regions throughout the world, altering work patterns, living standards, and income distribution and contributing to the Gross Domestic Product of many countries (Hall, 2008; Bull, 1995; Cooper *et al*, 2005). As espoused by (Cooper *et al* 2005:6), tourism is a significant industry of our time and international organisations support this activity for its contribution to world peace, poverty alleviation or the fact of “mixing” different people and cultures

International tourism recovered strongly in 2010 from the blow it suffered due to the global financial crisis and economic recession.

International tourist Arrivals were up by almost 7% to 935 million following the exceptional 4% decline in 2009 (UNWTO, 2011:1).

The expansion of tourist activities has coincided with the significant cultural, political, and environmental changes, identified with post-industrial technology (Smith & Eadington, 1995). Increasingly it is agreed that the growth of tourism offers a means for developing countries to escape the confines of underdevelopment and that new forms of tourism allow this transition to be achieved sustainably and equitably (Mowforth & Munt, 1998). KwaZulu-Natal has not been immune to the global trend of massive tourism development. The province of KwaZulu-Natal currently holds number one position in the domestic market and boasts number three in attracting

the international market in South Africa (KZNTA, 2010). The latest Geographical Domestic Product (GDP) figures show that the tourism industry in South Africa is growing at an alarming rate with the Gross Domestic Product contribution of 194.5 billion rand in South Africa and 32 billion rand in KwaZulu-Natal, and providing employment to 530 700 people in South Africa and 133 000 in Kwazulu-Natal. (KZNTA, 2010). The tremendous growth in the tourism industry comes with a number of responsibilities for different stakeholders involved in the industry. There is an increased need for national, provincial and local governments; government agencies; private sector; private sector associations; environmental management organisations; and non-governmental organisations to plan and coordinate tourism in a way that will keep up with the rapid growth in the industry and make tourism to be as inclusive as possible such that tourism works for all the citizens of KwaZulu-Natal.

Globalisation has also necessitated South Africa and KwaZulu-Natal to become a global player in the tourism industry. The concept of destination management and Global competitiveness are now high in the agenda of tourism policy, planning and management. Globalization is a concept that is increasingly invoked in the analysis of tourism with the seemingly limitless spread of tourism to the four corners of the world (Mowforth & Munt, 1998). The increased rate of globalization means there is an ever-tightening network of connections which cut across national boundaries, integrating communities in new 'space-time' combinations and resulting increasingly in the feeling that the world is a single interdependent whole, a shrinking world where local differences are steadily eroded and subsumed in a homogenous mass or single social order, (Hall, 1992; Mowforth & Munt, 1998). Globalisation therefore provides an organizing concept through which we are able to explore the extent and impacts of global change in terms of economics, culture and politics (Allen & Massey, 1995). The globalization concept has affected the tourism industry a great deal. In the tourism industry, not only has the number of destinations increased but the distances between destinations and markets have increased markedly. In shaping tourism development and planning, globalisation has had a significant influence on and has forced tourism to capitalise on the revolutions in telecommunications, finance and transport, ensuring that the developing countries can introduce new forms of tourism.

The recent world economic recession is a good indicator of how globalization affects the tourism industry. The tourism industry in the emerging South Africa and KwaZulu-Natal in particular was not immune to the global world economic recession experienced in 2009. However, recovery came at different speeds and was primarily driven by emerging economies (UNWTO, 2011:1). It is an undeniable fact that each tourism destination has to consider the effects of globalisation in developing a viable tourism industry. There needs to be a coordinated approach that seeks to bring together all the role-players in the tourism industry. KwaZulu-Natal needs to have proper tourism institutional and planning frameworks to ensure a coordinated tourism development approach. There needs to be alignment in the activities of all the structures and forums in the province that will ensure that the province manages to cope with influences and demands of globalisation and ensure proper destination development and management. The province of KwaZulu-Natal needs to identify its competitive advantages and rally all stakeholders against a common tourism development agenda.

1.2 BACKGROUND TO THE PROBLEM

KwaZulu-Natal is governed by the KwaZulu-Natal Act no.11 of 1996 as amended 2002 as well as the White Paper on Development and Promotion of Tourism in KwaZulu-Natal (KZN-DEDT, 2008: 20), which both provincial legislative and policy framework. The province of KwaZulu-Natal has never had a detailed Tourism Master Plan that interprets the current legislation and policy into coordinated tourism development trajectory. The Department of Economic Development and Tourism, Tourism KwaZulu-Natal and municipalities conduct tourism functions without an overarching planning framework for the entire province. The tourism institutional frameworks have been established in the province based on the provincial tourism policy. However the observation is that the tourism structures in the province are not working in tandem and there is perceived unhappiness from a number of stakeholders that need to drive the progress of the industry as a unit (KZN-DEDT, 2008). The observed challenge of tourism institutional frameworks in KwaZulu-Natal in the form of tourism committees and forums is that these structures are not well

attended and do not discuss crucial tourism issues. The municipalities rely on consultants in developing tourism strategies that are not based on any common vision at a provincial level and this has led to a number of un-implementable tourism sector plans being developed throughout the province. The existing tourism sector plans are not aligned to national strategies and this creates a vacuum in planning and gross non-alignment in implementation. According to Sinha (2005: 30) a tourism master plan (TMP) is:

a multi-disciplinary integrated plan that presents an overall approach to tourism planning for a destination and provides for general planning that formulates a long-term vision, objectives, strategies, and harmonious development of supply and demand aspects of the destination, taking into cognisance the physical, economic and social attributes of a destination which are integrated into a single process of general tourism development plan, spanning approximately twenty years and reviewable every five years, to realise the tourism potential of a particular tourism destination, coined from (Sinha, 2005:30).

Comprehensive tourism planning is therefore needed to ensure responsible development and management of KwaZulu-Natal's tourism potential, through appropriate planning, development and management tools, techniques and processes. The province of KwaZulu-Natal also does not have proper channels of engagement between the government and private sector. Communities are being marginalised or exploited by developers who enter into deals with them and take their prime tourism development land at prices far lower than market price. At the same time, there is no proper communication and coordination among different government departments dealing with some aspects of tourism. The lack of proper coordination in the industry results to double-dipping of resources to the same beneficiaries on hand and completes neglect of other communities on the other. The tourism legislation in KwaZulu-Natal also has serious perceived flaws and renders the tourism industry self-regulating with numerous challenges and creates conflict in the roles and responsibilities between the provincial Department of Economic Development and Tourism and its public entity Tourism KwaZulu-Natal, district and

local municipalities, municipalities and community tourism organisations and among community tourism organisations themselves. Tourism planning in KwaZulu-Natal needs to be aligned to the National Tourism Sector Strategy as an overarching tourism plan in South Africa. When KwaZulu-Natal tourism planning is undertaken, it must therefore be in line with all the national tourism plans and strategies, other provincial plans and the United Nations World Tourism Organisation's Tourism 2020 vision (UNWTO, 2011). *Tourism 2020 Vision* is the World Tourism Organization's long-term forecast and assessment of the development of tourism up to the first 20 years of the new millennium. An essential outcome of the *Tourism 2020 Vision* are quantitative forecasts covering a 25 years period, with 1995 as the base year and forecasts for 2010 and 2020 (UNWTO, 2011:1).

1.3 STATEMENT OF THE PROBLEM

The tourism industry in KwaZulu-Natal is performing relatively well despite extreme planning and legislative flaws in the province. The industry could be performing much better or having a better market share in the international market if the conducive environment and enabling legislations are empowering all the relevant key role players to perform their respective duties. There are serious challenges with regard to the way in which the government plans and coordinates tourism in KwaZulu-Natal and implements the national and provincial policies. Firstly, the province is engaging in tourism according to the KwaZulu-Natal Tourism Act of (1996) as amended in 2000 and the White Paper on the Development and Promotion of Tourism in KwaZulu-Natal (KZN-DEDT, 2008: 20). The act has serious flaws as it only establishes the Destination Management Organisation, Tourism KwaZulu-Natal and does not say anything about the provincial Department of Economic Development and Tourism which currently determines tourism policy and planning in KwaZulu- Natal. This has created serious clashes in roles between the department and the destination management organisation.

Secondly, tourism is not prioritised by the provincial and local government as it is declared as one of the six economic drivers in the country in the New Growth Path which is the current economic policy in South Africa. Thirdly, the budget allocated for

tourism by the Department of Economic Development and Tourism is so small that it does not even begin to address the serious demands placed by the industry on the department. The scarce budget also hinders the implementation of the national and provincial strategies such as the Provincial Growth and Development Strategy which identify tourism as an important economic driver in the local economic development of the province.

Fourthly, the tourism coordinating structures do not sit as frequently as necessary and if they do sit the issues discussed are very shallow and do not address the highly strategic issues that should address the competitiveness of KwaZulu-Natal as a tourism destination. The representatives to these structures are also junior officials who cannot take decisions. There are also serious challenges with regard to the private sector in the tourism industry of KwaZulu-Natal. The private sector is not properly coordinated and the Community Tourism Organisations are in a perilous state. There are organised private sector organisations supporting the big tourism business with small emerging tourism enterprises having to fend for themselves. The Community Tourism Association comprising, *inter alia*, the private sector do not have a healthy relationship with the local municipalities. There is also no provincial strategy providing guidelines to the formation, composition and functioning of the community tourism organisations.

Tourism development, especially in rural areas, is not properly planned, developed and managed. There is no concerted effort geared towards supporting the small, medium and micro enterprises in tourism, more specifically in and around local communities. The funding institutions, associated with the government, para-statals and private sector, are also not accessible in providing financial support to the emerging tourism small and developing enterprises. The industry thus remains untransformed without proper planning mechanisms to ensure transformation of the sector. There are a number of communities who have received land with functional tourism projects through the Land Restitution Programme in some of these rural areas. Most of these projects are dying as there is no direct government intervention

to ensure that these tourism projects are sustainable and meet the standards and demands of the market.

1.4. DELIMITATION OF THE STUDY

Delimitations refer to what the researcher is not going to do (Leedy & Ormrod, 2005). In scholarly research, the goals of the research outline what the researcher intends to do; without the delimitations, the reader will have difficulties in understanding the boundaries of the research. In order to constrain the scope of the study and make it more manageable, researchers should outline in the delimitations the factors, constructs and/ or variables that were intentionally left out of the study (Cohen, 2009:332). The delimitation of the study is delimiting a study by geographic location, age, sex, population traits, and population size or other similar considerations. Delimitation is used to make study better and more feasible and not just for the interest of the researcher. It also identifies the constraints or weaknesses of your study which are not within the control of the researcher (Magi, 2009). The delimitation of the study is two-fold, namely, geo-spatial delimitation and conceptual delimitation.

1.4.1 Geo-spatial delimitation

The study area is broad and encompasses the entire province of KwaZulu-Natal. The province of KwaZulu-Natal is expansive and comprises sixty one municipalities constituted by ten district municipalities and one metropolitan area (EThekweni Municipality). The study concentrates on the eight tourism destinations that constitute KwaZulu-Natal as a tourism destination. The eight tourism destinations are; Elephant Coast, Zululand, Battlefields, North Coast, Ukhahlamba Drakensberg, Pietermaritzburg and Midlands, Durban and South Coast. These eight distinct tourism destinations are important in this research enquiry as they represent independent tourism policy, planning, development and management at a local level in relation to the provincial perspectives. The geographical delimitation of the study therefore gives a geographical perspective on how tourism is planned and developed

in the eight tourism destinations and how tourism plans and policies of each destination contributes to overall tourism development and management in the province of KwaZulu-Natal. The study only looks at the public sector organisations in these destinations and legislated tourism structures that are involved in one way or another with tourism policy, planning, development and management at a provincial level. The study does not look at individual business operations of tourism enterprises in eight destinations, but at how policy and planning issues affect their daily operations.

1.4.2 Conceptual delimitation

The conceptual delimitation of the study encompasses a number of areas in the tourism industry. The study investigates perspectives on tourism institutional frameworks, tourism planning, tourism development and tourism management, particularly government or public sector perspective, private sector perspective, and community perspective, as the three stakeholder sectors in tourism planning. The tourism concepts investigated in the study are crucial in achieving a coordinated tourism development approach in the province of KwaZulu-Natal. The study looks at different planning perspectives, approaches and models that are appropriate for coordinated destination tourism planning, development and management.

1.5 OBJECTIVES OF THE RESEARCH STUDY

Properly formulated study objectives help to focus on the baseline study and reduce the chance of collecting information that is not necessary for understanding and solving problems under investigation. Objectives also help the structuring of the study in clearly defined parts or phases. Specific objectives facilitate the growth of the research methodology and give a framework for the collection, analysis, interpretation and utilisation of the study results (Anyaeibunam *et al*, 2004:73)

In formulating the study objectives, the following attributes were born in mind:

- Objectives must cover the different aspects of the problem and its contributing factors in coherent and logical sequence.

- The objectives must be clearly phrased in operational terms, specifying exactly what needs to be done, where and for what purpose.
- Objectives must be realistic considering local conditions.
- Objectives must be formulated in such a way that action verbs are specific and measurable in their nature.
- Objectives must be set using the *SMART* principle which means objectives must be specific, measurable, achievable, realistic and time-framed (Anyaegbunam *et al* 2004:74).

Tourism planning at all levels is essential for achieving successful tourism development and management (Sinha 2005). It is however, not always easy to achieve proper coordination and planning for tourism development amongst all stakeholders in a particular destination. The objectives of this study outlined below are indicative of the challenges facing different sectors of the tourism industry in KwaZulu-Natal and the research endeavoured to mitigate them with an aim of advocating solutions for a competitive destination. The objectives of the study are as follows:

- (a) To analyse the gaps in the legislative frameworks governing tourism development in KwaZulu-Natal and how these influence creation of the enabling environment for co-ordinated planning in the tourism industry.
- (b) To analyse the national, provincial and local government tourism policies and strategies, revealing how these are aligned to positively influence tourism planning and development in KwaZulu-Natal.
- (c) To scrutinise relevance, composition, stakeholder efficacy, operations and effectiveness of tourism co-ordinating structures for the public and private sector engagements in KwaZulu-Natal.

- (d) To investigate policy and strategic planning challenges facing a broad cross-section of tourism stakeholders in planning, coordination and delivery of tourism development in KwaZulu-Natal.
- (e) To establish the perceptions of tourism stakeholders towards the effectiveness of existing policy, institutional frameworks and their implementation in achieving co-ordinated tourism development in the study area.
- (f) To propose mechanisms or models that could be utilised to ensure co-ordinated and integrated tourism planning and development in KwaZulu-Natal.

The study looks at a myriad of tourism issues, particularly policy, planning and development. A number of organisations are involved in tourism planning and development in KwaZulu-Natal with government responsible for policy formulation. The objectives set for the study are therefore not a panacea for all tourism issues in the province but are comprehensive enough to cover all the policy and planning issues with regard to the institutional frameworks in the province and were operational enough to yield as much information as possible to come to valuable findings and associated conclusions and recommendations for the study.

The propositions set in the objectives taken together, are a formula for addressing the main research problem of this study, because these objectives are the constituent parts of the larger research goal. The more precise and accurate the formulation of objectives, the easier it is for the researcher to postulate a clear and accurately worded hypothesis (Magi, 2009).

1.6 STATEMENT OF HYPOTHESIS

In general, a hypothesis can be defined as a logical supposition; a reasonable guess; an educated conjecture about some aspect of daily life (Leedy & Ormrod, 2005:6). In scholarly research, however, hypotheses are more than educated guesses. A research hypothesis is a prediction or conjecture about the outcome of a relationship

among attributes or characteristics (Creswell, 2005:117). The study used both the research hypotheses and the statistical hypotheses. The research hypothesis is a potential answer to a research question about a well defined problem that is developed from a thorough review of the literature. On the contrary, the statistical hypothesis (null) is a hypothesis that proposes no relationship or difference between two variables (Reber, 1985:624). The research hypotheses for the study were formulated to provide direction of the study according to the geographical and conceptual delimitation of the issues investigated. The study was conducted using applied research methodology as elaborated in chapter five. There are authentic prevailing tourism planning issues in KwaZulu-Natal being addressed by this study. As implied in the term, the orientation in applied research is directed towards specific practical problems and outcomes (Weaver & Lawton, 2006). There are six hypotheses, entrenched on objectives, which formed a compelling thrust for the researcher to engage in a robust investigation to find solutions and recommend proper interventions to achieve coordinated tourism planning in the province of KwaZulu-Natal. The hypotheses of the study are as follows:

- (a) That the legislative frameworks governing tourism development in KwaZulu-Natal have gaps, which have a negative influence on the co-ordination, planning and creation of an enabling environment in the tourism industry.
- (b) That the national, provincial and local government tourism policies and strategies are not properly aligned and therefore tend to negatively influence tourism planning and development in KwaZulu-Natal
- (c) That tourism co-ordinating structures for the public and private sector engagements in KwaZulu-Natal, though relevant, they seem to be poorly composed, lack stakeholder efficacy, and operate poorly as well as ineffectively.

- (d) That there are policy and strategic planning challenges facing a broad cross-section of tourism stakeholders in planning, coordination and delivery of tourism development in KwaZulu-Natal
- (e) That the tourism stakeholders have varying perceptions pertaining to the effectiveness of existing policy, institutional frameworks and their implementation in achieving co-ordinated tourism development in the study area.
- (f) That innovative mechanisms or models could be established to ensure a co-ordinated and integrated tourism planning and development process in KwaZulu-Natal.

The hypotheses of the study were subjected to a rigorous hypotheses testing exercise during data analysis and interpretation. The hypotheses which conform to the initial assumptions were accepted, and those which were proved wrong were rejected as null hypotheses.

1.7 ASSUMPTIONS

For any given research investigation there are underlying assumptions, limitations and delimitations (Cohen, 2009:331). Assumptions serve as the basic foundation of any proposed research and constitute what the researcher takes for granted (Leedy & Ormmrod, 2005). Moreover, assumptions can be viewed as something the researcher accepts as true without a concrete proof, and essentially there is no research study without basic set of assumptions (Berg, 1998). The assumptions of the study relating to the context of the institutional frameworks governing tourism planning, coordination and development in KwaZulu-Natal have been dealt with in 1.6 above detailing the hypotheses of the study. The assumptions presented in this section deal mainly with the operational aspects during the field work and data collection.

Firstly, it was assumed that most of the senior officials such as the Head of Departments (HODs) and Chief Executive Officers (CEOs) of institutions targeted for the research were always busy and not readily available to partake in the research. The Deputy Director-Generals and Chief Operating Officers were therefore to be used for organisations where the senior officials are inaccessible. The assumptions were proved to be true and the respondents ended up being the senior officials other than the head of departments or the chief executive officers.

Secondly, some officials might be serving in more than one tourism coordinating structure in the province of KwaZulu-Natal which might be irritating for them to participate in the same research for a variety of issues. The researcher was to ensure that participants who fall in more than one coordinating structure are interviewed at least for one structure to ensure maximum participation. The assumption was also proved to be true as most municipal and provincial officials served in more than one tourism coordinating structure but they were willing to participate in the research

The study had to ensure that there was flexibility in accessing various respondents from the public sector as they are busy officials in their organisations and not always keen to participate in the research, especially as it probed serious issues that deal directly with their day to day activities.

1.8 SIGNIFICANCE OF THE STUDY

Tourism is sited in a number of national, provincial and local government strategies and policies as an important economic driver and a tool for local economic development. These policies and strategies include but are not limited to the new growth path (Timothy & Tosun, 2003); Urban Economics Property Limited (2010), Provincial Spatial Economic Development Strategy (KZN-PG, 2005), and various Municipal Integrated Development Plans (IDPs). It is however not clear as to what extent the various tourism related policies and plans have been implemented. The various spheres of government do not take tourism seriously and there are limited

budgets to implement tourism projects at a national and provincial government whilst some municipalities budget virtually nothing. This is despite having tourism pronounced as a growing economic sector. Weaver & Lawton (2006:2) maintain that tourism is an increasingly widespread and complex activity, which requires sophisticated management to realize its full potential as a positive and sustainable economic, environmental, social and cultural force. The tourism industry is not getting proper attention with regard to planning, coordination and management despite its proven worldwide economic worth.

Tens of millions of workers globally work directly in the tourism industry and many more are employed indirectly resulting to hundreds of millions of people being on the receiving end of tourism activity as they live in what are termed destination areas, in supposed 'host' populations (Ryan, 1991; Tribe, 2001; Mason, 2005; Hall, 2005, 2008). There is a need for tourism planners and managers to understand the tourism industry as a system. Tourism planners need to understand, create and maintain relationships between different sectors of the tourism industry. Every public sector tourism official needs to have a comprehensive understanding of tourism planning, management, development and marketing whilst also understanding the relationships between tourists, tourism stakeholders, governments, industry associations, tourism support services, and tourism suppliers.

The study looked at how tourism is planned, coordinated and managed in KwaZulu-Natal. The emphasis was on institutional frameworks and coordinating structures. These coordinating structures included the national and provincial forums and committees and their influence at a local level. The study provides different perspectives and insights from a wide array of tourism stakeholders including tourism leaders in the public sector, captains of the tourism industry and municipal role players. The study investigates how the numerous tourism stakeholders plan for the development of tourism within KwaZulu-Natal. The emphasis is on how coordination and/ or lack of it in the province impacts on tourism development. The study is also expected to give some insights into the appropriateness of skills possessed by tourism industry managers and the relevance of skills in dealing with critical planning

issues for improving tourism attractions. Other insights may be related to marketing, infrastructure, products, funding, proper stewardship of nature, socio cultural and economic responsibilities, as well as strengthening positioning, visitor services, alliances, and organisational capabilities of their respective organisations.

The important aspect of the study is the investigation of the various tourism coordinating structures in the province, how they are structured, constituted and representative. The effectiveness of the structures is investigated to identify gaps and advocate for mechanisms that may be devised to bridge those gaps. The study also conducted an in-depth analysis of all the tourism enabling legislation in KwaZulu-Natal. The analysis is intended to verify if the current legislation addresses all the issues of tourism planning, coordination and management. Legislative, tourism structural and institutional framework gaps are expected to be identified. Loopholes created by legislative, structural and institutional framework gaps were addressed through a number of proposals and recommendations intended to mitigate the negative effects created by such loopholes.

The high level significance of the study is that the new model aimed at improving tourism planning, coordination and management of tourism in KwaZulu-Natal with regard to community involvement was developed. The new model is expected not only to assist KwaZulu-Natal but it should serve as a national guideline in all provinces and other international tourism destinations on how to integrate tourism policy, planning and development at a local level. The new model is also expected to increase the body of knowledge in tourism planning with a practical destination analysis and interpretation of the situation prevailing in KwaZulu-Natal. The analysis of institutional frameworks and inherent organisations governing tourism in KwaZulu-Natal is pivotal in ensuring an inclusive tourism planning and development of the tourism industry in the province. There are a number of tourism committees, forums, steering committees and technical committees dealing with a variety of tourism aspects in the province. Some of these structures are legislated; some were developed by individual organisations out of a need to achieve coordination whilst others are structures developed arbitrarily to deal with a specific tourism issue at a

particular time. The concern regarding tourism planning in KwaZulu-Natal is whether these institutions and structures pursue a common planning and development agenda to achieve a comparative and competitive tourism destination. This study seeks to establish whether these structures contribute to tourism development.

1.9 DEFINITION OF TERMS

Modern tourism is a discipline that has only recently attracted the attention of scholars from many fields. The majority of studies have been conducted for special purposes and have used narrow operational definitions to suit particular needs of researchers or government officials; these studies have not encompassed a systems approach, (Goeldner & Ritchie, 2009). The definitions provided under this section are operational and adopted for the purposes of this study. The cited definitions also purport to provide clear, comprehensive perspectives on what the tourism industry is, and to enlighten the reader on peculiar contextual concepts and activities involved in ensuring proper tourism planning, development and management of a successful tourism industry.

1.9.1 Tourism

The word tourism describes an activity and this activity has given rise to academic interest and study (Tribe. 2009: 8). Tourism is a complex field of study and there is no one definition that satisfies the complexity of the discipline. An understanding of the intricacies involved in tourism is important for all organisations dealing with tourism policy, planning and management involved in planning. With respect to tourism policy, and planning, the definition of tourism helps distinguish not only what we study but also how we analyse and govern tourism (Hall, 2008). In essence, the government cannot develop policy for tourism unless they have a clear understanding of what it is. Many definitions that have been developed over the years, some are universal and can be applied to any situation, while others fulfil some specific purpose. The study explores a number of definitions with an aim of soliciting one definition that suits the objectives of the study and is operational in

providing a somewhat comprehensive definition that encompasses issues of tourism policy, planning and development. Some definitions are provided below.

The United Nations World Tourism Organisation (UNWTO, 2000) defines tourism as the activities of persons travelling to and staying in places outside their usual environments for not more than one consecutive year for leisure, business and other purposes not related to the exercise of any activity, remunerated from within the place visited (Page, 2005). This is a narrow statistical definition of tourism and does not cover all the aspects that need to be investigated and integrated into tourism planning, development, coordination and management of the tourism industry. Perhaps more importantly to policy and planning terms, in response to the deficiencies of a statistical or technical approach to tourism in policy terms, tourism is increasingly being interpreted as but one, albeit highly significant, dimension of temporary mobility and circulation (Coles *et al.* 2004; Hall, 2005). The definition by the World Tourism Organisation as such is limited to technical and statistical approach without planning and functionality connotations, limited to travelling and related activities, and is confined to supranational interactions among governments. It does not zoom into national, provincial (regional) and local government long-term planning imperatives and does not reflect the complex nature of tourism. This definition is however popular among the authors for travel and tourism books in South Africa and limits the broader understanding of tourism among learners and educators which in turn affect the broader understanding of tourism among communities in South Africa as a whole and KwaZulu-Natal in particular.

On the other hand “Tourism may be defined as the sum of the phenomena and relationships arising from the interaction of tourists, business suppliers, host governments, and host communities in the process of attracting and hosting these tourists and other visitors (McIntosh, Goeldner & Ritchie, 1999). This is a comprehensive definition of tourism as it takes into consideration the tourist, the businesses providing tourist goods and services, the government of the host community or area, and the host community which are the important components of tourism planning, development, coordination and management. This is a holistic

approach to tourism and dissects the industry into its functional and planning aspects which encompasses a wide array of stakeholders that need to be involved from the international to local level, and also considers the private sector as a key planning partner in driving provision of tourism products.

However, the most appropriate conceptual definition of tourism encompassing aspects of planning, development, coordination and management is that “tourism is the sum total of the processes, activities, and outcomes arising from the interactions among tourists, tourism suppliers, host governments, host communities, origin governments, universities, community colleges and non-governmental organisations, in the process of attracting, transporting, hosting and managing tourists and other visitors (Weaver & Lawton, 2006). This definition is an expansion of the comprehensive definition (McIntosh, Goeldner & Ritchie, 1999, 2003) which was the first attempt to put tourism in a broader stakeholder context. The definition by Weaver & Lawton (2006) goes further to include origin governments, tertiary education institutions and non-governmental organisations, all of which play an increasingly significant role in tourism. This definition is therefore adopted in this study as it incorporates a wide range of stakeholders, who often form coordinating structures in tourism, that need to play a considerable role in planning, coordination and management of the tourism industry in KwaZulu-Natal.

1.9.2 Planning

Hall (2008) defines planning as a process of human thought and action based upon that thought – in point of fact, forethought, thought for the future – nothing more or less than this is planning which is a very general human activity. Planning is considered to be a strategic function that is usually performed at a strategic level in any situation, organisation or event, for the purpose of ensuring the smooth operation and coordination of efforts. Generally, Planning can be defined as, “the fundamental element of management that predetermines what an organisation proposes to accomplish in the changing environment in which it exists.” (Bennett, 2002: 35). Planning involves arranging, charting a course, and designing, preparing and

plotting, all with an eye to the future (Fennell, 2002). On the other hand, planning can be defined as the dynamic process of determining goals, systematically selecting alternative courses of actions to achieve those goals, implementing the chosen alternatives and evaluating the choice to determine if it is successful (Cruz, 2005). The planning process regards the environment which includes political, physical, social and economic elements as interrelated and interdependent components which should be taken into account in considering the future of a destination area. For the purpose of this study, a definition of planning by Talwar (2006: 74), which states that “Planning is the process of identifying objectives and defining and evaluating methods of achieving them” is adopted as it captures the essence of what the tourism coordinating structures in KwaZulu-Natal needs to achieve.

1.9.3 Tourism Policy

Tourism policy in a simplistic sense means the identification of a series of goals and objectives which help an agency, usually a government one, in the process of planning the tourism industry (Fennel 1999). On the other hand, Akerhurst (1992) in Fennel (1999) defines tourism policy development as a strategy for the development of the tourism industry sector that establishes objectives and guidelines as a basis for what needs to be done. The essence is on identifying and agreeing on objectives; establishing priorities; placing in a community context the roles of national governments, national tourist organisations, local governments and private sector businesses; establishing possible coordination and implementation of agreed programmes, with monitoring and evaluation of these programmes.

The issue of tourism policy and / or tourism development is central in this study as all the tourism institutional frameworks, planning and coordinating structures in KwaZulu-Natal need to be activated for integrated tourism development in the province. Tourism policy is a set of regulations, rules, guidelines, directives and development/ promotion objectives and strategies that provide the framework, within which the collective and individual decisions directly affecting tourism development and the daily activities within a destination are taken (Ritchie & Crouch, 2000;

Goeldner & Ritchie, 2009). The latter definition is more appropriate and more comprehensive and is therefore adopted in the context of this study. The latter definitions is adopted because it encompasses a number of issues that riddle coordination of tourism activities in KwaZulu-Natal and details all the aspects that need to be considered when dealing with tourism policy issues.

1.9.4 Strategic Tourism Planning

An established definition for strategic tourism planning is that it is the process of examining both the present and the future environments, formulating the organisation's objectives, and making implementation and control decisions focused on achieving these objectives in the present and future environment (Bennett 2002:139). Bennett (2009) goes further to clarify that strategic tourism planning includes any activities or issues that involve defining the organisation's mission setting its objectives, and developing strategies to enable it to operate successfully in its environment. Strategic planning is imperative in tourism planning in KwaZulu-Natal as tourism is a dynamic industry that is constantly changing and involves a number of stakeholders that need to work together towards a common vision to ensure sustainable development of the tourism industry.

1.9.5 Coordination

Coordination refers to formal institutionalised relationships among existing networks of organisations, interests and/ or individuals, (Mulford & Rogers, 1982, in Hall & Page, 2006). Similarly, George (2007) defines coordination as the formal institutionalized relations between existing networks of organizations. Coordination is central and constitutes the core of this study and forms a gist of studying the relationships among different tourism coordinating organisations and structures in KwaZulu-Natal. The definition of coordination is thus pivotal in this study in analysing the challenges faced by KwaZulu-Natal in developing a co-ordinated approach towards tourism planning and policy that will culminate to the creation of a sustainable tourism industry in the province.

1.10 ETHICAL CONSIDERATIONS

Ethical principles, rules and conventions distinguish socially acceptable behaviour from that which is considered socially acceptable (Burns, 2000). These ethical issues can relate to both the subject matter of the research as well as to its methods and procedures, and can go well beyond courtesy or etiquette regarding appropriate treatment of persons in a free society (Burns, 2000). Certain ethical considerations, concerned with such matters as plagiarism and honesty in reporting of results, arise in all research, but additional issues arise when the research involves human subjects, in both biological and social sciences (Veal, 1992). However, Burns (2000) feels that ethical rules or guidelines that attempt to define limits may be too rigid, limiting the effectiveness of research and denying research into aspects of human behaviour where knowledge would be valuable. Veal (1992) provides some of the following codes of research ethics and highlights that some of them might be considered obvious to the moral person, but are nevertheless included for completeness of research ethics:

1.10.1 Competence

A researcher should not embark on research involving the use of skills in which they have not been adequately trained; to do so may risk causing harm to subjects, may be an abuse of subjects' goodwill, may risk damaging the reputation of the research organisation, and may involve waste of time and other resources.

1.10.2 Literature Review

Any research should be preceded by a thorough review of the literature to ensure, as far as possible, that the proposed research has not been done elsewhere. The study is based on tourism policy and planning and a series of literature was reviewed to give context and direction to the research inquiry, particularly on tourism policy, planning, development and management. Literature on research methodology in

tourism studies in particular, and social sciences in general, was also used in the study. All the literature used was duly acknowledged and referenced.

1.10.3 Plagiarism

The use of other's data or ideas without due acknowledgement and, where appropriate, permission, is unethical. The study based its theoretical backing on a number of ideas generated by different authors and agencies. The study also used a number of diagrammatic representations of tourism policy and planning models, approaches and systems. The ideas gathered from various documents used in the study provided insights into the research enquiry of the study but were not used carelessly in shaping the findings as the study revealed its own findings which are provided as primary information. The many documents used in study for providing varying scholastic ideas and perspectives on tourism policy and planning were duly acknowledged and referenced appropriately to avoid plagiarism.

1.10.4 Falsification of results

The falsification of research results or the misleading reporting of results is unethical. The study revealed a number of findings that were based on acceptable research methodology as outlined in chapter five. These findings were based on objectives and hypotheses generated during research design and tested accordingly in chapter seven. The results of the study were based on research hypotheses that shaped the research enquiry and statistical hypotheses that tested whether the results of the study were authentic and did not occur by chance. The findings of the study are therefore authentic results of rigorous applied research as designed and adopted for this study (Veal, 1992; Burns, 2000).

In the context of this study, all the research ethics were observed and it was ensured that none of them was breached. There were number of institutions and individuals who were targeted as respondents in the study. The respondents were dealt with in a professional manner and given all the respect they deserve. The research

assistants were trained on research ethics and how to deal with respondents and to respect their opinions when questionnaires were administered. All the information acquired from individual respondents was dealt with as a matter of utmost confidentiality to protect the identity of respondents as this is an applied research that deals with hard realities from various organisations. It is likely that such factual outcomes may not be acceptable for other people in authority if the daily issues of their organisations and relationship with other authorities is investigated and recorded in the research study. A due consideration was given to all research ethics and all the work and findings presented in the study are genuine results and information emanating from concerted efforts to produce and contribute new information and knowledge in the field of tourism planning. All the sources of primary and secondary information used throughout the study have been duly referenced in the text and included in the reference list at the end of the study. The study also acknowledged and duly referenced all websites that were accessed and used as sources of information (Veal, 1992; Burns, 2000).

1.11 CONCLUSION

The chapter has given the orientation of this study detailing the problem statement and background to why the research problem was chosen to be investigated. The chapter has outlined the objectives of the study and the hypotheses that were developed based on those objectives. The chapter went on to provide the delimitation of the study giving both the geo-spatial and conceptual delimitations. Various definitions were investigated and those relevant to the study were adopted to give operational meaning to the terms that are used frequently throughout the study. The research ethics adopted by the researcher when conducting this study were outlined indicating that all the information and findings contained in the study are authentic and where the information in the study was received from particular sources, those sources were duly acknowledged through proper referencing. The chapter gives a reader an outline of why the study was conducted and why the applied research approach was followed as it is laboriously discussed in chapter five. All the ensuing chapters are therefore premised on the orientation of the study given

in this chapter and findings and other information must be read with the objectives and hypotheses presented in this chapter to give a proper meaning to the investigations and findings of the study.

In closing this chapter, it may be worth mentioning that since the emergence of the democratic era in South Africa, it has progressively become important that local communities participate in all aspects of tourism in general as well as in natural, cultural and heritage tourism, with a view of benefiting the local communities (DEAT, 1996). The idea of participating in tourism planning, management and development in the study areas of KwaZulu-Natal, provides first-hand experience and legitimisation of the need to understand and execute tourism planning and management. According to Blench (1999) the community must actively participate in and promote responsible tourism-related activities, which are sustainable in the medium and long term, as well as ready to negotiate with government and the private sector so as to improve tourism development.

CHAPTER 2

CONCEPTUAL FRAMEWORK FOR POLICY, PLANNING AND MANAGEMENT

2.1 INTRODUCTION

There is a wealth of information regarding tourism planning, tourism development and community involvement in tourism. Tourism is intimately connected with issues of sustainable development. Indeed, since 1980s there has been an explosion in the number of texts and articles, plus courses and consultants, which are concerned with sustainable forms of development (Hall, 2000:1). The text explored in the ensuing literature review looks at a number of perspectives including planning, management, coordination, community involvement, government responsibilities and related aspects to gather insights into what could be an ideal situation in tourism planning in KwaZulu-Natal.

2.2 KEY PLAYERS IN TOURISM POLICY, PLANNING AND MANAGEMENT

The key role-players in tourism policy, planning and management are varied and provide an interesting and useful insight into how they affect tourism development. Not all existing role-players are discussed in this section, only the following: tourists, the host community, government agencies and the tourism industry are given some attention. The literature used in this context, provides a number of perspectives and insights in terms of which institutions are generally responsible for tourism policy, planning, development and management in general, to indicate rationale of why the different organisations that were targeted for this study as respondent were selected.

2.2.1. Tourists

Tourists are of key importance in the management of tourism as well as in tourism policy, planning and management. According to (Nath, 1999: 291) the behaviour

of tourists and their attitude towards the place they are visiting, are critically important for achieving the goals of sustainable tourism development. The role and mode of policy in tourism may, similarly, need to be rethought as there is a strong professional interest in understanding how people make sense of their experiences, and places, and events (Lew *et al*, 2004:86). Tourists are often widely viewed as the major cause of the problems of tourism. When the outward appearance of tourists and their behaviour is in marked contrast to that of the local population, it is easy to point the finger of blame to them for any problems occurring in the local area (Mason, 2005: 114). Therefore, any tourism development policy should take into account the varying needs and perceptions of potential tourists but, in particular, should arguably give primacy to the perceptions, knowledge and development needs of local communities (Sharpely, 2009:25). Although there are a number of laws and regulations pertaining to the operational aspects of the tourism industry, there are few regulations relating directly to the behaviour of tourists (Mason & Mowforth, 1995). However, there are a number of attempts to influence behaviour of tourists. These usually take the form of voluntary codes of conduct and/ or the use of overt educational approaches (Mason & Mowforth, 1995). Such attempts have been usually closely linked to what is termed 'alternative' or 'responsible' tourism, which was developed in the 1980s. Creating more responsible tourism was also linked with the growth of ecotourism in the late 1980s (Mason & Mowforth, 1995; Fennel 1999) which can itself also be viewed as a form of alternative or responsible tourism. Tourism marketing media regulation of tourist behaviour, the application of codes of conducts, the use of tourist education within tourism planning and management and the nature of ecotourism are important in ensuring sustainable tourism development.

There are public decision-makers who make their policy or management decisions about an on-site behaviour. There are also business decision makers concerned with the design and financial success of tourism products. These kinds of interests focus on what tourists will prefer and how they make their travel choices and purchases (Pearce, 2005:7). The tourism policy makers in KwaZulu-Natal need to consider the aspirations and behaviour of tourists when formulating

tourism plans that will guide tourism development and management in the province.

2.2.2. The host community

The host community can act as a major attraction for tourists. More often than not, it is the cultural manifestations of the community, including craft and art works, as well as less tangible factors such as music, dance and religious festivals that can act as important attractions. According to Swarbrooke (1999:126) the rationale for host community involvement in tourism planning is that it is believed to:

- Be in keeping with the concept of democracy,
- Give a voice to those who are most affected by tourism,
- Make use of local knowledge to make sure that decisions made are well informed,
- Reduce potential conflict between tourists and the host community by involving the latter in shaping the way in which tourism develops.

In some cases meeting the members of the community and staying with them is a key motivation for certain types of tourist. However there are a number of dangers that may result from the contact between the tourists and host communities, particularly in terms of erosion of host community values and possible loss of cultural identity. According to Robinson *et al* (2011:78).the host community can be classified as stakeholders with low power or less influence on decision making, but have high interest in the tourism business and its consequential actions. Nevertheless they will make their concerns obvious and may be able to influence the powerful stakeholders and affect their behaviour if their interest is not considered in a suitable manner or if there is a negative impact on their quality of life.

Some of the difficulties arising from the clash of contesting rights claims are clearly illustrated in the case of the rapidly increasing demands for tourists access to public and private lands in order to pursue outdoor activities like hill climbing, mountaineering, and so on, (Smith & Duffy, 2003:82). The government authorities

and agencies on the other hand need to protect the rights of tourists and host communities and there is a need for cooperation between all the agencies concerned with tourism policy, planning and development especially where host communities are concerned (Refer to Table 2.1). The Table 2.1 outlines the rights of tourists and authorities responsible for protecting them.

TABLE 2.1: RIGHTS OF TOURISTS AND RESPONSIBLE AUTHORITIES

| THE RIGHTS OF TOURISTS | AUTHORITIES RESPONSIBLE FOR PROTECTING THESE RIGHTS |
|--|--|
| The right to be safe and secure from crime, terrorism and disease | <ul style="list-style-type: none"> • The host community • Government agencies, e.g. security services and health authorities |
| The right not to be discriminated against on the ground of race, sex, or disability | <ul style="list-style-type: none"> • The host community • The tourism industry • Government agencies, e.g. immigration departments |
| The right not to be exploited by local business and individuals | <ul style="list-style-type: none"> • The tourism industry • The host community • Government agencies, e.g. police |
| The right to the fair marketing of products through honest travel brochures and advertisements | <ul style="list-style-type: none"> • The tourism industry • Government agencies, e.g. the advertising regulators |
| The right to safe, clean physical environment | <ul style="list-style-type: none"> • The host community • The tourism industry • Government agencies. e.g. environmental bodies and police departments |
| The right to free and unrestricted movement that cause no damage to the environment | <ul style="list-style-type: none"> • Government agencies, e.g. security services • Government agencies, e.g. security services, welfare. • The host community • The tourism industry |
| The right to meet local people | |
| The right to courteous and competent service | |

[Source: Swarbrooke (1999)].

According to the United Nations World Tourism Organisation Global Codes of Ethics (Hall & Brown, 2002:172) tourism's contribution to mutual understanding and respect between peoples and societies; understanding and promotion of the ethical values common to humanity, tourism should be conducted in harmony with destination attributes and traditions, the industry and destination should be

acquainted with and respect their tourists, for whom public authorities should provide protection; for their part, visitors should respect the law and have the responsibility to acquaint themselves with destination characteristics before their visit. It is stressed that responsibility of local authorities and the importance of their decisions in bringing that cooperation about, and called for genuine partnership between the local population, political and economic decision makers, local and regional authorities and non-governmental organisations in promoting sustainable development (Council of Europe, 1992: 12). As Such, Table 2.1 outlines the rights of tourists and authorities responsible for protecting the visitors and communities. Tourism policy, planning, development and management in KwaZulu-Natal should largely consider protecting host communities whilst maximising their involvement and benefit in the tourism industry value chain.

In relation to tourism planning and management, if it is acknowledged that communities are heterogeneous, then the importance of different interest groups and vested interests needs to be recognised. The acceptance of the notion of heterogeneous communities brings with it the realisation that the planning and management of tourism is a more complex and yet even more necessary task (Mason & Cheyne, 2000). By the late 1990s there was a groundswell of opinion that communities should be actively involved in planning for tourism (Middleton & Hawkins, 1998). However, community involvement is not a particularly recent development. In fact, as long ago as the mid-1980s it was argued that as tourism makes use of a community's resources, then the community should be a key player in the process of planning and managing tourism (Murphy, 1985). In accepting that communities are heterogeneous, Swarbrooke (1999:125) suggests that they could be divided up in terms of:

- elites and the rest of the population;
- indigenous residents and immigrants;
- those involved in tourism and those not involved;
- property owners and property renters;
- younger people and older people;
- employers, employees and self-employed;
- those with private cars, those relying on private transport;
- affluent and less well-off residents;

- majority communities/ minority communities.

Nevertheless, the actual involvement of community in tourism planning and management will depend on a number of factors. These include: the nature of the political system at a national and local level; the degree of 'political literacy' of the local people; the nature of the particular tourism issue; the awareness of the tourism issue in the community; how the tourism issue is perceived by the members of community; the history of involvement (or lack of it) in tourism related issues; and the attitudes and behaviour of sections of the media (Swarbrooke, 1999). Host communities as role-players need to be contextualised to tourism policy planning and management in KwaZulu-Natal.

2.2.3 Government Agencies

Government agencies are frequently referred to as the public sector of tourism. They are not commercial organisations intent on making a profit, but are meant to represent the views of tax payers and voters. Government agencies are funded from taxes and in most developed countries are run by democratically elected representatives supported by paid civil servants. In some parts of the world, particularly some developing countries, governments are headed by un-elected dictators or military rulers and in such cases the rationale suggested for the involvement of the public sector in tourism is not necessarily that provided below.

There is multiplicity of government bodies that have a bearing on tourism planning and management. These bodies exist at different scales from national, through regional, down to local. The main reasons for the involvement of the public sector in tourism are as follows: (Swarbrooke, 1999: 87).

- (i) The public sector is mandated to represent the whole population and not just one set of stakeholders or interest group.
- (ii) The public sector is intended to be impartial, with no particular vested or commercial interest.
- (iii) The public sector can take a longer-term view of tourism development than, for example, the private sector.

The public sector in many developed countries has what may appear at a face value to be contradictory roles. Governments may attempt to regulate tourism, but they also have a role in marketing tourism (Mason & Mowforth, 1995; Seaton & Bennet, 1996). It must however be noted that the ability of government to regulate the tourism industry is relatively restricted. This is due particularly to the fact that there is only a limited amount of legislation directly affecting tourism. Government tend to operate at a number of different levels in any one country. Hence, there are at least national, regional and local government bodies all expected to regulate tourism. Governments in most developed countries and increasingly in developing countries are also involved in setting aside areas that are designated for special protection of the environmental or cultural reasons. This planning approach has led to the creation of National Parks in individual countries, and when countries collaborate internationally; this has led to the creation of World Heritage Sites. However, as Swarbrooke (1999) indicated, there is virtually no tourism legislation concerning certain key areas of significance to tourism planning. These key areas include: socio-cultural impacts of tourism, environmental impacts of tourism, impacts of tourism on wildlife, the carrying capacity of areas and sites, tourists behaviour and the wages and working conditions of tourism industry employees. This has meant that public bodies and government agencies have tended to rely on the tourism industry regulating itself. The public sector has also tended to rely on the education of tourists in an attempt to modify their behaviour in relation to potential and real impacts. Such voluntary efforts often involve codes of conduct targeted at visitors or sectors of the tourism industry in an attempt to regulate behaviour. However, there is increasing evidence that these attempts at self-regulation are only achieving moderate success and there is likely to be a need for the introduction of externally imposed, government-backed legislation pertaining to certain sectors of tourism (Mason & Mowforth, 1996; Swarbrooke, 1999).

The various institution of the state can have an impact on how tourism is used as a vehicle for regional development. The main institutions of the state include the central government, administrative departments, the courts and judiciary ,enforcement agencies ,other levels of government, government business

enterprises, regulatory and assistance authorities and a range of semi-state organisations (Hall, 1994:23). In addition to this list, Hall (1994) adds components of society such as political parties, trade unions and industry associations (including tourism and hospitality) that receive money from the state. The parliamentary institutions (whether democratic or not) provide the framework for the development of alternative policies and the decision making process as to which policies are adopted. National or provincial/state ministries of tourism and their related bureaucratic structures influence tourism policy and, as Hall (1994) points out one of the significant aspects of the state is the balance of power which exists between the central government and the various regions in the country. All levels of state do not necessarily share the same objectives. (Sharpley & Telfer 2002). In the context of this study, government agencies need to play a major role in aiding policy planning and management of tourism in the study area.

2.2.4 The Tourism Industry

The tourism industry is not easy to define as it is complex and has many dimensions. The tourism industry is so large and diverse that some tourism companies would not see themselves as part of the same industry (Middleton & Hawkins, 1998). As such, the tourism industry is often blamed for causing damage to destinations and showing little willingness to be involved in planning for long-term viability of tourism development (Mason & Mowforth, 1995). However the complexity of the tourism industry makes it difficult to point a finger of blame directly at the cause of problems. Nevertheless, the tourism industry has been accused of (Swarbrooke, 1999:104):

- Being mainly concerned with short-term profit, rather than long-term sustainability.
- Exploiting the environment and local populations rather than conserving them.
- Being relatively fickle and showing little commitment to particular destinations.
- Not doing enough to raise tourist awareness of issues such as sustainability.

- Only getting on the sustainability wagon when it is likely to achieve good publicity.
- Being increasingly owned and controlled by large trans-national corporations, who have little regard for individual destinations.

Few operators, until very recently, have been concerned with the impacts of taking tourists to a destination, on the environment or society of the destination. However, some tourism companies have become involved in these initiatives and this suggests growing awareness and concern with such impacts. These include recycling, promoting 'green' holidays, providing information on environmentally sound activities for tourists and donating money to local charities. Some operators are also using guides selected from local communities and are involved in partnerships with local communities. It would however appear that most industry action to date has been designed to indicate that the industry can regulate itself. One interpretation of this could be that industry does not wish for external control and regulation and hence voluntary self-regulation is preferable (Mason & Mowforth, 1996; Swarbrooke, 1999). Another interpretation is that industry is aware that regulation will eventually come and that it wishes to appear proactive rather than reactive, as this may soften the blow of external regulation (Mason & Mowforth, 1996), some industry bodies have taken voluntary self-regulation to the point of designing and implementing voluntary codes of conduct.

The tourism industry has a number of pressure groups. The World Travel and Tourism Council (WTTC) is such a pressure group and receives support from major tourism companies (Mason, 2008:131). The WTTC lobbies on behalf of the tourism industry. Interest groups, also called pressure groups, range from powerful national associations to small local organisations, for example a local tourism body (O'Donnell 1990:129). There are also a number of professional bodies that represent the tourism industry. Similarly, the other two sectors important in terms of tourism planning and management are voluntary sector organisations and the media. The media has potentially a key role in tourism planning and management issues. Much of the media deals directly or indirectly with tourism. The media is displaying new interest in green issues, and new anti-travel, anti-tourism pressure groups have developed (Gössling *et al*, 2009:27).

The voluntary sector is made up of a number of different groups. These include pressure groups, voluntary trusts, some of which have charitable status, and industry associations. Pressure groups can be further subdivided into those, whose membership is primarily public and those, whose membership come largely from within the tourism industry (Mason, 2008:130). There are also significant numbers of travel-related magazines and radio programmes and much travel information is available on the World Wide Web. Many types of television programmes and magazines have an indirect travel component; those focusing on wildlife and natural history are within this category. The media has even created tourist attractions. Given the complex and under-nuanced relationship between climate change, tourism and media and the simplistic ways in which lobbying groups on both sides marshal their arguments, it is self-evident that more research is needed (Jones & Phillips, 2011:96). It is therefore imperative for all forms of media to report responsibly about tourism issues and provide critical assessment of tourism industry activities to ensure that the industry practices sound tourism management and in fear negative publicity they may attract if they conduct their activities irresponsibly (Mason, 2008:130).

In relation to all these four role-players discussed above, it is appropriate to refer to Veal (1992:4) who argues that an overall policy and planning framework for viewing the leisure and tourism delivery system has to be guided by five elements:

- a) People – individuals/ households/ communities.
- b) Organisations – public and private sector organisations involved in the provision of leisure and tourism facilities and services, including voluntary organisations, commercial companies and governments and their agencies, including elected and appointed members and senior and strategic management personnel.
- c) Leisure and tourism services or facilities – including complement of line managers and front-line staff.
- d) The environment – the natural and built physical environment.
- e) The processes – which link these various elements, including planning, marketing, political processes and the use, purchase and consumption of services, and which take place along socio-political, managerial and socio-economic linkages.

2.3 TOURISM POLICY

The starting point for the tourism planning process in any country should be the development of a national tourism policy. Before developing the policy, goals for tourism have to be set and these should be in conformity with the broad national interest and complement the specific objectives of national, state and local bodies in related fields, Sinha (2005). According to Fennel (1999) all countries should endeavour to create tourism policy to guide their planning, management, and development of tourism consistently throughout a region and as a means by which to use resources in a wise and efficient manner. Fennel (1999) further states that the sector most responsible for the impetus to create policy is government, in either a passive manner, such as in introducing a legislation which is not intended to discriminate in favour of the tourism industry, or an active manner, where government takes action to discriminate in favour of the tourism managerially, through the creation of objectives and legislative support, and/ or developmentally in the establishment and operation of tourism facilities. The context in which tourism policy is considered in this study is at government level in providing the conceptual framework for the planning, coordination, development and management of tourism in KwaZulu-Natal, and the plethora of organisations and agencies involved in the provision of tourism services, and the planning, development or establishment, and management of these coordinating structures.

The national tourism White Paper on Development and Promotion of Tourism in South Africa (DEAT, 1996), reciprocated by the White Paper on Development and Promotion of Tourism in KwaZulu-Natal in 2008 (KZN-DEDT, 2008). These two tourism policies at the national and provincial level are backed by the tourism Acts at both the national and provincial level. The assessment of these in creating an enabling environment is exhaustively done in chapter seven to ascertain if the tourism industry in KwaZulu-Natal is effectively regulated.

2.3.1 Purpose of Tourism Policy

According to Goeldner & Ritchie (2009: 414) the purpose of tourism policy is to ensure that visitors are hosted in a way that maximises the benefits to

stakeholders while minimising the negative effects, costs and impacts associated with ensuring the success of the destination. In essence, tourism policy seeks to provide high-quality visitor experiences that are profitable to destination stakeholders while ensuring that the destination is not compromised in terms of its environmental, social, and cultural integrity. Hall (2008) states that tourism policy analysis is concerned with understanding and explaining the substance of policy content and policy decisions and the way in which policy decisions are made. It is therefore imperative for tourism planners in KwaZulu-Natal to understand both the purpose of tourism policy and tourism policy analysis as policy alone does not serve the purpose without analysing and understanding its content. It is therefore imperative for tourism authorities in KwaZulu-Natal to understand the significance of having the current tourism policy and for government to review this policy from time to time to ascertain if it is still relevant as the tourism industry changes and improves constantly.

2.3.2 Importance of Tourism Policy

Goeldner & Ritchie (2009) asserts that perhaps the most important role of tourism policy is to ensure that a given destination has a clear idea as where it is going or what it is seeking to become in a long term. The tourism policy represents an amalgamation of the principles upon which a nation-wide course of action for tourism is based (Sinha, 2005). The tourism policy provides a set of guidelines and forms the basic foundation to determine which specific goals, strategies, and objectives are to be carried out in the interest of the destination. Sinha (2005) further states that the tourism policy goal or goals are long-term targets in the destination area that provide the framework and rationale for supporting goals and objectives. At each level in the hierarchy the goals and objectives become more specific and action oriented.

Goeldner & Ritchie (2009) are of the view that tourism policy must strive to create a climate in which collaboration among the many stakeholders in tourism is both supported and facilitated. As such, Goeldner & Ritchie (2009: 415) further indicate that in more specific terms, tourism policy fulfils the following functions:

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

2.3.3 Areas Addressed by Tourism Policy

In general, Goeldner & Ritchie (2009: 416) state that a formal tourism policy for a given destination will address such areas as:

- The roles of tourism within the overall socio-economic development of the destination region.
- The type of destination that will most effectively fulfil the desired roles.
- Taxation types and levels.
- Financing for the tourism sector, providing sources and terms.
- The nature and direction of product development and maintenance.
- Transportation access and infrastructure.
- Regulatory practices such as airlines and travel agencies
- Environmental practices and restrictions.
- Industry image and credibility.
- Community relationships.
- Human resources and labour supply.
- Union and labour relations.
- Technology.
- Marketing practices.
- Foreign travel rules.

In addition, Sinha (2005) maintains that tourism policy goals basically fall into three categories, namely, economic, social and environmental. Policy goals also take into consideration the interest of the consumer and the government operations relating to tourism and recreation.

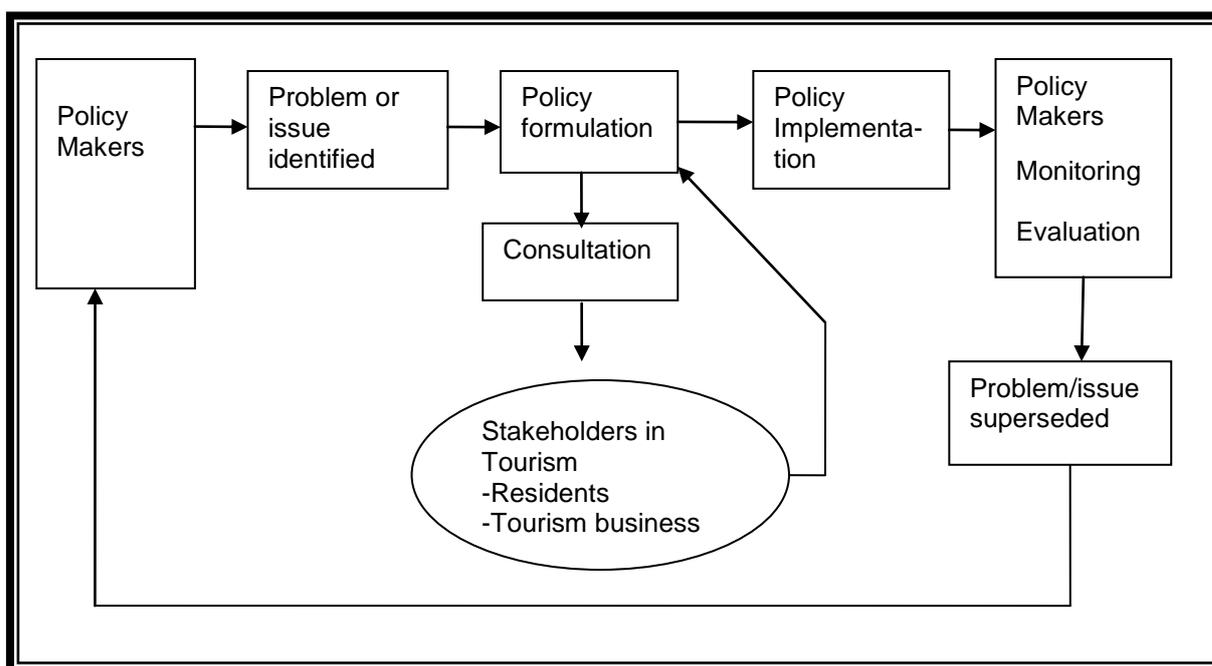
2.3.4 Tourism Policy Making Process

The complex nature of the tourism industry as noted by various authors requires that in the tourism policy making process, all stakeholders are involved, as there are many factors that affect the industry (Fennel, 1999; Page, 2005; Hall, 2008; Goeldner & Ritchie, 2009). On the same point, Coballos-Lascurain (cited in Fennel, 1999) has identified the following critical groups who should be involved in the policy-making process: local communities; the tourism industry; non-governmental organisations; financial institutions; consumers; and national tourism councils. Similarly, Hall & Page (2006) concur in stating that, while tourism policy is, whatever government choose to do or not to do with respect to tourism, a number of stakeholders influence and perceive public policies in various significant and different ways. Some of these ways include: pressure groups such as tourism industry associations; conservation groups; community groups; community leaders and significant individuals, such as local government councillors; members of bureaucratic bodies such as employees within tourism commissions or regional development agencies; and others such as academics and consultants, involved in the tourism process.

When policies are being developed, one needs to understand the nature of institutions and organization involved in shaping policy, as policy-making is filtered through a range of different institutions which help shape policy outcomes, (Page, 2003). Authors such as Hall (2000) note the importance of interest groups in tourism policy and planning process and their influence on the planning process. Various authors (Sinha, 2005; Hall, 2008; Fennel, 1999), in their summary of the policy making process, note that the tourism policy cannot be viewed in isolation as many factors such as political factors, which determine the direction of the policy, influence the policy and these are constantly changing.

Tourism policy-making process is inherently a political activity (Page, 2003). Several writers (Hall & Jenkins, 1995; Turner, 1997; Page 2003) have suggested that, public policy, strictly resides as a government function, where political intentions and implications of decisions thereof are critical. Page (2003) further suggests that effective policy making requires an understanding of the nature of the institutions involved, as they help shape the outcomes of the policy. The tourism policy making process depicting all the critical stages, as outlined by Page (2003) is shown in Figure 2.1. The tourism policy formulation process as indicated in Figure 2.1 shows that the tourism policy formulation process is very intricate and needs a steadfast pedantic process that must be understood and applied by tourism policy makers in KwaZulu-Natal to ensure that the province has tourism policies that can stand a test of time. Figure 2.1 also indicates the significance of involving all the role players when determining tourism policy.

FIGURE 2.1: THE TOURISM POLICY FORMULATION PROCESS

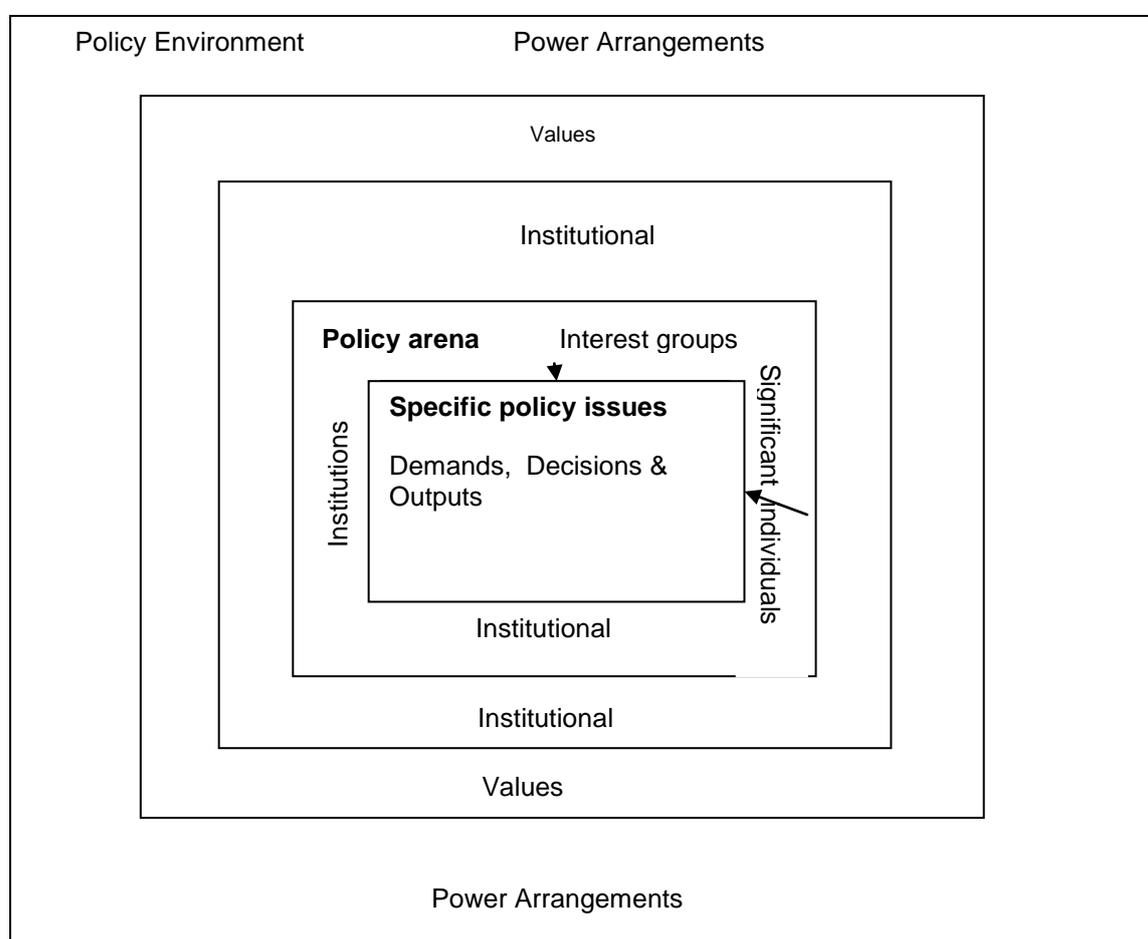


[Source: Page (2003)]

The tourism policy may generally be divided into two types, namely prescriptive models which seek to demonstrate how policy making should occur relative to pre-established standards, and descriptive models documenting the way in which the policy process actually occurs (Hall & Page, 2006).

According to Hall *et al* (1997:5) public policy is first and foremost a political activity. Public policy is influenced by the economic, social and cultural characteristics of society as well as by the formal structures of government and other features of a political system. Policy-making involves the economic, physical, social and political environments in a process of action and reaction over time (Barret & Fudge cited in Hall & Jenkins, 1995). Policy is therefore seen as ideologies, the distribution of power, institutional frameworks, and of decision-making processes (Hall & Jenkins, 1995) [Refer to Figure 2.2].

FIGURE 2.2: ELEMENTS IN THE TOURISM POLICY MAKING PROCESS



Source: Hall & Page (2006)

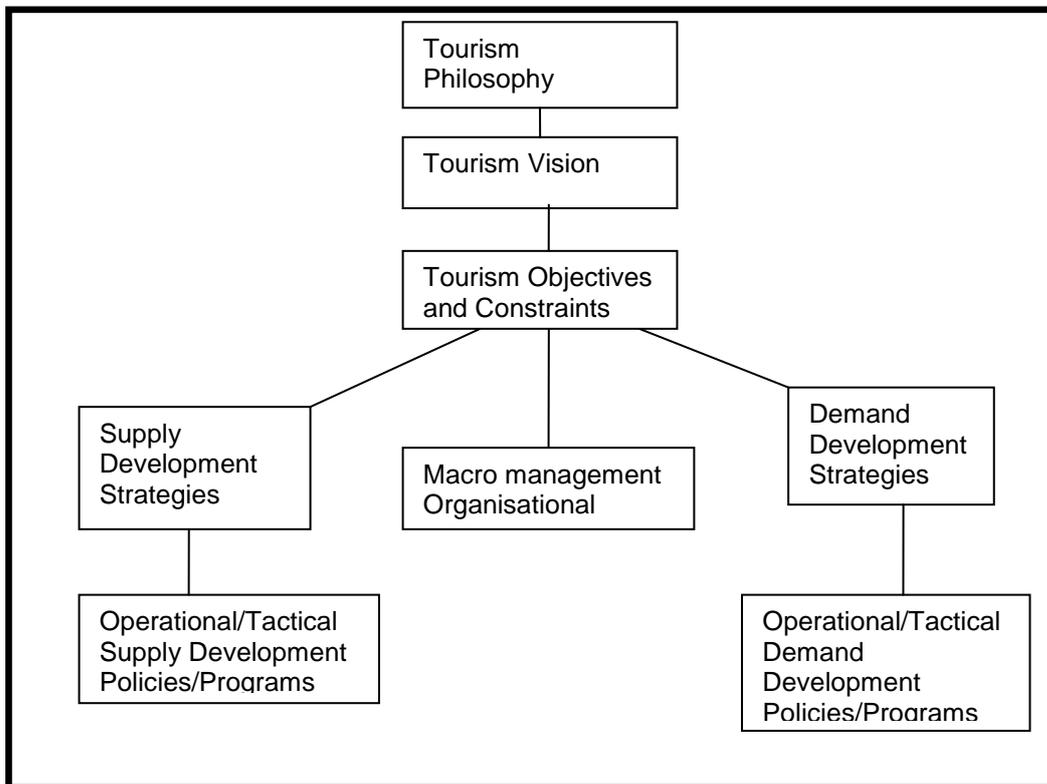
Given the interaction of numerous forces in the policy-making process, for example, individuals, agencies, laws, perceptions, ideas, choices, processes and the distribution of power, it is not surprising to find that there is little agreement in public policy studies as to what public policy is, how to identify it, and how to

clarify it (Hall & Jenkins, 1995). What was also shown in Figure 2.2 is a plethora of elements that are involved in the tourism policy process and the interrelationship that exist among them.

Hall & Page (2006) further state that the majority of policy and decision making in the tourism sector are more prescriptive models of policy-making which demonstrates how tourism policy and decision-making should occur relative to pre-established standards as indicated in Figure 2.2. (Goeldner & Ritchie, 2009) signify the need for analysis of the structure and composition of tourism policy prior to the actual development of the policy.

Under different circumstances, Goeldner & Ritchie, (2009: 426) have acknowledged the notion that no single model can define the content of tourism destination policy. Goeldner & Ritchie (2009) have therefore suggest a general framework for the structure and composition of the tourism policy in Figure 2.3, which must be considered for a generic tourism policy formulation process.

FIGURE 2.3: STRUCTURE OF THE TOURISM POLICY



Source: Goeldner & Ritchie (2009: 246)

This formulation must be adapted in terms of peculiar individual situations as dictated by size and complexity of the tourism industry as illustrated in Figure 2.3. The model presented above depicts a generic structure of the tourism policy that might be adapted for KwaZulu-Natal as a tourism destination.

In contrast to policy formulation provided by Page (2003), Goeldner & Ritchie (2009) conceptualise (see Table 2.2) the process as containing four distinct stages of phases: Definitional; Analytical; Operational and Implementation phase.

TABLE 2.2: TOURISM POLICY STRATEGY FORMULATION AND IMPLIMENTATION PROCESS

| DEFINITIONAL PHASE | ANALYTICAL PHASE | OPERATIONAL PHASE | IMPLEMENTATION PHASE |
|--|--|---|--|
| Definition of tourism destination system | Internal Analysis -Review of existing policies and programmes - Resource audit - Strategic Impact Analysis | Identification of strategic conclusions | Implementation of strategy for destination development, promotion, and stewardship |
| Explication of a tourism philosophy | External Analysis Macro level analysis of current and future demand and behaviours | Implications of conclusions for supply and demand development | Allocation of responsibilities for recommendation implementation |
| Crafting of a destination Vision | Review of competitive and supportive tourism development and promotion policies | Policy /Programme recommendations | Identification of sources of funding to support competitive initiatives and stewardship programs |
| Objectives and constraints | | | Specification of timing for recommendations implementation |
| | | | Monitoring and evaluation of the results |

Source: Goeldner & Ritchie (2009:406)

In concurrence Goeldner & Ritchie (2009) have argued that the basic principles considered when developing a tourism policy may follow the four phases shown in Table 2.2, where tourism policy may be needed for all levels and for all types of

political jurisdictions. In addition, Goeldner & Ritchie (2009) further suggest that competitiveness and sustainability must be the primary goal of policy and effective pursuit of these goals requires different skills and capabilities. Most of these processes are needed in an effort to stabilise policy formulation and execution in KwaZulu-Natal.

2.4 TOURISM PLANNING

The literature documenting issues of tourism planning and governance is still inadequate (Wong & Yuen 2011:94). Tourism planning seeks to provide a detailed, “on-the-ground” outline as to how each of the factors affecting the success of a tourism destination should be developed. Good tourism planning goes far beyond schemes to maximize profit. While profitable development brings positive economic and social benefits to the community, it also carries inevitable drawbacks. Therefore, developers must incorporate ways to enhance human welfare and happiness. These include insistence on quality, architecture, landscape, and environmental design; planning for transportation; and energy conservation and education (Goeldner & Ritchie, 2009).

The importance of effective tourism planning in ensuring economic benefit and sustainability is now widely recognised (UNWTO, 1994:1). Some three decades ago the key aims of tourism planning were summarized as to ensure that opportunities are available for tourists to gain enjoyable and satisfying experiences and at the same time to provide means for improving the way of life for residents and of destination areas (Mathieson & Wall, 1989). In more recent years, (Williams, 1998) suggested a number of general aims for tourism planning whereby it is indicated that tourism planning can help to shape and control physical patterns of development, conserve scarce resources, provide a framework for active promotion and marketing of destinations and can be a mechanism to integrate tourism with other sectors.

Tourism planning should be integrated with national cultural projects such as the promotion of traditional arts and culture or the preservation of cultural heritage sites and may also be used by the central state to pursue regional development

objectives through the encouragement of growth in certain areas rather than others. In some instances, the geographical spread of tourism might be restricted so as to limit some of its socially disruptive impacts; or, depressed areas with high tourism potential might be designated for state support (Huybers, 2007:19).

Tourism planning should be done at national, regional and local level and incorporate basic approaches, techniques and principles applied at different levels. National tourism planning is often done at a conceptual or strategic level, where countywide tourism plans are formulated. According to Singh *et al* (2003:183) planning at the national tourism planning level, is often done at a conceptual or strategic level, where countrywide tourism plans are formulated. These plans commonly form the basis for tourism policy, transportation and infrastructure development, education campaigns, and the allocation of financial resources. Sometimes national-level plans are involved in spatial development to the extent that development regions are identified and targeted for intense expansion and promotion. In this context, Singh *et al*, (2003:183) further state that regional planning generally includes activities initiated by state or provincial governments. According to Smith (cited in Singh *et al*, 2003), plans may cover the entire area of political jurisdiction or a smaller area within subnational boundaries, and the definition of the area in question is usually defined by the study objectives. In general, regional plans should fit within the broader scope of national plans in order to maintain harmonious relations between national and regional governments.

Destination planning involves the delineation of physical development within specified geographic context although these contexts are typically difficult to define, while other established tourism destinations may be planned for specialized issues such as heritage management, environmental conservation ,marketing and human resource supply (Singh *et al*, 2003). Lastly, Project or site planning endeavours focus on very specific attractions, services and sites in destination areas and tend to relate to physical enhancements ,such as restoring historic monuments, building interpretive centres, paving parking lots ,constructing ticket booths, erecting hotels, and installing additional lighting or other infrastructure features. These site-specific plans are quite easy to complete and

implement, so they have gained favour in the eyes of public planners (Singh *et al* 2003:184).

It is now recognised that tourism must be developed and managed in a controlled, integrated and sustainable manner, based on sound planning (Wearing & Neil, 2000). According to Hall (1999) cited in Page & Connell (2006: 477):

Demands for tourism planning and government intervention in the development process are typically a response to the unwanted effects of tourism development at the local level. The rapid pace of tourism growth and development, the nature of tourism itself and the corresponding absence of single agency responsibility for tourism related development has often meant that public sector responses to the impacts of tourism on destinations has often been *ad hoc*, rather than predetermined strategies oriented towards development objectives (Hall in Page & Connell, 2006:477).

Tourism planning in KwaZulu-Natal should therefore consider national tourism plans and factor these approaches when developing provincial tourism plans down to the level of site specific plans. This research study, among other objectives, seeks to analyse the national, provincial and local government tourism policies and strategies, and attempt to reveal how these are aligned to positively influence tourism planning and development in KwaZulu-Natal.

2.4.1 Significance of Tourism Planning

Tourism planning is extremely important if the negative impacts of tourism development are to be avoided (Borges *et al*, 2011:11). Early in tourism planning it is essential to identify the full range of actors, those who have ability to make changes in the development and management of the tourism system and thus there is now some recognition that more actors should become involved, those who are experts and those who are affected (Murphy,1985:172). Implicit in many perspectives upon sustainable tourism and, indeed, on tourism development in general, is the view that planning has key role to play in assuring orderly and

appropriate patterns of development and, within this process, resolving many of the conflicts that such development may generate (Gunn, 1994, Inskip, 1991). Tourism planning provides a primary mechanism through which government policies for tourism may be implemented (Hall, 2000) and, in its different forms, can be a mechanism for delivering a range of more specific outcomes. These, according to (Williams, 2009:157) include:

- The integration of tourism alongside other economic sectors
- The direction and control of physical patterns of development
- The conservation of scarce or important resources
- The active promotion and marketing of destinations
- The creation of harmonious social and cultural relations between tourists and local people.

Hall (2000) argues that tourism planning has the potential to minimise the negative effects, maximise economic returns to the destination and build positive attitudes towards tourism in the host community. Conversely, where effective planning of tourism is absent, there are evident risks that tourism development will become unregulated, formless or haphazard, inefficient and likely to lead directly to range of negative economic, social and environmental impacts (Williams 2009:157)

2.4.2 The Tourism Planning Process

It is imperative to understand the concept of tourism development planning not just as a mere planning process but as planning for development. Planning is therefore a process which aims to anticipate, regulate and monitor change to contribute to the wider sustainability of a destination, and thereby enhance the tourist experience of the destination or place (Page & Connell, 2006). Even though continuous planning process ideally would encompass great integration of all actors it may be necessary to empower a central government tourism agency at the highest level of government to be the catalyst for continuous planning (Gunn & Var 2002:146). However, while tourism planning has followed trends in urban and regional planning, tourism is not always seen as a core focus of the planning process at a local level (Page & Connell, 2006).

In its nature, planning is not static; it attempts to deploy the best strategy in a world of changing and external influences. The tourism planning process as outlined by various authors (Hall, 2000; Page, 2005; Sinha, 2005; Cooper *et al*, 2008) either has eight or nine steps which are systematic and chronological in order. The concept of planning is concerned with organizing some future events in order to achieve pre-specified objectives. Integrated planning and development is a form of comprehensive planning, in that it integrates all forms of planning aspects: economic, physical, social and cultural.

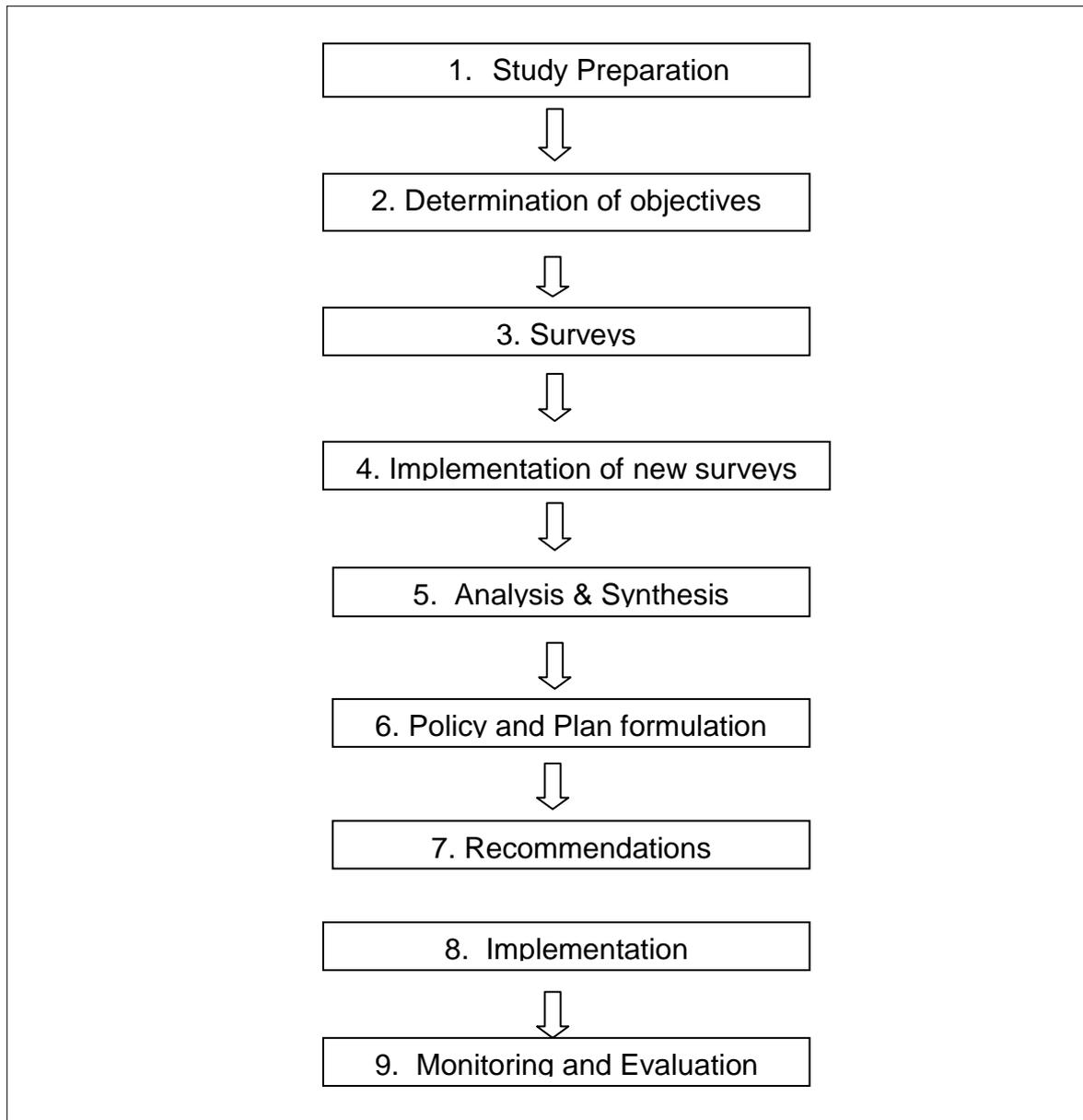
Whilst it has been argued that the tourism planning process is continually dynamic, it should also be realised that the tourism planning process is a complex and rational process and as such it should be carried out on the basis of a systematic process in order for its results to be realistic and effective. This process varies according to systems situation, the type and level of planning (Coccossis & Psycharis, 2008: 285). However, constant evaluation and reassessment of directions of the planning development will make the planning process more adaptable to changes in the tourism system and will lead to greater ability to predict such changes (Getz, 1986:32). The tourism development process outlined in this discussion as adapted from Cooper *et al*, (2008) and Page & Connell, (2006) offers some cogent explanation about how planning should be pursued in KwaZulu-Natal.

What is depicted in Figure 2.4 are the nine steps of tourism planning which seem appropriate for this research study, and may be discussed step-by-step below:

Step1 - Study Recognition and Preparation

The study recognition and preparation are really concerned with the recognition by the planning authorities (normally government), the private industry and the local community that tourism is a desirable development option, together with some awareness of the constraints within which it must develop. The fact that it is recognised that a strategy is required is an important indication that the government and people are aware of the complexity of the tourism industry and its need for coordination.

FIGURE 2.4: THE TOURISM PLANNING PROCESS



Source: Adapted from Cooper et al (2008: 261)

Step2 – Setting of Objectives or Goals for the Strategy

In order to design a development plan successfully it is necessary to have a clear understanding of the objectives that are to be achieved by the development of tourism. A common mistake in tourism development planning is to lose sight of reasons why tourism has been selected as a development option. If it is the case that tourism is seen as the most appropriate vehicle for generating foreign exchange and employment opportunities, these goals should be embedded in the

development plan from the start. This helps to avoid the problems encountered when the objectives are set down in terms of visitor numbers or annual guest nights.

Some major objectives, commonly found in tourism development plans (Cooper *et al*, 2008: 262), are set out below:

- To develop a tourism sector that, in all respects and at all levels, is of high quality, though not necessarily of high cost
- To encourage the use of tourism for both cultural and economic exchange
- To distribute the economic benefits of tourism, both direct and indirect, as widely as possible and to as many tourists, service providers, and host communities as possible.
- To preserve cultural and natural resources as part of tourism development and facilitate this through architectural and landscape design which reflect local traditions.
- To appeal to a broad cross-section of international (and domestic) tourists through policies and programmes of site and facility development
- To maximize foreign exchange earnings to ensure a sound balance of payments.
- To attract high-spending 'up-market' tourists
- To increase employment opportunities
- To aid peripheral regions by raising incomes and employment, thus slowing down or halting emigration.

Step 3 – Survey of Existing Data

Before setting out on the data collection stage it is vital to undertake an existing data search, although this may sound obvious, there are many instances where data that are crucial to tourism development planning are collected and held by government agencies not expressly concerned with the planning process. Thus, when researchers go out into the field to collect primary data they are told that businesses have already supplied this information.

Step 4 – Implementation of New Surveys

Once the existing data are known and the scope of the planning objectives have been set, the information gap can be filled by undertaking primary data collection. The data requirements for tourism development planning are quite comprehensive and include:

- Tourist characteristics/ travel patterns
- Tourist attractions
- Accommodation facilities
- Other tourist facilities
- Land availability and use
- Economic structure – all sectors
- Education and training needs and provision
- Environmental indicators
- Socio-cultural characteristics
- Investment and available capital – all sectors
- Private and public sector organisations
- Relevant legislation and regulations

All the above factors are considered with respect to both their existing states and their projected states within the development plan's time scale. The survey of existing data and primary data collection should generate an awareness of importance of good-quality data for planning, management and monitoring purposes. The authorities should implement a long term strategy of data enhancement by collection of new data when it becomes available and to encompass issues not necessarily identified within the current strategy.

Step 5 – Analyses

Once the objectives have been formulated, the analytical framework chosen will determine the precise sets of data to be collected. Once collected, that data are statistically analysed by considering a wide range of variables and issues. Some of the major issues to be considered generally fall into four subject areas: assets, markets, development and impacts.

(i) Asset Evaluation.

This area of analyses examines the existing and potential stock of assets, the ways in which they can be developed and the probable constraints on that development. The asset evaluation should also include an appraisal of the infrastructure in order to determine whether or not further investment is required. The asset evaluation should begin with a broad approach looking at assets across a wide range of sectors and their alternative uses. The evaluation could then be focused to concentrate on the tourism-related assets and how they should be best employed within that framework.

(ii) Market Analysis

The market analysis is clearly a crucial component of a sound development plan. The market analysis undertaken during tourism development planning is sometimes too narrow in scope to be of optimum use. Initial issues that need to be addressed concern global, regional and country market trends by type of tourism activity. Another fundamental question is 'why do tourists come to this destination?' Too many development plans of the past have relied upon the assumption of constant market share and this is not a valid assumption. To appraise proposed development plans, attempts must be made to determine whether or not the proposed developments are appropriate, the markets that are likely to be attracted by these developments and the price level or tariff structure that should be adopted. The Market analysis must also incorporate a study of developments in competitive markets and/ or in competitive modes of transport. Generally these issues will be tackled within a competitive and comparative advantage study that incorporates a SWOT analysis.

(iii) Development Planning

A major issue to be studied under this heading is the time phasing of the development plan in order to ensure successful implementation. The possible sources of funding of the development are examined and the appropriate level of foreign funding (if any) is calculated. The analysis section encompasses all issues, such as the number of foreign employees, the marketing strategy to be adopted, investment incentives, organisational structures and training programmes.

(iv) Impact Analysis

The impact analysis should be all-embracing, covering issues such as probable effect that the development will have on the host community and the environment, the economic implications in terms of key indicators (employment, income, government revenue and foreign exchange flows) and the probable economic rates of return. Analyses should also examine the risks involved and the sensitivity of the results to changing assumptions. The integration of economic, environmental and socio-cultural impact analyses is a vital advancement to tourism planning tools which took place in the closing of twentieth century. The incorporation of the forecasting model, so that future economic, environmental and social impacts can be assessed, is equally crucial. Tourism researchers are constantly striving to develop enhanced planning tools for use in tourism development.

Step 6 – Policy and Plan Formulation

The results from the analyses of the survey data are unlikely to yield a unique solution and, instead, will then do suggest a number of possibilities for development strategies. The process from here is one of formulating draft plans on the basis of each policy option derived from the analyses. The alternative plans are then evaluated in terms of potential economic, physical and socio-cultural costs and benefits, together with any possible problem areas that may result from the implementation of each plan. The plans that achieve the most objectives while not exposing the destination to potentially serious problems are then selected and drawn up in full. Finally, a 'preferred' plan is drafted for policy consideration.

Step 7 – Recommendations

The preferred plan that has been selected on the basis of the analyses, having now been completed in detail, is submitted to the authorities by the planning team. This submission is sent to the authorities, together with recommendations concerning the optimum methods of developing tourism in the destination and, in so doing, achieving the plan's objectives. It is more than likely that the planning team will present the authorities with a selection of recommendations that all fulfil

the requirements of the preferred plan. It is at this stage that feedback between the authorities and the development plan team is essential in order to focus attention on issues where attention is needed and to play down areas where it is not. During the process of these discussions the final development plan is formulated. Therefore, the recommendations stage should really be regarded as a period of dialogue between the planning team and the policy makers.

Step 8 – Implementation of the Plan

The methods of implementing the development plan will have been considered throughout most stages of its construction. Thus, during the secondary data survey stage attention will have been paid to many aspects that relate to implementation such as the existing regulatory frameworks. By the time that the implementation stage is reached, all of the necessary legislation and regulation controls will have been brought into effect. Furthermore, the methods used to facilitate public debate and discussions relating to the development will have been devised and enquiry and appeal mechanisms will be in place. During the implementation stage particular attention will need to be paid to the phasing of the plan and the critical path analyses will have highlighted areas that may be the cause of concern.

Step 9 – Monitoring and Evaluation

Once the development plan has been implemented it must be closely monitored in order to detect any deviations that may occur from the projected path of development. Any such deviations, and there will probably be some, must be analysed in order to assess how they will affect the development plan and its objectives. Once this secondary analysis has been completed, the research team can report back to the authorities with recommendations as to how the plan and its policy recommendations should be modified in order to stay on target. External and internal factors may influence the performance of the strategy and it is important that the monitoring systems enable the research team to be fully informed about all relevant changes. Furthermore, even with the best-laid plans, unexpected events do occur and it is here that the re-active policy skills of the research team and policy makers come into play.

2.4.3 Approaches to Tourism Planning

It is important to understand the basic approaches to planning that could be used to enhance coordination of tourism activities and managing tourism development in KwaZulu-Natal. According to Hall & Page (2006:322), they suggest that there are four broad traditions or approaches to tourism planning, namely, boosterism, an economic- industry –oriented approach, a physical/ spatial approach, and a community-oriented approach which emphasises the role the destination community plays in the tourism experience. The different approaches used in tourism planning results from and/ or to tourism planning models that are employed by various agencies and organisations for varying reasons. Hall (1999; 2000; 2008) outlines five approaches to tourism planning, namely, boosterism; an economic, industry-oriented approach; a physical/ spatial approach; a community-oriented approach; and a sustainable tourism approach. In addition, Hall & Page (2006) have noted that such tourism planning traditions are not mutually exclusive nor are they necessarily sequential. The categorization is just a convenient way to examine the different and sometimes overlapping ways in which problems of tourism planning are perceived, and the research and planning assumptions, methods and models associated with each approach (Hall 2000).

2.4.3.1 Boosterism

Boosterism has been the tradition towards tourism development since mass tourism began (Hall, 2008). Boosterism is a simplistic attitude that tourism development is inherently good and of automatic benefit to the host community. Under this approach little consideration is given to the potential negative economic, social and environmental impacts of tourism and instead cultural and natural resources are regarded as objects to be exploited for the sake of tourism development (Hall & Page, 2006:22) In many ways boosterism may be more aptly described as a form of non-planning. Under boosterism tradition, residents of tourist destinations are not involved in the decision-making and planning process surrounding tourism development and those who oppose such development may be regarded as non-patriotic or excessively negative (Hall & Page, 2006:22).

According to Getz (1987:10) boosterism is still practiced, and always will be, by two groups of people; politicians who philosophically or pragmatically believe that economic growth is always to be promoted; and by others who will gain financially by tourism. These two groups are driven by their objectives to develop and they will go on promoting development until the evidence mounts that they have run out of resources to exploit, that the real or opportunity costs are too high, or that political opposition to growth can no longer be countered, by then the real damage has usually been done. Boosterism appears to be the process which cannot be adapted for KwaZulu-Natal as the tourism industry in this province is too diverse and has elements of ecotourism based on sensitive natural environments that need careful balance between tourism development and conservation.

2.4.3.2 The Economic Tradition: Tourism as an Industry

The economic tradition views tourism as an industry that can be used by governments to achieve certain goals of economic growth and restructuring, employment generation, and regional development through the provision of financial incentives, research, marketing and promotional assistance. Within the economic tradition, the government utilizes tourism as means to promote growth and development in specific areas. The planning emphasis is therefore on the economic impacts of tourism and its most efficient use to create income and employment benefits for regions and communities. Attention is given to the means by which tourism can be defined as an industry in order that its economic contribution and production can be measured, and so the role of government regulation and support can be adequately praised. The emphasis on economic tradition has meant the development of a series of tourism satellite accounts at national and regional levels (Lennon, 2003).

South Africa has also developed a national tourism satellite account that was launched by the National Department of Tourism in Durban during Indaba in May 2009. One of the main characteristics of the economic approach is the use of marketing and promotion to attract the type of visitor who will provide greatest economic benefit to the destination given the destination's specific tourist resources. Economic goals are given priority over social and ecological issues; however issues of opportunity costs, the assessment of visitor satisfaction and the

economic necessity of generating a positive attitude towards tourist in host communities mean that limited attention is paid to the negative impacts of tourism. Significantly, social and environmental questions when they are examined are examined with an economic framework, that is, treated as externalities rather than treated within frameworks such as rights or welfare (Hall & Brown, 2002).

2.4.3.3 The Land Use/ Physical/ Spatial Approach

The physical/ spatial approach has its origins in the work of geographers, urban and regional land use planners and conservationists who advocate a rational approach to the planning of natural resources. Physical or spatial planning refers to planning with a spatial, or geographical, component, in which the general objective is to provide for a spatial structure of activities, or of land uses, which in some ways is better than the pattern existing without planning (Hall, 1994). Within this approach, tourism is often regarded as having an ecological base with a resultant need for development to be based upon certain spatial patterns that would minimise the negative impacts of tourism on the physical environment. Compromising one of the main focuses within this framework are the related issues of physical and social carrying capacity (Mathieson & Wall 1982; Wright 1998). Nonetheless, visitor management strategies at heritage attractions are increasingly being revised as past strategies appear not to be able to cope with either the increased numbers or the increased demands for positive experiences being placed on such sites (Hall & McArthur 1998; Newsome *et al.* 2002). An environment-led system of planning will have certain implications, including according to (Cowell & Owens, 1997):

- The construction of defensible arguments for protecting any particular function of the environment as 'environmental capital';
- Defining what is sustainable in the first place will create conflict as it pre-empts future decisions;
- Issues will be intensely political because of the constraints they will place on economic activity;
- There will be debate over the various technical discourse of impact management and compensation;
- Issues of linkages will arise with other policy instruments and between localities and scales.

2.4.3.4 Community-Oriented Tourism Planning Approach

The community-oriented approach puts an emphasis on understanding the negative environmental, cultural and personal impacts of tourism and the social context within which they occur. The examination of the social impacts of tourism is regarded as essential not only from an ethnical perspective of the need for community involvement in decision making process but also because without it, tourism growth and development may become increasingly difficult. McIntosh *et al*, (1995) highlighted the need for wider community involvement in tourism planning in their five goals of tourism development, in which they argued that tourism development should aim to:

- Provide a framework for raising the living standards of local people through the economic benefits of tourism;
- Develop an infrastructure and provide recreation facilities for both residents and visitors;
- Ensure that the type of development within visitor centres and resorts are appropriate to the purposes of these areas;
- Establish a development programme that is consistent with the cultural, social and economic philosophy of the government and the people of the host area; and optimise visitor satisfaction.

A community planning approach to tourism is therefore a 'bottom up' form of planning which emphasizes development in the community. Sharma (2004:6) maintains that participation in decision-making entails community members determining their own goals for development and having a meaningful voice in the organisation and administration of tourism. However, one of the major difficulties in implementing a community approach to tourism planning is the political nature of the planning process (Singh *et al*. 2003). Community planning implies a high degree of public participation in the planning process (Hall & Page, 2006: 402). Based on administrative objectives, citizen participation in tourism planning is a means of improving citizen's trust and confidence in government (Wahab & Pigram, 1997:165). Therefore citizen participation to achieve this end is in the form of either decision-making supplements or representational outputs (Wahab & Pigram, 1997:165).

Community participation therefore implies that there is a need for partnership in, or community control of, the tourism development process (Timothy & Tosun, 2003). Sustainable tourism planning seeks to provide lasting and secure livelihoods with minimal resource depletion, environmental degradation, cultural disruption and social instability (Sharma, 2004: 74).

2.4.3.5 Sustainable Tourism Planning Approach

Increasing evidence shows that an integrated approach to tourism planning and management is now required achieving sustainable tourism (Walter & Noble, 2000). It is only recently that there has been a growing recognition of the importance of combining the needs of traditional urban management (transportation, land use planning, marketing, economic development, fire and safety etc.) with the need to plan for tourism. Some of the most important principles of sustainable tourism development include (Jamieson, 2006: 7):

- Tourism should be initiated with the help of broad-based community-inputs and the community should maintain control of tourism development.
- Tourism should provide quality employment to its community residents and a linkage between the local businesses and tourism should be established.
- A code of practice should be established for tourism at all levels - national, regional, and local - based on internationally accepted standards. Guidelines for tourism operations, impact assessment, monitoring of cumulative impacts, and limits to acceptable change should be established.
- Education and training programmes to improve and manage heritage and natural resources should be established.

The sustainable development approach implies that the natural, cultural and other resources of tourism are conserved for continuous use in the future, while still bringing benefits to the present society (Bhatia, 2008:285). The concept of sustainable development has received much emphasis internationally since the early 1980s, although tourism plans prepared even before that period often were

concerned with conservation of tourism resources. The sustainable development approach to planning tourism is acutely important because most tourism development depends on attractions and activities related to the natural environment, historic heritage and cultural patterns of areas (Bhatia, 2008:385). If these resources are degraded or destroyed, then the tourism areas cannot attract tourists and tourism will not be successful. More generally, most tourists seek destinations that have a high level of environmental quality, they like to visit places that are attractive, clean and neither polluted nor congested. It is also essential that residents of the tourism area should not have to suffer from a deteriorated environment and social problems. One of the important benefits of tourism is that, if it is properly developed based on the concept of sustainability, tourism can greatly help justify and pay for conservation of an area's natural and cultural resources (UNWTO, 1994). Thus, tourism can be an important means of achieving conservation in areas that otherwise have limited capability to accomplish environmental protection and conservation objectives.

A basic technique in achieving sustainable development is the environmental planning approach. Environmental planning requires that all elements of the environment be carefully surveyed, analysed and considered in determining the most appropriate type and location of development. This approach would not allow, for example, intensive development in flood plain and steep hillside areas. An important aspect of sustainable development is emphasising community-based tourism. This approach to tourism focuses on community involvement in the planning and development process, and developing the types of tourism which generate benefits to local communities. It applies techniques to ensure that most of the benefits of tourism development accrue to local residents and not to outsiders. Maximising benefits to local residents typically results in tourism being better accepted by them and their actively supporting conservation of local tourism resources. The community-based tourism approach is applied at the local or more detailed levels of planning, but it can be set forth as a policy approach at the national and regional levels. The benefits accruing to local communities are also beneficial to the country, through the income and foreign exchange earned, employment generated and support that local communities give to national tourism development and conservation policies.

Also related to sustainable development is the concept of quality tourism. This approach is being increasingly adopted for two fundamental reasons, it can achieve successful tourism from the marketing standpoint and it brings benefits to local residents and their environment. Quality tourism does not necessarily mean expensive tourism. Rather, it refers to tourist attractions, facilities and services that offer good value for money, protect tourism resources, and attract the kinds of tourists who will respect the local environment and society. However, quality tourism demands a quality product and sufficient volume of quality tourists to meet projected arrivals and spending targets (Bramwell, 2004:336). Quality tourism development can compete more effectively in attracting discriminating tourists. It is also more environmentally and socially self-sustaining. Achieving quality tourism is the responsibility of both the public and private sectors. This concept should be built into the tourism planning, development and management processes.

2.4.3.6 Cooperative and integrated control systems

Unfortunately, in a typical public planning process, stakeholders are often consulted minimally, near the end of the process, and often via formal public meetings. In contrast and interactive, an interactive and cooperative style may result in better decision in terms of stakeholders acceptance (Wright 1998). An integrative planning approach to tourism planning and management at all levels, from the regional plan to individual resort projects, would assist in the distribution of the benefits and cost of tourism development more equitably, while focusing on improving in relationship and understanding between stakeholders may assist in agreement on planning directions and goals (Hall & Page, 2006,: 327). However, cooperation alone will not foster commitment to sustainable development without the incentive of increased mutual benefits (Sharma, 2004:75). In the context of this study, a cooperative planning process will still need to be steered in order to ensure that the planning outputs are generated in KwaZulu-Natal to ensure coordinated tourism planning.

2.4.3.7 Development of industry coordination mechanism

The development of improved coordination mechanism is regarded as mechanism

to improve firm and destination collaboration towards common goals as well as being a means by which the concerns of industry stakeholders can be better articulated to decision-makers. Guangrui *et al* (2011:211) state that in order to improve the development of the tourism industry, it is necessary to construct a government-led tourism coordinating mechanism and related organisations, locally and internationally. Support by industry-groups of voluntary development codes, environmental codes or codes of conduct is perhaps indicative of possible directions if common needs can be agreed upon. According to Sharma (2004:77) for such guidelines to be effective it must be ensured that they do not constitute a 'lower common denominator' approach to development and implementation).

Therefore, it becomes imperative that government, at all levels, uses its influence to encourage greater industry coordination to planning issues by creating structures and processes that enable stakeholders to talk to each other and create effective relationships and partnerships (Elcock, 2002; Huybers, 2007; Guangrui *et al* 2011). This approach can assist in bringing together the private and public sector in KwaZulu-Natal to ensure a coordinated tourism planning and development approach that addresses aspirations of both government and the industry and enhance destination competitiveness.

2.4.3.8 Raising Producer Awareness

Making tourism production more sustainable can be undertaken through a combination of regulatory and voluntary approaches. Opportunities for community members to own businesses, to work in various industry-related jobs, to receive appropriate training, and to be educated about the role and effects of tourism in their community are characteristics of this form of participation (Sharpley & Telfer, 2002). Education producers to make their production more sustainable is one way of seeking to ensure that destinations benefit, however in some cases having more sustainable products may also increase the product appeal in certain markets.

Many producer groups have developed codes of conduct and good practice in an effort to make their businesses more environmentally friendly (Cole, 2003; Gray, 2005; Wilson & Abiola, 2003; Wilson & Kuszewski, 2011;). However the more

cynical commentator may note that such developments have only occurred in order to reduce the likelihood of greater government regulation of the tourism industry.

2.4.3.9 Strategic tourism planning to supersede conventional approaches

Strategic tourism planning at the destination level is facilitated by greater emphasis of how communities are involved in the decision-making process (Gunn & Var, 2002; Singh *et al.*, 2003). Such approaches require willingness on the part of decision-making agencies to actively solicit and take account of host community attitudes if genuine public involvement in planning is to be achieved. Moreover, strategic planning for destination level needs to be conceived of in term of strategic planning for the destination rather than strategic planning for the organisations which are related but significantly different things, strategic tourism planning in its fullest sense is proactive, responsive to community needs, perceiving planning and implementation as part of single process and on-going. Strategy is a mean of achieving a desired end, for example, the objectives identified for the management of tourism resources. In the case of sustainable tourism planning and development, the strategy is the use of appropriate visitor management, marketing, management and planning practices to achieve three basic strategic objectives.

The three key mechanisms which differentiate strategic planning from conventional planning approaches, include (Hall & Page, 2006: 332):

- (i) A planning framework which extends beyond organisational boundaries and focuses on strategic decisions concerning stakeholders and resources;
- (ii) A planning process that stimulates entrepreneurial and innovative thinking;
- (iii) An organisational value system that reinforces managers and staff commitment to the organisational strategy

The lessons drawn from sustainable tourism development need to be taken into account by tourism policy developers and planners in KwaZulu-Natal to benchmark with international best practices and effects these have in policy and planning endeavours in the province.

2.4.4 Significance of Tourism Planning

The United Nations World Tourism Organisation (UNWTO, 1994) states that tourism at all levels are essential for achieving successful tourism development and management. According to UNWTO (1994: 33) advantages of tourism planning include:

- Establishing the overall tourism development objectives and policies, what is tourism aiming to accomplish and how these aims can be achieved.
- Developing tourism so that its natural and cultural resources are indefinitely maintained and conserved for future, as well as present, use.
- Integrating tourism into the overall development policies and patterns of the country or region, and establishing dose linkages between tourism and other economic sectors.
- Providing a rational basis for decision-making by both the public and private sectors on tourism development.
- Making possible the coordinated development of all the many
- Inter-relating the tourist attractions, activities, facilities, services and various as well as increasingly fragmented tourist markets, as elements of the tourism industry.
- Optimizing and balancing the economic, environmental and social benefits of tourism, with equitable distribution of these benefits to the society, while minimizing possible problems of tourism.
- Providing a physical structure which guides the location, types and extent of tourism development of attractions, facilities, services and infrastructure.
- Establishing the guidelines and standards for preparing detailed plans of specific tourism development areas that are consistent with, and reinforce, one another, and for the appropriate design of tourist facilities.
- Laying the foundation for effective implementation of the tourism development policy and plan and continuous management of the tourism sector, by providing the necessary organizational and other institutional framework.

- Providing a framework for effective coordination of the public and private sector efforts and investment in developing tourism.
- Offering a baseline for the continuous monitoring of the progress of tourism development and keeping it on track.

The above principles relating to achieving essentials for successful tourism development and management planning, are what the core of this research study is all about.

On the other hand, the key tourism planning objectives as suggested by Williams (1998, cited in Mason, 2008: 94) have been recorded as follows:

- The creation of a mechanism for the structured provision of tourist facilities over quite a large geographic area.
- The coordination of the fragmented nature of tourism (particularly in relation to accommodation, transport, marketed and human resources).
- Certain interventions to conserve resources and maximize benefits to the local community in an attempt to achieve sustainability (usually a tourism development or management plan).
- The redistribution of tourism benefits (the development of new tourism sites or the economic realignment of places that tourists have begun to leave).

These objectives form the fundamental basis for understanding the national, provincial and local government tourism policies and strategies, revealing how these are aligned to positively influence tourism planning and development in KwaZulu-Natal. In addition, to get to comprehend the relevance, composition, stakeholder efficacy, operations and effectiveness of tourism co-ordinating capacities for the public and private sector engagements in KwaZulu-Natal

2.4.5 Role of Government in Tourism Planning

The White Paper on Tourism Development and Promotion in South Africa (DEAT, 1996), and the White Paper on Development and Promotion of Tourism in KwaZulu-Natal (KZN-DEDT, 2008) state that tourism is government led, private

sector driven and community based. The role of government therefore needs to be premised at creating and enabling environment for tourism development and playing a leading role through appropriate planning. The government helps shape the economic framework for the tourism industry (although international economic factors relating to change rates, interest rates and investor confidence are increasingly important), helps provide the infrastructure and educational requirements for tourism, establishes the regulatory environment in which business operates, and takes an active role in promotion and marketing, (Hall 2000; 2008). Tourism may also be politically and economically appealing to government because it can potentially give the appearance of producing results from policy initiatives in a short period of time in terms of visitor numbers and/ or employment generation (Hall 1998, 2008; Sharpley & Telfer 2002).

The importance of tourism in the development of a region has been particularly seen as central to the job creation capacity and employment, as well as its contribution to the diversification of regional economic activities and to various indirect effects of expenditure by tourists (Goeldner & Ritchie, 2009). It is therefore imperative for the government to assume an active role in tourism planning and development. However, tourism is often promoted by government or industry without an overall strategy, without adequate attention to legislative frameworks, such as determining if the planning and nature protection laws are adequate, without consultation or inclusion of local communities and without effective protected area management plans (Wearing & Neil, 2000). Tourism plans at the national level are mainly indicative of some shortcomings, which are linked to the National Tourism Organisations' limited ability to control their implementation. In addition, this has had the result that few countries have been able to follow a policy of continuity regarding tourism development (Laws, 1995). The role of government is outlined in details below, trying to paint to a holistic picture of what government ought to do in tourism planning and development:

2.4.5.1 Coordination

Coordination is an extremely significant and difficult concept in tourism planning (Allmendinger & Jones, 2002; Gunn & Var, 2002; Hall, 2008). Whereas according to the United Nations World Tourism Organisation (UNWTO, 1994) coordination is

necessary both within and between different levels of government in order to avoid duplication of resources between the various government tourism bodies and private sector, and to develop effective tourism strategies.

Given the large number of public organisations that have an interest in tourism matters one of the main challenges for government is being able to bring various organisations and agencies together to work for common policy objectives. In many instances demands from stakeholders for improved coordination actually means closer relationship between government, and publically funded tourism bodies in particular, and the tourism industry. Such public-private partnerships can be seen clearly in the structure of many government tourism agencies around the world where publically funded organisation has a governing board of individuals that represent government interests (Wettenhall, 2006). At one level this may be regarded as a good thing as it may promote greater efficiency in tourism marketing and promotion and hopefully ensure that there is greater cooperation in achieving common economic goals. The opposite perspective would say that the relationship between industry and the public tourism bodies is so close that policy making may be extremely narrow in perspective and be closed to policy alternatives, particularly with respect to the wider public. It has been observed that there are many public organisations that are interested in tourism in KwaZulu-Natal and their role should therefore be clear in terms tourism policy and planning.

2.4.5.2 Planning

Public planning for tourism occurs in a number of forms such as tourism development, infrastructure, land and resources use, promotion and marketing; institutions such as different government organisations, and scales such national, regional, local and sectoral. According to Hall & Page (1999) several nations have national tourism development plans that have been drawn up in which government identifies which sectors of the industry will be developed, the appropriate rate of growth and the provision of capital required for expansion. Throughout many parts of the world regional tourism development plans are also common government initiative, particularly where such regions are seeking to utilize tourism as a response to problems of economic restructuring (Jenkins *et*

al., 2006; Dredge & Jenkins 2007, Hall 2008). While planning is recognised as an important element in tourism development, the conduct of a tourism plan or a tourism strategy does not by itself guarantee appropriate outcomes for stakeholders, particularly as issues of implementation and the policy-action relationship need to be addressed (Pforr, 2001). One of major problems for public tourism planning is the extent to which tourism-specific agencies, which usually have a very limited legislative base of responsibility, have the authority to direct other government organisations to meet tourism-specific policy goals (Fennel & Dowling, 2003).

2.4.5.3 Policy, Legislation and Regulation

Government has a number of legislative and regulative powers that directly and indirectly impinge on tourism (Hall, 2008). Government involvement in the area of policy, legislation and regulation, ranges from authority on passport and visa matters through to environmental and labour relations policy. However, substantial issues for tourism often emerge because of the extent to which tourism policy needs to be integrated with other policy issues. According to the United Nations World Tourism Organisation (UNWTO, 1994), with the possible exception of island microstates, which are highly economically dependent on tourism, tourism policy tends to be only a relatively minor area of government policy, and environmental and conservation policy, may have substantial implications for the effectiveness of policy decisions undertaken in tourism. For example, general regulatory measures such as industry regulation, environmental protection and taxation policy will significantly influence the growth of tourism (Hall 1998). The level of government regulation of tourism tends to be a major issue for the various components of the tourism industry (Shaw & Williams 2004). Undoubtedly, while industry recognises that government has a significant role to play, particularly when it comes to provision of infrastructure, marketing or research, the predominant argument by industry throughout most of the world is that industry must be increasingly deregulated. However, government simultaneously calls for increased regulation of tourism, especially with respect to the desire of environmental protection (Hall & Brown, 2006).

The government can achieve the legislation and regulation of the tourism industry through having a comprehensive tourism policy. According to Fennel (1999:133) tourism policy can assist the government in the coordination of many organisations and agencies involved in the provision of tourism services, and the planning, development, and management of these groups. Fennel (1999) continues to say it is felt that all countries should endeavour to create tourism policy to guide their planning, management and development of tourism consistently throughout a region and as a means by which to use resources in a wise and efficient manner. Likorish *et al*, (1991) have observed that governments have given low priority to the establishment and operation of tourism facilities. The policy on Development and Promotion of Tourism in KwaZulu-Natal needs to be studied intensively to establish to what extent it provides for a coordinated tourism planning and development in that province.

2.4.5.4 Government as entrepreneur

Government has long had an entrepreneurial function in tourism (Hall, 2008). Governments not only provide basic infrastructure, such as roads and sewage, but may also own and operate tourist ventures including hotels and travel companies (Hall, 2008). Governments at all levels have had a long history of involvement in promoting tourism through bureaus, marketing ventures, development of transport networks through national airline and rail systems, and the provision of loans to private industry for specific tourism-related developments. The provision of infrastructure is a widely accepted task of public authorities and one that can greatly facilitate tourism development and may even be used as a means of encouraging development in certain areas. However, the entrepreneurial role of government in tourism is changing in a climate in which less government intervention is being sought. This has meant the development of increasing public-private arrangements in tourism-related development projects and the conduct of such developments on a commercial basis where substantial direct economic return is being sought for government authorities rather than development occurring for the notion of wider public good. The role of the state as an entrepreneur in tourism development is closely related to the concept of the devalorisation of capital.

The devalorisation of capital (Hall & Page, 2006) is the process by which the state subsidises part of the cost of production, for instance by assisting in the provision of infrastructure or by investing in a tourism project where private venture capital is otherwise unavailable. In this case, what would have been private costs are transformed into public or social costs. There are numerous formal and informal means for government at all levels to assist in minimizing the cost of production for tourism developers. The offer of government assistance for development is often used to encourage private investments in a particular region or tourist project; for instance through provision of cheap land tax breaks or government-backed low interest loans. This research study, among other things, seeks to establish how local and provincial government can formulate policy and strategic planning so as to meet the broad challenges faced by the cross-section of the tourism industry, in planning, coordinating and delivering tourism development initiatives in KwaZulu-Natal.

2.4.5.5 Stimulation

Government can stimulate tourism in three ways (Hall, 2008). First, financial incentives such as low-interest loans or depreciation allowance on tourist accommodation, for example, the creation of incentives to encourage foreign investment in the tourism sector has been closely tied to the creation of new tourism development bodies at the state level in India. Concessions at the state level have also been matched by central government fiscal incentives for tourism projects. A second aspect of government stimulation of tourism is through sponsoring research for the general benefit of the tourism industry rather than specific individual organisations and associations. A third dimension of tourism stimulation role is that of marketing and promotion, generally aimed at generating tourism demand, although it can also take the form of investment promotion aimed at encouraging capital investment in tourism attractions and facilities.

2.4.5.6 Tourism promotion

In contrast to private sector, the public sector involves government at a variety of geographical scales and may become involved in tourism for various economic, political social and environmental reasons (Sharma, 2004: 238). The main activities of government are promotion of tourism through tourism marketing

campaigns (Hall, 2008). One of the more unusual features of tourism promotion by government tourism organisations is that they have only limited control over the product they are marketing, with very few governments actually owning the goods, facilities and services that make up the tourism product (Pearce, 1992). This lack of control is perhaps testimony to the power of public good argument used by industry to justify continued maintenance of government funding for destination promotion. However, it may also indicate the political power of the tourism lobby, such as industry organisations (Hall & Jenkins, 1995; Jenkins, 2001; Dredge & Jenkins, 2007) to influence government tourism policy.

It is important to be aware that the notion of tourism promotion has been core discussion of both the national “White Paper on Tourism Development and Promotion in South Africa” (DEAT, 1996), as well as the provincial “White Paper on Development and Promotion of Tourism in KwaZulu-Natal” (KZN-DEDT, 2008).

2.4.5.7 Social tourism

Hall (2008) defines social tourism as tourism relationships and phenomena resulting from participation in travel by economically weak or otherwise disadvantaged elements of society. Social tourism involves the extension of the benefits of holidays to economically marginal groups, such as the unemployed, single-parent families, pensioners and the handicapped (Hazel, 2005). The International Bureau of Social Tourism (IBST) defines social tourism as meaning the total of relations and phenomena deriving from the participation in tourism of those social groups with modest incomes, participation which is made possible or facilitated by measures of a well-defined social character (Haulot 1981) social tourism has become a recognized component and legitimate objective for modern tourism (Murphy, 1985). By extending the physical and psychological benefits of rest and travel to less fortunate people it can be looked upon as a form of preventive medicine. Haulot (1981) further extends this perspective by noting that social tourism finds justification in that its individual and collective objectives are consistent with the view that all measures taken by modern society should ensure more justice, more dignity and improved enjoyment of life of all citizens. However, the desire of conservative elements in society to reduce the extent of government intervention in economic and private life and focus on individual as opposed to

public interest has meant a substantial decline in support for social tourism around the world in recent years (Hall & Brown, 2006).

2.4.5.8 Government as public interest protector

According to Hall (2008:169) the government role as a public interest protector has major implications for the development of public policy. Public tourism planning, particularly from the community and sustainable approaches in which equity is a major consideration, serves as an arbiter between competing interests. The defence of local and minority interests has traditionally occupied much governance activity, particularly as government has had the role of balancing various interests and values in order to meet national or regional public interests, rather than narrow, sectional, private interests, such as that of a specific industry like tourism. Tourism policy therefore needs to be considered as being potentially subsumed beneath a broader range of government economic, social, welfare and environmental policies. Ideally, policy decisions will reflect a desire to meet the interests of the relevant level of government at national, regional and local level, rather than the sectional defined interests of components of the tourism industry.

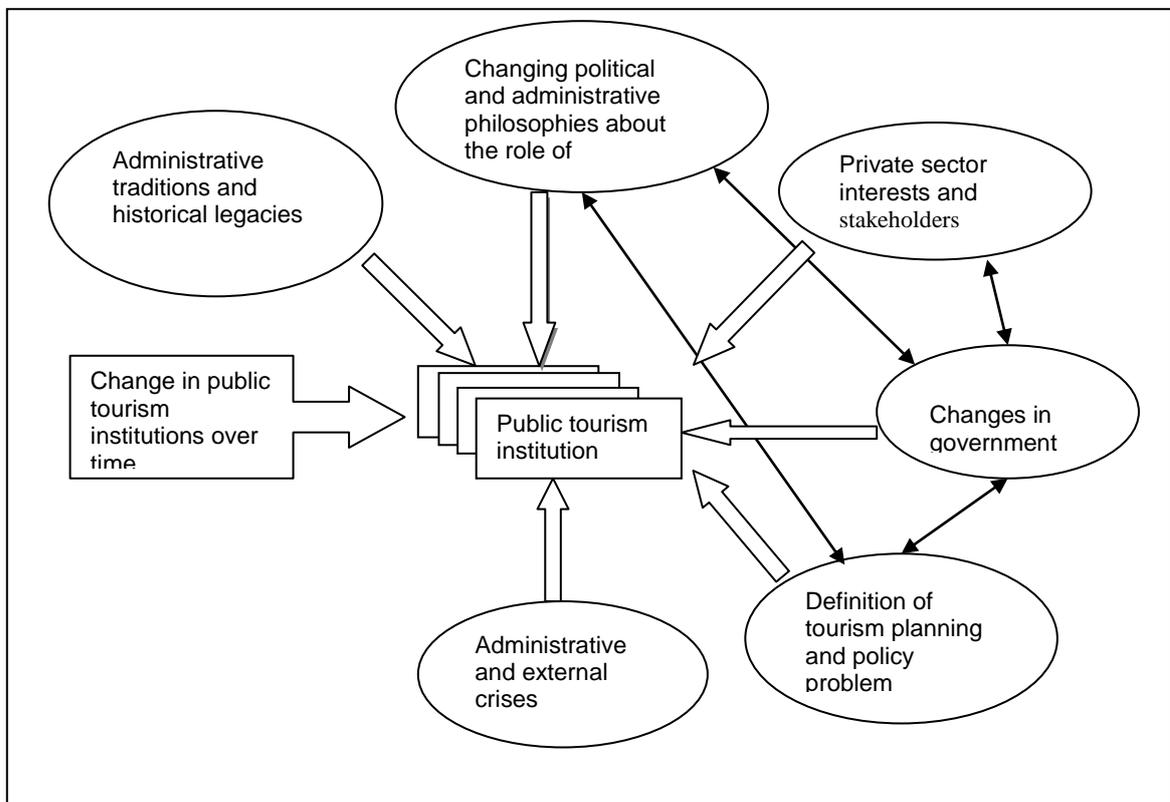
The issue of government as a protector of the common or public interest lies at the heart of questions surrounding the role of government in tourism planning. Hall (2008) maintains that there are many different organizational structures for government involvement in tourism in the countries around the world. The organizational structures used by governments develop over time in relation to a number of factors, including political philosophies, as to the appropriate role of the state, national traditions of public administration, the nature of political system, and values and interests in the in the bureaucratic and policy process. New government departments may be established as part of the growth in the activity and influence of government, particularly as new demands, interests or planning problems, such as environmental concerns, reach a prominent position on the political agenda. This type of governmental or institutional development is relevant to this research study in its attempt to address how the government is structured in dealing with tourism governance issues. For example, which two-types of approaches best serve the planning and management of government

tourism entities; using the development agency approach or the delivering of tourism services using the in-house approach.

Mercer (1979) has argued that the setting-up of entirely government departments, advisory bodies or sections within the existing administration is well established strategy on the part of governments for demonstrating loudly and clearly that 'something positive is being done' with respect to a given problem delineation and favoured mode of functioning. Specific examples are to be found in the fact that the Ugu District Municipality and the Umkhanyakude District Municipality are using development agencies to run tourism affairs, whereas that the UMgungundlovu District Municipality delivers tourism services using the in-house approach.

What is shown in Figure 2.5 are the factors determining the government tourism institutions, their authority and tasks.

FIGURE 2.5: PUBLIC TOURISM INSTITUTIONS, AUTHORITY AND TASKS



Source: Hall (2008)

Hall (2008) maintains that tourism has come to occupy a number of different positions in government administrative structures. In essence the institutional structures governing tourism throughout the world are similar in that there is a small core group of primary agencies directly responsible for tourism and a large number of secondary agencies that although having direct involvement in tourism have another administrative and/ or policy area as their main focus

The immense challenge surrounding coordination of policy and planning for tourism is that there is a myriad of government stakeholders with plethora of varied interests, as illustrated in Figure 2.5 above, in policy development in terms of different departments and agencies, responsible ministries, and legislative bases for action. In trying to suggest amicable interventions in the tourism planning fraternity, (Hall & Jenkins, 1995) pronounce that in order for more than the simplest policy settings to be achieved in this policy environment it becomes apparent that agencies will need to develop a series of positive inter-organisational relationships in which common goals can be agreed upon and in which information flow is maximized for coordination to occur. Such situation is extremely difficult and this explains why effective tourism policy development has been so difficult in many national jurisdictions. Hall & Jenkins (1995) suggest therefore that given the complex situation that surrounds government involvement in tourism, issues of inter-organisational relationships are therefore an extremely significant component of tourism planning and policy system.

2.4.6 Tourism Planning as an Integrated System

A number of authors have used a concept of tourism system to analyse the interrelatedness amongst different aspects of the tourism industry since the early 1970s (de Kadt, 1979; Bennett, 2002; Leiper, 1990; Farrell & Twinning-Ward, 2004; Hall & Page, 2006). An underlying concept in planning tourism is that tourism should be viewed as an inter-related system of demand and supply factors. According to Bennett (2002) the systems approach recognizes the different elements or subsystems of the total system and the fact that they are interrelated and inseparable, but suggests that each of them can be studied

separately. Bennett (2002) further elaborates that the demand factors are international and domestic tourist markets and local residents who use the tourist attractions, facilities and services.

According to Bennett *et al.*, (2006) the tourism supply factors comprise tourist attractions and activities, accommodation and other tourist facilities and services. Attractions include natural, cultural and special types of features - such as theme parks, zoos, botanic gardens and aquariums - and the activities related to these attractions. Accommodation includes hotels, motels, guest houses and other types of places where tourists stay overnight. The category of other tourist facilities and services includes tour and travel operations, restaurants, shopping, banking and money exchange, and medical and postal facilities and services. These supply factors are called the tourism product. Other elements also relate to supply factors. In order to make the facilities and services usable, infrastructure is required. Tourism infrastructure particularly includes transportation; air, road, rail; water supply, electric power, sewage and solid waste disposal, and telecommunications (Goeldner & Richie, 2009).

2.5 TOURISM DEVELOPMENT

Tourism development is viewed as a complex process involving the coming together of domestic and international development agents and key stakeholder groups with state policy, planning and regulations (Telfer & Sharpely; 2008:80). Successful tourism development, it is argued, will depend on a full appreciation of contextual factors and the way in which these are incorporated into the development process (Pearce & Butler, 2005: 6).

The ensuing discussion illustrates why tourism development is important for most governments in the world and the intricacies involved in tourism development, including the provincial government of KwaZulu-Natal. Tourism development may mean different things to different people. Authors such as (Laws, 1995; Keyser, 2002; Hall, 2008; Telfer & Sharpley, 2008) agree in suggesting that tourism development is mainly viewed as a quick fix to economic challenges experienced within countries.

2.5.1 Rationale for Tourism Development

Tourism is often viewed as a panacea for regions, states or countries internationally. Policy makers often turn to tourism when faced with the decline in an area's existing industrial base (Laws, 1995). A more responsible approach when trying to rationalise the concept of tourism development, is about resource management (Telfer & Sharpley, 2008). The decision for the development of tourism by most tourism destinations is entirely based on the benefits of tourism as an activity, disregarding all other critical factors that need thorough consideration of the process for the development of a tourism destination, which "series of decisions taken about the type and scale of tourism facilities to develop, and about the appropriate role for tourism amongst other social and economic activities" which are overlooked in the development of most destinations (Laws, 1995).

TABLE 2.3: REASONS FOR DEVELOPING TOURISM

| | |
|-------------------------------------|--|
| ECONOMIC | <ul style="list-style-type: none">• Employment• Foreign exchange• Boost to other sectors |
| SOCIAL | <ul style="list-style-type: none">• Cross cultural exchange• Stimulation of new attitudes |
| DEVELOPMENT | <ul style="list-style-type: none">• Infrastructure• Recreational Facilities |
| SENSE OF NATIONAL PRIDE OR IDENTITY | <ul style="list-style-type: none">• Modernisation• Traditional culture |
| SUPPORT FOR CONSERVATION | <ul style="list-style-type: none">• Environmental• Ecological• Cultural |

Source: Laws (1995)

Laws (1995) argues that "most places become destinations through the development of facilities for their visitor", which is the perception that most

destinations have. Table 2.3 above presents a selection of reasons given in regional and national tourism plans for developing tourism.

2.5.2 Influences on Destination Development Decisions

In developing countries, tourism planning and development often occurs through a top-down planning approach (Lui & Wall, 2006). Decision making with respect to tourism developments is predominately based on the interventions of government agencies and large tourism firms, resulting in the dominance of external, often foreign capital and the marginalisation of local people (Telfer & Sharpley, 2008).

2.5.3 Tourism Development Process

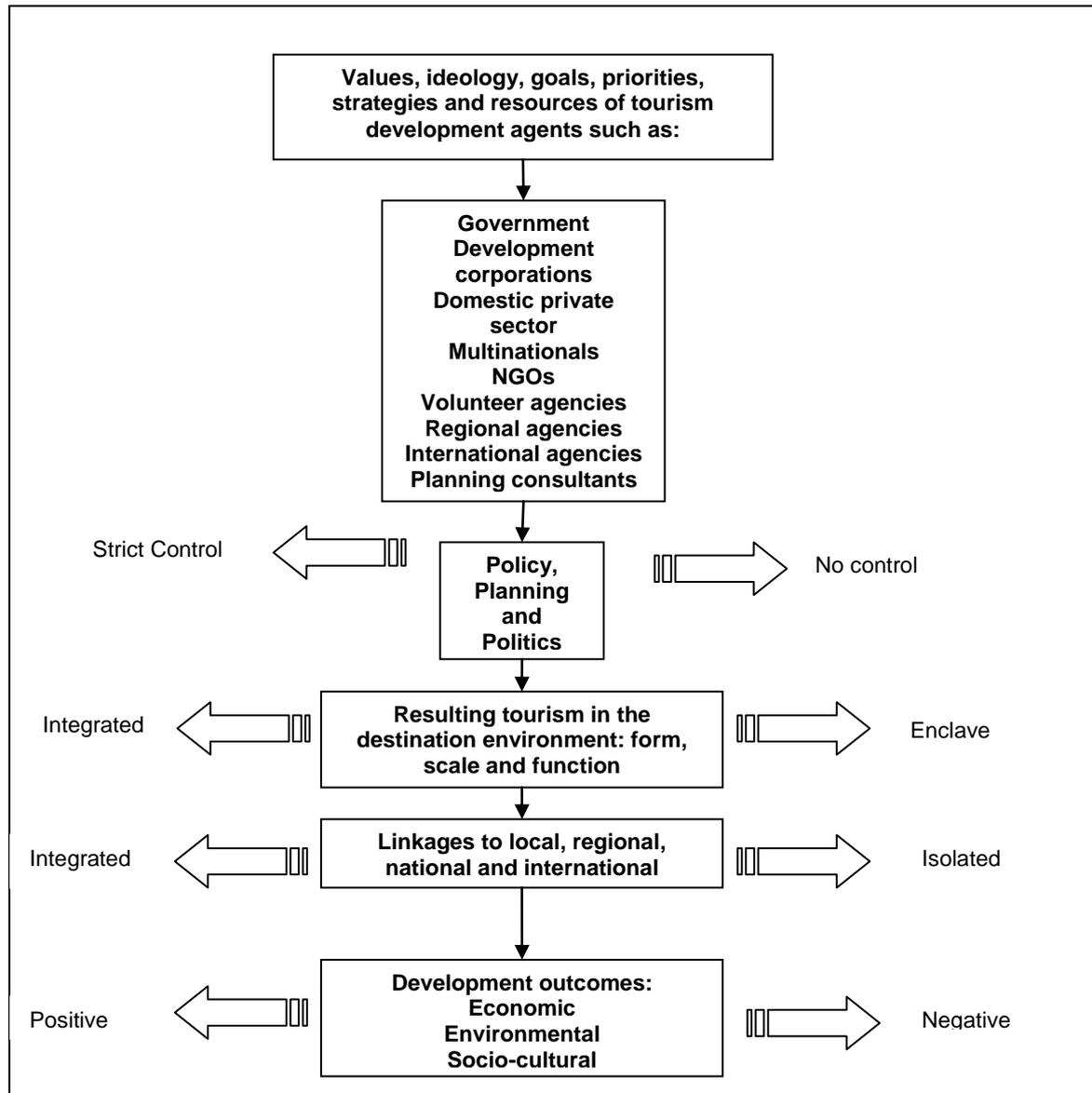
The tourism development process is a complicated one that normally depends on tourism policies and plans of a particular destination. Figure 2.6 shows the tourism development process model and all its associated facets that need to be considered when developing tourism in any given destination. The process shown in Figure 2.6 indicates that a tourism development process in a destination such as KwaZulu-Natal needs holistic approach based on carefully structured vision, goals and objectives (Telfer & Sharpley, 2008: 83). The implications of the tourism development process are discussed more in chapter six.

The information provided in Figure 2.6, together with the rest of the discussion presented in this chapter was used to draft some questions that were directed to the respondents to ascertain how comprehensive and inclusive the tourism planning process is in KwaZulu-Natal. As such, Figure 2.6 indicates a myriad of factors that need to be considered when developing tourism. A number of tourism stakeholders that must be considered when developing tourism within a destination are also provided in Figure 2.6. All these stakeholders should be rallied against same goals, ideologies, values and priorities.

Figure 2.6 also shows how a tourism policy should be developed based on the common agenda for tourism development within a destination. The economic, social and environmental considerations are also indicated as part of the intricate

process of tourism development. All the linkages presented in Figure 2.6 are considered seriously in this study as it is evident in data interpretation and analysis in chapter seven as to how KwaZulu-Natal as a tourism destination coordinates tourism development.

FIGURE 2.6: THE TOURISM DEVELOPMENT PROCESS MODEL



Source: Telfer & Sharpley (2008)

2.6 CONCLUSION

Chapter two has indicated that there is a lot of literature that deals with tourism policy, planning and development. The chapter only concentrated on the aspects

of literature that highlight policy and planning issues to indicate the policy and planning processes that are involved in the field of tourism. Information gathered from the literature puts into perspective a number of tourism policies and plans that are governing tourism in KwaZulu-Natal. International and national perspectives of destination policy and planning provided in this chapter have shared more light on the critical role that is played by government and other role players in destination policy and planning. The perspectives on tourism policies and plans developed in KwaZulu-Natal must conform to international best practices. The government, public entities, private sector, tourism coordinating structures and other stakeholders involved in tourism policy and planning in KwaZulu-Natal together constitute institutional frameworks that currently determine tourism governance and performance in the province. The synergy and effectiveness of these institutional frameworks are elaborated on in chapter seven to indicate how the issues raised in chapter two are implemented in reality in KwaZulu-Natal. Chapter seven indicates that most of the issues raised in the literature review presented in chapter two are applied in KwaZulu-Natal and perspectives from various interest groups are presented against the models and processes of policy and planning as ideally applied in tourism destinations around the world.

CHAPTER 3

MODELLING OF PLANNING AND POLICY DEVELOPMENT FRAMEWORK

3.1 INTRODUCTION

There have been many paradigms shaped by various schools of thought on tourism policy, planning and development (Timothy, 1998:52). Timothy (1998:52) also summarises how in the recent past, several tourism planning paradigms have emerged from the broader traditions of urban and regional planning. These planning paradigms generally aim to reduce tourism's negative impacts and enhance its positive impacts.

Furthermore, according to Timothy (1998: 52) several authors have written on the tourism planning models and paradigms, and these include, *inter alia* community-based planning, wherein locally defined goals and local development actions are an integral part of tourism planning (Murphy, 1985, 1988; Prentice, 1993; Simmons, 1994), incremental planning, which allows for high levels of predictability and flexibility (Getz, 1986, 1987; Baud-Bovy, 1982), and collaborative planning where all stakeholders are permitted and encouraged to participate in the decision-making process (Gunn, 1994; Dowling, 1993; Jamal & Getz, 1995).

Regional tourism planning has also recently taken a centre stage and comprehensive development is another view of planning that takes on a systems tradition in that all aspects of regional tourism, including its institutional elements, facilities, and services, are planned in a comprehensive manner. The local physical, socio-cultural, and economic environments are treated in such a way that they will be maintained as viable resources and functioning systems in a long term (Timothy, 2001). Tourism is thus viewed as an interrelated system that ought to be planned as such (Inskeep, 1991). Therefore, all elements of regional tourism, such as transportation,

accommodation, promotion, attractions, and information, need to be planned in concert to avoid conflicts between tourism sub-sectors (Gunn, 1994). This paradigm has received widespread criticism in the past suggesting, among other things, that it is impossible to consider all elements in the planning process together at one time (Hudson, 1979; Mitchell, 1989). The introduction of alternative approaches, such as community-based and incremental planning, has been a response to recognised deficiencies in this approach.

Tourism planning and policy research can be built up on two main types of theory, that is, prescriptive models and descriptive models (Mitchell 1989). The prescriptive or normative models seek to demonstrate how planning and policy making should occur relative to pre-established standards; whereas descriptive models document the way in which policy process actually occurs (Mitchell, 1989; Page & Connell, 2006). The prescriptive models are useful rational models against which to compare reality, but they do not provide detailed insights into the real world of planning and policy, and its associated set of values, power and interests (Sharma, 2004a). One of the great problems with prescriptive tourism planning approaches is that their value has often failed to be evaluated in terms of their economic, cultural, environmental and political context, and many tourism plans are never or only partially implemented. On the other hand, descriptive approaches give rise to explanations about what happened during the decision-making, planning and policy-making processes. Case studies are an important component of descriptive tourism research as they help analysts understand the effects that such factors as choice, power, perception, values and process have on tourism planning and policy-making (Hall & Page, 2006:336). In the context of this study, case studies of three district municipalities are presented in chapter six to illustrate how the factors as outlined by (Hall & Page, 2006) especially choice, power and process, affect tourism planning at different municipalities in KwaZulu-Natal.

This chapter looks at a variety of approaches and models of tourism policy and planning. The approaches and models cited are not necessarily inherently perfect or particularly recommended, but are sheer exposition of both the prescriptive and

descriptive approaches as they may be applied in a variety of planning scenarios and by varying institutions as they deem appropriate for their tourism planning and development purposes.

3.2 MODELS OF TOURISM PLANNING AND DEVELOPMENT

Researchers have put forth a variety of models of regional tourism planning based on their response to existing tourism development and general lack of integration of all the parts (Gunn & Var, 2002:124). Models are system of ideas to explain phenomena or are laws held to govern systems, and the use of the term model can be confusing and has many connotations (Getz, 1986).

Getz (1986) reviewed 150 models of tourism planning. Whole System models viewed tourism as many integrated components that were dependent upon environmental foundations. Spatial/ Temporal models grew from the geographer's interest in locational reference to host-guest relationships. Motivational and behavioural models delve into the socio-psychological aspects of travel demand, particularly as related to attractions. Impact models were oriented dominantly to economic impacts including multipliers. Impact models were oriented dominantly to economic impacts including multipliers. Few of these dealt with social environmental impacts. Forecasting models intend to protect future trip generation but revealed the difficulty of assessing a great variety of influence upon such projections. Planning/ management models were directed toward problem-solving and guiding rational and optimal decisions for tourism development. An integrated systems approach identified goals and the needed planning processes in support of these goals. (Gunn & Var, 2002:124).

3.2.1 Regional Tourism Planning Model

Sustainable destinations are those where all stakeholders, including local governments, tourism operators and suppliers, work in partnership toward common goals. While local governments are a key partner, they need to work closely with a

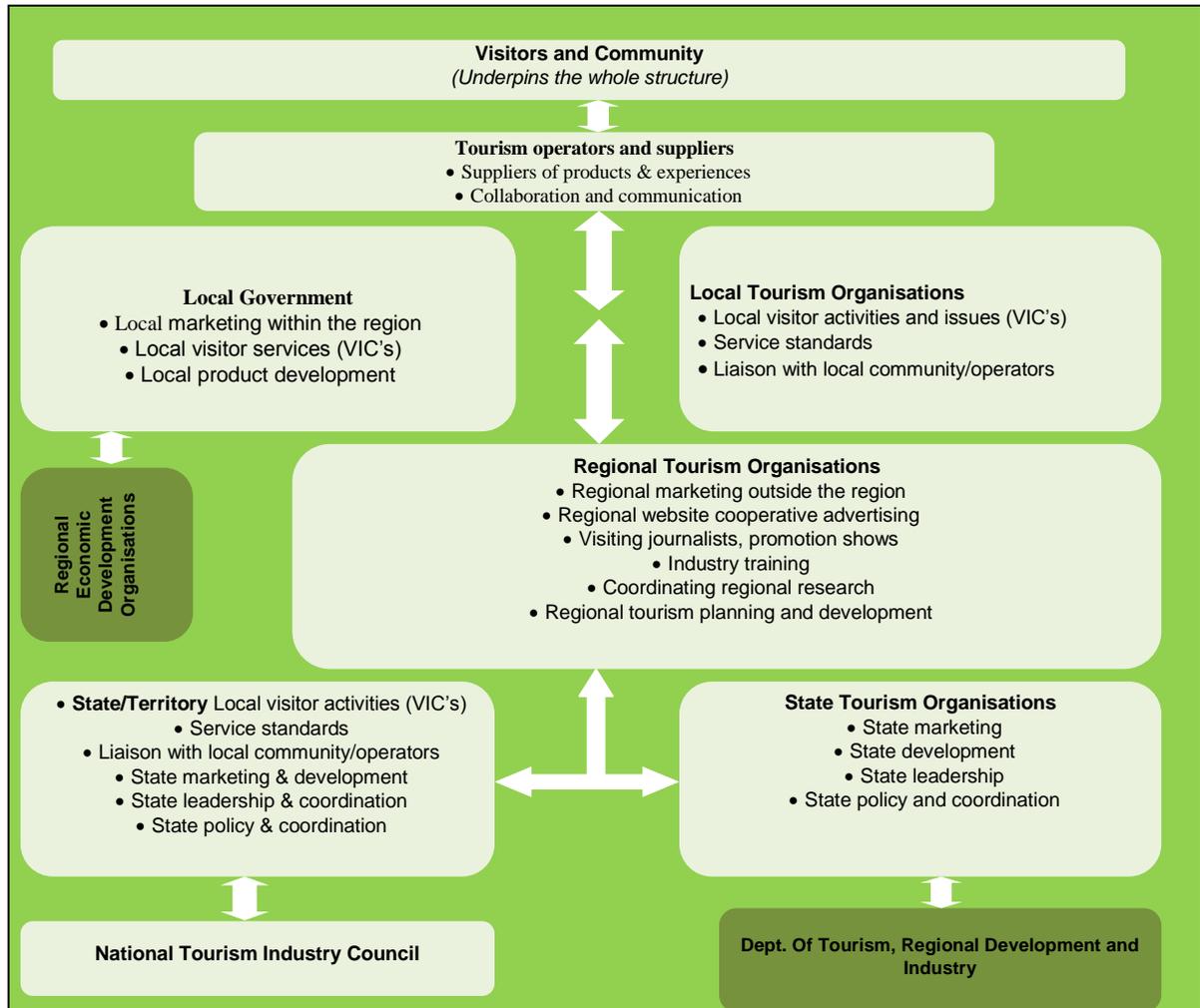
range of inter-related organisations. Within this framework each partner has a clear role and responsibility and communicates effectively with local, regional and state tourism bodies to better leverage from the activities of others (STCRC, 2010).

The regional tourism planning model can also take a form of Core-periphery theory. The Core-periphery theory offers a cognitive model to set up the regional tourism structure system for the regional tourism planning. To apply this space structure model, a lot of elegant achievements can be obtained, including the connections of re-organisation of regional tourism resources, allocations of land-use functions, establishment of urban tourism circles, and promotion of regional tourism development. The relation between the core sector and periphery sector is a spatial relation of the fair competition, and the strength to be mutually beneficial, and cooperating for the win of both sides. So, development of the core sector and connection of the periphery sector is a pivotally strategic measure for the regional tourism development. It would be very important to foster the core tourism sector, to build the tourism innovation bases, to promote the periphery sector development, and to strengthen the whole competitive ability in tourism for the developing region [<http://www.en.cnki.cn>, (2010)].

The implementation of a sustainable tourism planning process must involve on-going engagement with all the identified stakeholders. Regional tourism organisations (RTOs) are those recognised by the state or territory tourism organisations. Figure 3.1 is an example of a regional tourism network model applied in Australia (CRC, 2010:1). Regional Tourism Organisations are typically membership based destination, marketing and management organisations and managed by a board of directors. In Australia, each Australian state or territory has a recognised state tourism organisation (e.g. Tourism Victoria) that works with the national tourism organisation (Tourism Australia) and the state or territory governments to develop and promote tourism. With regard to the tourism industry associations, the tourism industry has various peak tourism industry associations operating at national and state or territory levels. Particular industry segments have their own representative bodies which are often also aligned with the state/territory and national tourism

industry bodies. For example, the Hotel and Motel Association of Australia (HMAA) is a membership-based organisation [<http://www.hmaa.com.au>, (2010)].

FIGURE 3.1: REGIONAL TOURISM PLANNING NETWORK MODEL



Source: STCRC (2010)

3.2.2 Visitor Demand Model

Several statistical methods or econometric analyses can be used to project demand and thus embark on proper tourism planning for the future (Goeldner & Ritchie (2009). The following models require a degree of statistical or mathematical sophistication, familiarity with computers, and a clear understanding of the purpose and limitations of such projections (Goeldner & Ritchie, 2009:648). Firstly, the Trend

Analysis Method involves the interpretation of historical demand data. For instance, if a record of the number of tourist arrivals in an area on an annual basis is available, and then demand for future years can be projected using this information

The first step is to plot the available data on the graph: time (in years) against the tourist arrivals. Once this has been done, a linear trend can be established which best captures the changes in demand levels in the past. Demand projections for future years are made by extending the trend line up to the relevant year and reading the demand estimate off the graph. The advantage of using trend analysis is that the data needed is basic and easy to obtain. Only one data series is required: visitor arrivals or some other measure of demand on a quarterly or on an annual basis for the past few years. In addition, the method is simple and does not require a great deal of mathematical sophistication. Characteristically, however, the simplicity of the model is to a large extent a trade-off for the usefulness of the results. For instance, the future demand estimates obtained in this manner should be interpreted with a great deal of caution, because, trend analysis does not explain demand in any way, if demand changes from year to year, this would be expectedly because of changes in the components of demand. Trend analysis does not acknowledge the influence that these variables have on demand levels and, therefore, cannot explain why it changed. To extrapolate from a linear trend is to assume that past growth trends will continue without change. Such an assumption is tentative at best. Estimates based on a constant rate tend to become very unrealistic in rather short periods of time, due to the nature of compounding (Goeldner & Ritchie, 2009:649).

Secondly, there is a Simple Regression: Line Least Squares Method Plots whereby information on demand levels for past years is plotted against one important determinant of demand, being income prices. Through the application of a statistical technique called least squares regression, a straight line is used to explain the relationship between demand and the particular variable being considered, such as income levels for tourists. Income being the major determinant of demand, simple regression explains demand to some extent. It is superior to trend analysis for this reason. Besides, the methodology is still relatively simple and can be presented

visually, and data needed for this method are relatively easy to collect. Thus, this method is suitable for this research investigation.

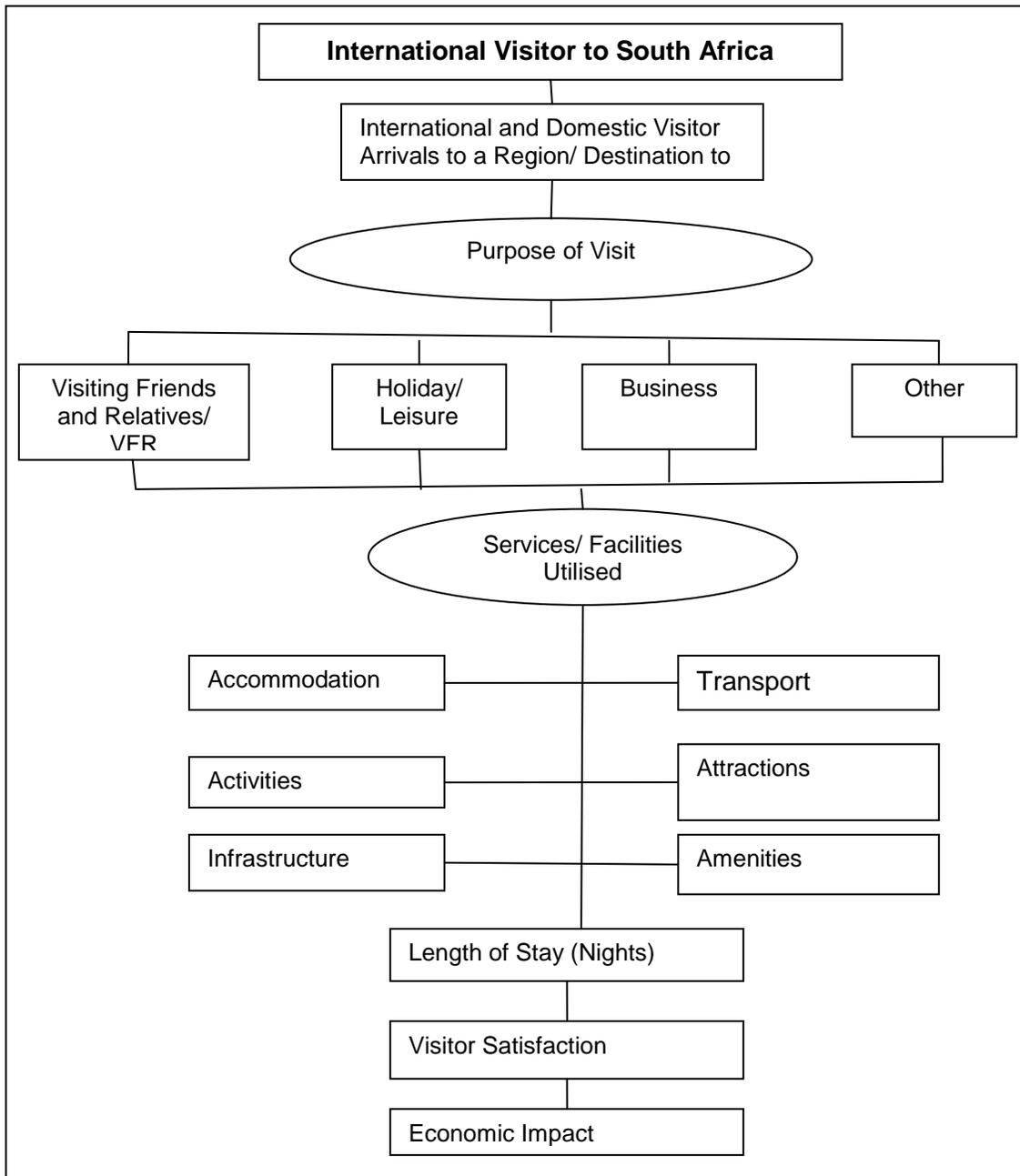
Thirdly, the Multiple Regression Method is the major draw back of simple regression in that only one variable can be considered at a time. In reality, demand is affected by all the factors that influence propensity and resistance. It may not be feasible to include all these variables at one time, but it is certainly practical to isolate a few that are particularly relevant to determining demand and deal with these in one model. The Multiple Regression is one way to do this. It is essentially the same as simple regression, except that now more than one variable can be used to explain demand (Goeldner & Ritchie, 2009:650).

According to Bramwell (2004:77) in the 1980s and 1990s there were the first studies of the social, economic and political impacts of tourism growth. These studies demonstrated that many problems exist at the local level and they also identified the intense scepticism of locals about this development model. Researchers therefore, have developed range of strategic tourism planning models as a way of explaining the developmental potential of tourism destinations in various situations. These models have been tested around the world as means of better understanding of the impacts of tourism on communities and to develop appropriate strategies for managing developments (Murphy & Murphy, 2004:34).

On the other hand, understanding the number of visitors and their use of infrastructure/amenities while visiting South Africa and its regions (visitor demand), is essential to enable effective planning for tourism by local authorities, Provincial Tourism bodies and businesses which focus on the tourism industry (NDT, 2008:23). Figure 3.2 provides a visitor demand model that indicates the components that must be considered when planning for a destination to enable tourism planners to check what they know about visitors to South Africa and ways to obtain data on the current and future numbers of visitors to the destination. An essential starting point in understanding the needs of visitors is to have a clear definition of what is meant by the visitor industry. In general terms the visitor industry is understood to include

international and domestic overnight and day excursionists and all the types of tourists visiting a destination must be understood to ensure proper planning for their demands as indicated in Figure 3.2 (NDT, 2008)

FIGURE 3.2: VISITOR DEMAND MODEL FOR A DESTINATION

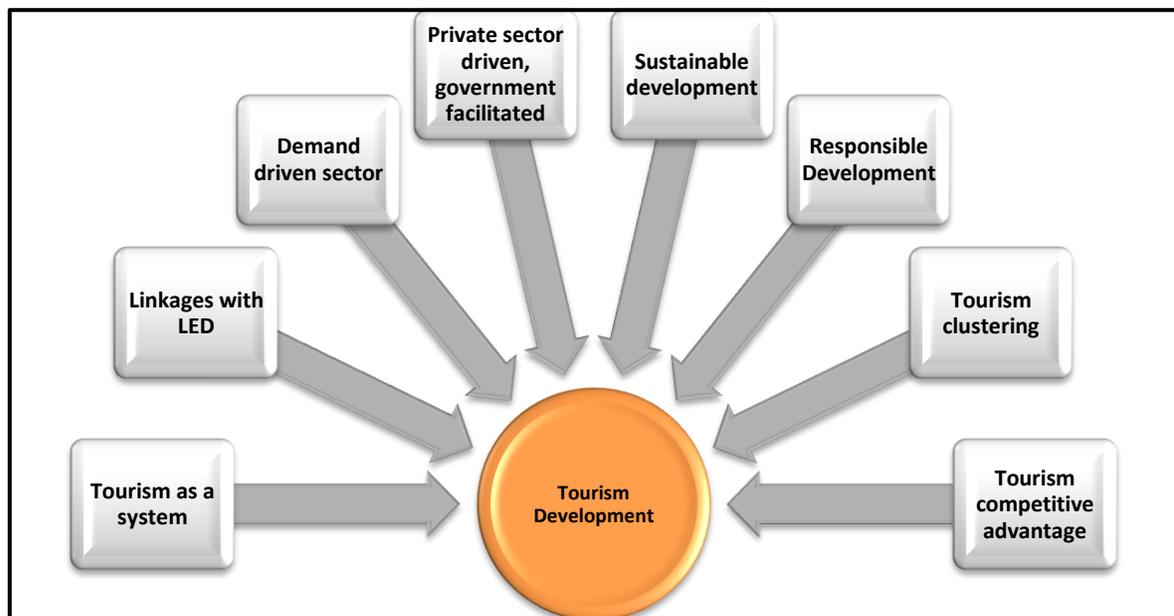


Source: (NDT, 2008)

3.2.3 Project Development Model

Project development models deal with specific projects and rational decision making through identification of goals, evaluation of alternatives and selection of optimal choices is advocated. A number of principles and fundamentals need to be applied to the development of tourism projects. A combined modelling framework consisting of goal modelling, process modelling and business modelling is essential for project development models (Persson, 2009:115). Figure 3.3 highlights key fundamental principles which are crucial in modelling planning, development, coordination and management of tourism projects.

FIGURE 3.3: TOURISM PRINCIPLES FOR DEVELOPMENT



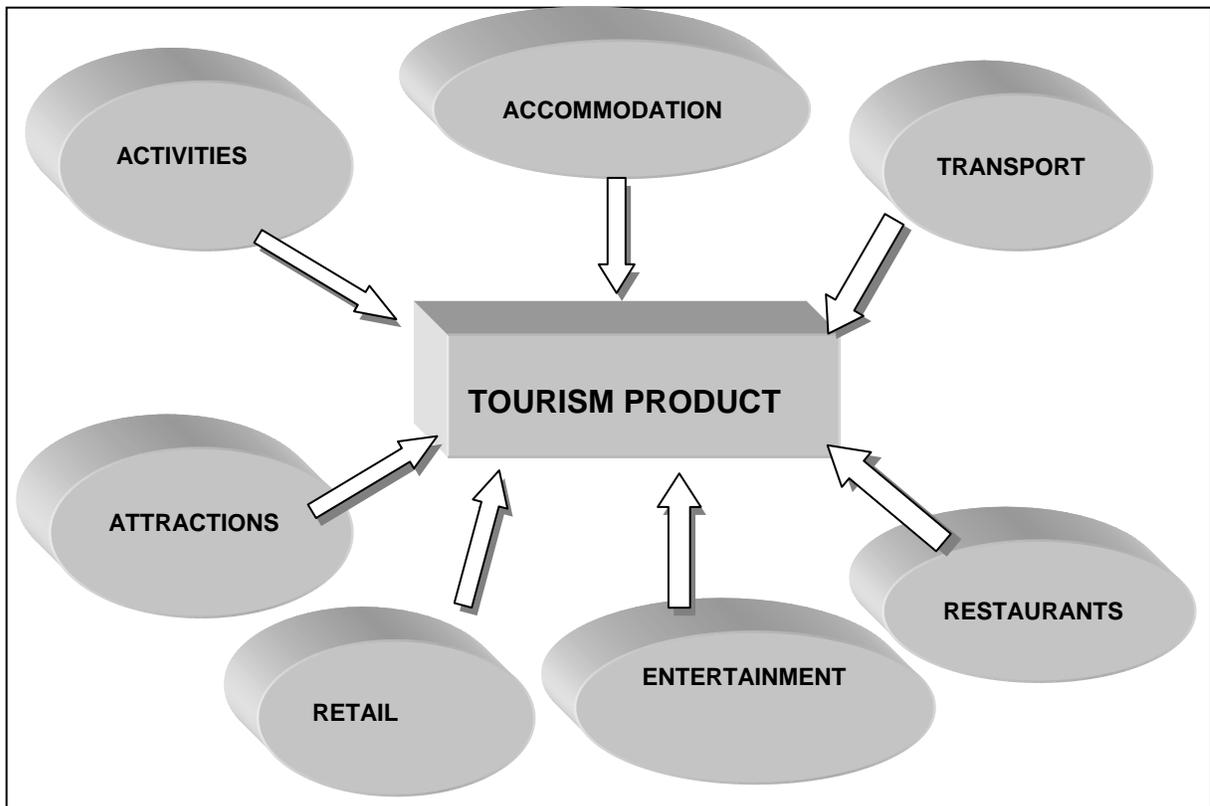
Source: Urban Economics Property Limited (2010)

The development of the tourism sector will be only one of the numbers of options for development before government, since government resources will inevitably be inadequate for all competing claims upon them. In view of this, the proposed investment in tourism (projects) must be justified in terms of anticipated contribution to the economic development of the country (Bhatia, 2002:230). The tourism principles presented in Figure 3.3 imply that any tourism project proposed for

development must be developed in the context of the tourism system of a destination, link to other local economic development initiatives, be demand driven, be developed in a sustainable manner and consider tourism clustering as much as possible to enhance tourism competitiveness of a destination. Tourism principles proposed in Figure 3.3 must therefore always be considered when developing tourism projects in KwaZulu-Natal.

There are also very critical tourism product elements, indicated in Figure 3.4, that need to be considered in the product development model. Drawing from the value creation system in destinations, there are strong relations and dependencies through complementarity and externalities between the elements of the core system and surrounding elements (Walder *et al*, 2006:33). The project development model can therefore be used in all kinds of tourism projects, including but not limited to those indicated in Figure 3.3.

FIGURE 3.4: TOURISM PRODUCT DEVELOPMENT ELEMENTS



Source: NDT (2008)

3.2.4 Management/ Marketing models

The management and marketing model relates to management and marketing, looking especially to such topics as the marketing environment, design criteria, and information flows. The idea that marketing decisions can be supported with analytical, mathematical models took off in the sixties of the last century (Wierenga, 2008:3). Although there was a lot of initial optimism, it turned out that the availability of marketing models does not automatically imply that these models are actually used for marketing decision making in practice. The acceptance and use of marketing decision models has been a continuing problem. This has created a stream of research on the bottlenecks for the implementation and use of marketing models in practice and how to overcome them (Wierenga, 2008:9)

KwaZulu-Natal as a tourist destination is competing with other destinations regionally and in the world therefore there should be strong tourism marketing initiatives based on tried and tested marketing models.

3.2.5 Planning as a Conceptual System

In searching for an integrated tourism planning model, it is essential to combine elements of theory and planning/ management process or methods. Obviously this model cannot be done by merging the numerous models, so it must be accomplished in a conceptual model of tourism planning itself. An integrated model must show how planning and management practice relates to tourism theory, in particular by illustrating the dependency of planning on theory and a contribution that planning can make to theory (Getz, 1986:28).

In the context of this study, tourism planning as a conceptual system is critical to be understood by tourism policy developers and planners in KwaZulu-Natal. The integration of tourism planning and management process with theory is vital for all tourism planners to ensure that tourism planning is based on sound theory thus can assist KwaZulu-Natal to compete with other tourism destinations. The tourism conceptual model is expected to assist planners to establish relevant institutional capacities that will ensure alignment of tourism planning with appropriate theories.

3.2.6 Integrated Systems Model

A system is a group of interrelated, interdependent and interacting elements that together form a single functional structure (Weaver & Lawton, 2006). The systems theory emerged in the 1930s to clarify and organise complex phenomena that are otherwise too difficult to describe or analyse (Leiper, 1990). A number of authors have used a concept of tourism system to analyse the interrelatedness amongst different aspects of the tourism industry since the 1960s (de Kadt, 1979; Leiper, 1990; Bennett, 2002; Farrell & Twinning-Ward, 2004; Hall & Page, 2006; Weaver & Lawton, 2006). The afore-mentioned authors base their endeavours to analyse tourism as a system on realisation that tourism is a complex phenomenon that involves interdependencies, energy flows and interactions with other systems.

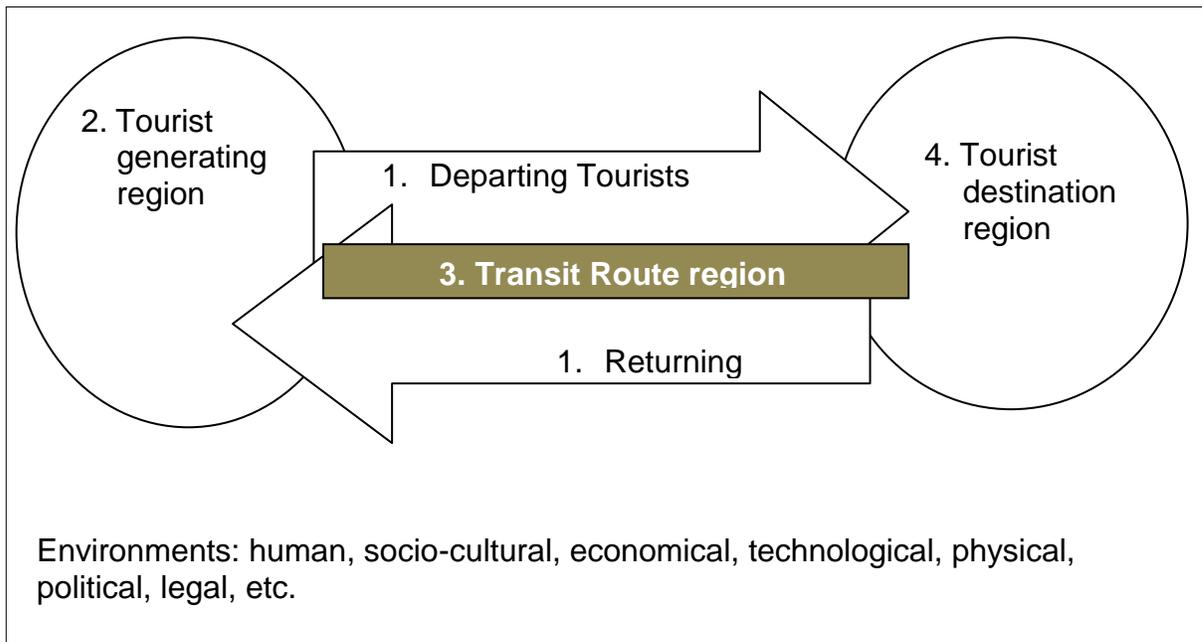
In using the integrated systems model, the planner must first understand the system through describing and modelling its dimensions and the inter-relationships among its components. Research is also necessary to project and test future scenarios with and without the imposition planning controls. Only through this iterative process can problems and goals be determined (Getz, 1986:28). Parallel with this research stream of the model is the control stream in which policies and actions are taken to shape the system according to established goals. This side of the model resembles traditional problem-solving approaches, except that it incorporates continuous feedback to the research stream (Getz, 1986).

Tourism policy developers and planners in KwaZulu-Natal should look at the tourism industry in the province as an integrated system. All the interrelated elements of the tourism industry should be considered in all the tourism plans at a provincial and municipal level. Figure 3.5 illustrates the tourism whole system model. Leiper's (1990) basic whole tourism system model places tourism within a framework that minimally requires five interdependent core elements, namely, at least one tourist, at least one tourist-generating region, at least one transit route region, at least one tourist destination, and a travel and tourism industry (Weaver & Lawton, 2006).

The movement of tourists between residence and a destination, by way of a transit

region, is the primary flow of energy within this system. Other flows of energy involve movement within a destination as well as exchanges of goods and information. Additionally, there are many influential environments and external systems in which the tourism system is embedded or impeded by the energy, agricultural and political systems which, respectively, provide or do not provide sufficient fuel, food and accessibility to make the experience possible (Weaver & Lawton, 2006).

FIGURE 3.5: BASIC WHOLE TOURISM SYSTEM MODEL



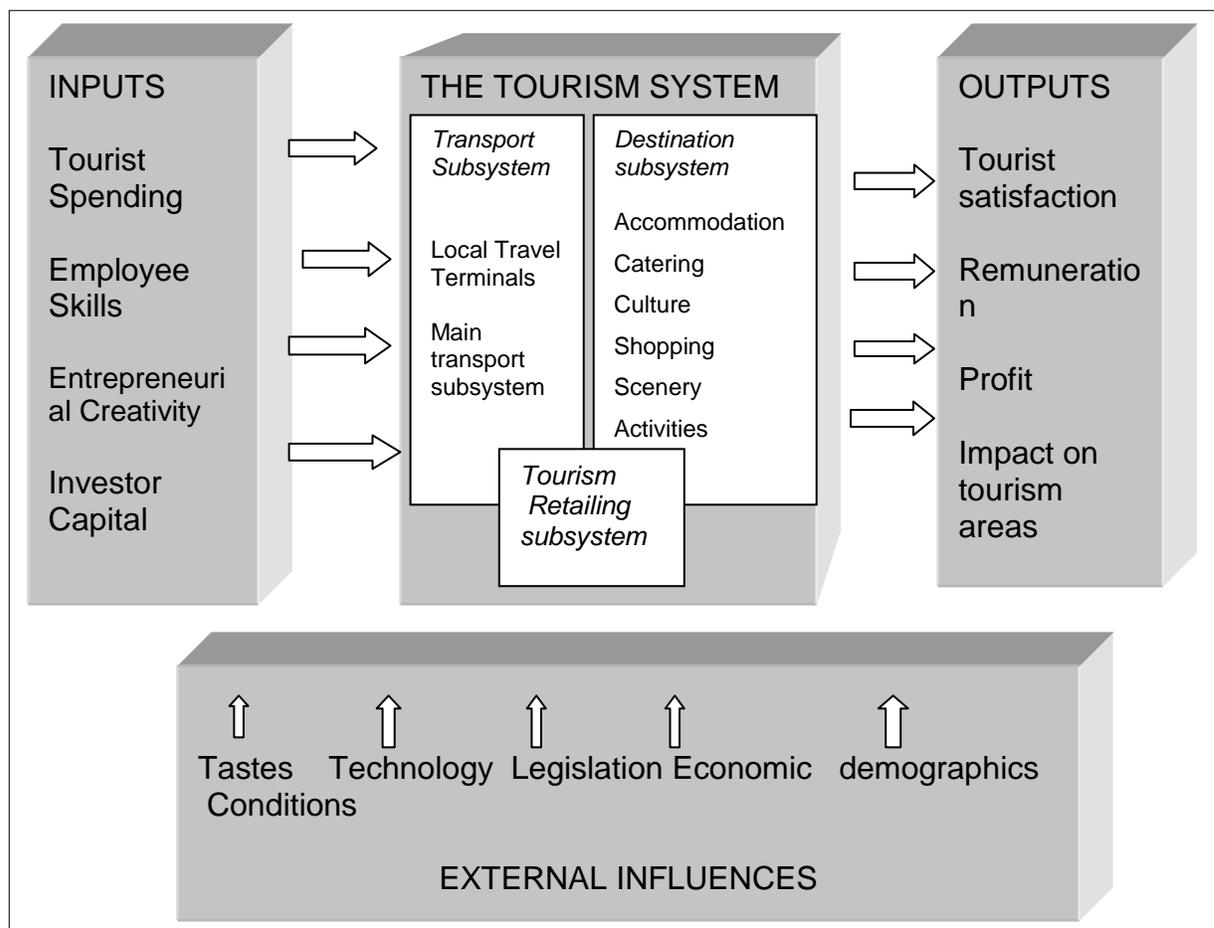
Source: Leiper (1990) in Weaver & Lawton (2006)

There is a tendency in some tourism system configurations to ignore or gloss over the external environment, as if tourism were somehow a self-contained or closed system (Weaver, 1999). The internal structure of the tourism system therefore, is far more complex than what Leiper implies thereby presenting even more of a challenge to the effective planning and management of the tourism industry (Weaver & Lawton, 2006). The policy development and planning of the tourism industry in KwaZulu-Natal is expected to be premised on the understanding of internal and external influences that shape the tourist movements. The implementation of the policies relating to these movements, is one of the key elements of this research investigation, mainly within the study area.

3.2.7 Interrelated Input and Output Model

An underlying perspective in planning tourism is that tourism should be viewed as an inter-related system of demand and supply factors. According to Bennett (2002:35) the systems approach recognises the different elements or subsystems of the total system and the fact that they are interrelated and inseparable, but suggests that each of them can be studied separately. The tourism industry in its entirety represents the group of products and services provided to the tourist. Figure 3.6 indicates the tourism system and the inter-relationships that exist among them.

FIGURE 3.6: TOURISM INPUT-OUTPUT SYSTEM



Source: Laws (1991)

Figure 3.6 indicates that the various demand and supply elements of the tourism industry must be taken into cognisance when tourism policy, planning and development are done in KwaZulu-Natal. It is imperative to recognise that the tourism industry needs to act as an integrated system in order to function properly and produce the desired planning outputs. Tourism planning and development within the KwaZulu-Natal province therefore needs to create forward and backward linkages between the tourism products and other tourism products, and between tourism products and supporting services. All elements of the system need to be in place, including infrastructure and enabling legislation, regulations, policies and strategies, for the tourism sector in KwaZulu-Natal to operate as a whole.

The demand factors are international and domestic tourist markets and local residents who use the tourist attractions, facilities and services. The supply factors comprise tourist attractions and activities, accommodation and other tourist facilities and services. Attractions include natural, cultural and special types of features, such as theme parks, zoos, botanic gardens and aquariums, and the activities related to these attractions. Accommodation includes hotels, motels, guest houses and other types of places where tourists stay overnight. The category of other tourist facilities and services includes tour and travel operations, restaurants, shopping, banking and money exchange, and medical and postal facilities and services. These supply factors are called the tourism product. Other elements also relate to supply factors. In order to make the facilities and services usable, infrastructure is required. Tourism infrastructure particularly includes transportation (air, road, rail, water, etc.), water supply, electric power, sewage and solid waste disposal, and telecommunications (UNWTO, 1994)

Tourism as a system consists of many interrelated sectors and firms that serve the needs of tourists. System analysis is therefore a useful and logical way to investigate how the different parts of tourism work together, and to explore the interactions between the tourism system and its external environment (Keyser, 2002). A clear understanding of how tourism operates as an integrated system is thus essential to ensure proper planning, development, coordination, and management of the tourism

industry. This process would allow for setting up a platform for different coordinating frameworks to be established looking at interests of particular sectors within the industry whilst coordinating with the rest of the sub-sectors (Keyser, 2002).

The United Nations World Tourism Organisation (UNWTO, 2004) in ensuring proper planning of tourism that takes cognisance of the complex nature of tourism as an integrated system emphasises that the effective development, operation and management of tourism require certain institutional elements. These elements include (UNWTO, 2004):

- Organisational structures, especially government tourism offices and private sector tourism associations such as hotel associations.
- Tourism-related legislation and regulations, such as standards and licensing requirements for hotels and tour and travel agencies.
- Education and training programmes, and training institutions to prepare persons to work effectively in tourism.
- Availability of financial capital to develop tourist attractions, facilities, services and infrastructure, and mechanisms to attract capital investment.
- Marketing strategies and promotion programmes to inform tourists about the country or region, and induce them to visit it, and tourist information facilities and services in the destination areas.
- Travel facilitation of immigration (including visa arrangements), customs and other facilities and services at the entry and exit points of tourists.

Since tourism is viewed as an interrelated system, it should be planned as such, utilising systems analysis techniques (Huybers, 2007:104). The model has two advantages. Firstly, since the system approach is flexible, it can be applied at various levels with different emphasis at each level. Secondly, in systems planning there is a programmed learning and continuous improvement (Huybers, 2007). Viewing tourism as an interrelated system is particularly important for this study in that it is expected for tourism policy makers and planners in KwaZulu-Natal to be conversant with all the components of the tourism industry for them to provide proper guidance. Various levels of government in KwaZulu-Natal are expected to have

tourism plans that are continuously improved to ensure the tourism industry keeps pace with the modern trends.

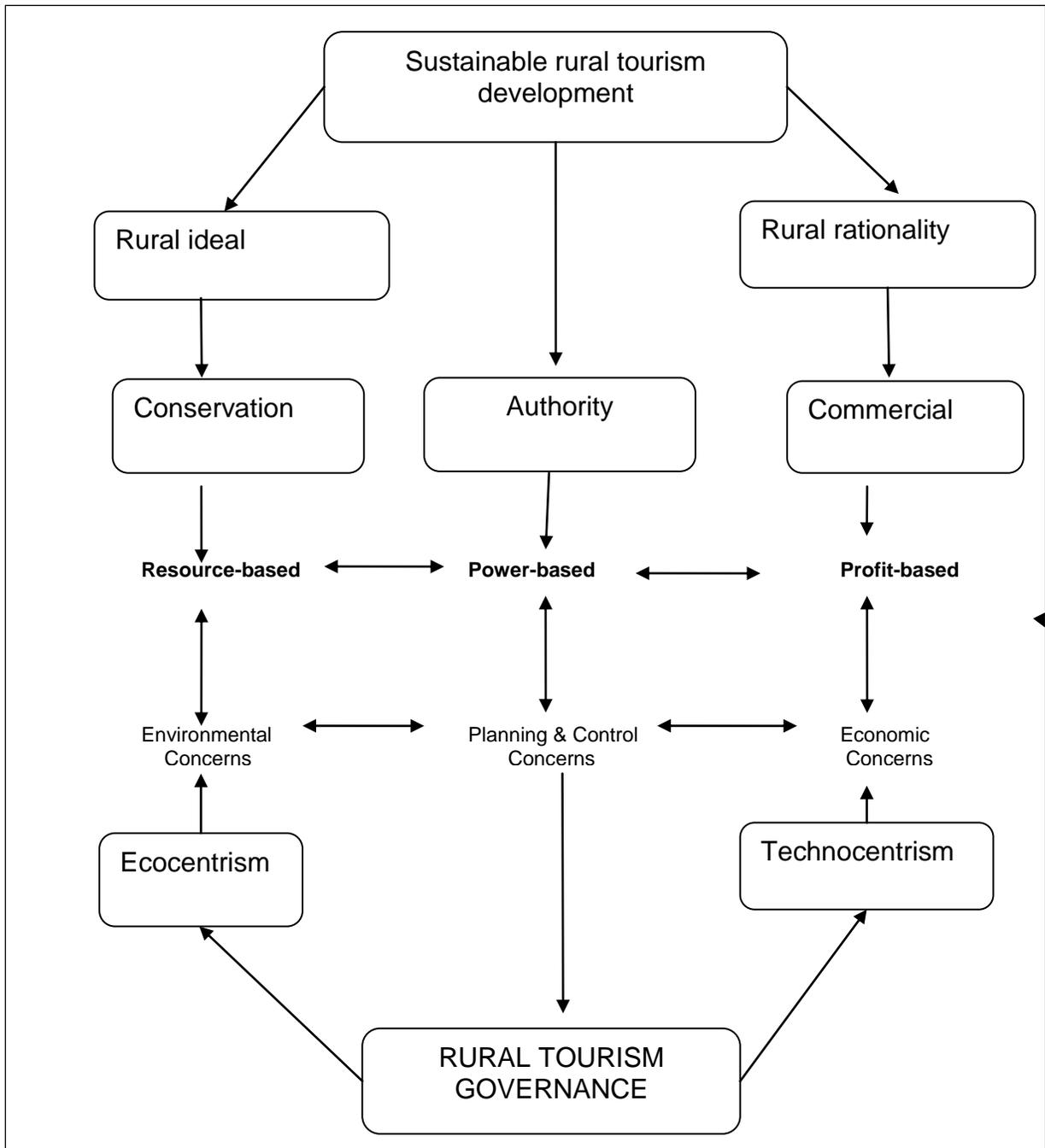
3.2.8 Community Tourism Development Planning Model

The Community Tourism Development Planning Model looks at tourism from community development perspective. The Community Tourism Development Planning Model provides a macro framework focused at the local level (Reid *et al*, 2000). The model suggests that leadership, in the form of the catalyst and development taskforce, often part of the chamber of commerce or local business association, are critical parts of the process. However, they are not the only important components. Pinel (1998) asserts that all travel is linked with communities no matter how urban or remote the purpose may be. This inescapable fact can be a blessing or a curse depending upon how well a community accepts its tourism role and maintains a balance between traveller and resident development and management (Gunn, 1988:241). Rather than accepting their role, Community-Based Tourism Planning (CBTP) promotes that the community should define their own, and the tourism industry's role. To accomplish this, a community needs to create opportunities for stepping back from tourism marketing and product development pressures. Then, stakeholders can evaluate their tourism experiences and local values while setting a direction for their own tourism development in partnership with other significant stakeholders. This community-based approach is fundamentally linked with a belief in human potential for favourable growth (Biddle & Biddle, 1965: 58) which relies on community members having a positive view and understanding of their own potential (van Willigen, 1986: 97; Freire, 1968).

The Community-Based Tourism Planning Process Model emphasises the need for catalysts from events or individuals to initiate an assessment process, and to keep the process going through tasks that stimulate co-operation, trust, tourism awareness, and links with the broader community development context. The success or failure of reducing negative tourism impacts on communities and ecosystems clearly depends on how relationships are valued, relationships between people and resources, and between people and their ecosystems. Figure 3.7

indicates that the Community-Based Tourism Planning Model will only operate well if there is a proper rural community governance model that looks and balancing economic impacts of tourism with cultural and nature conservation imperatives (Pender & Sharpley, 2006)

FIGURE 3.7: A MODEL OF SUSTAINABLE RURAL TOURISM GOVERNANCE



Source: Pender & Sharpley (2006)

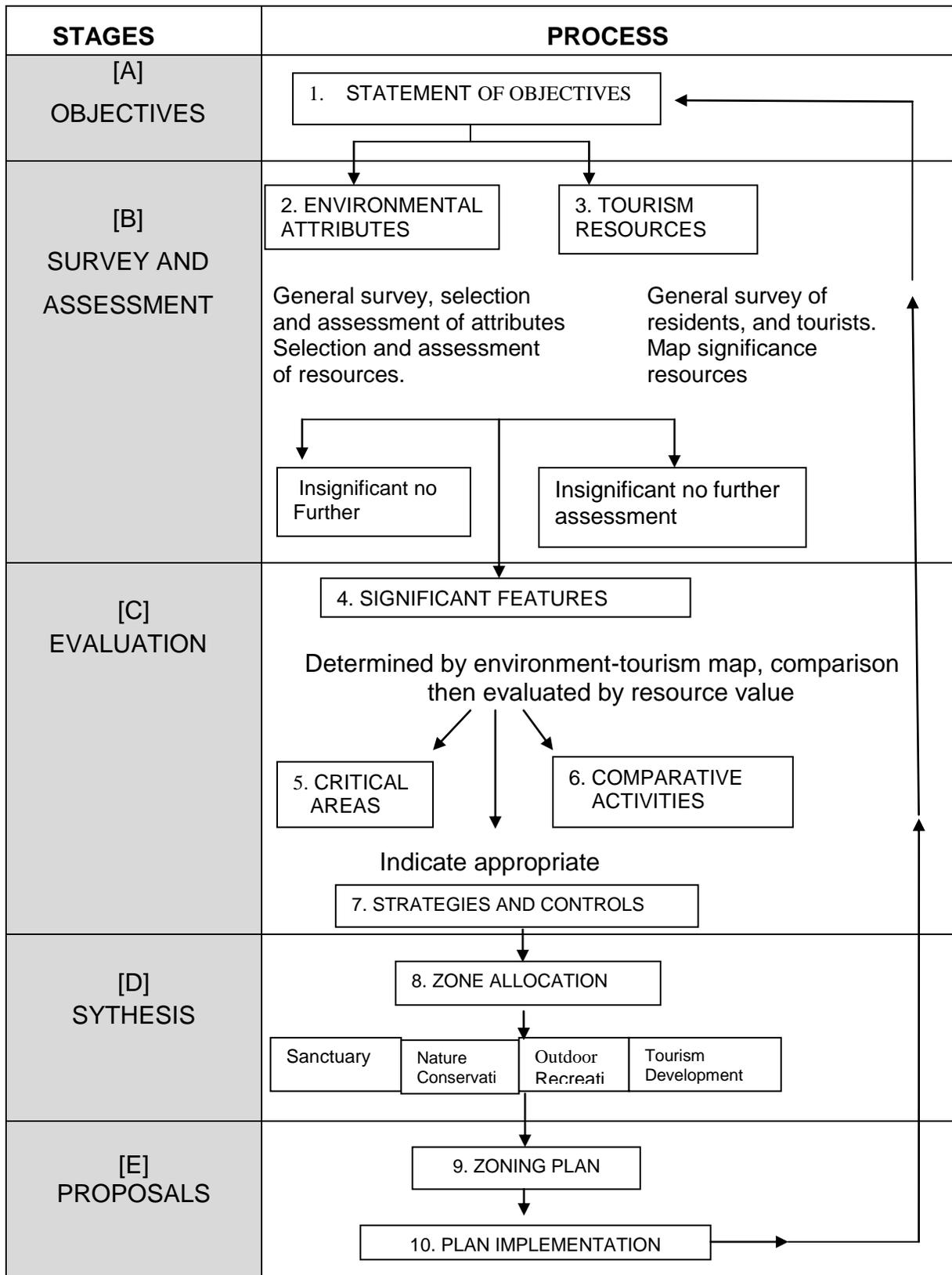
Figure 3.7 shows the relationship that ought to exist between rural authorities and commercial authorities in rural areas to tailor a rural tourism development plan that will be acceptable to all rural stakeholders through a proper governance model.

3.2.9 Environmental Tourism Planning Model

Real ecotourism is more than travel to enjoy or appreciate nature, but it also includes minimisation of environmental and cultural consequences, contributions to conservation and communities and environmental education, such as by the establishment of codes of conduct for travellers as well as the various components of the travel industry (Kutay, 1993). The increased interest of tourists to natural environments and communities need more asserted efforts and models to plan tourism that promotes visitor satisfaction whilst protecting the environment. The environmentally-based tourism (EBT) planning model is also another model of tourism planning (Dowling, 1993). The model was developed specifically for tourism and is grounded in the environmental disciplines and recognises that sustainable tourism planning can be accomplished only through a strong linkage between tourism development and environmental conservation.

The environmentally based tourism planning model is based on five main stages and ten processes as depicted in Figure 3.8. In general, the objectives stage of the model is important in that it involves the setting of the parameters of the study through discussions with government, local people, and tourists (Fennell, 1999). This tourism model is especially popular among government and conservation organisations because it can provide simultaneous environmental and economic benefits (Newsome *et al*, 2002:15). Figure 3.8 also shows the intricacies involved in the environmentally-based tourism model and the various steps involved in the process. The environmentally-based model determines environmentally compatible tourism through the identification of, firstly, the significant features including valued environmental attributes and tourism features, secondly, critical areas, those in which environmental and tourism features are in competition and possible conflict, thirdly, compatible activities, which include outdoor recreation activities considered to be environmentally and socially compatible (Fennell, 1999).

FIGURE 3.8: ENVIRONMENTALLY BASED TOURISM PLANNING MODEL



Source: Fennell (1999)

Stage one also involves consideration of existing policies affecting the study region, and the relationship between use and supply as they relate to tourism. In the second stage of the model both environmental attributes (abiotic, biotic, and cultural features) and tourism resources (attractions, accessibility, and services) are assessed and integrated into a categorisation of sites. In the third stage, an evaluation of the significant features, critical areas, and compatible activities and the relationship of these to each other is made, involving an overlay of both tourism and environmental attribute data. In stage four, the identified significant features, critical areas, and compatible activities are matched with zones, namely, sanctuary, nature conservation, outdoor recreation, and tourism development; and nodes, hinterlands, and corridors identified at earlier stages of the project. The end-product of this stage is a map identifying the region's environmental units within the various zones. Discussions with the resource managers are further required, and associated amendments to the plan in accordance with other land uses, in order for the tourism-environment plan to be implemented. The uniqueness of such a model in promoting tourism that balances tourism development and environmental aspects, is its environmental foundation, the incorporation of tourists and local opinions, the process of achieving tourism-environment compatibility, and the fact that it presents itself as one of the only sustainable tourism planning models in existence.

3.2.10 Models of Tourism Travel

The geography of tourism continues to lack a strong conceptual and theoretical base (Pearce, 1995). It is therefore important for this study to look at various tourism models dealing with various aspects of the spatial structure and reasons for tourist travel to better understand the phenomenon of tourism thus being able to plan accordingly. This section reviews and evaluates the spatial models which have been developed with the aim of providing theoretical and conceptual base and general frameworks for examining the spatial dynamics of tourism.

3.2.10.1 Nearest Neighbour models

A related question is whether or not, in looking at a tourist, the attractions are

clustered or randomly distributed. Arguably, random distribution is an inhibiting factor in tourist travel. A planning authority might therefore be seeking to locate new attractions in places that create logical travel patterns. The word logical, obviously requires careful definition in practice, but for current purpose it might be held to mean the location of attractions in positions that help engender tourist visits, whilst indeed, they may be in positions that help protect fragile areas (Ryan, 1991 59)

3.2.10.2 *Econometric models*

With reference to gravity models, such forecasting becomes possible by changing one of the variables within the model that relate , to say, attractiveness of the resort due to an enhancement of visitor attractions, a diminution of travel time due to increased accessibility, or the result of changes in population (Ryan, 1991:62). The validity and reliability of the econometric model in tourism rest upon a number of requirements. Technically, problems such as multi-collinearity may have to be avoided, that is, the variables perceived as determining variables will need to be independent of each other. Apart from these problems, for which statistical techniques exist to help, it has to be recognised that econometric models for tourism require large amounts of data. Even comparatively simple models might require data on the costs of transport, travel time, and departure frequently, which is important for business travel, the characteristics of the destination, and the relative costs of activities at the resorts, socio-economic data about consumers, income data, exchange rates, differential inflation rates between two competing destinations and the tourist generating countries (Ryan, 1991:62).

The significance of this model in the study is that there needs to be a strong institutionalised research capacity in KwaZulu-Natal to ensure that tourism planners understand all the aspects that determine tourist travel. Tourism policies and plans in KwaZulu-Natal ought to be based on scientifically researched and proven data to ensure that all the stakeholders within the tourism value chain in KwaZulu-Natal perform their respective roles and responsibilities based on appropriate data and information.

3.2.10.3 The Origin-destination models

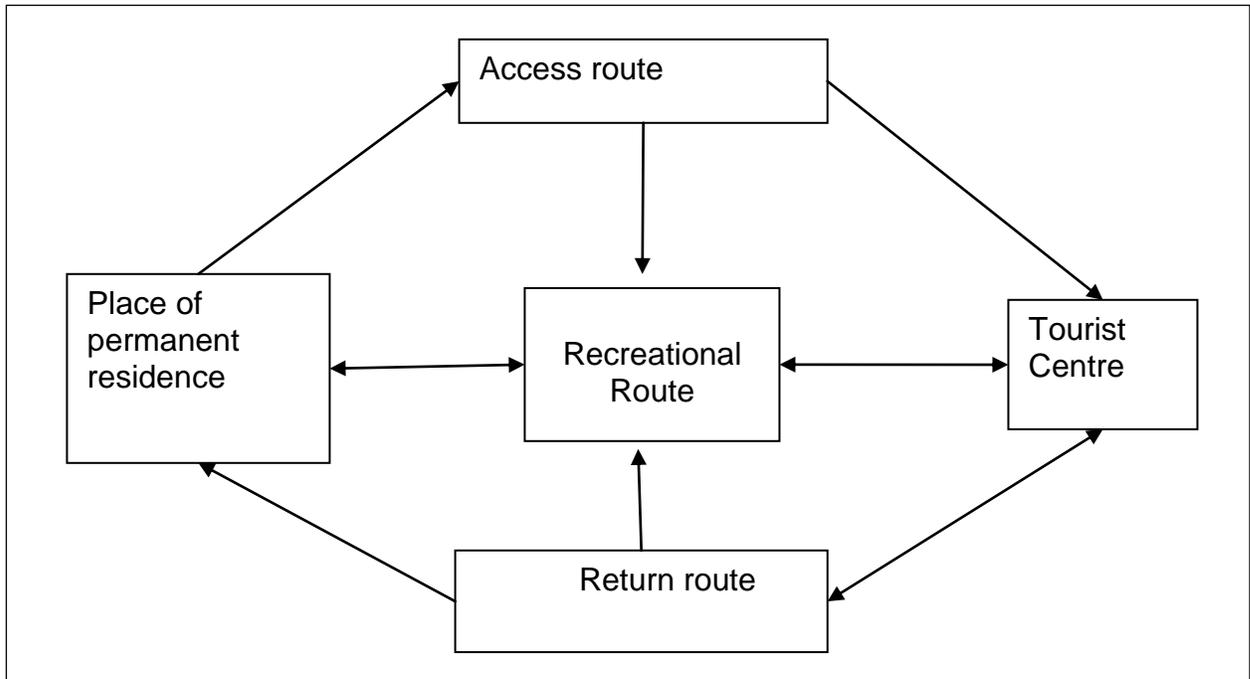
There are different types of models demonstrating the nature of interaction between demand and supply that influence tourist flows. The early explicit models of tourist systems tended to focus on linkage or travel component, differentiating between recreational travel and pleasure travel, and demand and supply, whereas the origin-destination models are based on the assumption that most places are, in varying degree origins and destinations and serve both as receiving and generating places (Loannides & Debbage, 1998:80). Destination, as distinct from origin or market, refers to the place where tourists intend to spend their time away from home. This geographical unit visited by tourists may be a self-contained centre, a village or town or a city, a region or an island or a country (Jafari, 2000:104).

Origin- linkage-destination models may serve to explain the basics of the generating and receiving function. In many countries or regions, there are likely to be a number of origins and destinations with most places performing both functions. As well as sending tourists to some multiple destinations, a particular place may also receive visitors from those same and other places. Likewise, the routes and linkages may carry tourists from one place to the other and back again to some third place (Jafari, 2000:104). Basic groups of models might be identified, namely, those emphasizing the travel or linkage component, origin-destination models and evolutionary models (Pearce, 1995).

Figure 3.9 shows the Mariot's model of tourist flows between two locations. Three different routes which may link a place of permanent residence (origin) to a tourist centre (destination); an access route, a return route, and a recreation route are proposed (Mariot, 1969 cited in Matley, 1976). The access route and return route, which in some cases may be one and the same, essentially provide a direct link between the two places. Those travelling the recreational route will make use of various tourist facilities along the way, even if the intervening area does not constitute the main goal of the journey. Alternatively, the tourist may use the recreational route for only part of the journey, entering or leaving it at some stage en route between the origin and destination. Implicit in Mariot's recreational route is the

idea of touring that is in visiting several places on the trip rather than just a single destination. Tourism planners need to understand this pattern of travelling by tourists so that they can plan their destinations appropriately and coordinate tourism facility offerings among destinations appropriately (Pearce, 1995).

FIGURE 3.9: MARIOT’S MODEL OF TOURISTS FLOWS BETWEEN TWO LOCATIONS



Source: Pearce (1995)

In the context of this study, the origin-destination model is important for KwaZulu-Natal in assisting tourism policy makers and planners to understand where the tourists visiting this province are generated, as well as what are the causes of their propensity to travel.

3.3 MODELS OF HUMAN RESOURCES PLANNING AND MANAGEMENT FOR TOURISM ORGANISATIONS

The study looks at perspectives and institutional frameworks governing planning and coordination and management of tourism in KwaZulu-Natal. It is therefore imperative

to look at the human resource management models that govern institutions involved in planning tourism. The following three human resources management models that can be applied by tourism organizations are (Bennett *et al*, 2006).

3.3.1 The Michigan Model

The Michigan Model links Human Resources practices and business requirements with an emphasis on resources. People in tourism organisations are resources that should be managed in a way that is consistent with the organisational requirements. There should be a fit between human resources and business strategy, whereby human resources management should be in line with and supportive of achieving organisational goals. Appropriate Human Resource systems should be in place for the selection, performance appraisal, rewards and development of staff. The model stresses the importance of developing strategic contingencies, whereby human resources practices are designed according to the type of strategy being adopted by the specific tourism organisation.

3.3.1.1 Shortcomings of the Michigan Model

Once a strategy is defined, the human resources are adapted to it. Such an approach reduces the importance of human resource factor to large extent, not necessarily the most appropriate course of action in a tourism environment. The quality of service delivery will depend on the commitment of the tourism employees to the defined service concept. Casting employees in a mere compliance role does not seem the best way to create this commitment. It is therefore imperative to address human resources value and practices when defining the services concept as a process in which employees can also be involved.

3.3.2 The Harvard Model

The Harvard model implies a broader range of areas than in Human Resource Management (HRM) as defined by the Michigan model. Four policy areas are:

- (i) Human resource flows

Human resource flows are comprised of activities relating to managing people in, through and out of the organization, including recruitment, selection, development, performance appraisal, promotion and termination.

(ii) Reward System

The reward system refers to everything that is related to attracting and retaining employees, motivation and benefits.

(iii) Employee Influence

Employee influence refers to the levels of authority and power and the way in which they are designed within the organization.

(iv) Work Systems

Work Systems refers to the way that work is designed and the arrangements of tasks and technology which achieve optimum results.

This method recognises different stakeholders, each with their own interests, such as shareholders, management, employees, unions, government and community. Outcomes that need to be achieved within these policy domains and among stakeholders involved are called the four Cs. The four Cs are:

(i) Commitment.

Commitment includes the commitment of employees to their work.

(ii) Congruence

Congruence means agreement between the objectives of the different stakeholders of the organisation, including employees and their families, the organisation and its objectives, shareholders, community and the society at large.

(iii) Competence

Competence is the extent to which one can attract, keep, and develop the skills and knowledge of the people involved.

(iv) **Cost Effectiveness**

Cost effectiveness deals with consequences of certain policies in terms wages, benefits, turnover, motivation, employment, and so on. Costs can, however, be considered at the individual, organisational and even societal level.

3.3.3 The Warwick Model

The Warwick model is process-oriented and while adopting the different policy domain from Harvard, it includes the context in which Human Resource Management (HRM) and the organisation as a whole are situated. When studying organisational change processes and HRM practices, it becomes clear that taking a number of different pathways can achieve the same end result. These pathways will, however, always be context-specific and influenced by the organisation's history. The Warwick model becomes less descriptive in terms of defining what needs to be done, since what is best for one organisation will not necessarily be best for another. This implies that it is therefore not necessary to hire the best people, but it is necessary to hire people to meet the expectations and the needs of the organisation's market.

The three models outlined above have direct implications in terms of how the officials responsible for tourism planning in different tourism organisations perform their duties.

3.4 CONCLUSION

It is apparent from the information presented in this chapter that there are various schools of thoughts that govern tourism policy, planning and development. The chapter indicated that the varied philosophies on policy and planning determine the approaches that are followed when conducting tourism planning. The different schools of thought were presented in a number of tourism policy and planning models as espoused by different authors who subscribe to particular policy and planning philosophies. The assertions presented in this chapter form the basis of the

research methodology followed in chapter five in terms of the research sample that was used to investigate perspectives on tourism institutional frameworks that affect policy, planning and development in KwaZulu-Natal. The nature of respondent organisations selected in the sample was based on the plethora of organisations discussed in this chapter in terms of the variety of stakeholders that determine policy and those that play a significant role in making tourism destinations work thus need to be consulted and involved in all the tourism processes. Tourism policy, planning and development therefore appear to be complicated processes that need to be carefully executed by all the responsible authorities. Government appears to be at the helm of tourism policy and planning that drive development. Government must therefore ensure that the policy and planning process take cognisance of the peculiar conditions in the province and acknowledge all the structures at government, private sector and community levels to drive coordinated tourism development in the province. The province of KwaZulu-Natal needs to consider all the documented policy and planning models and either adopt a particular approach or adapt to a customised approach that will shape the strategic direction of the province that has a buy-in from all stakeholders. A clear policy direction will assist the province to establish proper institutional frameworks that respond to various.

CHAPTER 4

SPATIAL SETTING AND SITUATIONAL ANALYSIS

4.1 INTRODUCTION

KwaZulu-Natal is a province of South Africa, which prior to 1994 was made up of the province of Natal and all pieces of territory that made up the erstwhile homeland of KwaZulu. In the 1830s the northern part was the Zulu Kingdom and southern part was briefly a Boer republic called Natalia, from 1839 until 1843. In 1843 the latter became the British Colony of Natal, though Zululand and KwaZulu remained independent until 1879. In 1994, the Natal and KwaZulu were combined to form a province called KwaZulu-Natal in the new democratic dispensation in South Africa. Located in the southeast of the country, KwaZulu-Natal borders three other provinces and the countries of Mozambique, Swaziland, and Lesotho, along with a long shoreline on the Indian Ocean. The capital city of KwaZulu-Natal is Pietermaritzburg and its largest city is Durban [<http://www.zulu.org.za/index.php?geography>, (2010)].

KwaZulu-Natal uses four of the eleven official languages, namely, English, Afrikaans, IsiZulu and Isi Xhosa. This represents the subtotal of the beliefs, accomplishments and behaviour patterns of the group through social learning and transmitted from one generation to another in this diverse province. The subtropical province of KwaZulu-Natal known as the 'banana' province is situated between the eastern seaboard and the Eastern Cape, Free State, Mpumalanga and neighbouring countries like Lesotho, Swaziland and Mozambique. The province was renamed in 1994 by the merger of Natal and KwaZulu, the former Zulu speaking people and originally stems from the Portuguese explorers who landed at Durban on December 25th 1497 [<http://www.guide2kwazulunatal.com>, (2010)]. The diversity of the people and cultures of KwaZulu-Natal is important for tourism development as this forms the

basis of ecotourism and cultural tourism that must be integral in tourism policy and planning in the province.

The discussion contained in this chapter deals mainly with the physical setting and economic profile of KwaZulu-Natal. The intention is to show how the province is currently organised into different tourism destinations with peculiar tourist attractions; and how the economy of the province is being shaped up for future purposes and how tourism will benefit from the future plans. This chapter also shows how tourism development in KwaZulu-Natal does not reflect the population dynamics in the province. This chapter therefore deals with the context in which tourism takes place in KwaZulu-Natal, outlining various aspects of the tourism industry in the province, the economic milieu in which tourism development plans are based, and the tourism related infrastructure that supports tourism development. The intention is to provide a comprehensive picture of the province and the context in which tourism policy, planning, and development and management take place.

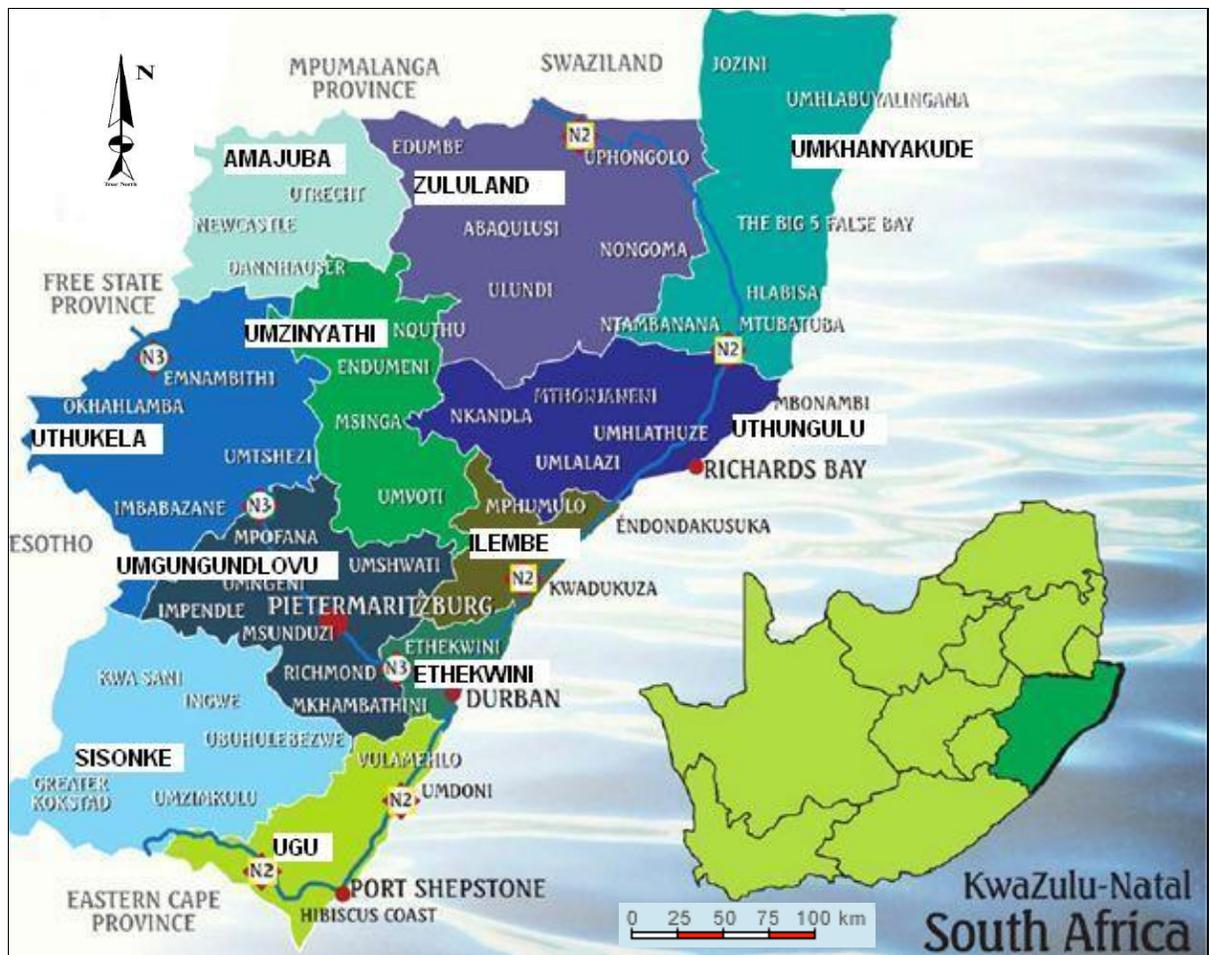
The overarching intention of this chapter is to lay the groundwork to portray how the attributes of KwaZulu-Natal in terms of geographical and political demarcations, the economic profile, and the economic-spatial planning affect tourism development, and therefore the need to develop a strong tourism policy that will ensure that all these attributes are considered in shaping coordinated tourism planning and development in the province.

4.2 PHYSICAL LOCATION OF KWAZULU-NATAL

The description of a study area is important in providing both the geographical context of the study in relation to the conceptual aspects being investigated. In some cases, the definition of a site may begin with a given physical location, and a study area may then follow from the determination of a particular physical, social, or economic impact (Burns & Khan, 2005: 251). The geographical delimitation of this study therefore covers the physical location, demographic aspects, social attributes and economic profile of KwaZulu-Natal.

KwaZulu-Natal is divided into ten (10) district municipalities and one (1) metropolitan area (SADB, 2009) as indicated in Figure 4.1. The municipalities of KwaZulu-Natal are Ugu, Sisonke, UMgungundlovu, Uthukela, Amajuba, UMkhanyakude, UThungulu, Ilembe, Umzinyathi and Ethekwini (Provide Project, 2005:2). The city of Durban, which falls within the Ethekwini municipality is classified as one of the only six Metropolitan Municipalities in South Africa and the only one in KwaZulu-Natal with this status (Provide Project, 2005:2). The political map in Figure 4.1 shows each district municipality of KwaZulu-Natal and the family of local municipalities under the jurisdiction of that district municipality.

FIGURE 4.1: POLITICAL MAP OF KWAZULU-NATAL



Source: Adapted from KZN Top Business (2011)

In the context of this study, the spatial demarcation of the province of KwaZulu-Natal into district and local municipalities has immense implications on institutional frameworks with regard to how tourism policy, planning, development and management take place. The significance of the geographical delimitation of KwaZulu-Natal into political jurisdiction boundaries is crucial in the delivery of tourism services by different spheres of government in line with the constitution of South Africa. The Constitution of the Republic of South Africa (Act 108 of 1996 as adopted on 8 May 1996 and amended on 11 October 1996) stipulates the internal arrangements, proceedings and procedures of provincial legislatures. Section 116. (1) sets out that a provincial legislature may:

- determine and control its internal arrangements, proceedings and procedures; and
- make rules and orders concerning its business, with due regard to representative and participatory democracy, accountability, transparency and public involvement.

Schedule 4 sets out the Functional Areas of Concurrent National and Provincial Legislative Competence. In Part A, the constitution identifies tourism at a Provincial level and in Part B, Local Tourism, as outlined in section 155 (6)(a) and (7). Section 155 (6)(a) and (7) stipulates that each provincial government must establish municipalities in its province in a manner consistent with the legislation enacted in terms of subsections (2) and (3) and, by legislative or other measures, and must:

- provide for the monitoring and support of local government in the province; and
- promote the development of local government capacity to enable municipalities to perform their functions and manage their own affairs.

The National government, subject to section 44, and the provincial governments have the legislative and executive authority to see to the effective performance by municipalities of their functions in respect of matters listed in Schedules 4 and 5, by

regulating the exercise by municipalities of their executive authority referred to in section 156(1). Of relevance to the role of municipalities, it is worth noting that a Member of the Executive Council of a province may assign any power or function that is to be exercised or performed in terms of an Act of Parliament or a provincial Act, to a Municipal Council. An assignment:

- must be in terms of an agreement between the relevant Member of the Executive Council and the Municipal Council;
- must be consistent with the Act in terms of which the relevant power or function is exercised or performed; and
- takes effect upon proclamation by the Premier.

The stipulations by the constitution set the boundaries in terms of what each sphere of government is responsible for in terms of tourism. Tourism policy, planning, development and management in KwaZulu-Natal therefore takes place within the provisions of the constitution and how each sphere of government from provincial government, district to local municipalities perform their respective roles and responsibilities.

4.3 TOURISM DESTINATIONS OF KWAZULU-NATAL

The province of KwaZulu-Natal is divided into eight regional destinations. (KZNTA, 2010), as shown in Figure 4.2. KwaZulu-Natal as a tourist destination uses the “Zulu Kingdom, Exceptional” as a destination brand after the brand alignment process championed by Brand South Africa (KZNTA, 2010) was concluded at a national and provincial level. The eight destinations comprising “The Zulu Kingdom-Exceptional” brand are, South Coast, Durban, Pietermaritzburg, North Coast, Ukhahlamba-Drakensberg, Zululand, Battlefields, and Elephant Coast (KZN-DPT, 2008:14). The brand alignment process is consolidating the eight destinations into a single brand for international marketing purposes and the eight destinations remain for domestic marketing. The brand alignment process has not been finalised to ascertain how the eight destinations will be affected or not (KZNTA, 2010).

The eight tourism destinations of KwaZulu-Natal are divided according to the municipal boundaries and Ugu district municipality is the South Coast, Sisonke is Southern Berg, UMgungundlovu district municipality is Pietermaritzburg and Midlands, Uthukela district municipality is Ukhahlamba Drakensberg, Amajuba and Umzinyathi municipalities constitute The Battlefields, Zululand and UThungulu district municipalities constitute Zululand, Ilembe district municipality constitute the North Coast and UMkhanyakude district municipality covers the Elephant Coast (<http://www.zulu.org>). For the purpose of this study the eight destinations are used to show how tourism is currently shaped in KwaZulu-Natal. The eight destinations are illustrated in Figure 4.2 below.

FIGURE 4.2: DESTINATIONS MAP OF KWAZULU NATAL



Source: KZN DPT (2008)

4.4 DEMOGRAPHIC ATTRIBUTES OF KWAZULU-NATAL

It was estimated in 2005 that there are 9.8 million people living in KwaZulu-Natal, of which 6.0 million were potential workers. Of these potential workers, 2.1 million were employed, 2.9 million were not economically active, and 0.9 million were unemployed (Stats SA-LFS, 2007). According to the National Census of 2001, KwaZulu-Natal is home to 47 million residents which constitutes 21% of South Africa's population (Provide Project, 2005:1). Table 3.3 shows that the African population group is the majority group in South Africa with 79.42% and in KwaZulu-Natal the African population is 83.55% (Provide Project, 2007:6).

TABLE 4.1: POPULATION COMPOSITION

| POPULATION GROUP | SOUTH AFRICA | SHARE | KWAZULU-NATAL | SHARE |
|-------------------------|---------------------|--------------|----------------------|--------------|
| | Number | % | Number | % |
| African | 37,887,594 | 79,42 | 8,180,006 | 83,55 |
| Coloured | 4,223,511 | 8,85 | 242,917 | 2,48 |
| Indian | 1,168,672 | 2,45 | 804,839 | 8,22 |
| White | 4,348,366 | 9,11 | 556,473 | 5,68 |
| Other | 8,764 | 0,11 | 6,395 | 0,07 |
| Total | 47,706,907 | 100 | 9,790,629 | 100 |

Source: Provide Project (2007)

The principal language in KwaZulu-Natal is isiZulu, followed by English and Afrikaans. Remnants of British colonialism and a mix of Zulu, Indian and Afrikaans traditions give the province a rich cultural diversity, which provides another tourism product for the study area [http://www.zulu.org/index.php?history_culture, (2010)].

In the context of this study, tourism development and ownership of tourism enterprises in KwaZulu-Natal should reflect the dynamics of the population and all tourism planning activities should take into cognisance the population dynamics (KZN

Tourism BEE Rollout Plan, 2009). It is expected of the incumbent government and all public entities entrusted with responsibility to plan and coordinate tourism in KwaZulu-Natal to ensure that tourism benefits all the citizenry of the province and that there is equitable geographical spread of tourism development throughout the province (Budget Policy Speech, 2010/2011). However, tourism is still not transformed in KwaZulu-Natal with an unquantified small percentage of tourism businesses belonging to Black emerging enterprises and a large number of businesses still belonging to the White owned well-established businesses.

4.5 WEATHER AND CLIMATE

KwaZulu-Natal, on the eastern side of South Africa, is bordered by the warm Indian Ocean to the east and the high escarpment of the Drakensberg Mountains to the west (South Africa Channel, 2010). The province has a warm, sub-tropical climate, with temperatures moderated by the expanse of the Indian Ocean. Summers are hot and humid averaging 28 degrees, and experience the majority of the annual rainfall, while winters, with average temperatures of 23 degrees, are warm, dry and clear. There is occasional frost in the interior and snow often falls in the higher reaches in winter. Winter sunshine averages almost seven hours a day, which is one of the highest winter temperatures in the country. The climate of KZN is described as all-year-round tourist-friendly sunny temperature. Sea temperatures are also relatively stable, averaging 21 degrees all year, providing possibilities for a diversity of aquatic activities in any season, including diving, fishing, swimming, boating and surfing [<http://www.southafrica.com/kwazulu-natal/climate>, (2010)].

The largest coastal city in the province, Durban, enjoys warmth and sunshine, very occasionally mixed with light, steady rainfall. In Durban the air is heavy with humidity and the subtropical latitude of the city brings with it long, hot summers with rainfall, and very mild winters. Durban boasts an average of 320 days of sunshine a year. Temperatures range from 16° to 25°C in winter. During the summer months, between September and April, temperatures range from 23° to 33°C. January is generally Durban's hottest month, with an average daily temperature of ± 32°C. The

warm Mozambique current flowing along the east coast means wonderfully warm bathing throughout the year, the water seldom falling below 17° C even in the middle of winter. With these conditions, it is no accident that Durban is considered the “holiday city” of KwaZulu-Natal. Further north, conditions become subtropical to an even greater extent, and the estuarine environment of St Lucia and Kosi Bay brings steamy days and balmy nights. Moving inland, the low-lying coastline makes way for the emerald hills of Zululand and Thukela regions, and still further east to the Great Escarpment, as altitudes rise and temperatures drop. In the Drakensberg, the chilly towns of Bergville and Winterton provide a refreshing break from the swelter [<http://www.southafrica.com/kwazulu-natal/climate>, (2010)].

The significance of weather and climate in this study is that KwaZulu-Natal is endowed with good weather and climate attributes, and tourism planners and marketers are expected to leverage on these aspects and reflect them in tourism plans and marketing strategies to position KwaZulu-Natal favourably in comparison to destinations with similar attributes.

4.6 TOPOGRAPHY

KwaZulu-Natal can be described as a province of contrasts. The topography differs from mountains and hills to a coastal plain which broadens considerably to the north and contains important wetlands such as the St Lucia System, Lake Sibayi and the Kosi Bay System. The vegetation varies from alpine veld in the high-lying areas of the Drakensberg on the border with Lesotho to subtropical coastal forests along the Indian Ocean. A very prominent characteristic of this province is the deeply cut parallel valleys and ridges formed by a large number of short, fast-flowing rivers which can be seen as the result of a large variation in altitude over a very short distance: from Mont-aux-Sources (3282 metres), on the border with Lesotho and the Free State, to the sea level altitude, over a distance of just 200 kilometres [<http://www.environment.gov.za/enviro-info/prov/shape/htm>, (2010)].

The topography of KwaZulu-Natal rises from sea level to over 11 000 feet at the Drakensberg Escarpment, the edge of the interior plateau of South Africa and

Lesotho, and the Lebombo Mountains. The slope is not gradual but is characterized by steps of rolling terrain, separated by escarpments. These steps create three geographic zones: a lowland region along the Indian Ocean coast, undulating plains in the central region- known as the midlands, and a mountainous area. The Drakensberg range, which occupies about 7% of the Province, extends for 200 km along the western boundary, reaching heights of more than 3500m. Three major rivers have their source in these mountains, including the Tugela River, the largest river in KwaZulu-Natal, which flows west to east across the centre of the Province. The Tugela drops some 2 000m over the edge of the Mont-aux-Sources Plateau in spectacular style, forming the second highest waterfall in the world [<http://www.kzntopbusiness.co.za/site/kzn-features>, (2010)].

The province has three different geographic areas. The region along the Indian Ocean is extremely narrow in the south, widening in the northern part of the province. The central region is the Natal Midlands, an undulating hilly rising toward the west. Third are the two mountainous areas, the Drakensberg Mountains in the west and the Lebombo Mountains in the north. The Drakensberg range forms a solid wall of basalt rising over 3,000 m (9,800 ft.) near the Lesotho border, whilst the Lebombo Mountains are ancient granite mountains, forming low parallel ranges running southward from Swaziland. The Tugela River flows from west to east across the centre of the province and is regarded as largest river [<http://www.en.wilkepedia/wiki/KwaZulu-Natal>, (2010)].

In the context of this study, it is essential for tourism policy makers, planners and marketers to consider the topographical physical attributes of the province that have endowed KwaZulu-Natal with picturesque natural attractions that differentiate this province from other comparative destinations, especially for the domestic market.

4.7 HISTORY AND CULTURE

The history and culture captured in this section is not a comprehensive presentation of the past events of KwaZulu-Natal but an attempt to show how the past events

have shaped the current tourism routes in the province. As far from the dry chronicling of distant, long-forgotten events as any well-travelled voyager could hope to encounter, the history of KwaZulu-Natal offers a panorama of unforgettable experiences, a living buzz that permeates every quarter of this spectacularly beautiful terrain where the mighty Zulu nation was forged. Preserved for future generations within the youngest World Heritage Site which is Ukhahlamba-Drakensberg, vivid rock paintings highlight the Berg mountain fastness of the province's western boundary, bringing to life the fascinating inner and outer worlds of the truly ancient San people who first enjoyed the bounties of this subtropical paradise. The endless golden Beach of the eastern shoreline, landmark for historic explorer Vasco da Gama and the pirates who once traversed warm Indian Ocean currents with impunity, offers shipwrecks and million-year-old fossil beds to explore, plus the opportunity to re-trace the footprints of marooned mariners who sought refuge in the local environment [http://www.kzn.org.za/index.php?history_culture, (2010)].

The coastal World Heritage Site which is Isimangaliso Wetland Park in the Elephant Coast, further presents the extraordinarily rare chance to encounter living fossils of the deep coelacanths. Admittedly, the odds in favour might not be great, but videotaped documentary evidence of such close-ups with pre- dawn history does in fact exist. To the north lie KwaZulu-Natal's memory-filled and intensely atmospheric Battlefields, scenes of valour and supreme sacrifice where one can stand and reflect at the exact spots where Zulu warrior, Boer guerrilla and British redcoat fell during the epic three-way struggle of the province's formative epoch. The annals of KwaZulu-Natal refer to its southernmost reaches as No-man's Land, today an exquisite wilderness of former frontier territory where the visitor can recall, with great ease, days of clandestine gun-running and contraband smuggling. Linking these compass points is the inimitable Bush, where history was made in wildlife conservation on the African continent leading to our unsurpassable collection of game parks and reserves and where the proud Zulu people rose in unity following the presumed migration of a variety of clans from the Great Lakes in Central Africa [http://www.kzn.org.za/index.php?history_culture, (2010)]

The KwaZulu-Natal multi-cultural society bears witness to the successful Liberation Struggle that captured world headlines for decades, and one can walk in the footsteps of towering figures from Nelson Mandela to Mohandas Gandhi. The Mahatma-to-be left an indelible imprint on the Indian population, who arrived from the subcontinent with an epic history of their own, sustained and nurtured to a flowering that today offers the visitor a vast array of fascinating, insightful experiences [http://www.kzn.org.za/index.php?history_culture, (2010)].

In the context of this study, it is expected of tourism policy developers, planners and marketers in KwaZulu-Natal to consider the nascent Zulu culture in developing tourism plans and marketing strategies that embellish the tourism landscape of KwaZulu-Natal. Tourism authorities in KwaZulu-Natal are expected to devise programmes and projects that will enhance the arts and culture aspects of KwaZulu-Natal, particularly for the foreign market.

4.8 ECONOMIC-SPATIAL PLANNING IN KWAZULU-NATAL

The province of KwaZulu-Natal as a provincial government comprises the district and local municipalities with each sphere of government mandated with certain powers and functions by the Constitution of the Republic of South Africa. The implication of this is that although each sphere of government has its own set of Constitutional mandates and assigned powers and functions, these spheres all share the same geographical or physical space. Although each sphere can plan for development within its portion of the shared space, it has to do so with the interest of the larger good in mind (PSEDS, 2005: 9). In the context of this study, it is imperative that the spatial planning of the province is elucidated so that the different spatial corridors which are economic development nodes of the province are explained in relation to how tourism policy developers and planners in KwaZulu-Natal are expected to align them into tourism policies and plans, not forgetting that the process of implementation must also be taken into consideration.

4.8.1 Provincial Spatial Economic Development Strategy 2006 (PSEDS)

The Provincial Spatial Economic Development Strategy, which has been around for some time, has identified the pillars of the economic development strategy in the province of KwaZulu-Natal (KZN-PG, 2005:7), as the following: (a) Increasing investment in the province; (b) Improving skills and capacity building; (c) Broadening participation in the economy; and Increasing competitiveness.

All the above pillars require government intervention at some level. With regards to tourism, the strategy identifies the primary sectors of tourism to be the potential offered by the beach, cultural and eco-tourism experience. The primary tourism potential within the province is in the beach tourism, cultural tourism, and eco-tourism markets. The areas of national tourism importance within the province are the Southern Zululand and Dolphin Coast, the Elephant Coast and surrounds, the greater Pietermaritzburg and Durban region, and the Drakensberg region. The tourism products of provincial importance are (KZN-PG, 2005: 14):

- Arts and crafts routes in Midlands Meander and Albert Falls Amble
- Durban, south coast and north coast beach tourism linked to cultural tourism in the interior
- Drakensberg region
- Greater St Lucia & surrounding big five reserves
- Zulu Heritage & Cultural Trail
- Battlefields Route

It is important for tourism planners in KwaZulu-Natal to base their plans on the areas of national importance as identified above.

4.8.1.1 Nodes and activity Corridors

Settlement and economic development opportunities should be channeled into activity corridors and nodes that are adjacent to or link the main growth centres. Having considered the strengths, weaknesses, opportunities and threats associated

with the Profile of the Province, the KwaZulu-Natal Cabinet resolved in July 2005 to pursue the concept of corridor development as a stimulus to economic growth in the Province. To this end the Provincial Spatial Economic Development Strategy (PSEDS) endeavours to identify such main growth centres and the related nodes and corridors. It is important to emphasise the difference between transport or logistics corridors and activity or development corridors. Whilst activity or development corridors would naturally be located in close proximity to logistics corridors, not all logistics corridors are appropriate as activity corridors. This is due to the fact that development activity could negatively impact on the transport function of corridor. In addition, the transport logistics function of a route does not necessarily make it appropriate as an activity corridor since there may be limited economic development potential along the corridor (KZN-PG, 2005).

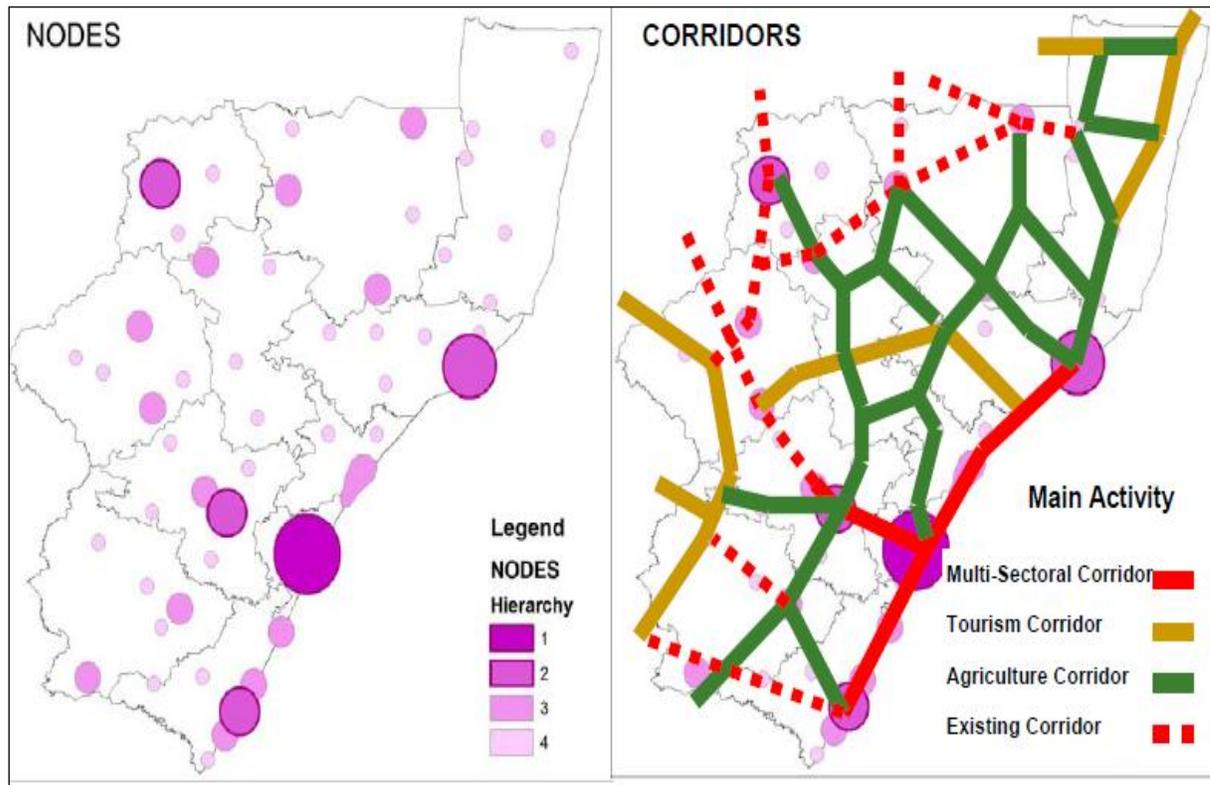
The PSEDS thus does not attempt to identify a functional hierarchy of transport logistics corridors or routes throughout the province. Instead the PSEDS focuses its attention on activity or development corridors. These development corridors are not intended to be the basis for a transport logistics network. It is however essential that the development corridors are adequately served by appropriate transport and logistics infrastructure. From the classification of economic potential and the classification of poverty a matrix of development corridors and nodes has been identified which serves two functions. These functions are (KZN-PG, 2005:19):

- To facilitate the increased growth of existing centres and corridors of economic development in the province; and
- To ensure that the potential for economic development within areas of high poverty is realised.

For this reason the nodes and development corridors include existing well established nodes and corridors, as well as nodes and corridors which currently do not exist or are very weak. The nodes and activity corridors identified are illustrated in Figure 4.3.

In the context of this study, the corridors depicted in Figure 4.3 are pivotal for tourism policy, planning and development. These corridors form important access routes to the eight tourism destinations of KwaZulu-Natal and thus are key to tourism planning.

FIGURE 4.3: ACTIVITY CORRIDORS IN KWAZULU-NATAL



Source: KZN-PG (2005)

The major tourism routes in KwaZulu-Natal have thus been developed in line with the activity corridors. It is however expected, in the context of this study that the tourism policy developers and planners ascertain that all the areas with tourism potential are investigated and planned for, even if they do not fall within these corridors. It however, remains critical for tourism planners to ensure perfect alignment with the PSEDS corridors as much as possible for overall coordinated planning in the province. However, it has recently emerged that the Provincial Spatial Economic Development Strategy (KZN-PG, 2005) is currently being reviewed, with a view of determining the municipal economic drivers. These municipal economic drivers are

expected to serve as a basis for developing the PSEDS implementation plan. It should therefore be remembered that the aim of this investigation has largely been to address the coordination of the implementation of policies and strategies in the study area.

TABLE 4.2: PRIORITY CORRIDORS IN KWAZULU-NATAL

| NO. | CORRIDOR | CLASSIFICATION | CATEGORIES OF POTENTIAL |
|------------|------------------------------------|-----------------------|--------------------------------|
| PC1 | eThekwini – Umhlathuze | Primary Corridor | 1,2,3,4,5 |
| PC2 | eThekwini – Msunduzi – uMngeni | Primary Corridor | 1,2,3,4,5,6 |
| PC3 | eThekwini – Ugu | Primary Corridor | 1,2,4,5,6 |
| SC1 | Umhlathuze –Ulundi – Vryheid | Secondary Corridor | 2,4,5,6 |
| SC2 | Kokstad – Umzimkhulu – Msunduzi | Secondary Corridor | 2,4,5,6 |
| SC3 | Msunduzi – Nkandla – Ulundi | Secondary Corridor | 2,4,5,6 |
| SC4 | Ulundi – Nongoma – Pongola | Secondary Corridor | 2,4,5,6 |
| SC5 | Lebombo SDI – Maputo | Secondary Corridor | 2,5 |
| SC6 | Port Shepstone – St Faiths – Ixopo | Secondary Corridor | 2,5 |
| SC7 | Maphumulo – Ndwedwe – Dube | Secondary Corridor | 2,5 |
| SC8 | Ukhahlamba Corridor | Secondary Corridor | 5 |
| SC9 | Weenen – Nkandla – Eshowe | Secondary Corridor | 2,4,5,6 |
| SC10 | Manguzi – Swaziland | Secondary Corridor | 2,4 |
| SC11 | Makhathini Flats Corridor | Secondary Corridor | 2 |
| SC12 | Greytown – Msinga – Madadeni | Secondary Corridor | 2,4,5,6 |
| SC13 | Nkandla – Nquthu – Vryheid | Secondary Corridor | 2,4,5 |
| SC14 | Mtubatuba- Nongoma | Secondary Corridor | 2,4,5 |

Source: KZN-PG, (2005).

It is important to emphasize that these nodes and corridors do not constitute a logistics network for the province. It is imperative however that these corridors and nodes are supported by an adequate and appropriate network of services including transport, electricity, water, housing, health, education and community safety, amongst others to support tourism development. Further tourism specific planning is required in order to detail projects required to ensure the successful implementation of the PSEDS to benefit the tourism industry.

TABLE 4.3: FIVE PRIORITY CORRIDORS IN KWAZULU-NATAL

| No. | Node | Classification | Main Categories Of Potential |
|-----|----------------|----------------|------------------------------|
| PN1 | eThekweni | Primary Node | 1, 3, 4, 5, 6 |
| SN1 | Richards Bay | Secondary Node | 1, 3, 4, 5, 6 |
| SN2 | Msunduzi | Secondary Node | 1, 3, 4, 5, 6 |
| SN3 | Newcastle | Secondary Node | 1, 2, 4, 5, 6 |
| SN4 | Port Shepstone | Secondary Node | 1, 4, 5, 6 |

Source: KZN-PG, (2005).

The categories of potential in each corridor set out in the National Spatial Development Plan as indicated in Table 4.3 are (KZN-PG, 2005: 20).

- (a) - Production of high value, differentiated goods** not strongly dependent on labour costs, focused on local & global niche markets – i.e. manufacturing
- (b) - Production of labour intensive, mass produced goods** more dependent on labour costs, affordable transport linkages – i.e. agriculture and mining
- (c) - Innovation and experimentation** – research and development
- (d) - Retail and private sector services** – large employer of skilled & semi skilled workers in advanced economies
- (e) - Tourism** – dependant on tourism attractions
- (f) - Public service and administration**

The description of the nodes as provided in the National Spatial Development Plan are as presented in Table 4.3 are as follows (KZN-PG, 2005: 20).

- **Primary Node (PN):** An urban centre with very high existing economic growth and the potential for expansion thereof. Provides service to the national and provincial economy.
- **Secondary Node (SN):** An urban centre with good existing economic development and the potential for growth. Services the regional economy.
- **Tertiary Node (TN):** A centre which should provide service to the sub-regional economy.
- **Quaternary Node (QN):** A centre which should provide service to the localised economy
- **5th level Node (5N):** A centre which provides service to a ward

The development corridors were identified for priority interventions. The corridors identified do not include all existing corridors within the province. Only those corridors which are identified as having the potential for greatly impacting on economic growth and the development of impoverished areas have been prioritised. Those corridors not prioritised still form an important part of the provincial economy and will not be neglected, especially if they have potential for tourism development.

The provincial government is working with municipalities in identifying tourism projects that support economic development in the prioritised corridors. Table 4.3 indicates that all the priority corridors in KwaZulu-Natal have a huge potential for tourism development. The provincial tourism priorities linked to the prioritised corridors are Greater Durban & Pietermaritzburg area; Drakensberg region; Greater St Lucia & surrounding Big Five reserves; South and North coast beach tourism; Zulu Heritage & Cultural Trail; and Battlefields Route. The tourism planners therefore are expected to understand these priority corridors and ensure that tourism is prioritised in the provincial economic development plans of these corridors. The provincial government is expected to facilitate development for tourism projects identified in the priority corridors.

4.9 TOURISM RELATED INFRASTRUCTURE

KwaZulu-Natal has a well-developed infrastructure of roads, railways and telecommunications, plentiful semi-skilled labour, a sophisticated commercial and financial business structure, complemented by a full spectrum of professional services, good access to overseas markets, quality housing, and excellent medical, social and cultural facilities. Modern industrial parks are found throughout the province and standard factory buildings are available, while custom-built factories can be constructed according to specification [<http://www.kzntopbusiness.co.za/site/kzn-infgrustructure>, (2010)].

4.9.1 Transport and Logistics Infrastructure

KwaZulu-Natal offers an established and advanced transport infrastructure and modes of transport to move people, goods and services between the main centres of the province, the country and globally. Categories of transport include rail, road, maritime, pipeline and air. Public company Transnet (a parastatal) is South Africa's main transport operator and is the main holding company for South African National Ports Authority (NPA), South African Ports Operations, Transnet Rail Engineering, Transnet Pipelines, and Transnet Freight Rail [<http://www.transnet.co.za/>, (2010)]

4.9.1.1 *Cruise Tourism Infrastructure*

It is argued that the cruise tourism sector is a highly lucrative one, however largely ignored and left to continue with no support or even understanding on the part of tourism role players. The neglect is regrettable for cruise tourism has been identified as one of the fastest growing sectors of the two of South Africa's largest markets, that is North America and Western Europe (Rogerson & Visser, 2007:22). It is also argued that even if a conservative estimate of a crew on shore is included, the economic impact of one season of the cruise tourism sector brings over R60 million in the province of KwaZulu-Natal (Rogerson & Visser, 2007:23). Cruise tourism in KwaZulu-Natal occurs at the Durban and Richards Bay harbours.

(a) Durban Port

Durban Port is the largest port on the Southern African coast, and is a full service general cargo port. The port of Durban handles the greatest volume of sea-going traffic of any port in southern Africa. Durban is South Africa's premier container facility, as well as the busiest, deep-water bulk and break-bulk port, with the largest capability for handling containerised sea traffic.

The port is modern and well equipped, offering a wide range of goods and passenger handling facilities. These are backed up by a versatile grouping of specialised and general warehouse and materials handling organisations and road, rail, air and pipeline transport systems. Durban Port offers the following facilities: port operational facilities, container terminal, Break-bulk cargo facilities, bulk handling facilities, bulk liquid storage, dedicated refined-sugar terminal, motor vehicle terminal, dry-dock and ship repair facilities, vessel re-victualing, passenger vessel terminal, and yacht basin. Transshipment-warehousing and bond-warehousing are also available. The Port has undergone a R1.34 billion investment programme aimed at upgrading existing facilities, increasing capacity and accommodating the latest mega-container vessels with more projects in the pipeline, including a new dedicated passenger terminal [www.ports.co.za/durban-harbour.php, (2010)].

(b) Richards Bay Port

Richards Bay is South Africa's main bulk cargo port. Richards Bay Port consists of a dry bulk terminal, a multi-purpose terminal and the privately operated coal terminal. Other private operators within the port include several wood chip export berth or one of the normal cargo handling berths depending on the size of the ship. There is a modern marina at the small craft basin. Water sports and recreational facilities are available in the harbour at reserved places. The Richards Bay port also receives cruise liners although no dedicated terminal is available [<http://www.saponet.co.za>, (2010)].

4.9.1.2 Road Network

KwaZulu-Natal has two national double carriageway highways running through the Province. These are the N2, which runs along the coast from South to North, and the N3, which runs from Durban westwards and is the main road link to Johannesburg and Gauteng and other inland areas. The City of Durban has a well-developed freeway system, which links into the national highways. The Western Freeway, which serves as a gateway for all traffic entering the city from the north via the N2 and the south via the N3, is currently undergoing a R110-million upgrade ahead of 2010 - and an 'intelligent transport system' that will re-direct motorists, through the use of electronic sign boards, during peak times or in case of an accident is currently being completed.

Fully recognising the economic importance of a good road infrastructure, the KwaZulu-Natal Department Transport has instituted an on-going, long-term programme to continually upgrade the Province's road network. Major infrastructure projects being undertaken include:

- The African Renaissance Road Upgrading Programme (ARRUP), which includes the upgrading of eight major rural road transport corridors
- The construction of P700 (Ulundi to Hluhluwe/Mfolozi Game Reserve) construction of P577 (Duffs Road to kwaDabeka)
- The rehabilitation/upgrading as well as upgrades of roads in uMzimkhulu.
- Sani Pass
- The roads to support the Dube Trade Port.

(i) Taxis

Minibus taxis are South Africa's cheapest, fastest and most popular form of public transport but are not for the faint-hearted. Currently the South African government is implementing a R 7.7 billion Taxi Recapitalisation Programme to rid the country's roads of unsafe minibus taxis and introduce new and reliable vehicles. Most major cities in KwaZulu-Natal have metered taxi services. They are significantly more

expensive than other means of public transport, but are fast, safe and convenient. Metered taxis are not allowed to travel between cities.

(ii) Car Hire

Major national and international car hire companies have offices both in major city centres and at the larger airports. Vehicles are available in different sizes and classes, and all have accident and theft insurance. Many of the car hire companies are prepared to deliver or fetch vehicles from even distant hotels or lodges on behalf of customers [http://www.sa-venues.com/travel/kzn_carhire.htm, (2010)].

4.9.1.3 Air

A major milestone was achieved on the 1st of May 2010 with the opening and operations of the Dube Trade Port (DTP) and King Shaka International Airport. Meanwhile the King Shaka International Airport has processed more than 4, 5 million passengers since opening and this is projected to grow in the year ahead by 7, 5%. The cargo terminal handled more than 6, 300 tons of cargo up to the end of February 2011 and 4, 550 tons were imports valued in excess of R180 million and 1, 750 tons were exports valued at approximately R60 million. At the same time more than 8, 000 tonnage of domestic baggage was also processed. The cargo terminal received its first full 747 Boeing flight in September 2009, carrying 100 tons of special equipment for ship repairs. The trade zone's warehouse facility is also fully operational and for the first time houses the local airfreight logistics industry under one roof. The overhead conveyor system, one of few such facilities globally, has been commissioned. This is expected to ensure that DTP stays at the leading edge of cargo security and will improve cargo movement between the terminal and the Trade House [<http://www.kzntopbusiness.co.za/site/economic-developmnt>, (2010)].

The King Shaka International Airport links to all major South African cities, as well as a selection of international destinations, catering for both passenger and airfreight needs. The national carrier, South African Airways, and a number of other commercial airlines serve KwaZulu-Natal's smaller cities and larger game reserves, allowing visitors to charter flights. Major towns with good airport facilities are

Pietermaritzburg, Richards Bay and Ulundi. Many other towns have airfields for light aircraft [<http://www.airports.co.za/>, (2010)].

4.9.1.4 Rail

Spoornet and the SA Rail Commuter Corporation (SARCC) control South Africa's rail network. Spoornet provides goods, container services as well as long distance passenger services. Metrorail, a division of Transnet Ltd, is responsible for operating the metropolitan commuter system. Metrorail is contracted to provide this service to the South African Rail Commuter Corporation (SARCC), which owns the rolling stock and most of the infrastructure. The Department of Transport has embarked on a comprehensive recapitalisation programme to improve rail safety and revive rail transport as a viable public-transport alternative.

Over the past few years, the government has contributed some R884 million to the remodelling and refurbishment of rail commuter stations. The private sector provided investment of about R1, 6 billion in more than 120 projects on land and properties adjacent to and surrounding rail commuter stations. The Durban - Gauteng corridor is to have a new high speed rail link to assist with improving rail transports competitiveness with road transport. The high speed train will also be used as a tourist attraction and for sight-seeing between Durban and Johannesburg. Soon commuters on Durban's trains will have new coaches with comfortable seating and improved safety, upgraded stations en route, including a new station in the King's Park precinct, Durban. In addition, secure park areas and riding facilities at key places on the line are also planned for big international events and conferences. The newly launched Shosholoza Meyl will provide an affordable inter-city passenger service between major destinations in South Africa [<http://www.transnet.net>, (2010)].

4.10 REQUIRED TOURISM RELATED SERVICES

The following section provides information on the services that are available in KwaZulu-Natal to service the tourism industry needs.

4.10.1 Electricity

KwaZulu-Natal receives its electricity supply through the national supply grid from Eskom. The municipalities concerned mostly carry out local reticulation in the cities. Despite recent price increases, the cost of electricity in South Africa is still one of the lowest in the world. In South Africa's regulated market electricity prices are set by the National Energy Regulator of SA (Nersa). The percentage of households that use electricity for lighting purposes is 62, 1%. The remainder, particularly in deep rural areas still relies on candles (34, 3%) or gas, paraffin, solar or other (3, 5%) for lighting purposes [<http://www.eskom.co.za>, (2010)].

4.10.2 Renewable Energy

Although the use of firewood and crop residues is extensive in specific rural areas, other more modern forms of renewable energy form a very small part of the energy sector. Technologies in wind generation are new and there is also limited solar energy production in the form of solar water heaters. Other renewable sources include bagasse and municipal waste or biogas, but their use is limited and still on a small- scale basis. The cost efficiency of electricity produced by renewable technologies in relation to the low price of coal-generated electricity presents a challenge for the growth of this sub-sector [<http://www.eskom.co.za>, (2010)].

4.10.3 Water

The Province is relatively water rich compared with the rest of the country. KwaZulu-Natal has good rainfall in most parts of the Province. Many of the major rivers have their source in the Drakensberg Mountains. The urban areas are therefore well serviced with high quality water. South Africa is one of the few countries in the world where the Municipal tap water is perfectly safe to drink. Potable water is not recycled, although supply of recycled water can be negotiated for specific industrial applications in the Durban area. Water supply for urban use is sourced from a network of storage dams strategically located around the Province. The provincial water utility is Umgeni Water. South Africa subscribes to world-class environmental management protocols and local authorities enforce these [<http://www.umgeni.co.za>, (2010)]

4.10.4 Telecommunications

The national government organisation, Telkom, is a supplier of landline telephone and facsimile services. Digital microwave and optical fibre serve as the main transmission media for the inter-primary network, interconnecting all major centres. Telkom offers a range of services and products. Standards are world class and new business or domestic telephones can be promptly installed. A direct dialling service connects all local centres except the more remote districts. Most hotels and businesses offer fax services and/or e-mail facilities. Telecommunication equipment is available both from Telkom and private sector suppliers. Card-and coin-operated public telephones are readily accessible throughout the country. Phone cards to the value of R10, R20, R50, and R200, can be purchased at airports, some shops and at post offices. International dialling and national area codes can be found in all local telephone directories [<http://www.telkom.co.za/>, (2010)].

4.10.5 Cellular Mobile Phones

A system for cellular mobile phones operates in South Africa, thus enabling foreign visitors to use their cell phones. Cell phones can be rented through various outlets and at international airports. Cell phone networks and satellite communications are offered by private sector organisations and each has an extensive range of services available. The introduction of number portability in November 2006 has increased the flexibility of the mobile service industry and this will probably boost competition between the various providers. Number portability gives a customer the opportunity to change a service provider or network without changing the mobile. [[http://www.kzntopbusiness.co.za /site/kzn-infgrustructure](http://www.kzntopbusiness.co.za/site/kzn-infgrustructure), (2010)].

4.10.6 Internet and E-mail

Internet and E-mail service providers are generally good. Technology advancement is an integral part of communications, with the result that new services and products are continually on offer from a variety of service providers. One can find Internet cafés in most towns. Many now offer high-speed ADSL access, there are still many with slow dial-ups. [<http://www.kzntopbusiness.co.za /site/kzn>, (2010)].

4.10.7 Durban Information Communications Technology

Based in Durban South Africa, SmartXchange, an Information Communications Technology (ICT) incubator has been set up in Durban as part of the city's attempt to build a globally competitive ICT industry. Durban has good IT infrastructure, including modern telecommunications and a sub-sea cable connectivity to the Internet. The Province is also boosted by a strong commitment from local government to build a competitive ICT industry. SmartXchange is an example of a successful public private partnership initiative within the Information and Communications Technology industry. The initial focus has been in areas of KwaZulu-Natal province, however, it is anticipated that the model will be replicable to any other part of the country.

4.10.8 Postal Services

The government organisation, South Africa Post Office, is the main postal authority. There are a number of smaller parallel private sector organisations that offer both postal and courier services in the domestic and international markets. Post box addresses are available from local post offices. Mail services are reliable and operate on a hub and spoke distribution system. Money and cheque transfers should be made electronically via the commercial banks, unless payment is to the post office, which is well set up to receive payments for its own services. It also acts as a third party agent for payment of other services such as TV licences, car licences and municipal bills. It is expected of tourism planners in KwaZulu-Natal to be aware of the availability of the services needed to improve the competitiveness of the tourism industry for the province to compete at international level.

4.11 STATE OF THE ECONOMY AND INFLUENCE ON TOURISM

The government and business people of KwaZulu-Natal are committed to building a Province capable of meeting the challenges of the 21st century, which means having a modern and competitive economy. During the past twenty four months, the KwaZulu-Natal provincial government has injected several billions of Rands in the province in projects such as the Moses Mabhida Stadium, the Dube Trade Port, King

Shaka International Airport, Durban Port improvements, the John Ross Highway and various corridor developments. This investment is unprecedented in the history of the province and will strengthen the local economy and stimulate increased investment across the various industrial and commercial sectors [<http://kzntopbusiness.co.za/site/economy>, (2010)].

The tourism industry encompasses many different economic activities under one heading. In terms of economic analysis, the tourism sector is distinctive in that it is not a sector formally classified as such in terms of the Standard Industrial Classifications. In the light of the large contribution made by this industry to the KwaZulu-Natal economy it has been decided to create its own category as an economic indicator when calculating gross domestic product (GDP).

4.12 CONCLUSION

The information provided in this chapter is comprehensive and covers numerous aspects of KwaZulu-Natal as a province. The information is provided in such a comprehensive manner to indicate that there are a number of issues that need to be taken into account by the tourism stakeholders when planning and developing tourism in the province. This chapter has indicated that tourism does not take place in a vacuum and that tourism policy, planning and development takes place in a milieu of social and economic realities. The chapter also showed that most regions in KwaZulu-Natal already have thriving tourism destinations and that the government, private sector and communities need to work together to ensure that tourism in different destinations or municipalities in KwaZulu-Natal is enhanced. It was also highlighted in this chapter that as much as tourism is thriving in many destinations in KwaZulu-Natal, the industry remains untransformed and there is a need to ensure transformation through involvement of the previously disadvantaged communities. The chapter also revealed that there is still a huge potential for tourism development in a number of regions within KwaZulu-Natal and that there is a dire need to coordinate the development of such tourism potential in consultation with a number of stakeholders.

A wide array of tourism related infrastructure was also discussed to indicate the context in which tourism in KwaZulu-Natal is planned and developed. The chapter also indicated a number of tourism related services that are available in KwaZulu-Natal that need to be manipulated to the benefit of the tourism industry. In essence, this chapter has indicated that there is a need for tourism to be aligned to these initiatives as it was indicated that there are many synergies that need to be achieved to ensure tourism benefits from all the spatial planning, infrastructure and services initiatives. Some of these initiatives include funding avenues that need to be fully explored by the tourism practitioners throughout the province to allow communities to tap into the government financial provisions.

CHAPTER 5

RESEARCH METHODOLOGY AND PROCEDURE

5.1 INTRODUCTION

The study of tourism policy and planning is inundated with various theories, concepts, approaches and frameworks that have been drawn from various disciplines. Despite this, and the significant amount of teaching, learning and researching opportunities presented by the field of tourism planning and policy, there remains a need for a coherent collection of empirical work that explores the politics of tourism, and the processes of tourism planning and policy making (Wilson & Kuszewski, 2011:1). Generally, research can be categorised as either experimental or non-experimental research. Depending upon the nature of the investigation, research can further be divided into exploratory, descriptive and explanatory (causal) research (Sirakaya- Turk, 2011:10). Chapter five provides a research design and process on the research strategy and general approach that was adopted in conducting this particular study. The United Nations World Tourism Organisation (UNWTO, 1997:185) describes research as an objective, systematic and logical investigation of a well-defined problem. There are three types of research pertaining to leisure and tourism which can be categorised as follows (Veal, 1992):

- (a) Scientific Research, where specific rules, conventions and routines exist to follow particular reasoning and an understanding of scientific principles is implicit in this approach and theories and theories and concepts may be tested to assess their validity in an abstract or applied manner.
- (b) Social Science, where researchers use the research methods and traditions developed within social sciences to examine issues which often have a human dimension. In this context, the study of people often means that the behaviour, actions, attitudes and their relationships to tourism are studied.

- (c) Applied Research occurs where research is focused on the solution of a specific problem in a planning, management or policy-oriented context of tourism resources and programmes.

This study adopted an applied research approach as it deals with tourism policy, planning, and management at a provincial level. Applied research uses scientific methodology to develop information to help solve an immediate, yet usually persistent, societal problem. The applied research environment is often complex, chaotic, and highly political, with pressures for quick and conclusive answers yet little or no experimental control (Bickman & Rog, 1998: V). The applied research adopted in this study used a two-pronged approach, namely, the qualitative and quantitative research methods.

While the debate between protagonists of qualitative and quantitative research can become somewhat artisan, it is now widely accepted that the two approaches complement one another, thus quantitative research is often based on initial qualitative work (Bryman & Bell, 2003). The study is aimed at solving specific practical tourism institutional frameworks, planning and coordination challenges in achieving outcomes which are expected to lead to better tourism planning and development in KwaZulu-Natal. In terms of Preece (1994) the increase in knowledge may be something entirely new and original or, more commonly, it may consist of checking, testing, expanding and refining ideas, and that there is an implicit assumption that research will discover something new or make an original contribution to the development of new knowledge. In concurring with Preece (1994), this study argues that tourism planning and development has been undertaken for years in KwaZulu-Natal and there is a vast body of knowledge, policies, strategies and coordinating structures that have been developed. It is therefore an earnest supposition, in this study, that the knowledge developed through this applied research will add to the existing body of knowledge and contribute to better tourism planning and development in KwaZulu-Natal. Applied research is commonly associated with private corporations or government agencies charged with the task of addressing specific issues within certain time and resource constraints

(Weaver & Lawton, 2006). Although the research was conducted in private capacity towards a personal qualification, the outcomes, recommendations and a model that was developed in chapter eight will go a long way in assisting the KwaZulu-Natal government and tourism officials to plan and coordinate tourism development in a systematic way that achieves the common good for all tourism stakeholders in the province. According to Weaver & Lawton (2006:381) applied research, like basic research, can also lead to theoretical breakthroughs and the advancement of knowledge if the results are made available to public.

5.2 THE QUALITATIVE AND QUANTITATIVE RESEARCH METHODS

The study used both qualitative and quantitative research methods. The quantitative methods were used to analyse data received through the questionnaires from the communities as these were bulky and all other data was analysed using qualitative methods. The ensuing discussion outlines the pros and cons of qualitative and quantitative research methods as they form the core of methodology used in the study to justify blending of the two methods as they were interchangeably applied in data analysis in chapter seven. Tashakkori & Teddlie (2006:5) assert that pragmatically oriented theorists and researchers now refer to mixed methods, or mixed methodologies or methodological mixes, which contains elements of both quantitative and qualitative approaches.

Uncovering the actual integration of qualitative and quantitative approaches in any particular study is a considerably more complex undertaking than simply classifying a study into a particular category on the basis of a few broad dimensions or characteristics (Maxwell & Loomis, 2003: 256). Therefore, qualitative and quantitative research can be combined at different stages of the research process: formulation of research questions, sampling; data collection and data analysis. Most research does not fit clearly into one category of quantitative or qualitative research, and the best approach often combines features of each (Thomas, 2003:7). The study used both methods and each of them is unpacked below to give context of why

the mixed-method approach was employed in conducting research and how the two methods were blended-in for data collection, analysis and interpretation in this study.

5.2.1 Qualitative Research Methods in Tourism Planning

Research methods used in assessing the state of tourism in KwaZulu-Natal, describe the qualitative research methodology as one of the two core forms of tourism research methodology used in tourism research, namely, qualitative research methods and quantitative research methods (KZNTA, 2008). Qualitative research can be initially defined as a mode of research that does not place its emphasis on statistics or statistical analysis; that is, on the objective measurement and analysis of the data collected (Phillimore & Goodson, 2004). Qualitative research methodology involves collecting data on the meaning of phenomena, whereas quantitative research collects data pertaining to the frequency of occurrence of such phenomena (Bowen, 2002). Qualitative research is rooted in the participant observation approach of ethnologists and the concepts of interactions and phenomenology. Furthermore, three broad theoretical approaches to qualitative research emerged, namely symbolic interactions and phenomenology, ethno methodology and constructivism and psychoanalysis and genetic structuralism (Bowen, 2002). Three additional important qualitative research developments are triangulation, hybridisation and linking qualitative and quantitative research (Flick, 2006).

5.2.1.1 Advantages of qualitative research methods in tourism

In terms of subject matter, qualitative research usually involves a small number of respondents or observations, but considers these in-depth (Weaver & Lawton, 2006). It is for this reason that qualitative research methods are sometimes referred to as 'data enhancers' that allow crucial elements of a problem or phenomenon to be seen more clearly (Ragin, 1994). Qualitative research is suited for situations where little is known about the subject matter, since the associated methodology is intended to gain insight into the phenomenon in question. The qualitative data analysis was therefore used in the study to analyse responses from the smaller samples of

municipalities, Community Tourism Organisations, Development Finance Institutions, Department of Economic Development and Tourism and individual organisations that were involved in the sample. An in-depth analysis of the responses was done to enhance the data collected from these respondents and to provide more insight into the dynamics of tourism policy, planning and management in KwaZulu-Natal.

5.2.1.2 Disadvantages of qualitative research methods in tourism

Many researchers have criticised the qualitative research methodology for lacking objective rigour and validity of a group larger than that which was actually interviewed or observed in various studies (Bird & McCormick, 1992; Steckler, *et al.*, 1992; Page, 1995; Bryman, 2006; Veal, 2006; Weaver & Lawton, 2006;). This criticism, however, is best directed towards the careless execution of qualitative methodology itself, which can be extremely rigorous and challenging in its assumptions and applications.

One of the core weaknesses of qualitative research is that it is often based on data collected from small samples or case studies. It is thus dangerous to generalise on the basis of such data. The dangers of generalising on the basis of a particular case study are also stressed by Aung *et.al*, (2001) and McKercher (2002), that this kind of methodology is subjective or imposes personal interpretations on the data collected. In addition, in the case of participant observation, the presence of a researcher amongst a group may lead to that group behaving in an abnormal manner.

The KwaZulu-Natal Tourism Authority (KZNTA, 2008) maintains that qualitative researchers also require special training to ensure that they not impose personal views on a respondent, are not leading in the questions posed, and are able to deal with group dynamics when conducting group discussions, particularly when dealing with very assertive individuals who tend to impose their views on a group, and encouraging more introverted participants to join a discussion. This is particularly the case with psychoanalysis and social scientists, who use this technique and need years of training in the field of clinical psychology. The KwaZulu-Natal Tourism Authority (KZNTA, 2008:3) also maintains that before the researcher is allowed to

conduct focus group discussions or in-depth interviews should undergo training, for example, the Human Sciences Research Council (HSRC) in South Africa requires that a researcher undergoes practical training from specialists in the field. The programme lasts more than six months and involves a series of simulated exercises in the use of such techniques. Due to the intensive nature of qualitative research it often involves a lengthy process to collect and analyse such data.

5.2.2 Quantitative Research Methods in Tourism

Quantitative research relies on the collection of statistics that are then analysed through a variety of statistical techniques. Numerous quantitative research methods are used in the field of tourism studies (Weaver & Lawton, 2006). Because it often involves a very rigorous process of hypothesis formulation, detached observation, data collection, data analysis and acceptance or rejection of the hypotheses, quantitative research is regarded as the very core of the scientific research method. This paradigm has always been at the heart of the natural sciences, but has only recently become more prevalent in tourism studies, in association with the emergence of the knowledge-based platform. It claims to 'reliably' reflect the 'real world' through its rigorous procedures and the ability to extrapolate its results to a wider population. The quantitative research was used in this study to analyse data collected from the communities throughout KwaZulu-Natal as this was a large sample of community respondents.

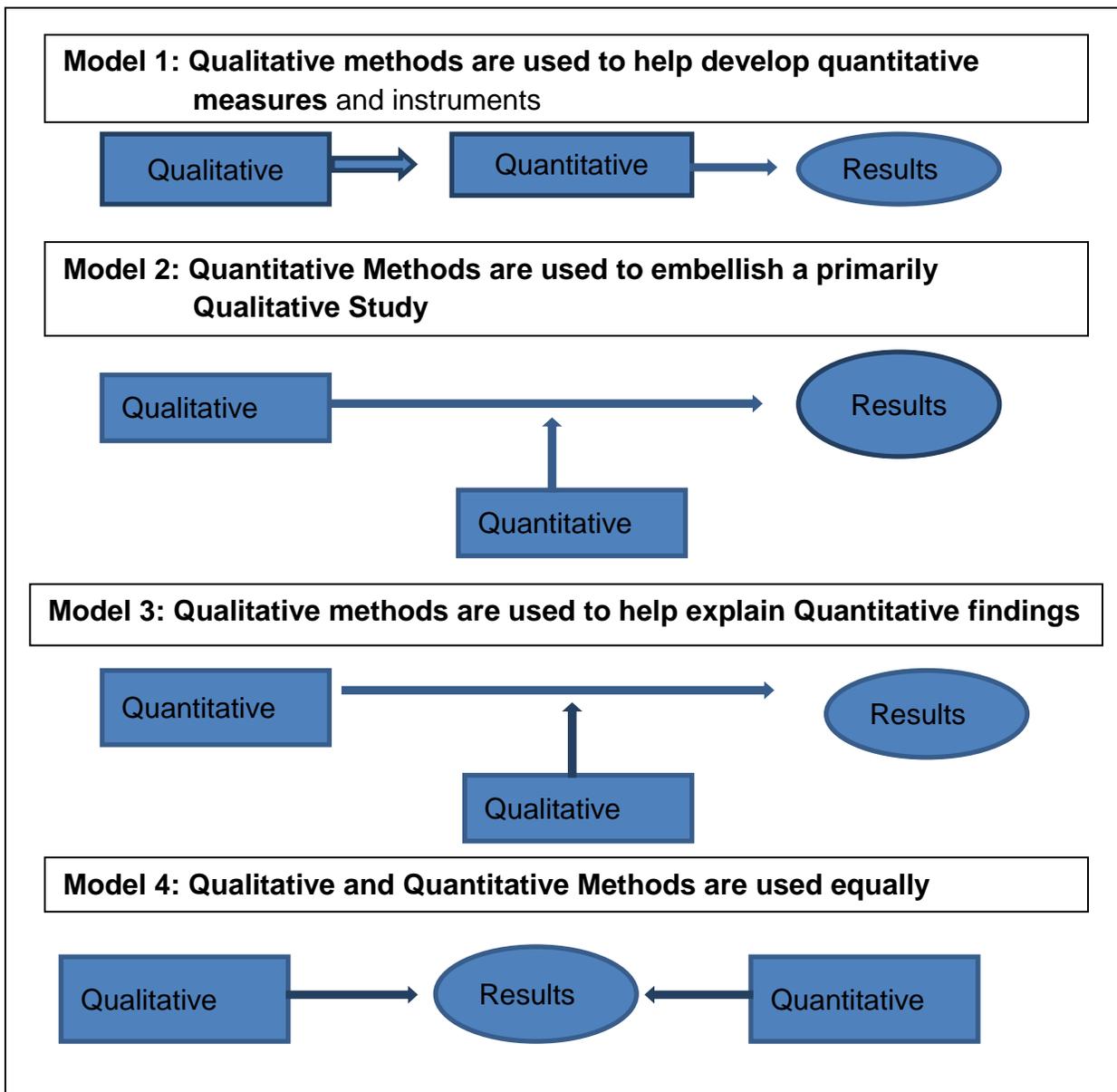
5.2.2.1 *Disadvantages of quantitative research*

Quantitative research methods are 'data condensers' that yield a relatively small amount of information about a large number of respondents or observations (Ragin, 1994). The main disadvantages of quantitative research are that issues are only measured if they are known prior to the beginning of the survey and therefore have been incorporated in the questionnaire (Nykiel, 2007:56). It is also not always easy to collect data on a certain process; and even if it is possible to collect data, the numbers might not tell the whole story (Tarantino, 2008:217).

5.3 RATIONALE FOR USING QUALITATIVE AND QUANTITATIVE RESEARCH METHODS IN THE STUDY

The combination of mixed models of qualitative and quantitative methods as adopted in this study is illustrated in Table 5.1, which indicate how combining the two approaches was carefully considered in data analysis and interpretation.

FIGURE 5.1: MIXED MODELS OF RESEARCH TECHNIQUES



Source: Adapted from Steckler, *et al* (1992)

Both the qualitative and quantitative research methods were carefully considered and applied in the study as they have their merits and demerits. The merits of both techniques were employed in the study and their usefulness was maximised whilst the demerits were carefully monitored to not jeopardise the study. In support of the usage of mixed approach, various authors concur that the two research methodology approaches are complementary, and in the context of this study this was helpful in arriving to credible findings that are all encompassing having subjected the investigations to rigorous dual methodological research as espoused by a number of authors (Caracelli & Greene, 1997; Maxwell & Loomis, 2003; Tashakkori & Teddlie, 2003).

The dual research methodology was therefore used with the researcher fully aware of circumstances under which qualitative or quantitative method was appropriate in the study. In terms of mixed models presented in Figure 5.1, Model 3 whereby qualitative methods are used to explain quantitative findings was adopted. Most aspects of the research followed an approach (Model 2) in which quantitative data was qualitatively embellished to give full analysis and interpretation of findings. The questionnaires were structured such that they achieved synergy in data collection and interpretation for both methods. In practice, most questionnaires employed a mixture of open-ended and closed-ended items; these are called mixed questionnaires (Johnson & Christensen, 2011). It must be noted that questionnaires actually fall on a continuum with qualitative and quantitative as end points and mixed in the middle (Johnson & Christensen, 2011).

5.4 RESEARCH DESIGN

The study used an organised stratified random sampling method. Compared with simple random sampling, stratified sampling has its several great advantages, such as the fewer number of samples, higher sampling precision and the lower cost and it is the effective way of large-scale-statistical sampling surveys (Li *et al*, 2010: 683). The sampling method was appropriate for this study since a number of diverse organisations and institutions responsible for tourism planning and management

were targeted for their inputs and, for deriving their perspectives on planning, coordination and development of tourism in KwaZulu-Natal.

5.4.1 Research sample design, sampling and sample size

The research sample size was calculated using the Research Advisors Requires Sample Size Calculation (Research Advisors, 2006). The research sample for the study is taken from the population of KwaZulu-Natal which has a total population of nine million nine hundred and twenty four thousand (9 924 000 million) drawn from the 2001 census, Statistics South Africa (SSA, 2001). Polit *et al.* (2001:233) defines population as the entire aggregation of cases that meet a specified set of criteria. Polit *et al.* (2001:234) further assert that sampling involves selecting a group of people, events, behaviours or other elements with which to conduct a study. In addition, Burns & Grove (2001:366) describe sampling criteria as the characteristics essential for membership in the target population. According to Polit *et al.* (2001:325) the sampling criteria are developed from the research problem, the purpose of the study, the conceptual and operational definitions of the study variables and design. The sample design and sample size of this study was derived from a careful consideration of characteristics of organisations that needed to be members of the sample. The sample design was also informed by the operational and conceptual definitions of the study as discussed in chapter one. The vast literature review also provided a direction of which organisations to involve in the sample.

The total sample size of this research study was one thousand three hundred and twenty (1320) respondents, which was calculated from a KwaZulu-Natal population of 9 924 000 million with a confidence level of ninety nine percent (99%) with a margin of error or degree of confidence of three and a half percent (3.5%). The same sample 1320 respondents was distributed into eleven (11) district municipalities of KwZulu-Natal, where each municipality was expected to provide 120 respondents. The estimated sample size of 1320 was found to be sufficiently near the quotient of 1354 which was calculated using the sample size determining formula provided by

the Research Advisors (2006), accessible on line. The sample size of 1320 was acceptable given the level of confidence of 99% (Research Advisors, 2006).

One hundred and twenty (120) questionnaires were distributed to each district municipality, anticipating that there would be some non-returns in some places. A substantial number of questionnaires totalling eight hundred and ninety (890) were returned by community respondents. In addition, another total of sixty six (66) professional or stakeholder respondents were returned from various municipalities. It must be noted that in all situations responses were fewer than 120 for each district municipality for both categories. The distribution of the sample from the community and stakeholders is presented in Table 5.1 and provides a comprehensive picture of how the sample of respondents was distributed in the study area.

TABLE 5.1: SAMPLE DISTRIBUTION FOR THE COMMUNITY AND STAKEHOLDERS

| DISTRICT MUNICIPALITY | QUESTIONNAIRES DISTRIBUTED | QUESTIONNAIRES RETURNED | | PERCENTAGE OF QUESTIONNAIRES RETURNED |
|-----------------------|----------------------------|-------------------------|-------------|---------------------------------------|
| | | Community | Stakeholder | |
| Amajuba | 120 | 50 | 05 | 4.2% |
| Ethekwini | 120 | 100 | 06 | 8.0% |
| Ilembe | 120 | 36 | 05 | 3.1% |
| Sisonke | 120 | 36 | 05 | 3.1% |
| Ugu | 120 | 107 | 06 | 8.6% |
| UMgungu-ndlovu | 120 | 71 | 08 | 6.0% |
| UMkhanyakude | 120 | 107 | 09 | 8.6% |
| Umzinyathi | 120 | 116 | 07 | 9.3% |
| Uthukela | 120 | 89 | 05 | 7.1% |
| UThungulu | 120 | 62 | 05 | 5.0% |
| Zululand | 120 | 116 | 05 | 9.2% |
| TOTAL | 1320 | 890 | 66 | 72.0% |

As shown in Table 5.1, the sample of community respondents and tourism stakeholder respondents, responsible either for tourism policy formulation, planning or development were shown as a total 956 respondents (890+66). These 956 respondents are equivalent to a 72.4% response rate, which is relatively high for the statistical response value. The sample of tourism stakeholders incorporated provincial government officials, public entity officials responsible for tourism, research, as well as chairpersons of Community Tourism Organisations, officials of municipal development agencies and members of the tourism coordinating structures. Table 5.2 shows the distribution of tourism stakeholders included separately in the main sample.

TABLE 5.2: THE SAMPLE CATEGORY OF TOURISM STAKEHOLDERS

| SAMPLE | DESCRIPTION | NUMBER INTERVIEWED |
|---------------------------------------|--|---------------------------|
| Public Sector | Provincial Department | 10 |
| | Municipalities | 20 |
| Public Entities | Tourism KwaZulu-Natal | 02 |
| Community Tourism Organisations (CTO) | Municipality endorsed CTOs | 08 |
| Development Agencies | Municipal agencies | 03 |
| Tourism Coordinating Structures | Coordinating structures established by the province as per WPDPTKZN (1996) | 20 |
| Development Finance Institutions | Public funded and commercial banks responsible for financing tourism | 03 |
| TOTAL | | 66 |

The tourism stakeholders in this study were carefully selected according to the role they play in the tourism industry within KwaZulu-Natal. These stakeholders are part of the institutional framework that is responsible for tourism policy, planning, development, financing and management within the study area. Interviewing each of the targeted tourism stakeholders provided valuable insights and perspectives on

how the tourism industry is shaped in KwaZulu-Natal. A comprehensive analysis of these stakeholders is given below to provide more insight into each of them.

5.4.1.1 Public Sector

The public sector included the KwaZulu-Natal Department of Economic Development and Tourism, and eleven district municipalities. The stratified random sampling method was used for the public sector given the vast number of municipalities and expansive distances between them. The sample targeted the head of department for the provincial Department of Economic Development and Tourism, Deputy-Director Generals, General Managers as well as tourism managers from district municipalities. This process ensured that data collected represented high profile decision-makers and future strategic thrusts governing planning, coordination, management and development of tourism in KwaZulu-Natal with regard to the tourism plans already in the pipeline for the province of KwaZulu-Natal.

5.4.1.2 Public entities

There is a myriad of public entities dealing with different aspects of tourism in the province of KwaZulu-Natal. Some of the public entities are agencies of the Department of Economic Development and Tourism in the province whilst others are entities from provincial departments supporting certain aspects of tourism, and others are national departments' agencies advancing the national agenda of tourism development in South Africa. KwaZulu-Natal Tourism Authority trading as Tourism KwaZulu-Natal was targeted in the study as it is the public entity of the Department of Economic Development and Tourism mandated by legislation to deal with tourism development and marketing in the province of KwaZulu-Natal (KwaZulu-Natal Tourism Act, 1996). In addition, some Tourism Municipal Agencies were also used.

5.4.1.3 Community Tourism Organisations

There are fifteen (15) Community Tourism Organisations (CTOs) registered with the Department of Economic Development and Tourism in the province of KwaZulu-Natal which are fully endorsed by their municipalities (DEDT, 2010c). The CTOs were targeted to investigate the extent to which tourism at a community level is coordinated and what challenges are experienced at a community level. The CTOs

were also involved in the sample to solicit information on how the private sector is involved in tourism policy development and planning in KwaZulu-Natal and how the prevailing tourism policies affect the tourism industry on the ground. The community tourism organisations were represented by recognised tourism associations at a municipality level. A sample of eight (8) CTOs was selected throughout the province of KwaZulu-Natal.

5.4.1.4 *Development Agencies*

Some municipalities in KwaZulu-Natal have established Development Agencies to develop, amongst other things, tourism within the jurisdiction of their respective municipalities. The Chief Executive Officers of the Development Agencies and senior tourism officials of the development agencies were interviewed to ascertain to what level their tourism development plans and activities are aligned to the provincial plans and how these address the general enhancement and competitiveness of tourism in KwaZulu-Natal to make the province a preferred tourist destination.

5.4.1.5 *Tourism Coordinating Structures*

The province of KwaZulu-Natal has a number of legislated tourism coordinating structures enshrined in the policy on Development and Promotion of Tourism in KwaZulu-Natal (2008). The targeted coordinating structures included the Provincial Tourism Committee (PTC) chaired by the MEC for Economic Development and Tourism in KwaZulu-Natal, the Provincial Tourism Forum (PTF) chaired by the Chief Executive Officer of the provincial Destination Management Organisation, Tourism KwaZulu-Natal; five District Tourism Forums (DTFs) chaired by the District Mayors; three Local Tourism Forums (LTFs) chaired by Local Municipality Mayors. A total of twenty (20) members of the tourism coordinating structures, both at a provincial and municipal level were interviewed to ascertain the composition, relevance and effectiveness of the existing tourism coordination structures in KwaZulu-Natal.

5.4.1.6 *Development Finance Institutions (DFIs)*

There are various Development Finance institutions based in KwaZulu-Natal that provide development finance to the tourism industry. Ithala Development Finance

Corporation which is an entity of the Department of Economic Development and Tourism was interviewed to ascertain to what extent this organisation funds tourism related enterprises and to solicit information on challenges experienced in funding the tourism industry. The Independent Development Corporation (IDC) was interviewed as a national development finance institution to ascertain how the prevailing legislation in KwaZulu-Natal provides an enabling environment for tourism funding and the tourism industry to flourish. The Tourism Enterprise Partnership (TEP) which is a national institution with offices in KwaZulu-Natal, was also interviewed to establish to what extent is this institution funding the tourism industry in KwaZulu-Natal, and to find out if there are inherent challenges caused by the tourism policy and legislations of KwaZulu-Natal in providing finance to the tourism industry in the province.

5.5 DATA COLLECTION

Two methods of data collection were used in this study, namely, the Delphi Technique and questionnaires. The data collection methods selected were used to ensure all the relevant sources of data, according to their expert knowledge and functionality, were involved in the study and the perspectives from a wide array of tourism stakeholders in KwaZulu-Natal were investigated.

5.5.1 The Delphi Technique

The study employed a Delphi Survey Technique in collecting and analysing data from the public sector and tourism coordinating structures as most members of the coordinating structures come from the provincial government and municipalities who serve in one or more of these coordinating structures. The aim of using the Delphi Survey Technique was to arrive at a common understanding of the issues pertaining to tourism planning, development and management in KwaZulu-Natal. The Delphi technique is a systematic method of collecting opinions from a group of experts through a series of questionnaires, in which feedback on the group's opinion distribution is provided between question rounds while preserving the anonymity of

the respondent's responses (Masser & Foley, 1987: 217). The Delphi Method is based on a structured process for collecting and synthesising knowledge from a group of experts by means of a series of questionnaires accompanied by controlled opinion feedback (Adler & Ziglio, 1996). The questionnaires are presented in the form of an anonymous and iterative consultation procedure by means of surveys which can either be postal and/or e-mail. In this study, the questionnaires to organisations included in the sample for Delphi Survey Technique, were distributed through e-mails as this method was convenient for all the participants given their busy schedule in their daily activities.

5.5.1.1 Rationale for using the Delphi Survey Technique in the study

Using the Delphi Technique to achieve consensus minimises the impact of personalities on thinking of individuals, decision-making, and responding because of the anonymity of its participants (Stitt-Gohdes & Crews, 2004; Haltinner, 2008). Opting for the Delphi Technique also offers researchers an opportunity to elicit subject responses without traditional places and time barriers. In addition, role, power and relationships dynamics along with verbal communication constraints that might sway respondent feedback are minimised or eliminated. The technique also has the power to facilitate thoughtfully reasoned and potentially more authentic responses (Haltinner 2008:52).

The Delphi technique is a widely used and accepted method for gathering data from respondents within their domain of expertise (Hsu & Sandford, 2007:1). The sample of respondents that formed the panel of experts in this study comprised directors and managers of tourism at a municipal level; the manager, deputy manager, assistant managers and senior tourism practitioners at a provincial level. This study as an applied research pursued to gather data on coordination tourism planning, development and management of tourism in KwaZulu-Natal, thus the Delphi Technique is justified as it achieved a common understanding among all role players from different organisations in the province.

The Delphi process has been used in various fields of study such as programme planning, needs assessment, policy determination, and

resource utilization to develop a full range of alternatives, explore or expose underlying assumptions, as well as correlate judgments on a topic spanning a wide range of disciplines. The Delphi technique is well suited as a method for consensus-building by using a series of questionnaires delivered using multiple iterations to collect data from a panel of selected subjects (Hsu & Sandford, 2007: 1).

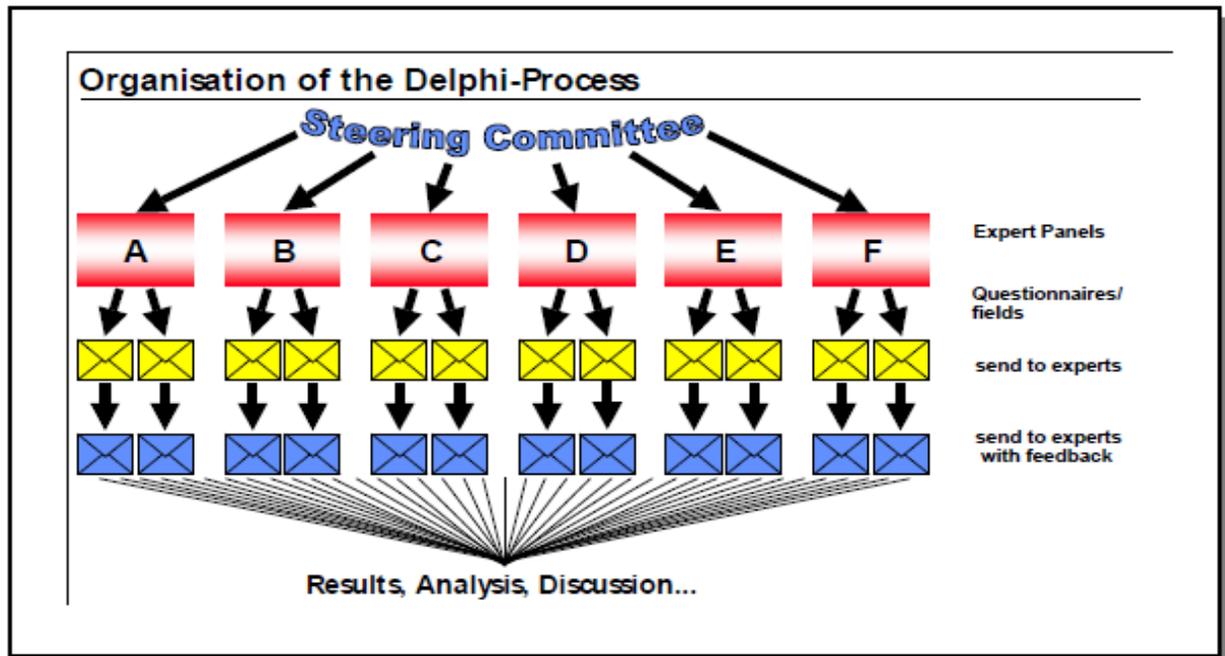
This study therefore, looked at the perspectives on institutional frameworks, planning, coordination and development of tourism in KwaZulu-Natal. There are various organisations and institutions currently performing the tourism planning, coordination and development functions in KwaZulu-Natal, both in the public and private sector. The study therefore wanted to arrive at a common understanding with a buy-in among all role-players in the tourism industry within the province of KwaZulu-Natal to achieve a coordinated tourism planning and development approach. The Delphi Technique was useful in establishing perceptions of tourism stakeholders towards the effectiveness of existing policies, institutional frameworks and their implementation in achieving co-ordinated tourism development in the study area.

5.5.1.2 *The Delphi Process*

Theoretically, the Delphi process can be continuously repeated until consensus is determined to have been achieved. Iterations refer to the feedback process from the participants (Ludwig, 1994). However, Cyphert & Gant (1971), Brooks (1979), Ludwig (1994, 1997), and Custer *et al*, (1999) point out that three iterations, in other words stages or steps of communication with the research group, are often sufficient to collect the needed information and to reach a consensus in most cases. What is therefore, described below, are some characteristics of the steps that may have to be followed.

According to Cuhls *et al* (2002:99) the first step is to find a steering committee, if you need one, and a management team with sufficient capacities for the process. Then expert panels formulate the statements are helpful unless it is decided to let that be done by the management team.

FIGURE 5.2: ORGANISATION OF A DELPHI SURVEY



Source: Cuhls *et al* (2002).

The whole procedure had to be fixed in advance, such as do you need panel meetings or do the teams work virtually? or is the questionnaire an electronic or a paper one?. This means, that logistics, from Internet programming to typing the results from the paper versions, have to be organised. Will there be follow-up workshops, interviews, presentations? If yes, these also have to be organised and prepared. Printing of brochures, leaflets, questionnaire, reports have also to be considered. The last organisational point is the interface with the financing organisation if this is different from the management team.

The study used electronic questionnaires as these were deemed user-friendly to the panel of experts selected by the researcher. The steering committee, as suggested in Figure 5.2, was foregone as the questionnaires were drafted by the researcher. The follow up to gather clarity on certain consensus issues was done telephonically with individual members to solicit clarity on particular issues.

The following discussion, however, provides guidelines for up to four iterations in order to assist researchers who decide to use the Delphi process as a data collection technique when it is determined that additional iterations beyond three are needed or valuable.

(i) Round 1

In the first round, the Delphi process traditionally begins with an open-ended questionnaire. The open-ended questionnaire serves as the cornerstone of soliciting specific information about a content area from the Delphi subjects (Custer, *et al*, 1999). After receiving subjects' responses, investigators need to convert the collected information into a well-structured questionnaire. This questionnaire is used as the survey instrument for the second round of data collection. It should be noted that it is both an acceptable and a common modification of the Delphi process format to use a structured questionnaire in Round 1 that is based upon an extensive review of the literature. Weaver (1971) noted that the use of a modified Delphi process is appropriate if basic information concerning the target issue is available and usable. The study used a structured questionnaire from round one to save time and get maximum participation from the respondents.

(ii) Round 2

In the second round, each Delphi participant receives a second questionnaire and is asked to review the items summarized by the investigators based on the information provided in the first round. Accordingly, Delphi panellists may be required to rate or rank-order items to establish preliminary priorities among items. As a result of round two, areas of disagreement and agreement are identified (Ludwig, 1994). In some cases, Delphi panellists are asked to state the rationale concerning rating priorities among variables. In this round, consensus begins forming and the actual outcomes can be presented among the participants' responses (Jacobs, 1996).

(iii) Round 3

In the third round, each Delphi panellist receives a questionnaire that includes the items and ratings summarized by the investigators in the previous round and are

asked to revise his/her judgments or to specify the reasons for remaining outside the consensus (Pfeiffer, 1968). This round gives Delphi panellists an opportunity to make further clarifications of both the information and their judgments of the relative importance of the items. However, compared to the previous round, only a slight increase in the degree of consensus can be expected (Weaver, 1971; Dalkey & Rourke, 1972; Anglin, 1991; Jacobs, 1996).

(iv) Round 4:

In the fourth and often final round, the list of remaining items, their ratings, minority opinions, and items achieving consensus are distributed to the panellists. This round provides a final opportunity for participants to revise their judgments. It should be remembered that the number of Delphi iterations depends largely on the degree of consensus sought by the investigators and can vary from three to five (Delbecq *et al*, 1975; Ludwig, 1994).

In the context of this study the Delphi Technique was modified to include a series of only two rounds. The option to modify the technique to include only two rounds is a decision that was taken having realised that the panellists selected for the study are busy individuals who can not be immersed in a lengthy Delphi technique process that involves a number of interviews. The decision was influenced by having to interview government officials such as the head of department and deputy-director generals, and the chief executive officers of the municipal development agencies. In adopting this adjustment, intensity of questioning was increased so as not to compromise the effectiveness of the Delphi method.

The first round involved distribution of a structured questionnaire that was developed using information from literature review to contextualise the issues for the panellists. When the questionnaires were returned, the researcher looked at all of them and identified issues whereby there was no common opinions. The researcher then had follow up questions telephonically with the panellists that had different views from most members to establish consensus on the variables in the questionnaire to establish every participant's point of view and the position of the whole group.

5.5.2 Instrumentation

The instrumentation used to collect data in the study was a set of questionnaires to various targeted respondents. One set of questionnaires was designed to be administered to the members of community. The questionnaires had close-ended questions with one open-ended question. The questions contained in the questionnaires to communities solicited categories of information on the demographic attributes of the respondents to establish their profile with regard to their understanding of tourism policy, planning and development in KwaZulu-Natal; analysis of tourism strategies and legislation affecting tourism in KwaZulu-Natal, relevance, composition, effectiveness and operations of tourism coordinating structures in KwaZulu-Natal and policy formulation, efficacy and involvement of stakeholders.

In addition to the information solicited from the local communities, a questionnaire to the municipalities requested organisational information including the rank and portfolio of respondents to ascertain their level of influence and involvement in tourism policy formulation, planning and development at a district municipality level. Questionnaire soliciting similar categories of information were distributed the

Another questionnaire was developed for the survey panellists who were involved in the Delphi survey as discussed in subsection 5.5.1.2 above. The questionnaire for the Delphi survey also solicited information on the involvement of different institutions in policy formulation and planning; interpretation and understanding of tourism policy, planning and development, analysis of tourism strategies and legislation affecting tourism; the challenges caused by the tourism policy and legislation; alignment of policies and strategies at a provincial and local level, and implementation of tourism policies in KwaZulu-Natal and how these have affected a coordinated tourism development approach in the province.

The questionnaires to communities were presented in both English and isiZulu languages to ensure that all potential respondents understand the contents of the questionnaire and are comfortable in providing their responses in the language of their choice. The two languages used in questionnaires were therefore meant to facilitate maximum extraction of responses from all targeted respondents.

The questionnaires were administered on person-to-person basis as the researcher had seven research assistants who were involved in distributing and administering the questionnaires to potential respondents. The seven research assistants were only involved in the distribution of questionnaires and there were seven of them as the province of KwaZulu-Natal is expansive and local assistants were useful in traversing remote areas in each district municipality. Other research assistants handled more than one district municipality. The research assistants were trained on the language and contents of the questionnaire before they administered it to respondents.

5.5.3 Pilot Study

A pilot study was conducted before a full-blown research was conducted. The pilot study is used widely in social sciences research and can refer to so-called feasibility studies which are small scale versions or trial runs in preparation for the major study (Polit *et al*, 2001:467). A pilot study can also be used as the pre-testing or trying out of a particular research instrument (Baker, 1994:182). One of the advantages of conducting a pilot study is that it might give advance warning about where the main research project could fail, where research protocols may not be followed, or whether proposed methods or instruments are inappropriate or too complicated (Van Teijlingen & Hundley, 2001:1). According to Van Teijlingen & Hundley (2001:1) the pilot studies are conducted for a range of reasons as outlined below:

- Developing and testing adequacy of research instruments,
- Assessing the feasibility of a full-scale study or survey,
- Designing a research protocol,

- Assessing whether the research protocol is realistic and workable,
- Establishing whether the sampling frame and technique are effective,
- Assessing the likely success of proposed recruitment approaches,
- Identifying logistical problems which might occur using proposed methods,
- Estimating variability in outcomes to help determining sample size,
- Collecting preliminary data,
- Determining what resources, whether financial or staff, are needed for a planned study,
- Assessing the proposed data analysis techniques to uncover potential problems,
- Developing a research question and research plan,
- Training a researcher in as many elements of the research process as possible,
- Convincing funding bodies that the research team is competent and knowledgeable,
- Convincing funding bodies that the main study is feasible and worth funding, and
- Convincing other stakeholders that the main study is worth supporting.

During the process of conducting this study, the pilot study was expedient in a number of ways to shape the main study and provide insight into some loopholes that might have jeopardised proper execution of the study as outlined below.

5.5.3.1 *Determining the Sample Design*

The pilot study proved that the initial sample that was presented during the research proposal was too ambitious. A total of twenty questionnaires were distributed to the communities and a total of ten were distributed to the private sector stakeholders. The research proposal indicated that the study was going to include the sample of private sector institutions such as Federated Hospitality Association of Southern Africa (FEDHASA), Southern African Association for the Conference Industry (SACCI), Southern African Tourism Services Association (SATSA) and Tourism

Business Council of South Africa (TBCSA). The pilot study indicated that these private sector institutions were too many and it was not feasible to interview all of them in the study. The private sector was then only represented by the Community Tourism Associations (CTOs) as it was discovered during the pilot study that members of the CTOs are also affiliates of the major private sector institutions that were replaced in the sample. Another challenge that was experienced with the private sector institutions is that although some of them have branches in KwaZulu-Natal, they are centrally organised and controlled at a national level and it was deemed infeasible to get hold of all the chairpersons or chief executive officers of these institutions.

The pilot study also proposed that all public entities that deal with tourism in the province be interviewed. The public entities included Ezemvelo KZN Wildlife, KwaZulu-Natal Sharks Board, Tourism KwaZulu-Natal and Trade and Investment KwaZulu-Natal. The pilot study indicated that as much as these public entities somehow deal with tourism in KwaZulu-Natal, the major public entity that is mandated by law to deal with tourism in KwaZulu-Natal is Tourism KwaZulu-Natal. It was discovered that Tourism KwaZulu-Natal works closely with all other public entities in coordinating their tourism related activities. Tourism KwaZulu-Natal was eventually the only public entity included in the sample.

5.5.3.2 *Modification of Instrumentation and data collection*

The instrumentation used in the study is the questionnaire. The initial questionnaire had closed and open-ended questions and did not include a Likert Scale to gather information on the degree of agreement or disagreement to ascertain tourism perspectives on policy, planning, coordination, development and management in KwaZulu-Natal. The questionnaire was modified to include the Likert Scale so that the degree of opinions from various tourism stakeholders in area could be ascertained.

The study covered the whole of KwaZulu-Natal and questionnaires had to be distributed in eleven district municipalities, including communities who reside within

Ethekwini municipality. The pilot study indicated that it was going to be difficult for the researcher to distribute questionnaires in all the places within the study area. Seven research assistants were then recruited to assist with distribution and collection of questionnaires. The research assistants were then trained on the research ethics, content and language of the questionnaire.

The pilot study also assisted in determining the resources needed in conducting the study, especially data collection as the research assistants had to be remunerated for their work of distributing and collecting questionnaires.

5.6 DATA ANALYSIS AND INTERPRETATION

The data was analysed using both the qualitative and quantitative methods. The raw data acquired through a number of instruments from various sources was turned frequency-percentage tables, bar graphs and pie graphs through the usage of Statistical Package for Social Sciences (SPSS) programme. The quantitative analysis was done for the questionnaires from the communities as this has a bulky number of respondents equal to eight hundred and ninety (890) questionnaires whereby all the raw data was statistically arranged and quantified systematically for better understanding of variables and phenomena under investigation. The data scientifically quantified under data analysis was then qualitatively analysed to infer meaning to the frequency-percentage tables, graphs and cross-tables. Chi-square tests were conducted on cross-tables and paired samples to determine correlation among variables. Data analysis through the Statistical Package for Social Sciences resulted to hypotheses testing and conclusions that led to hypotheses either declared as null hypotheses or accepted.

The study also used a Likert Scale to analyse the degree to which respondents agreed on certain phenomena and variables tested in the research. Mclver & Carmines (1981) cited Kausik & Dhaka, (2010:120) states that a Likert scale is a set of items, composed of approximately an equal number of favourable and unfavourable statements concerning the attitude object, is given to a group of

subjects. In addition, subjects are asked to respond to each statement in terms of their own degree of agreement or disagreement. Typically they are instructed to select one of five responses: Strongly agree, agree undecided, disagree, or strongly agree. The specific responses to the items are combined so that individuals with the least favourable or unfavourable attitudes will have the lowest scores (Gliem & Gliem, 2003:82).

The study had both research hypotheses and statistical hypotheses as discussed in chapter one. It is important to differentiate between the research hypotheses and statistical hypotheses as they were designed and tested in this study. In general, a hypothesis can be defined as a logical supposition; a reasonable guess; an educated conjecture about some aspect of daily life (Leedy & Ormrod 2005:6). In scholarly research, however, hypotheses are more than educated guesses. A research hypothesis is a prediction or conjecture about the outcome of a relationship among attributes or characteristics (Creswell, 2005:117). The study used both the research hypotheses and the statistical hypotheses. The research hypothesis is a potential answer to a research question about a well defined problem that is developed from a thorough review of the literature. On the contrary, the statistical hypothesis is a hypothesis that proposes no relationship or difference between two variables, Reber (1985:624). The research hypotheses for the study were formulated to provide direction of the study according to the geographical and conceptual delimitation of the issues investigated. Using the statistical hypothesis, these hypotheses were tested using the Chi-Square tests through calculating correlation coefficient and determining the level of significance in between paired variables, and then determining the null hypothesis which caused some hypotheses to be rejected or accepted.

The Likert Scale and Chi-Square test were also used to assess and test consensus in the degree of opinions and perceptions of various stakeholders in the sample. In other words, the Chi Square was used on a Likert Scale to determine the correlation coefficient and degree of freedom among responses which led either to acceptance or rejection of the statistical as well as the research hypotheses. Some of the

interpretation used raw data analysis in terms of raw figures whereby a qualitative analysis of data was done through using frequency tables. Data interpretation culminated in general and specific conclusions about the objectives of the study. Data analysis and interpretation also led to the formulation of a new model in chapter nine that looks at coordination of tourism activities on how tourism policy, planning and management can be inclusive for communities in KwaZulu-Natal.

5.7 CONCLUSION

Tourism policy, planning and management encompasses a number of stakeholders that need to work together to ensure development of a competitive destination. The research methodology adopted in this study looked at a wide array of stakeholders in KwaZulu-Natal, with government as a lead agent in policy and planning. The methodology included the core organisations that lead tourism planning and development and investigated their perspectives on the driving the tourism industry in the province. The study adopted both the qualitative and quantitative methods. Quantitative methods assisted in providing a scientific structured analysis of findings through a statistical approach whereas qualitative methods assisted in interpreting the data from a number of organisations that did not have a number of respondents in the sample. The combination of both the quantitative and qualitative methods gave a comprehensive and a holistic data interpretation that covered the broad legislated functions of government to salient community perspectives that are not in the main obvious as they are not in the core of policy and planning but could be ascertained through a rigorous combination usage of qualitative and quantitative analysis and interpretation.

CHAPTER 6

CASE STUDIES: POLICY, PLANNING AND PRACTICE

6.1 INTRODUCTION

Tourism policy and planning that is normally done at a provincial level in KwaZulu-Natal is practically implemented at a local level. Tourism policies and plans that are developed by the provincial government are therefore implemented by the district and local municipalities. The tourism institutional frameworks that have been developed for KwaZulu-Natal have a direct bearing on how tourism actually takes place at a practical implementation level. This chapter, therefore, presents three case studies on how tourism policy, planning and practice takes place at district municipality level. Three municipalities have been selected to present relevant scenarios of how the national and provincial policies are interpreted and applied in driving the tourism agendas in these municipalities.

The three municipalities selected as case studies are Ugu District Municipality, the uMkhanyakude District Municipality and UMgungundlovu District Municipality. The two major differences that sets these three municipalities apart, are that the Ugu District Municipality and the uMkhanyakude District Municipality use the development agency approach. These agencies are the Ugu Development Agency (UDA) and Umhlosinga Development Agency (UMDA), used in planning and delivering tourism services, whereas the UMgungundlovu District Municipality plans and deliver tourism services in-house (UMDM, 2003).

Essentially, the case studies look at how the tourism coordinating structures are established as well as how their effectiveness in providing a coordinated tourism development approach in the districts is handled. What is also important is whether

the case studies do look at whether these municipalities are aligned with the provincial policies in conducting their tourism activities.

6.2 THE TOURISM DEVELOPMENT AGENCY APPROACH

The constitution of the Republic of South Africa (Act 108 of 1996) and the White Paper on Development and Promotion of Tourism in KwaZulu-Natal (2008) place the responsibility of the tourism function at a local level to the local municipality. The municipality is therefore expected to provide tourism policy and planning at a local level. The municipality is also expected to provide broad tourism development and marketing of a local tourism destination. As already indicated, two municipalities that have opted to establish Development Agencies are explored in some detail in this section. The two agency approach utilising municipalities, the Ugu District Municipality in the South Coast and uMkhanyakude District Municipality in the Elephant Coast, are important examples. The Ugu District Municipality is presented a best case scenario in using the development agency approach whilst uMkhanyakude District Municipality presents case where the approach has not yielded best results (UMDM, 2003; UGUSCT, 2010)..

6.2.1 Ugu District Municipality

Ugu District Municipality opted to develop a tourism development and marketing agency that conducts the tourism function in the district on behalf of the district municipality. A company called Ugu South Coast Tourism (Pty) Ltd (UGUSCT) was therefore established as a development and marketing agency for Ugu District Municipality. According to KwaZulu-Natal Top Business (2011) tourism is a major economy cultivator in the district and is based on the sea and associated activities. Ugu District Municipality has a number of highly acclaimed Blue Flag beaches. The large waves are ideal for surfing and the countless bays boast model areas for sea kayaking, kite surfing and scuba diving. Fishing along the coast has become a popular sport for both locals and holiday makers. "The Greatest Shoal on Earth" describes the huge number of sardines that leave Africa's west coast to follow the

plankton-rich cold ocean current that flows up the south coast during the winter months (UGUSCT, 2010).

Fifty thousand common and bottlenose dolphins, sharks, schools of game fish, seals and thousands of sea birds all follow the huge shoal, competing for nature's bounty. The Ugu District Municipality region offers unsurpassed natural wonders in the hinterland. The Oribi Gorge is a natural gorge that offers sporting activities not for the faint-hearted, such as the Wild Swing, Rock Climbing, Abseiling, and many more. Ugu South Coast Tourism is responsible for ensuring that all these tourism attributes of Ugu District Municipality are developed such that they become tourism attractions and benefit all the citizens of the district. For the purpose of this study, the approach adopted by Ugu District Municipality is called the Tourism Development Agency Approach (UGUSCT, 2010).

6.2.1.1 Institutional legitimacy of Ugu South Coast Tourism

According to the General Manager, Tourism Development, of Ugu South Coast Tourism (Pty) Ltd, this municipal entity is a multi-jurisdictional agency. The Ugu District Municipality established Ugu South Coast Tourism (Pty) Ltd as a Municipal Entity as contemplated by Section 86B of the Local Government Municipal Systems Act (Act 32 of 2000). Ugu South Coast Tourism (Pty) Ltd covers the local municipality areas of Ezingoleni, Hibiscus Coast, Umdoni, Umuziwabantu, Umzambe and Vulamehlo which are established within the geographical area of the Ugu District Municipality. In terms of Section 84 of the Local Government: Municipal Structures Act and Chapter 8A and specifically Section 86 of the Local Government: Municipal Systems Act, only Ugu Municipality is authorised in the district to deal with and develop Tourism in terms of its Service Level Agreement with South Coast Tourism (Pty) Ltd (UGUSCT, 2010).

Ugu South Coast Tourism (Pty) Ltd is operated, managed and administered at both strategic and operational levels. The company is entirely owned by the Ugu District Municipality. Strategic direction is provided by the Board of Directors appointed by Ugu District Municipality. The Board members are a combination of public and

private sector professionals. Municipal Managers from all six local municipalities and a senior official from the Ugu District Municipality are members of the Board of Directors. The Chief Executive Officer (CEO) of UGUSCT is responsible for implementing strategic issues whilst at the same time, manages the operations of the company, [<http://www.tourismsouthcoast.co.za>. (2010)].

6.2.1.2 Rationale for the Development Agency Approach

The aims and objectives of the UGUSCT are to promote tourism growth and development of tourism in the Ugu District Municipality area. UGUSCT aims to develop new tourism initiatives in the hinterland, improve existing tourist attractions and market the region as a premier tourist destination. UGUSCT also seeks to provide Visitor Service Centres of high quality. Service Centres will provide professional service to the community of the region and visitors. UGUSCT offers services such as provide tourism advise to existing and new members; coordinate training and workshop for participants in the tourism sector; monitor compliance to district and local tourism policies by established and new entrants to the local tourism operator industry. The UGUSCT was therefore developed as the implementing agency for all the tourism related activities by Ugu District Municipality to ensure that all the local municipalities receive an equal attention and the tourism potential for all the regions with Ugu District Municipality is unleashed (UDM, 2010).

Ugu District Municipality and all the local municipalities contribute funds to the operations of Ugu South Coast Tourism (PTY) Ltd to ensure that all the areas under Ugu District Municipality receive an equal attention and are properly serviced by this entity. As much as Ugu District Municipality is an hundred percent shareholder of UGUSCT, local municipalities contribute financially to the agency in fulfilling their statutory requirement to develop and promote local tourism.

6.2.1.3 Effectiveness and policy alignment

Ugu South Coast Tourism operates within the national, provincial and district tourism policies. Tourism development and marketing conducted by this entity needs to be aligned with the legislative and policy provisions that govern tourism for all

municipalities. Ugu District Municipality did not delegate policy matters to Ugu South Coast Tourism. Ugu District Municipality is still responsible for developing the Tourism Plan for the entire Ugu district. The district municipality is also responsible for policy alignment with the provincial government. The province of KwaZulu-Natal has developed a number of tourism coordinating structures, one of which is the Provincial Tourism Committee (PTC) [(UDM, 2010)..

The policy on terms of reference for the Provincial Tourism Committee established in terms of section 32 (a) of the KwaZulu-Natal Tourism Act, Act no. 11 of 1996 as amended in 2002 states that “The Minister may, after consultation with the Portfolio Committee, and by notice in the Government Gazette make Regulations on matters relating to meetings and manner of operation of the PTC established in terms of section 34 of the Act” (KZN ACT, 1996: 5) The purpose of the PTC is to allow the Minister of Economic Development and Tourism, Districts Municipalities together with the Metropolitan and other stakeholders to deliberate on tourism related issues and make recommendations for implementation by the Provincial Tourism Forum (PTF) which is a technical committee responsible the implementation of the PTC resolutions.

The Provincial Tourism Committee (PTC) discusses high level tourism policy issues that have a bearing at a provincial level. The mayors and municipal managers of district municipalities and some selected local municipalities serve in this committee. The mayors and municipal managers of Ugu District municipality and Hibiscus Coast Municipality serve in the Provincial Tourism Committee. The Chief Executive Officer of Ugu South Coast Tourism only attends the PTC by invitation as this is a provincial policy structure and not an implementing structure and attends the Provincial Tourism Forum on behalf of the District. The Chief Executive Officer of Ugu South Coast Tourism also serves in a provincial tourism development coordinating structure called the Provincial Global Competitiveness Steering Committee (GCP). The GCP committee discusses development of mega tourism projects in the province. Deliberations at this committee also include transformation of the tourism industry,

safety and security for tourists and issues of access to KwaZulu-Natal as a tourism destination (UDM, 2010; UGUSCT, 2010).

Ugu South Coast Tourism plays a major role in ensuring that the tourism development plans hatched at a provincial level are firstly communicated with all the tourism stakeholders within Ugu District Municipality and then implemented accordingly. UGUSCT also plays a critical role in attracting tourism investments to Ugu District Municipality. UGUSCT has also ensured that tourism development does not only take place along the coastline with popular beaches in the South Coast but this development agency has secured financial support to develop community-based tourism projects in the hinterland local municipalities to ensure that tourism spoils are also enjoyed by local communities within the rural set up of Ugu District Municipality.

The six local municipalities within Ugu District Municipalities are still responsible for determining municipal tourism by-laws as espoused by the White Paper on Development and Promotion of Tourism in KwaZulu-Natal. The function of formulating tourism by-laws, which are tourism policies at a local level, are therefore not delegated to UGUSCT. The mandate and function of UGUSCT in relation to municipal tourism by-laws is to ensure that the existing tourism business owners and the new entrants into the tourism industry within Ugu District Municipality jurisdiction comply not only with the municipal tourism by-laws but with the national and provincial tourism legislations and policies as well. The provincial government of KwaZulu-Natal has also directed all the municipalities within the province to develop District Tourism Forums (DTFs) at a district municipality level and Local Tourism Forums (LTFs) at a local municipality level (KZN-DEDT, 2008)

The Ugu District Municipality is expected to have Ugu District Tourism Forum and all the six local municipalities within Ugu District Municipality are expected to have Local Tourism Forums. In aligning with the provincial government, Ugu South Coast Tourism advised Ugu District Municipality to establish structures that will conform to provincial requirements but in a modified manner that suits local conditions. At a district level a structure equivalent to the District Tourism Forum called Ugu Tourism

Development Forum has been established. The structure is chaired by the Chief Executive Officer of Ugu South Coast Tourism and sits quarterly. The Ugu Tourism Development Forum comprises councillors responsible for tourism portfolio at a district and local municipality level; all the tourism and local economic development officials; and trade representatives from all the six local municipalities within Ugu District Municipality (DEDT, 2008a-g). At a local municipality level, structures called Tourism Area Committees have been established in all the six local municipalities. The Tourism Area Committees are equivalent to the Local Tourism Forums as directed by the provincial government. The representation at Tourism Area Committees comprise councillors responsible for tourism at a local municipality level, tourism official from a local municipality and tourism trade partners at a local level and sit on a monthly basis.

6.2.2 UMkhanyakude District Municipality

UMkhanyakude refers to the greenish tree with some thorns (*Acacia Xanthophloea* Fever Tree) that mainly grows in the uMkhanyakude District. Literally it means "that shows light from afar." The name of the district reflects both the uniqueness of its people and their hospitality, as well as the biodiversity and conservation history that the region is very proud of. UMkhanyakude is home to the Big Five and offers memorable year-round tourism experiences with mild winters and hot summers [<http://www.kzntopbusiness.co.za>, (2010)].

UMkhanyakude District Municipality is located in the North east corner of KwaZulu-Natal (KZN) South Africa. The region's claim to fame is the first world heritage site in South Africa, namely the Greater St. Lucia wetlands park world heritage site along the Elephant Coast on the eastern sea board of KZN South Africa. The Elephant Coast is a tourism paradise with many attractions, activities and accommodation to suit your pocket. uMkhanyakude District Municipality is divided into 5 local municipalities, namely, Umhlabuyalingana, Jozini, The Big 5 False Bay, Mtubatuba and Hlabisa. The district municipality also has a district management area (DMA)

which is run by the iSimangaliso Wetland park authority (IWPA) [<http://www.mtuba4u.co.za>, (2010)].

The District extends from Mtubatuba (St Lucia) in the south to Kosi Bay in the north, across to the Lubombo mountains in the west. The district includes the iSimangaliso Wetland Park (previously the Greater St. Lucia Wetland Park), the first World Heritage Site proclaimed in South Africa. The Park stretches along the Zululand coast from Mapelane in the south to Kosi Bay in the north. The name reflects the many areas that make up its 220 000 hectares, such as Lake Sibaya, Sodwana Bay, Mkhuze Game Reserve, False Bay, Fannies Island, Charters Creek, Lake St Lucia, and Cape Vidal. iSimangaliso made modern natural history when living fossils, coelacanths, were discovered off its warm Indian Ocean shoreline [<http://www.isimangaliso.com>, (2010)].

The N2 and part of the Lubombo Mountains form a physical divide within the district. The Lubombo mountain range is known for its spectacular scenery made up of dense natural forests, rugged rock faces, caves and rivers that wind through deep mountain gorges. Better east-west access routes need to be established to improve accessibility to tourism and Local Economic Development opportunities along the coast and in the hinterland. The district is mainly rural with the only formalised town being Mtubatuba in the south. However, several towns are growing rapidly, such as Hluhluwe, Manguzi, Jozini, Mkuze and Mbazwana [<http://www.kzntopbusiness.co.za>, (2010)].

A high proportion of the district is under thicket, grassland and wetland while remaining areas are cultivation land and settlement. Large areas of land are under communal tenure in the district, located in the traditional authority areas under the jurisdiction of the Ingonyama Trust. The remaining areas are under state conservation or private ownership with limited formal urban areas. Land reform is in the process of being implemented in the district and comprises around 20% of the total area at the time of survey (2007 by the Department of Land Affairs). Additional

land has been identified for redistribution and restitution purposes. [<http://www.kzntopbusiness.co.za>, (2010)].

6.2.2.1 Umhlosinga Development Agency

UMkhanyakude District Municipality has established a development agency called Umhlosinga Development Agency (UMDA). Umhlosinga Development Agency has been entrusted by uMkhanyakude District Municipality to plan and implement a program of sustainable economic growth and development for the District. The Agency aims to foster local action to remove barriers and blockages to equitable and sustainable growth and development of the local tourism-related economy [<http://www.kzntopbusiness.co.za>, (2010)].

With regard to tourism, the Umhlosinga Development Agency has been mandated by the parent body, uMkhanyakude District Municipality to facilitate large scale economic growth in the tourism sector. Engagements with relevant stakeholders, including tourists, have indicated that the Elephant Coast needs to map out the destination as far as tourism is concerned to highlight the unique tourism products and experience that the destination has to offer. Hence, the Agency undertook a study to investigate the possibility of a tourism route. An educational tour was conducted, in partnership with the district and local municipalities, followed by extensive desktop research were done in June 2010. Six routes were identified and themed according to the experiences and products each route has to offer. After careful consideration, it was then decided that one major route will be developed first, of which the other routes will feed into this main route; and this route being R22/ Lebombo Route. A feasibility study and business plan have been developed and it was envisaged that these documents would indeed, unleash the tourism potential for the destination [<http://www.autiont.co.za>, (2010)].

6.2.2.2 Tourism coordination and integration

Within uMkhanyakude District Municipality political structures, tourism matters fall within the competency of the Social Economic Development Portfolio Committee (SEDPC). The management and implementation of tourism policy and programmes,

fall within the jurisdiction of the Department of Social and Economic Development (DSED). According to the one official (who preferred to remain anonymous) responsible for this portfolio within Umhlosinga Development Agency, there is no local municipality within uMkhanyakude District Municipality which has a formalised community tourism organisation (CTO). It was generally reported that the Chief Executive Officer of Umhlosinga Development Agency has been acting as a chairperson of the Elephant Coast Tourism Association. The CEO was however not chairing the Elephant Coast Tourism Association as a CEO of Umhlosinga Development Agency but was doing so in his personal capacity as a proponent of the Mkhuze Regional Airport (UMDA, 2011).

The Elephant Coast Tourism Association does not receive any form of funding from either uMkhanyakude District Municipality or its five local municipalities despite the fact that the Agency represents interests of the private sector in the whole district. The members of the Elephant Coast Tourism Association indicated that the association only survives on membership fees, and it is becoming difficult to operate the association as there are no sufficient fees. In a meeting held in December 2011, the executive committee of the Elephant Coast Tourism Association took a resolution to call a special annual general meeting in January 2012 to announce that the association has no fees to continue operations and to propose a motion that the association be disbanded.

Another challenge within uMkhanyakude District Municipality is that no local municipality has a formalised CTO that is endorsed and funded by the municipality. There is therefore virtually no working relationship between the private sector and the local government in the entire uMkhanyakude District Municipality. The challenge caused by this lack of a formal relationship between the private sector and the local government is that there has been a development of many illegal CTOs and publicity associations which are neither affiliated to the Elephant Coast Tourism Association or registered with the Department of Economic Development and Tourism. These publicity associations are run by individuals who want to promote and market their

businesses and therefore they occupy the vacuum established by local government in formalising the CTOs (UMDA, 2011).

As far back as 2003, the challenge of the lack of coordination between local government and private sector was identified in the Local Economic Strategy of uMkhanyakude District Municipality. Publicity Associations are understood to exist within the Hluhluwe, Mkhuze (Maputaland) and St Lucia areas, but appear to be individually operated from a local perspective with little overall district coordination. Community Tourism Associations do not appear to have been put in place as yet. The primary function of the Publicity Associations, are to provide tourism marketing and information services to visitors who are already in the uMkhanyakude area, with a limited degree of outward marketing to tourist-source markets via trade shows, with assistance from TKZN. Whilst this is an important aspect of tourism marketing, a greater level of focus should be given on the outward marketing functions within the context of a more holistic tourism marketing strategy for the uMkhanyakude District (UMDM, 2003).

UMkhanyakude District Municipality, five local municipalities and Umhlosinga Development Agency have no coordinated approach to plan, develop and manage tourism within uMkhanyakude District municipality. According to the Department of Economic Development and Tourism all possible means have been tried to ensure that uMkhanyakude District Municipality is assisted in coordinating tourism activities within the district. The Department of Economic Development and Tourism has assisted three local municipalities, namely, Jozini local municipality, Umhlabuyalingana local municipality and Hlabisa local municipality to develop their municipal tourism plans. This was done to assist these municipalities in aligning their activities with national and provincial tourism policies, plans and strategies. Despite all the efforts by the provincial department, there has been no change in terms of how these local municipalities attend to issues of tourism (DEDT, 2011)

On the other hand, the Chief Executive Officer of Umhlosinga Development Agency has been invited by the Head of Department of Economic Development and Tourism

to serve in the Provincial Global Competitiveness Committee that seats quarterly and discusses mega tourism projects and many other policy implementation issues. However, this intervention has not made much difference as Umhlosinga Development Agency does not receive much support from uMkhanyakude District Municipality. According to Umhlosinga Development agency, the municipality is expected to fund operational costs including human resources and money for projects is funded by the Independent Development Corporation. However, uMkhanyakude District Municipality has not honoured its funding obligations and the Agency survives on Independent Development Corporation alone. This lack of funding of the Agency from uMkhanyakude District Municipality affects the capacity of the Agency to carry out its tourism development mandate. The mandate given to Umhlosinga Development Agency is therefore on paper alone but is not supported by the necessary resources (UMDA, 2011)

6.2.2.3 Missed opportunity

The key drivers of the local economy are agriculture, services, tourism and retail. Agro-processing has potential, but this has yet to be realized as a key driver. UMkhanyakude forms part of the Lubombo Trans-frontier Conservation Area. This conservation area includes South Africa, Swaziland and Mozambique. The Tembe-Futi portion of the Lubombo Trans-frontier Conservation Area falls within uMkhanyakude, with Ndumo and Tembe Elephant Park forming major attractions. UMkhanyakude has applied for the entire district to be declared as a Biosphere Reserve, ensuring that all economic development is in line with conservation principles.

The Jozini Dam forms an integral part of the economy of the region. It draws its water from Maputaland's Pongola River, which has a series of oxbow lakes and pans teeming with fish and bird life. Tiger fishing from luxurious house boats is a popular attraction. The dam, which is one of the largest in the country, is an under-exploited tourism resource in the area. The Muzi Lake, boat and canoeing projects also offer invaluable development potential [<http://www.kzntopbusiness.co.za> (2010)].

In exploiting the opportunities offered by Lubombo Trans-frontier Conservation Area, the Department of Economic Development and Tourism has initiated a number of programmes within uMkhanyakude District Municipality to ensure that local communities within this district reap tourism benefits.

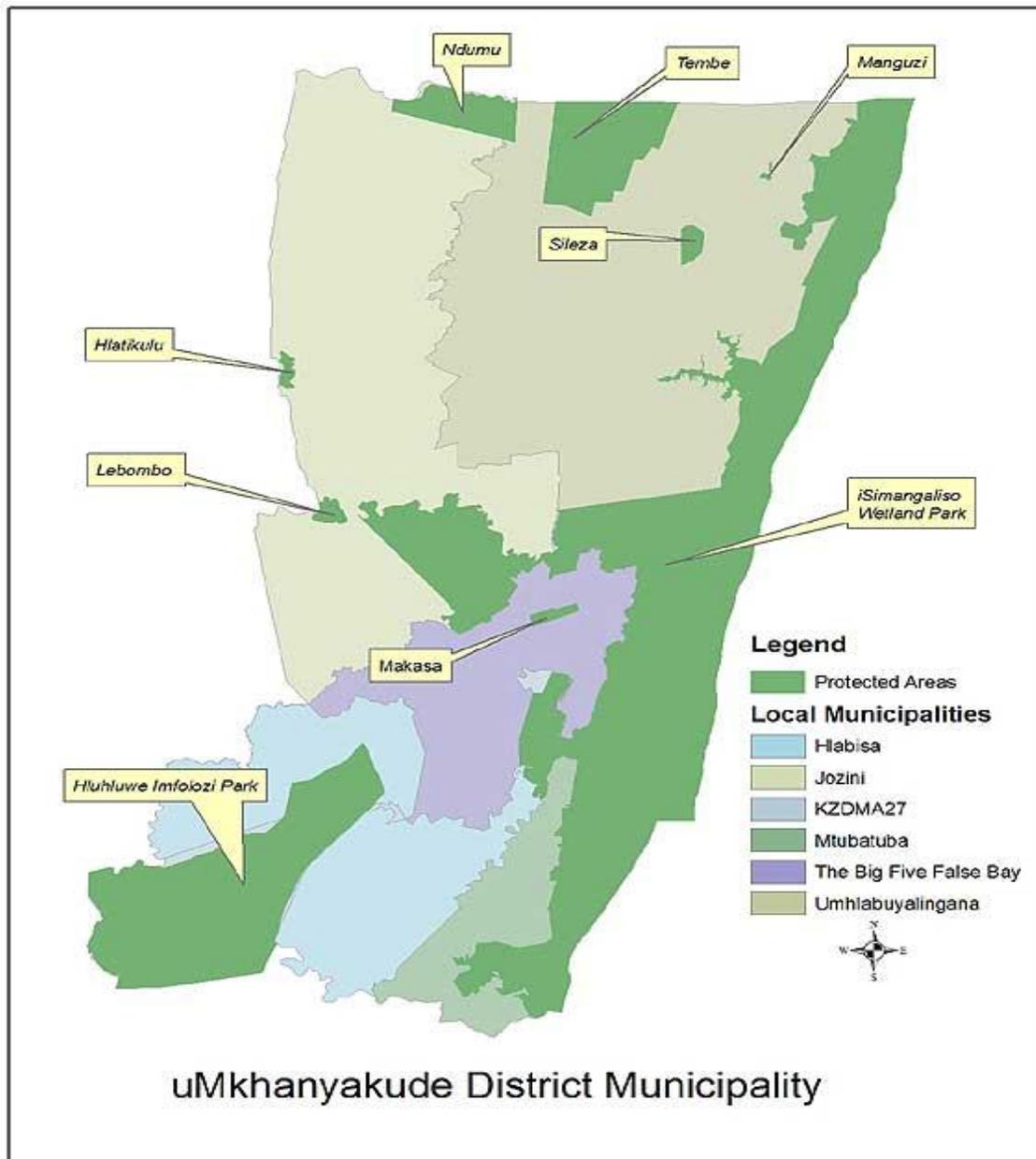
These initiatives include the establishment of the East3Route which is an initiative that combines South Africa, Mozambique and Swaziland, funding of Umthayi Festival or the Marula Festival which is an initiative that involves the Tembe community and Mozambique, funding of the feasibility study and business plan to develop tourism at Usuthu Gorge, funding of the development of Ingodini Border Cave as a tourism attraction, funding of the business plan and feasibility study for the improvement of tourism products at Dukuduku near St Lucia at leveraging of funding for the development of Muzi Pan Canoeing project and Hlathikhulu Trails projects from the national departments of tourism and environmental affairs respectively.

However, the involvement of uMkhanyakude District Municipality and Umhlosinga Development Agency in these projects is very minimal, close to non-existent. UMkhanyakude is also one of four district municipalities in KwaZulu-Natal that were selected as presidential nodes to redirect public funding to priority areas for poverty alleviation [<http://www.kzntopbusiness.co.za>, (2010)]. However the municipality is not leveraging on this status in developing tourism. The provincial Department of Economic Development and Tourism has approached the national Department of Tourism to assist this municipality in developing rural tourism using its status of being a presidential poverty node. The national Department of Tourism has committed in funding two rural tourism projects.

On the other hand, uMkhanyakude District Municipality is home to a large concentration of game and nature reserves in the province as indicated in Figure 6.1. The structure of the South African government system is designed so that district and local municipalities are the implementation arms of government. In respect of this

and taking into consideration that ultimately, KZN Wildlife is accountable to government for the resources allocated to manage the biodiversity of the province, it is important that the projects undertaken by the organization take cognisance of the district municipality's priorities as well as their own [<http://www.kznwildlife.com>, (2010)].

FIGURE 6.1: GAME AND NATURE RESERVES WITHIN UMKHANYAKUDE



[Source: www.kznwildlife.com (2010)]

UMkhanyakude District Municipality claim to fame is the iSimangaliso Wetland Park (formerly Greater St Lucia Wetland Park) World Heritage Site, as well as a number of large protected areas namely the Hluhluwe-iMfolozi Park, Ndumo Game Reserve and the Tembe Elephant Park (www.kznwildlife.com). There are also other community conservation areas within uMkhanyakude District Municipality such as Mbangweni Community Conservation Area, Mabaso Community Conservation Area, Usuthu Gorge Community Conservation Area and Mpembeni Community Conservation Area.

Notwithstanding, the uMkhanyakude District Municipality is not working closely with Ezemvelo KZN Wildlife, Isimangaliso Wetland Park and communities responsible for the community conservation areas. This has led to a number of the community conservation areas failing to be sustainable as there was no support either from uMkhanyakude District Municipality or local municipalities where these facilities are located. Figure 6.1 above, indicates that uMkhanyakude District Municipality is rich in both its natural wildlife and terrestrial ecosystems but also boasts two marine protected areas and rich diving attractions. Ezemvelo KZN Wildlife is responsible for conservation management within these protected areas and also plays an active role within the district. A number of district conservation officers offer expert advice to private and community landowners in either game farm management or conservation issues. A community conservation team drives the conservation awareness and community partnerships focus for the organisation. They actively interact with local communities and municipalities [<http://www.kznwildlife.com>, (2010)].

However, uMkhanyakude District Municipality and Umhlozinga Development Agency have no plans to exploit these natural attributes for the tourism development, especially for communities living around these protected areas. The lack of leadership in terms of tourism planning and development in the area has caused tourism development to be a missed opportunity, not only for the people of uMkhanyakude District Municipality but for the province of KwaZulu-Natal as whole.

There is therefore a need for tourism planners in KwaZulu-Natal to ensure that there is an institutional capacity building for municipalities such as uMkhanyakude District Municipality, for both politicians and officials to assist them in identifying tourism opportunities in their communities. Tourism planners in KwaZulu-Natal are also expected to assist municipalities such as uMkhanyakude District Municipality to forge working relationships with surrounding countries such as Swaziland and Mozambique to ensure that there are cross-border partnerships in terms of tourism development (DEDT-LGSP, 2009)

6.3 DISTRICT MUNICIPALITY TOURISM PLANNING APPROACH

As indicated earlier the uMgungundlovu District Municipality, plans and delivers the tourism portfolio or services in-house. In other words, the uMgungundlovu District Municipality performs all the tourism planning and development functions internally, as an important administrative portfolio or function. For the purpose of this study, such a planning approach is called a District Municipality Tourism Planning Approach, which means that the tourism function is not outsourced to a development agency but conducted by the municipal council through designated tourism officials.

6.3.1 Tourism Attributes of uMgungundlovu District Municipality

uMgungundlovu District Municipality covers 8500 square kilometres with the population of about one million. The efficient network of roads and railways link the rural areas with urban centres. A key feature is the N3 national road, which traverses the entire length of uMgungundlovu and offers substantial opportunity for a development corridor of national significance and is serviced by the regional Oribi Airport in Pietermaritzburg which has recently been upgraded (KZNTBP, 2011) [<http://www.kzntopbusiness.co.za/site/economic-development>, (2010)].

uMgungundlovu District Municipality consists of seven local municipalities. Firstly, Msunduzi Local Municipality in Pietermaritzburg, is not only the district's primary urban centre and seat of the uMgungundlovu District Municipality's administration,

but is the thriving, modern capital of KwaZulu-Natal. Msunduzi Local Municipality is a dynamic commercial and industrial centre ideally positioned as a base for manufacturing, particularly aluminium, chemicals, food, furniture, timber and leather products. The city is a tourism gateway to the many attractions of the surrounding areas. It is an events city, hosting international sporting highlights such as the Comrades Marathon and the Duzi Canoe Marathon. Other attractions include both the annual Art and Cars in the Park and the Royal Agricultural Show, which is without parallel on Africa's east coast.

Secondly, Mshwathi Municipality, based in Wartburg, is the largest of the seven local municipalities. The Albert Falls Dam is renowned for its bass fishing, and offers investment opportunities in tourism, leisure and agriculture. Nagle Dam is an idyllic venue for canoeing, fishing and game-viewing. Thirdly, Umngeni Local Municipality with its seat at Howick, features major tourism attractions such as Howick Falls, Karkloof Falls and Midmar Dam, which hosts the annual Midmar Mile- the world's largest open water swim. The area encompasses much of the Midlands Meander, a self drive route of artists' havens, cottage industries, antiques and eateries. Fourthly, the Mooi-Mpofana municipality, the administrative centre of Mooi River has a focus on the manufacture of quality fabrics by small, medium and micro enterprises. Due to the low population to area ratio, the viability of agricultural crops such as maize, wheat, beans, peas and potatoes is high. Cattle and sheep are farmed extensively, and the area boasts some of South Africa's best racehorse stud farms.

Fifthly, Impendle Local Municipality, incorporating the World Heritage Site of the Drakensberg-Ukhahlamba Mountain Park, accentuates the immense potential in the area for tourism, community based craft endeavours and micro enterprises. Sixthly, the Mkhambathini Local Municipality, centred in Camperdown, features the second highest concentration of poultry producers in the world, supported by a network of service suppliers, as well as pig and beef farming. Agricultural production includes vegetables, maize and sugar cane.

Lastly, the Richmond Local Municipality is synonymous with timber and the manufacture of wood products but also include dairy, citrus, vegetable and sugar cane production. Tea is cultivated at the Sapekoe Estate and coffee at Shongweni and Assagay. The historic court building and prison in Richmond is a popular visitor attraction, while adventure tourists are drawn to the Umkomaas River, regarded as one of the two best white water venues in Africa (KZNTBP, 2011) [<http://www.kzntopbusiness.co.za/site/economic-development>. (2010)].

The tourism attributes of UMgungundlovu District Municipality compel a well coordinated tourism planning and development. The seven local municipalities that constitute UMgungundlovu District Municipality indicate that there is a greater need for the district to coordinate all their tourism activities.

6.3.2 Effectiveness of the District Municipality Tourism Planning Approach

UMgungundlovu District Municipality coordinates all the tourism function within the district and as such, is expected to have a District Tourism Forum (DTF). UMgungundlovu District Municipality, however, does not have a District Tourism Forum. The KwaZulu-Natal provincial government has prescribed that all district municipalities must have District Tourism Forums. The suggested composition of the DTF is the district mayor who also chairs the forum, councillors who are tourism portfolio chairpersons from all the local municipalities, the chairperson of the tourism trade association in the district, government sector departments that have an influence on tourism in various districts, the tourism officials from all the local municipalities within a district. The absence of the District Tourism Forum at a district level means that there is no coordination of tourism activities at district level within UMgungundlovu District Municipality (DEDT, 2011).

The mayor of UMgungundlovu District Municipality attends the Provincial Tourism Committee chaired by the provincial Member of Executive Council (MEC) for Economic Development and Tourism (PTC), and the senior tourism official attends the PTC on behalf of the district municipal manager. Ideally, the two representatives

of UMgungundlovu District Municipality to the PTC should be getting and suggesting agenda items to the PTC meetings based on the issues discussed at a District Tourism Forum, and after the PTC meetings they should be reporting tourism policy matters discussed at the PTC meetings to the District Tourism Forum.

Contrary to this, the two representatives have no platform to discuss tourism issues at a district level. The unintended consequence of the non-establishment of a District Tourism Forum by UMgungundlovu District Municipality is that tourism stakeholders at a district level do not have a coordinating body that rallies all of them around a common tourism thrust. The district municipality therefore renders a disservice to the district tourism stakeholders and the tourism industry as a whole at a local level.

On the same vain, at the local level, all the seven local municipalities within UMgungundlovu District Municipality do not have Local Tourism Forums. The Local Tourism Forums should be chaired by the local municipality mayor or the chairperson of the Tourism Portfolio Committee, and attended by tourism stakeholders within the local municipality. The Local Tourism Forum should be sitting before the District Tourism Forum such that issues discussed at a local level are accentuated to the district level through the District Tourism Forum. Local Tourism issues should be getting attention at a provincial level through the District Tourism Forum as the district should be reporting these issues at Provincial Tourism Committee quarterly meetings.

However, all the tourism coordination expected to be taking place at a local level as led by UMgungundlovu District Municipality does not happen as each local municipality performs its tourism function in silos without inputs from the district municipality and the provincial government. Despite all the tourism attributes imbued to the local municipalities under UMgungundlovu District Municipality, there is no coordination of tourism to turn all these attributes into tourism attractions of a single destination (DEDT, 2011).

There resultant consequence of non establishment of Local Tourism Forums by all seven local municipalities within UMgungundlovu District Municipality is that there is no alignment of provincial tourism policies at a local level. The hard evidence of the lack of coordination at a district and local municipality level within UMgungundlovu district Municipality is with the lack of coordination between the local municipalities and the private sector. The provincial government developed a Provincial Community Organisations Strategy (CTO Strategy) in 2010. The overarching objective of the CTO strategy is to guide municipalities on how to establish and fund tourism trade associations in their jurisdictions and thus improve the working relationship between the municipalities and these trade associations in a form of Community Tourism Organisations.

Other objectives of the CTO strategy are to ensure coordination of tourism marketing and publicity activities at a local level; provide institutional framework for uniform establishment and functioning of the CTOs in the province; facilitate equal access to tourism opportunities by local communities; ensure legality of CTOs and alignment with the provincial DMO; establish linkages between communities, and private sector and government. The CTO strategy stipulates that there should be one CTO established and endorsed by the municipality. The lack of coordination of tourism activities has lead to a number of CTO established within UMgungundlovu District Municipality without endorsement and formal relationship with the municipalities. These CTOs include Midlands Meander, Pietermaritzburg Tourism, Umngeni-Howick CTO and the N3 Gateway initiative. According to the CTO Strategy (2010), the local municipalities are expected to pay at least fifty percent (50%) of the CTO's operational cost.

However, the CTOs within UMgungundlovu District Municipality only get funding from membership fees. There is no financial support from municipalities at all. In other local municipalities such as Mshwathi, Mkhambathini, Mooi-Mpofana and Richmond there are no CTOs at all which leads to a lack of communication between the municipality and private sector in those municipalities. (DEDT, 2011)

KwaZulu-Natal administers compulsory registration of all tourism businesses in the province. According to KwaZulu-Natal Tourism Registration Regulations (KZN-TRR) all tourism business wishing to register with Tourism KwaZulu-Natal, a function that has since moved to the provincial Department of Economic Development and Tourism in 2011, need to firstly register with the local CTO. The non establishment of the CTO at some municipalities within UMgungundlovu District Municipality means that there is a challenge with registration of businesses as some businesses end up being registered with CTOs which are not within their local municipalities so that they can comply with provincial registration requirements (DEDT, 2011)

6.4 CONCLUSION

The three case studies presented in this chapter reveal that there is effective tourism coordination within Ugu District Municipality and uMkhanyakude District Municipality that have adopted a Tourism Agency Development Approach when compared to UMgungundlovu District Municipality that has adopted a District Tourism Planning Approach. On the one hand, the UGU South Coast Tourism (Pty) Ltd (UGUSCT) provides a central coordination of all tourism functions and ensures that the tourism industry within Ugu District Municipality complies with all the national and provincial government policies. This is also an existing approach within the Umhlozinga Development Agency (UMDA), which however has achieved limited outcomes.

On the other hand, in UMgungundlovu District Municipality, the tourism industry does not have a coordinated structure that ensures compliance with policies and legislation. UGUSCT also provides a good platform for all the tourism stakeholders within the district to participate in tourism planning processes whilst stakeholders within UMgungundlovu District Municipality are not informed of the national and provincial tourism planning processes and therefore are totally excluded from the planning process.

More specifically, the Ugu District Municipality appears to have an effective structure and seems to take the tourism function seriously. A dedicated agency was formed

just to deal with tourism development and promotion matters in the entire district municipality jurisdiction. Tourism stakeholders within Ugu District Municipality honour their respective roles and responsibilities and fulfil them accordingly. As a result of the UGUSCT, there is a vibrant tourism industry within Ugu District Municipality and the spirit of cooperative governance exists between the local government and the tourism private sector.

The case scenario of uMkhanyakude District Municipality, on the other hand, seems to present an institutional challenge through which the local government is not capacitated enough to deal with tourism issues. The establishment of Umhlosinga Development Agency also appears to not have been well researched and conceptualised in terms of its tourism development mandate. There is no coordination of tourism policy, planning, development and management between the district municipality and its local municipalities. There is also no coordination of tourism activities between the municipalities and the private sector within uMkhanyakude District Municipality. There is also no response from the municipalities to alignment efforts done by the provincial government. UMkhanyakude District Municipality therefore presents a worse case scenario of coordination of tourism activities within KwaZulu-Natal when considering the three municipalities investigated in this chapter.

On the other hand, UMgungundlovu District Municipality appears not to be taking its tourism role seriously. The tourism function appears to be happening by chance and there are no concerted efforts from local government to involve all the stakeholders in the tourism industry. The private sector appear to be the ones who are driving the tourism industry within UMgungundlovu District Municipality as they have organised themselves into Community Tourism Organisations which provided them with a platform to discuss and align tourism activities at a local level as a destination.

This chapter has therefore provided practical policy and planning issues within three municipalities in KwaZulu-Natal. Three perspectives on institutional frameworks that govern tourism planning, coordination and development in KwaZulu-Natal can be

concluded from the three case studies. The conclusions that can be drawn from the three case studies is that there are municipalities that have effective tourism policies and planning mechanisms that provide an enabling environment for tourism development to take place and for local tourism destinations to flourish. On the other hand, there are municipalities within KwaZulu-Natal that do not take the tourism function seriously and they do not have proper tourism policy and planning frameworks therefore there is no platform for the tourism potential in those local destinations to be realised.

On the one hand, it was anticipated that the fundamental objective and role of this research study would not only to reveal some of the existing inadequacies and incapacities of current policy, planning and execution shortfalls in the study area, but to provide some justification for analysis and intervention. On the other hand, additional objectives also sought to reveal the perceptions of tourism stakeholders towards the effectiveness of existing policy, institutional frameworks and their implementation in achieving co-ordinated tourism development in the study area, as well as to propose management mechanisms or models that could facilitate a better and appropriate state of co-ordinated and integrated tourism planning and development situation in KwaZulu-Natal.

CHAPTER 7

DATA ANALYSIS AND INTERPRETATION

7.1 INTRODUCTION

First of all, one of the purposes of research is to investigate the world systematically and to identify evidence for assertions, rather than simply believing what seems obvious (Oliver, 2010:135). This study investigated the perspectives on how institutional frameworks looking at how tourism policy is formulated and effective in KwaZulu-Natal, how tourism planning is undertaken and how these affect tourism development and management. This chapter presents data analysis, interpretation and findings. One of the criticisms sometimes leveled at social science and education research is that its findings are predictable and trite (Oliver, 2010:135). Research is concerned with collecting and analysing data systematically to help solve problems that concern us (Guthrie, 2010:3).

On one hand, data analysis for this study was done using a Statistical Package for Social Sciences (SPSS). Data was analysed using both the quantitative and qualitative methods. The qualitative analysis in this chapter was mainly undertaken to gain insights concerning perceptions, attitudes and behaviours of respondents and the information is mainly presented as raw figures with justifying explanations of findings. Qualitative data is information that is represented usually as words, not numbers (Guthrie, 2010:157). Even the most basis Social Science research can be expressed numerically and tested statistically (Guthrie, 2010: 166).

On the other hand, the quantitative analysis used in this chapter was undertaken concerning the measurement of perceptions of respondents and is represented in percentages. Methods of the analysis of data need to be systematic, disciplined and able to be seen, and be seen through as in transparent (Punch, 2009: 194). The

quantitative analysis was done for the local communities as there was a total of eight hundred and ninety (890) respondents who were interviewed and for the Likert scale for both communities and tourism stakeholders that were interviewed through the Delphi Technique. It must be reiterated that the study is an applied research and investigates a number of tourism aspects pertaining to tourism planning, development and management in KwaZulu-Natal. The figures and tables used in the analysis have percentage distribution whilst others use raw numbers as drawn from the sample. The raw figures are mainly used in tables and graphs where the questionnaires solicited multi-response responses and using percentage therefore would show a cumulative percentage which would show a skewed representation of findings. The various types of graphs, including mainly the bar and pie graphs, are used in the presentation and analysis of graphs on which interpretation is based.

This chapter combines both the analysis and interpretation of data, processes as a comprehensive presentation of findings. The combined analysis and interpretation methodology was opted for as there are many interrelated variables that are better analysed if the information is presented in a synergised sequential order that shows how these variables affect one another. The different techniques are often interconnected, overlapping and complementary, and sometimes mutually exclusive irreconcilable couples (Miles & Huberman, 1994:9). The study also looked at the demographic attributes of the respondents. Data interpretation to prove the objectives and verify the hypotheses, as stated, was undertaken using both the qualitative and quantitative methods. The mixed approach was used in the study as these two methods complemented each other in data analysis and interpretation due to their mutually exclusive and integrated nature. However, research cannot prove correct theories or hypotheses derived from them, it can only prove them wrong, that is, refute or falsify or reject them (Guthrie, 2010:151). While quantitative research may be mostly used for testing theory, it can also be used for exploring an area and for generating hypothesis and theory. Similarly, qualitative research can certainly be used for testing hypotheses and theories, even though it is the most favoured approach for theory generation (Punch, 2009:235).

The study covered the whole province of KwaZulu-Natal and the perceptions about planning, development and management of tourism in KwaZulu-Natal are therefore representative of all the communities in the province. The demographic characteristics that shaped the findings of the study are deduced from a representative sample that covered the whole study area. The number of respondents however was not uniform in all the municipalities as there were more questionnaires returned by communities in some municipalities compared to others.

The data analysis and interpretation in this study is therefore an in-depth analysis of the status quo of the tourism industry in KwaZulu-Natal, which also looks at the salient issues of tourism interaction amongst the tourism stakeholders in the province. It is also holding the view of using the findings about the status quo, to develop a model that could be used to improve the working relations amongst different stakeholders, and thus improve the perceptions of the tourism industry and coordination as whole. The model is expected to provide theoretical bases on which to base tourism policy development and planning in KwaZulu-Natal, aligning all the institutional frameworks in the province.

7.2 RESTATEMENT OF OBJECTIVES & HYPOTHESES

Hypotheses testing are based on a number of findings of the study derived from the responses provided by the respondents. Each objective and hypotheses is therefore scrutinised against findings and an indication is provided if that hypothesis is null or accepted and whether that particular objective has been met. In other words, we do not test the proposition that the research hypothesis is correct, because it can never be proven, we test the proposition that it is correct, because we can disprove it (Guthrie, 2010:151). A total of six objectives and research hypotheses were formulated in chapter one to guide the research process. The hypotheses testing presented in this chapter therefore is solely done to test whether the assertions provided in each finding can be accepted or rejected.

The overarching purpose of this research enquiry was to unearth perspectives on institutional frameworks, planning, coordination and development of tourism in KwaZulu-Natal, through an applied research to facilitate coordination of tourism activities by all affected stakeholders in the province. To achieve the intended results of the study, the following objectives and hypotheses are assessed:

OBJECTIVE 1: To analyse the gaps in the legislative frameworks governing tourism development in KwaZulu-Natal and how these influence creation of the enabling environment for coordinated planning in the tourism industry.

HYPOTHESIS 1: That the legislative frameworks governing tourism development in KwaZulu-Natal have gaps, which have a negative influence on the co-ordination, planning and creation of an enabling environment in the tourism industry.

OBJECTIVE 2: To analyse the national, provincial and local government tourism policies and strategies, revealing how these are aligned to positively influence tourism planning and development in KwaZulu-Natal

HYPOTHESIS 2: That the national, provincial and local government tourism policies and strategies are not properly aligned and therefore tend to negatively influence tourism planning and development in KwaZulu-Natal

OBJECTIVE 3: To scrutinise relevance, composition, stakeholder efficacy, operations and effectiveness of tourism coordinating structures for the public and private sector engagements in KwaZulu-Natal

HYPOTHESIS 3: That tourism coordinating structures for the public and private sector engagements in KwaZulu-Natal, though relevant, they seem to be poorly composed, lack stakeholder efficacy, and operate poorly as well as ineffectively.

OBJECTIVE 4: To investigate policy and strategic planning challenges facing a broad cross-section of tourism stakeholders in planning,

coordination and delivery of tourism development in KwaZulu-Natal

HYPOTHESIS 4: That there are policy and strategic planning challenges facing a broad cross-section of tourism stakeholders in planning, coordination and delivery of tourism development in KwaZulu-Natal.

OBJECTIVE 5: To establish the perceptions of tourism stakeholders towards the effectiveness of existing policy, institutional frameworks and their implementation in achieving coordinated tourism development in the study area.

HYPOTHEIS 5: That the tourism stakeholders have varying perceptions pertaining to the effectiveness of existing policy, institutional frameworks and their implementation in achieving coordinated tourism development in the study area.

OBJECTIVE 6: To propose mechanisms or models that could be utilised to ensure coordinated and integrated tourism planning and development in KwaZulu-Natal.

HYPOTHESIS 6: That innovative mechanisms or models could be established to ensure a coordinated and integrated tourism planning and development process in KwaZulu-Natal.

7.3 ANALYSIS OF DEMOGRAPHIC ATTRIBUTES

The respondents interviewed in the study were divided into community members as tourism stakeholders in KwaZulu-Natal as discussed in chapter six. The demographic characteristics of the community members are shown in Table 7.1. The data analysis and interpretation presented in this chapter rests on these demographic attributes of the respondents. The gender, age and education level are used extensively in data analysis to determine the perceptions of respondents as influenced by these variables. The extent to which perceptions of the community respondents are conversant with tourism issues in the study area appeared to be

influenced their personal circumstances as it is extensively discussed later in various sections of this chapter.

TABLE 7.1: DEMOGRAPHIC ATTRIBUTES OF RESPONDENTS

| VARIABLE | FREQUENCY | PERCENT | CUMMULATIVE PERCENT |
|---------------------------|------------|------------|---------------------|
| LEVEL OF EDUCATION | | | |
| Did not attend school | 29 | 3.3 | 3.3 |
| Primary level | 47 | 5.3 | 8.6 |
| Secondary level | 340 | 38.2 | 46.8 |
| Tertiary level | 474 | 53.2 | 100 |
| TOTAL | 890 | 100 | |
| AGE | | | |
| 18 – 25 | 213 | 23.9 | 23.9 |
| 25 – 30 | 197 | 22.1 | 46.1 |
| 31 -35 | 146 | 16.4 | 62.5 |
| 36 – 40 | 119 | 13.4 | 75.9 |
| 41 – 45 | 104 | 11.7 | 87.6 |
| 46 – 50 | 62 | 7.0 | 94.6 |
| 51 - 55 | 20 | 2.2 | 96.9 |
| 56 – 60 | 17 | 1.9 | 98.8 |
| 61 AND ABOVE | 11 | 1.2 | 100 |
| TOTAL | 890 | 100 | |
| GENDER | | | |
| Male | 411 | 46.2 | 46.2 |
| Female | 479 | 53.8 | 100 |
| TOTAL | 890 | 100 | |
| OCCUPATION STATUS | | | |
| Working | 381 | 42.8 | 42.8 |
| Not working | 485 | 54.5 | 97.3 |
| Retired | 24 | 2.7 | 100 |
| TOTAL | 890 | 100 | |

In addition to the community respondents presented in Table 7.1, the study also included a sample of respondents who are tourism stakeholders in a variety of fields within the tourism stakeholders in KwaZulu-Natal. The distribution of the tourism

stakeholders interviewed in the study area is presented in Table 7.2 as also discussed in chapter six.

TABLE 7.2: DISTRIBUTION OF TOURISM STAKEHOLDERS

| TYPE OF STAKEHOLDER | DESCRIPTION | NUMBER INTERVIEWED |
|---------------------------------------|--|---|
| Public Sector | Department of Economic development and Tourism | Manager = 1 Deputy Managers = 1 Assistant managers = 3 Tourism Practitioners = 5 |
| | Municipalities | Executive Directors = 5 Tourism Managers = 8 Tourism Officers = 7 |
| Public Entities | Tourism KwaZulu-Natal | Research Specialist = 1 General Manager = 1 |
| Community Tourism Organisations (CTO) | Municipality endorsed CTOs | Chairpersons = 8 |
| Development Agencies | Municipal agencies | Chief Executive Officer = 1 General Manager = 1 Tourism Manager = 1 |
| Tourism Coordinating Structures | Coordinating structures established by the province as per WPDPTKZN (1996) | Chairpersons = 2 Secretariat = 1 Members = 17 |
| Development Finance Institutions | Public funded & commercial banks responsible for financing tourism | Provincial Director = 1 Financial Advisor = 1 Fund Manager = 1 |
| TOTAL | | 66.00 |

The myriad of tourism stakeholders presented in Table 7.2 indicate that the responses were received from a wide array of tourism stakeholders from the tourism industry in KwaZulu-Natal. Data analysis and interpretation in this study are therefore based on expert knowledge and first hand information provided by respondents, based on their practical experience and tourism service delivery in the study area. The Delphi survey was conducted with all the tourism stakeholders indicated in Table 7.2. The responses of the Delphi survey were achieved through a two stage process. The results were then presented in a Likert Scale as discussed later in this chapter. The Likert Scale reduced data into three categories only

whereby all the stakeholders indicated in the table above were grouped into public sector, private sector and tourism coordinating structures.

7.4 GAPS IN THE TOURISM LEGISLATIVE FRAMEWORK

This research investigation sought to establish the perceptions of the local communities and tourism officials relating to the planning, development and management of tourism in KwaZulu-Natal. In this regard, the study used a stratified random sample method and all the members of the community had a chance to be included in the sample.

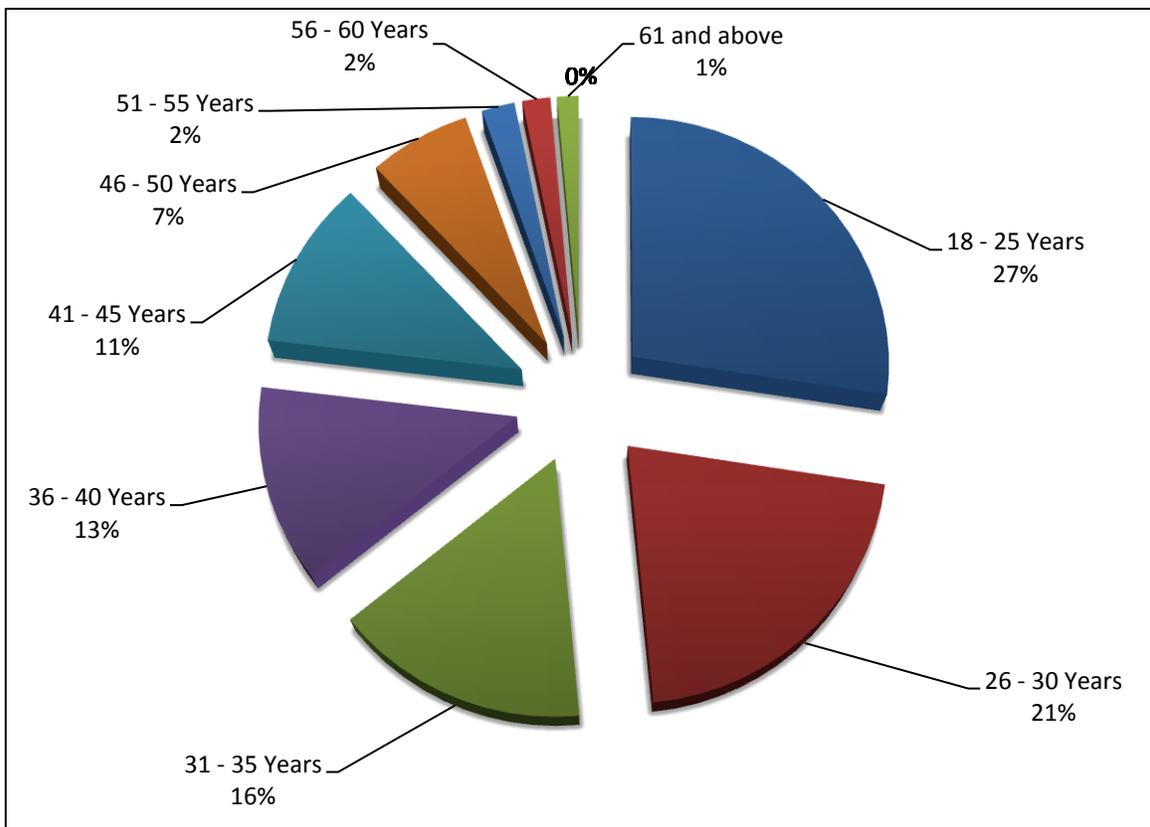
7.4.1 The Role of Age in Tourism Legislation and Management

What is shown in Figure 7.1 below, is the distribution of respondents across different age groups relating to tourism management. A number of respondents were drawn from younger age members of the community whilst the number of respondents in the sample grew thinner and thinner as the age groups get older and older. The age analysis of the respondents is critical in this study to ascertain how different age groups perceive the institutional and legislative frameworks as presented by the current Tourism Act. The numbers drawn from a younger population was twenty seven percent (27%) from 18 – 25 years age group; twenty one percent (21%) from 26 – 30 years; sixteen percent (16%) from 31 – 35 years; and thirteen percent (13%) from 36 – 40 years whilst eleven percent (11%) was drawn from a 41 – 45 years age group; seven percent (7%) from 46 – 50 years; two percent (2%) from 46 – 50 years; two percent (2%) from 56 – 60 percent and finally, one percent (1%) from 61 years and older.

The younger members of the communities are the ones who are still active in the community and can still play a meaningful role in the planning, development and management of tourism in their local areas. A larger number of respondents drawn from a younger age-group (74%) in the community indicates that their willingness to participate in tourism issues in their local areas are drawn from the population that is active and therefore can influence the government positively in the planning and

development of tourism in KwaZulu-Natal. The older community members who constitute a smaller percentage (4%) of the sample are not economically active and their perceptions of planning; development and management of tourism industry in KwaZulu-Natal do not form the core of the perceptions by the communities. The perceptions of the elderly are therefore negligible, whereas those of the relatively younger members of the population form the core findings of the study. The study therefore is premised on the active members of the community who interacts with the tourism policy issues.

FIGURE 7.1: AGE DISTRIBUTION OF THE RESPONDENTS



The findings of reports (KZN-PG, 2008) have indicated that the gaps in the current legislation have revealed challenges for the tourism industry in KwaZulu-Natal, which manifest themselves in a number of ways as experienced in the day-to-day operations within the tourism industry. The major challenges are with the roles and responsibilities of various authorities and organisations responsible for tourism in the

province, especially conflicting roles between the provincial department of Economic Development and Tourism and Tourism KwaZulu-Natal. Other ambiguous areas of the legislation that cause challenges for the tourism industry in KwaZulu-Natal include the roles and responsibilities between district and local municipalities, and between local municipalities and their community tourism organisations. The gaps in the legislation were revealed through the interviews with tourism authorities and community members throughout the province.

7.4.2 The Operation of Official Organisations in Tourism Management

The interview with the officials of the provincial department and the destination management organisation (DMO) revealed that there is a serious challenge posed by the roles and responsibilities of the provincial Department of Economic Development and Tourism (DEDT), later referred to as the provincial department, and the KwaZulu-Natal Tourism Authority (KZNTA) trading as Tourism KwaZulu-Natal, later referred to as the DMO. Tourism KwaZulu-Natal is a public entity for the provincial department (DEDT), responsible for marketing KwaZulu-Natal as the tourism destination and the provincial department is a hundred percent shareholder at the DMO. The DMO however, currently performs its activities independent of the provincial department and determines its own action plans.

The senior management of both organisations (DEDT & KZNTA), through the Delphi method, when asked to clarify the roles and responsibilities between the two organisations, indicated that there is a serious overlap in the roles and responsibilities if the two organisations but alluded that there has been a process of trying to align the activities and avoid the duplication. The challenges experienced in dispatching tourism activities between the provincial department and its DMO as caused mainly by legislative flaws contained in the KwaZulu-Natal Tourism Act (Act no.11 of 1996) as amended (2002) are outlined hereafter from the perspective of the provincial department and DMO officials. The senior tourism officials in the provincial department indicated that the KwaZulu-Natal Tourism Authority was established in terms of the KwaZulu-Natal Tourism Act of 1996 (as amended including Act No.2 of 2002) as a tourism marketing entity for the province but was mandated with all the

tourism functions in the province whilst the provincial department was named Economic Development and Tourism and had to fulfil the tourism function.

In 2005, the directorate of Tourism Development was established as part of the erstwhile Department of Arts, Culture and Tourism when the tourism function was moved from the Department of Economic Development after the arts and culture function had been moved from the erstwhile department of education and culture and tourism function moved from the department of economic development and tourism. The tourism function was moved again from the erstwhile Department of Arts Culture and Tourism in 2009 and amalgamated to Economic Development and Tourism when the Department of Arts Culture and Tourism was being reconfigured into Arts Culture Sports and Recreation. The Tourism Development Chief Directorate has now come back to where it was placed when the province of KwaZulu-Natal was initially established after the first democratic elections of 1994 and resorts under the reconfigured Department of Economic Development and Tourism. The movement of the tourism function among different departments has caused serious overlaps and duplication of activities in the broader tourism planning, development, management and marketing of the province. The major challenge with the KwaZulu-Natal Tourism Act (Act no. 11 as amended in 2002) is mainly that it only establishes the KwaZulu-Natal Tourism Authority and creates serious challenges for the Department in carrying out the tourism functions with regard to broader strategic direction, policy, planning and tourism development issues as the provincial department is not mentioned anywhere in the Act and thus has no legislated tourism mandate. Table 7.1 shows the current roles and responsibilities performed by the provincial department according to the current legislation are competing with the DMO and are in violation of the Act which is an uncomfortable state of affairs for the provincial department officials.

It is apparent in Figure 7.3a that there has been a serious overlap in intergovernmental, policy, strategy and product development functions performed by the department and the DMO. It was reported by both organisations that they have been heavily involved in policy and strategy formulation in KwaZulu-Natal.

TABLE 7.3a : CURRENT OVERLAP OF TOURISM ROLES BY PROVINCIAL AUTHORITIES

| ITEM | RECOMMENDED ROLES | DEDT | TKZN | OVERLAP IN ROLES | COMMENTS |
|------|--|------|------|------------------|--|
| | <i>Inter-Governmental: The following similar national functions in partnership with the national Dept. of Tourism:</i> | | | | DEDT to lead through the Office of the MEC and the Chief Directorate to coordinate with the national Department of Tourism. |
| 1a | Policy and strategy | ✓ | ✓ | ✓ | Both DEDT's Chief Directorate of Tourism and TKZN have been heavily involved in tourism policy and strategy formulation. |
| 1b | Facilitation and implementation | ✓ | ✓ | ✓ | Both of these entities have been involved in facilitating and implementing tourism related projects. |
| 1c | Co-ordination | ✓ | ✓ | ✓ | Both of these entities have been involved in facilitating and implementing tourism related projects. |
| 1d | Regulation and monitoring | ✓ | ✓ | ✓ | See 2k and 2L |
| 1e | Development promotion | ✓ | ✓ | ✓ | Both DEDT and TKZN have been involved in the promotion of the concept of tourism development. TKZN' however has focused its development initiatives on identifying the critical demand-driven product needs of the tourism markets that KZN is targeting, developing the concepts for such developments, assisting TIKZN in packaging and promoting these to potential funders or investors and facilitating their implementation. TKZN also plays an important role in linking HDI tourism services to the tourism channel. |
| 1f | Safe and stable environment for tourism | ✓ | ✓ | ✓ | TKZN and DEDT are involved in tourism safety and security initiatives as outlined in 2q. |
| 1g | Legal and fiscal framework for tourism sector | ✓ | ✓ | ✓ | Both entities have contributed significantly to the formulation of tourism related legislation such as KZN's Tourism White Paper, Tourism Registration Regulations and Act. |
| 1h | Facilitate the development of a tourism culture | ✓ | ✓ | ✓ | Both entities of supported such programmes such as tourism awareness road-shows and workshops.. |
| 1i | Facilitate a responsible and sustainable tourism development | ✓ | ✓ | ✓ | See 2o – 2q. |
| | | | | | |

The department should have been driving tourism policy development and tourism strategies for KwaZulu-Natal. Only strategies relating to marketing and branding should have been driven by the destination management organisation (DMO). It was discovered that the DMO has been setting its own strategies and targets without the involvement of the department. In essence, the department is expected to set targets for the DMO in areas such as tourist arrivals in the province, tourism growth and related indicators.

Another serious overlapping function that has been performed by both organisations is facilitation and implementation of demand driven product development. It was reported that both organisations have been involved in product development, especially community-based projects. Both organisations have been assisting communities on product development without a coordinated and integrated approach on how community-based tourism should be structured. This led to a number of community projects that were developed without an operational support, therefore were unsustainable and collapsed. Both organisations have also been involved in development promotion whereby both organisations dealt with investment promotion. This has caused serious challenges for investors who ended up confused as to who to deal with when wanting to invest in tourism products. Both these organisations (DEDT and TKZN) have also been involved in safety and security for tourists. These responsibilities have led to a double funding of this programme which has not achieved much as there was no organisation which took full responsibility for it. The same two organisations have also been duplicating tourism awareness programmes in the province whereby there have been tourism awareness conducted by the DMO in their offices and with municipalities and the department has also been conducting workshops with municipalities. This duplication of efforts has caused confusion to beneficiaries as same individuals were trained over and over again on similar content. The beneficiaries ended up believing there are Small, Medium and Micro Enterprises (SMMEs) for the DMO and SMMEs for the department. The municipalities raised serious concerns about this situation as it causes divisions amongst SMMEs. In this regard, it is the intention of this research investigation to offer or propose some measures that can be employed to improve the tourism management and delivery systems in the province of KwaZulu-Natal.

TABLE 7.3b: CURRENT OVERLAP OF TOURISM ROLES BY PROVINCIAL AUTHORITIES

| ITEM | RECOMMENDED ROLES | DEDT | TKZN | OVERLAP IN ROLES | COMMENTS |
|------|---|------|------|------------------|---|
| | <i>Working closely with DMO and municipalities:</i> | | | | |
| 2a | Implement National principles, objectives and policy guidelines as it is appropriate to local conditions; | ✓ | ✓ | ✓ | Both government entities are implementing national policies at a local level. |
| 2b | Deliver on legislative and statutory obligations; | ✓ | | | Both government entities are implementing legislation and statutory obligations. |
| 2c | Develop provincial tourism policies and support municipalities in developing local tourism policies; | ✓ | | | On-going. A good example of such an initiative was the formulation of the “White Paper on the Development and Promotion of Tourism in KZN” |
| 2d | Public sector co-ordination to ensure an integrated tourism development approach; | ✓ | ✓ | ✓ | Many examples of such initiatives exist such as PTF, PTC, GCP and forums such as the TGF. |
| 2e | Co-ordinate and support municipalities to integrate tourism into their integrated development plans. | ✓ | | | Many examples of such initiatives exist such as PTF, PTC, GCP and forums such as the TGF. |
| 2f | Develop a tourism master plan in KZN with key strategic objectives and plan to achieve these objectives; | ✓ | ✓ | ✓ | Both TKZN and DEDT have been involved in developing the terms of reference for such a plan and in initial planning meetings to mobilise such a process. |
| 2g | Facilitate the development of market driven products and services in response to the DMO’s market intelligence; | | ✓ | | The UNWTO stresses that market-driven product development is a key responsibility of competitive DMOs. They should ideally develop the concepts for such development, package them for investors or funders and facilitate their implementation. It is due to the programme of the Global Competitiveness Study which emphasised the need to fulfil the critical tourism experience gaps of South Africa’s target markets and KZN in particular |
| 2h | Investment facilitation through existing and local agencies; | ✓ | ✓ | ✓ | DEDT and TKZN have worked closely with TIKZN and DEAT to develop a tourism investment strategy and to package actual projects for investors and funders. |
| 2i | Spatial development co-ordination; | ✓ | ✓ | ✓ | DEDT has largely lead in this area particularly in contributing to the KZN Spatial Development Framework. TKZN, however, provided important support with this process. |

The major overlap of functions depicted in Table 7.3b relate more to public sector coordination and delivering on legislative and statutory obligations. Both the department and the DMO are involved with public sector coordination. The department is coordinates the provincial tourism committee (PTC) chaired by the member of executive committee (MEC) and the DMO coordinates the provincial tourism forum (PTF) chaired by the chief executive officer of the DMO. There has always been no flow of information from the PTF to the PTC as required in the sense that issues should be discussed by the PTF then recommended to the PTC. Some issues have been discussed and resolutions taken at a PTC without initially having discussed them at the PTF. In other instances, issues that needed political and policy decisions by PTC have been discussed and finalised at the PTF without referring them to the PTC. This has caused serious implementation challenges as decisions taken at these meetings were not properly communicated and did not have full support by relevant authorities.

The DMO has also not fully involved municipalities on marketing initiatives. Municipalities indicated that marketing strategies developed by the DMO are not fully understood by municipalities. The challenges emanating from this are poor participation of municipalities at marketing platforms, especially international platforms and poor budgeting for marketing activities. It was also reported by the private sector that both organisations have not fully engaged the private sector in their activities. The private sector therefore feels neglected and programmes that could have been implemented collaboratively are implemented by government alone without the impact they would have had if the private sector was involved.

There has also been a poor delivery on legislative obligations by both the department and the DMO. The private sector indicated that they reported a lot of cases of illegal tourism operations to both the department and the DMO. Neither of the two organisations has taken serious steps in investigating the allegations laid by the private sector. In instances where evidence was available, neither of two organisations initiated legal actions as provided in the legislation and tourism regulations. The private sector indicated that most of the cases reported pertain to illegal tour operators; illegal tour guides and non-registered tourism businesses provide substandard services to tourists.

TABLE 7.3c: CURRENT OVERLAP OF TOURISM ROLES BY PROVINCIAL AUTHORITIES

| ITEM | RECOMMENDED ROLES | DEDT | TKZN | OVERLAP IN ROLES | COMMENTS |
|------|---|------|------|------------------|---|
| 2j | Quality assurance | ✓ | ✓ | ✓ | Both DEDT and TKZN have formulated action plans and programmes to promote the quality assurance and accessibility programme of the Tourism Grading Council of South Africa. |
| 2k | Registration of tourism businesses; | ✓ | ✓ | | DEDT delegated this function to TKZN who has developed the necessary capacity and systems. |
| 2l | Registration of tourist guides; | | ✓ | | TKZN has developed the necessary capacity and systems to deal with this function. |
| 2m | Champion, monitor, evaluate and report on transformation, and in particular on BBBEE; | ✓ | ✓ | ✓ | Both TKZN and DEDT have worked on the development of a draft transformation plan for KZN. In addition both entities have promoted this concept and commenced with the implantation of actions outlined in this plan. |
| 2n | Play a prominent role in activities such as: | | | | |
| 2o | The involvement of local communities; | ✓ | ✓ | ✓ | DEDT and TKZN actively involve communities in community based tourism projects. This is from the inception conceptual stages to actual implementation. Advisory and marketing support has also been provided for such initiatives. |
| 2p | Environmental management; | ✓ | ✓ | ✓ | Both DEDT and TKZN have actively promoted the concepts of responsible and sustainable tourism and associated concepts such as EIAs and SEAs. |
| 2q | Safety and security of visitors. | ✓ | ✓ | ✓ | DEDT and TKZN are involved in tourism safety and awareness campaigns through workshops the development of tourism safety and awareness brochures, the tourism ambassador programme and the implementation of the national tourism awareness strategy. |

The major challenge caused by the current legislation which has led to all the duplication of activities between the department and the DMO is that the legislation puts the entire tourism mandate in the province of KwaZulu-Natal to the KwaZulu-Natal Tourism Authority trading as Tourism KwaZulu-Natal which currently performs its core marketing function and other tourism development activities. The tourism development function performed by Tourism KwaZulu-Natal seriously impacts and conflicts with functions performed by the provincial department of Economic Development and Tourism. The provincial department has assumed a number of tourism functions in the province as recommended in the White Paper on Development and Promotion of Tourism in KwaZulu-Natal (2008) as a provincial tourism policy but these functions are not legislated. The DMO, using the legislation, continues to perform the same activities as those performed by the department.

7.4.3 The Management of the Overlap of Tourism Roles

The recommendations in the provincial tourism policy have given a provincial department functions that are given to the DMO by the legislation. There has been serious duplication in terms of the activities conducted by the DMO, as it perceives all the tourism functions to belong to them. The duplication of activities has also been exacerbated in that the department and the DMO do not have joint strategic planning sessions to discuss aligning of projects. Duplication that could be averted through establishing a common understanding about certain programmes has continued unabated. In addition, duplication is in human resources, as the DMO has a fully fledged tourism development unit headed by a general manager. The staff in this tourism unit, performs the exact tourism development functions as undertaken by the provincial department. The duplication of functions has caused uncertainty to the staff at the tourism development unit of the DMO. Table 7.4 shows the tourism functions as currently performed by Tourism KwaZulu Natal. The table shows that there are many overlaps in the functions pertaining to issues of quality assurance and service excellence. The DMO is not at fault to perform the functions they are currently performing as these are mandated to them by legislation and the department needs to correct the legislation.

TABLE 7.4: CURRENT FULFILMENT OF THE TOURISM ROLES BY TOURISM KWAZULU-NATAL (DMO)

| ITEM | RECOMMENDED ROLES | DEDT | TKZN | OVERLAP IN ROLES | COMMENTS |
|------|---|------|-------------|------------------|--|
| a. | Develop the tourism brand for KZN | | ✓ | | TKZN has developed a clear branding strategy. |
| b. | Develop a domestic brand strategy for the province | | ✓ | | TKZN has a clear branding and targeting strategy for domestic tourism market. |
| c. | Develop and agree on international marketing strategy with SAT | | ✓ | | TKZN has a clear international targeting strategy that has been based on SAT's Tourism Growth Strategy. |
| d. | Market and promote the province in competition with other provinces | | ✓ | | TKZN has ongoing campaigns of this nature. |
| e. | Align provincial marketing strategy and programmes to SAT's programmes | | ✓ | | TKZN participates in the forums that SAT has set up to bring about such alignment. |
| f. | Execute provincial initiatives in markets that KZN develops independent of SAT | | ✓ | | Ongoing – part of TKZN's marketing strategy. |
| g. | Support district and local DMO's to: <ul style="list-style-type: none"> • Develop marketing strategies; • Identify market-driven experience offerings; • Linking previously disadvantaged product and service providers to tourism markets • Implement marketing programmes | ✓ | ✓ ✓ ✓ | ✓ | Ongoing, primarily through the Provincial Tourism Forum and through funding support for sub-destination branding initiatives. Part of the sub-destination brand roll out plan. TKZN and DEDT have established a range of support mechanisms and structures to facilitate such linkages. These range from mentorship programmes, to printed guides that provide the basis guidelines for establishing tourism businesses, to weekly workshops. Also see 2m. Ongoing in terms of an annual marketing plan. |
| h. | Co-ordinate marketing initiatives with private sector partners and other relevant stakeholders. | | ✓ | | Ongoing. Joint Marketing Agreements are in place. Forums such as the quarterly Tourism Growth have been established. |
| i. | Destination Development Planning Local Government Tool Kit Provincial Planning | ✓ | ✓ | ✓ | TKZN has formulated a dedicated tourism product development and investment strategy. Many of the projects identified in these strategies have been mobilised in close collaboration with DEDT, TIKZN and district and local municipalities. |
| j. | Tourism Knowledge Management | | ✓ | | TKZN has established a programme recognised by the UNWTO as being amongst the best in the world. |
| l. | Monitor and report on tourism growth in the province. | | ✓ | | On-going. TKZN has developed the necessary systems and projects to ensure that this function is fulfilled. |

The provincial department officials indicated that the conflicting roles and responsibilities causes tensions between the officials as there is what they referred to as “turf wars” amongst officials who feel unsecured about losing their jobs if the roles and responsibilities for the two organisations are aligned without a permanent solution of the Act. This is evident in the organograms of both organisations where there is a duplication of similar posts with both the provincial department and the public entity having posts for a Manager-Tourism Transformation and General Manager-Tourism Development respectively.

The task team established by the head of department has recommended the separation of roles and responsibilities for both the provincial department and the DMO. The new aligned roles are temporary solution measures to facilitate service delivery by the provincial department and to allow the DMO to focus on its core mandate which is marketing and promotion of KwaZulu-Natal as a preferred tourism destination. The task team also recommended that a permanent solution must be achieved through repealing the current Act and ensuring that roles and responsibilities are assigned correctly at a legislative level. The provincial department officials indicated that a resolution has already been taken at by the province to repeal the Act and a provincial tourism bill has been drafted and the province of KwaZulu-Natal is waiting for the National Department of Tourism to finalise the development of the new tourism act which was gazetted as a Bill for public comments by the Minister of Tourism Mr. Marthinus Van Schalkwyk in August 2011.

It was indicated by both organisations that amending the current tourism legislation for KwaZulu-Natal was not an option since the amendments will be more than fifty percent (50%) and there will also be new sections that need to be introduced. It is perceived by both the provincial department and the DMO officials that the new legislation will have clear mandate for both organisations and will assist both organisations to focus on their core functions. The task team agreed that there are overlapping roles and responsibilities that still need to be performed by both organisations. It was however suggested that there should be clear rules of

engagement in performing those roles and responsibilities so that there is no conflict of interest in service delivery and continuation of perceived operational turf wars between the staff of the department and the DMO.

7.5 TESTING OF HYPOTHESIS ONE

One of the objectives of this study was to analyse the gaps in the legislative frameworks governing tourism development in KwaZulu-Natal and how these influence creation of the enabling environment for co-ordinated planning in the tourism industry. The challenges caused by the current tourism legislation in KwaZulu-Natal mainly between the provincial department and the DMO has revealed serious gaps in roles and responsibilities of tourism authorities in the province. These challenges have validated hypothesis one, which postulated that “the legislative frameworks governing tourism development in KwaZulu-Natal have gaps, which have a negative influence on the co-ordination, planning and creation of an enabling environment in the tourism industry. The serious gap in the legislation is the non recognition of the Department of Economic Development at a provincial level and all its associated tourism functions in the province. According to the senior officials of the provincial department, the proposed new draft tourism legislation of KwaZulu-Natal addresses all these challenges and promulgates clear roles and responsibilities in the province.

The Likert Scale for objective one set for the study to analyse the gaps in the legislative frameworks governing tourism development in KwaZulu-Natal and how these influence creation of the enabling environment for coordinated planning in the tourism industry was done. The Likert Scale indicates that the public sector with fifteen point one percent (15.1%), Private sector with nine percent (9%) and the tourism coordinating structures with twenty eight point seven percent (28.7 %) all combined to account for fifty three percent (53%), strongly agree that the current legislation of KwaZulu-Natal has serious gaps. The sentiments raised by these stakeholders confirms the results of the analysis of the conflicting roles and responsibilities raised by the provincial department and KwaZulu-Natal Tourism

Authority. Only twelve percent (12%) percent of the stakeholders were neutral with a negligible three percent (3%) who disagree and four and a half percent (4.5%) who strongly disagree that the current legislation has serious gaps.

TABLE 7.5: LIKERT SCALE FOR OBJECTIVE ONE – TOURISM STAKEHOLDERS

| The current legislation of KwaZulu-Natal has serious gaps that causes challenges for the tourism industry | TOURISM STAKEHOLDERS | | | Frequency | Total Percentage (%) |
|---|----------------------|----------------|---------------------------------|-----------|----------------------|
| | Public Sector | Private Sector | Tourism Coordinating Structures | | |
| Strongly Agree | 10 (15.1%) | 6 (9%) | 19 (28.7%) | 35 | 53.0 |
| Agree | 8 (12.1%) | 4 (6.1%) | 6 (9.1%) | 18 | 27.3 |
| Neutral | 3 (4.5%) | 1 (1.5%) | 4 (6.1%) | 8 | 12.1 |
| Disagree | 1 (1.5%) | 1 (1.5%) | 0 (0%) | 2 | 3.0 |
| Strongly Disagree | 0 (0%) | 2 (3%) | 1(1.5%) | 3 | 4.5 |
| Total | 22 | 14 | 30 | 66 | 100 |

A Chi-Square test for hypothesis one “That the legislative frameworks governing tourism development in KwaZulu-Natal have gaps, which have a negative influence on the co-ordination, planning and creation of an enabling environment in the tourism industry” was undertaken to either accept or reject the null hypothesis.

TABLE 7.6: CHI-SQAURE TEST FOR HYPOTHESIS ONE

| The current legislation of KwaZulu-Natal has serious gaps that causes challenges for the tourism industry | Value | Degree of Freedom (df) | Level of Significance (2-sided) |
|---|--------------------|------------------------|---------------------------------|
| Pearson Chi-Square | 8.609 ^a | 8 | .376 |
| Likelihood Ratio | 9.259 | 8 | .321 |
| Linear-by-Linear Association | .477 | 1 | .490 |
| N of Valid Cases | 66 | | |

- a. 10 cells (66.7%) have expected count less than 5. The minimum expected count is 0.42.

The Chi-Square presented in Table 7.6 indicates that a value of 8.609 was computed with a minimum expected count of 0.42. The Chi-Square value was found to be more than 0.05 which means that hypothesis one set for this study is accepted. The acceptance of this hypothesis means that the current tourism legislation of KwaZulu-Natal needs to be repealed and a new legislation is put in place to ensure that all the serious gaps prevalent in the legislative framework could be closed. The new legislation is expected to facilitate coordinated tourism planning, development and management in KwaZulu-Natal.

7.6 ALIGNMENT OF TOURISM POLICIES AND STRATEGIES

The provincial department officials indicated that the National Department of Tourism developed a National Tourism Sector Strategy (NTSS) in 2010 which is seen as the most progressive tourism strategy since the advent of a democratic dispensation in South Africa. The NTSS serves as a tourism master-plan of South Africa and gives a strategic direction on what provinces, municipalities, and other tourism stakeholders need to do. The NTSS forecasts tourism planning for a period of twenty years ending in 2020. In response to the NTSS, the provincial officials indicated that KwaZulu-Natal is in the process of developing a provincial tourism master-plan. The Provincial tourism master-plan is aligned to the NTSS in that it also has targets for 2020. The provincial officials indicated that the provincial tourism master-plan will however; also contain targets up to year 2020 to align with the Provincial Economic Development Plan which sets provincial economic targets up to the year 2030.

Similarly, the local municipalities are expected to have tourism by-laws in place to regulate the tourism industry at a local level to ensure integration with the provincial tourism regulations. Schedule 4, of the Constitution of South Africa (Act no. 108 of 1996), sets out the functional areas of concurrent national and, provincial legislative competence. In accordance with the provisions of the constitutions, the municipalities need to budget for tourism in fulfilling their constitutional mandate. The

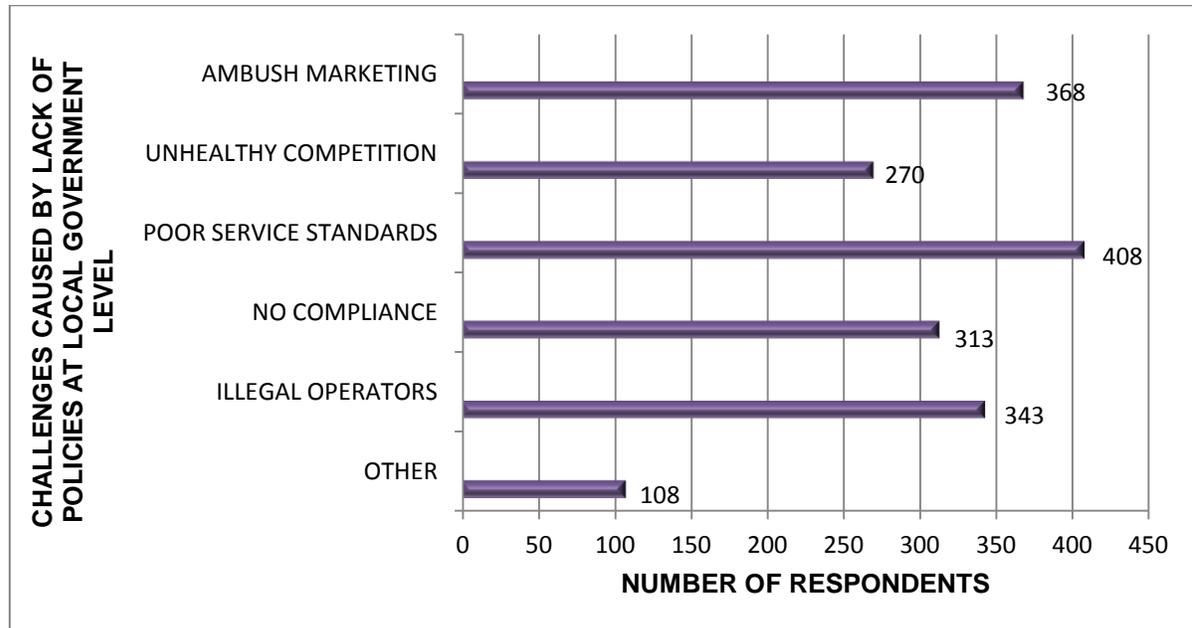
findings from interviewing municipalities however, indicated that municipalities do not respect the constitution in that they do not have tourism strategies at a local government level and they abandon their mandate of developing and marketing tourism at a local level. It was therefore revealed that municipalities conduct their tourism function without structures plans and strategies to guide their activities.

The tendency of municipalities to ignore the tourism function at a local government level is evident in a lack of municipal tourism by-laws and its associated resultant challenges as shown in Figure 7.2. The tourism by-laws are expected to assist in regulating the tourism industry and provide some level of control on how tourism is organised at a local level. The private sector indicated that their challenges at a local level are caused mainly by the lack of by-laws, as there is no system put in place to register tourism businesses and there are no guidelines on signage. The municipalities do not only lack the by-laws, but also cannot guide local businesses on compliance issues with the signage regulations. This situation has caused conflicts between local business owners and the provincial Department of Transport, in that the department always mows down illegally mounted signage which costs a lot of money to erect. The private sector indicated that the poor information and guidance from local municipalities costs them a lot of money as the signage they have erected is deemed illegal by the very same municipalities that do not give them guidance and in some instances has been removed by the Department of Transport.

The private sector indicated that there seems to be no efforts by municipalities to regulate the tourism industry at a local level and the provincial government is also doing nothing about it. The provincial department requires tourism businesses to be registered with local private sector associations before they can be registered at a provincial level. The provincial government however has no control mechanism to ensure that every municipality has these private sector organisations to assist with registration of tourism businesses. The lack of tourism policies at a local level in a form of by-laws creates a number of challenges in the tourism industry at a local level. The perception of the majority of tourism stakeholders is that the lack of municipal by-laws leads to poor service standards in the tourism industry at a local

level. The municipalities do not have any quality assurance mechanisms to ensure that the tourism industry provides quality service to customers to ensure service excellence. As a result, there are no norms and standards that govern service excellence in the tourism industry at the local level.

FIGURE 7.2: CHALLENGES CAUSED BY LACK OF TOURISM BY-LAWS



N = 890 [Respondents indicated more than one challenge from the questionnaire]

The lack of by-laws at a local level also promotes illegal operators. According to the provincial tourism officials, the KwaZulu-Natal government promulgated tourism registration regulations on the 13th May 2004 under section 32(f) and (i) of the KwaZulu-Natal Tourism Amendment Act, as amended in 2002. The regulations specify that it is mandatory for enterprises whose primary object is to provide services and facilities to tourists in the province of KwaZulu-Natal to be registered. The regulations classify what is regarded as a tourism business in KwaZulu-Natal and have seventeen (17) categories of all tourism-related services in the province, which range from accommodation establishments, conference venues and organizers to recreation and entertainment activities, including restaurants, historic and cultural assets. According to the regulations, all tourism enterprises must

register with the local community tourism organisation, municipality and eventually the Department of Economic Development and Tourism. According to the departmental officials, the registration function has been done by Tourism KwaZulu-Natal which is a Destination Management Organisation of KwaZulu-Natal and a public entity of the Department of Economic Development and Tourism. The registration function was moved from Tourism KwaZulu-Natal to the Department of Economic Development and Tourism in May 2011 as part of the implementation of the recommendations of the White Paper on the Development to improve clarity in roles and responsibilities between the provincial department and its public entity.

However, the local government does not compel new tourism businesses to be registered either with the municipality or the local tourism trade associations in a form of community tourism organisations as stipulated in the provincial tourism Regulations. There is therefore a mushrooming of many tourism businesses throughout KwaZulu-Natal which are not registered and therefore do not comply with any national and provincial tourism policies or legislation. The perception of the communities based on the reality on the ground is therefore that there are many non-compliant tourism businesses at a local level. In addition, there is a disjuncture between the National Tourism Act (Act no. of 1993) and the KwaZulu-Natal Tourism Act (Act no. 11 of 1996) in that the KwaZulu-Natal Act makes registration of tourism enterprises mandatory whilst the National Tourism Act stipulate that registration of tourism businesses is voluntary. The private sector indicated that the National Department of Tourism which was established in 2009 gazetted the National Tourism Bill in August 2011. The Bill is an amendment to the National Tourism Act (Act no. of 1993). The gazetted bill still does not make the registration of tourism businesses mandatory but it remains voluntary. The perception by the private sector is that the challenge of illegal and non-compliant tourism businesses will persist if the tourism business registration is not compulsory at a local level and municipalities will continue failing to fulfil their tourism mandate at a local level.

In Part A of Schedule 4 and Schedule 5 of the Constitution (Act no. 108 of 1996), Part A of the constitution identifies tourism at a provincial level, and in Part B Local

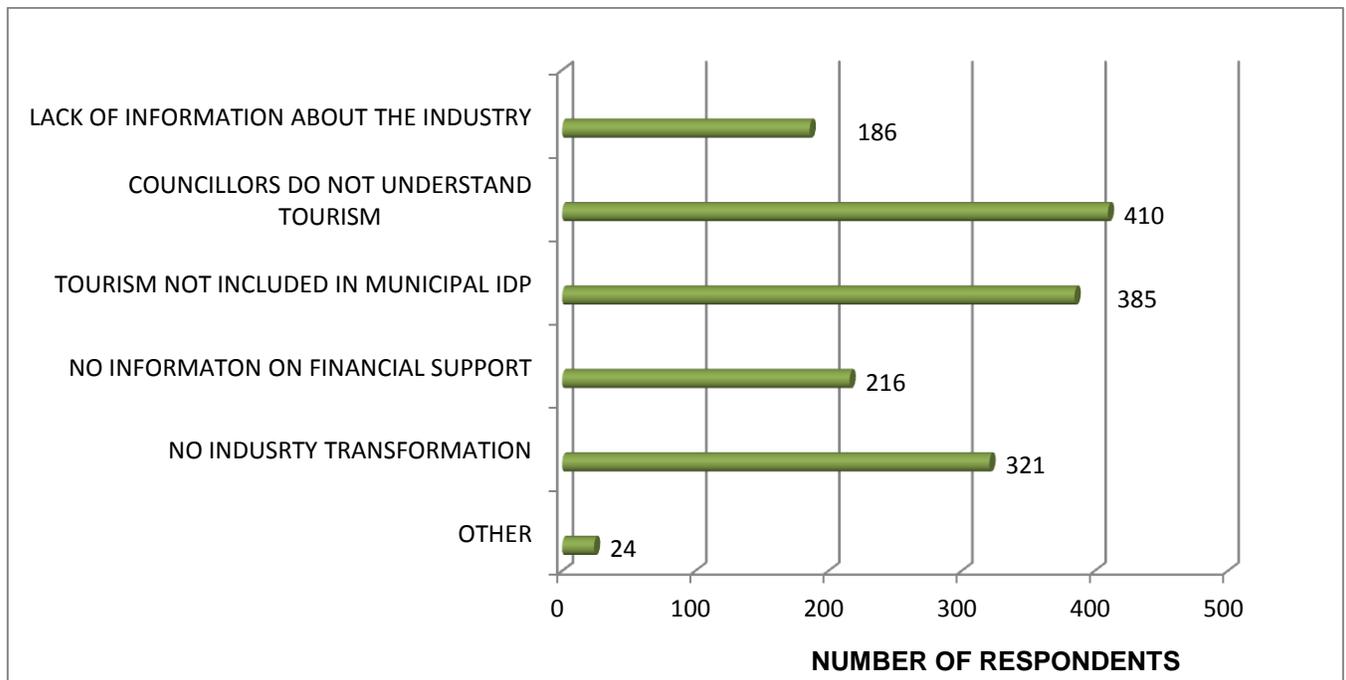
Tourism is outlined in section 155(6) (a) and (7). The municipal officials indicated that challenges faced by the tourism industry at a local level in KwaZulu-Natal are not solely caused by local municipalities not fulfilling their tourism mandate but are also attributed to the national, provincial and local government tourism policies which are not aligned. The assertion that there is no alignment of tourism policies at the three spheres of government in South Africa affirms the hypothesis two which states that the national, provincial and local government tourism policies and strategies are not properly aligned and therefore tend to negatively influence tourism planning and development in KwaZulu-Natal.

There is therefore a dire need for the government to align the tourism policies, starting with legislation. The reason for this being that the conflicting tourism legislation operating the national and provincial government levels, invariably affects tourism planning, development and management in KwaZulu-Natal at a provincial level as well as at the local government level in particular. The perception of the lack of proper tourism policies at a provincial level differs from those affecting tourism at a local level.

Figure 7.3 shows the challenges caused by lack of effective tourism policies at a provincial level. The non-involvement of communities and stakeholders at a provincial level causes various challenges that do not only affect tourism at a provincial level, but trickle to the local level as well where tourism takes place. The perception of non-involvement of tourism stakeholders at a provincial level cause such challenges as the lack of information about the industry as whole; councillors at a local level not understanding tourism; tourism not included in the municipality integrated development plans; lack of information about financing tourism development in KwaZulu-Natal and poor transformation of the tourism industry. The provincial government is charged with responsibility of developing tourism policies and legislation to guide tourism planning, development and management at a provincial level. The communities in KwaZulu-Natal feel that there is a lack of information about the industry as whole. This in turn means that there is poor integration of tourism strategies at with national, provincial and local tourism

strategies. The government does not make enough efforts to disseminate information about the provincial programmes available at a national and provincial level so that the communities may have a comprehensive picture about the tourism industry and thus optimally utilise the available opportunities and reap maximum benefits of the tourism industry. The national and provincial programmes therefore do not get to intended recipients for whom they were designed.

FIGURE 7.3: CHALLENGES CAUSED BY POOR POLICIES ON COMMUNITY INVOLVEMENT AT A PROVINCIAL LEVEL



N = 890 [Respondents indicated more than one challenge in the questionnaire]

The majority of communities also feel that the lack of inclusion of tourism in local municipality Integrated Development Plans is caused by the poor interface between the provincial and local government levels. The province may not be adequately communicating the significance of the tourism industry to the local municipalities as part of local economic development. The tourism function competes with a number of other pressing social needs at a local level. The private sector indicated that as much as the Act compels all establishments who want to do tourism business within

tourism KwaZulu-Natal to be registered it, the Act is not enforced by the provincial authorities and the resultant problem is a serious challenge of unhealthy competition from illegal tourism establishments in the province and legal operators are not protected by the government.

In addition, municipal officials indicated that the local councillors are mostly occupied with the delivery of social services that affect communities day-to-day in their daily life. The perception about the tourism function is that it is an intangible economic activity that does not fall high in the municipality list of priorities. The municipal officials indicated that the provincial government needs to ensure that the municipal councillors are capacitated about the tourism industry and how it contributes to direct and indirect employment opportunities to the local communities. The provincial government in KwaZulu-Natal also needs to make local councillors aware about other benefits of tourism, including economic, social and heritage conservation.

7.7 TESTING OF HYPOTHESIS TWO

The Likert Scale was used to establish the perceptions of communities on whether or not the lack of by-laws at a local level cause challenges for the tourism industry. The findings indicate that thirty one point two percent (31.2%) of respondents strongly agree and thirty seven point four percent (37.4%) agree that the lack of tourism by-laws at a local level cause numerous challenges for the tourism industry. The Likert scale indicates that the local sphere of government in KwaZulu-Natal does not have appropriate policies that are aligned to the provincial government. Local government has no policy mechanisms to regulate the tourism industry and a number of challenges emanating from poor control measures put the industry into chaos.

The Likert Scale confirms the number of challenges raised by the communities with regard to lack of by-laws. The most educated members of the community are the ones who raised serious concerns about the lack of tourism by-laws. These are members of the community who understand that the policies at a provincial level must be augmented by similar by-laws at a local level to facilitate smooth operation

of the tourism industry. The lack of by-laws at a local level imply that there is no nexus between what is regulated at a provincial level with what is expected to be regulated at a local level, thus tourism industry remains unregulated at a local level.

TABLE 7.7: LIKERT SCALE FOR OBJECTIVE TWO - COMMUNITY

| The lack of tourism policies and by-laws cause numerous challenges for the tourism industry | EDUCATION | | | | Total | Percentage |
|---|-----------------------|---------------|---------------------|--------------------|------------|------------|
| | Did Not Attend School | Primary Level | Secondary Education | Tertiary Education | | |
| Strongly Agree | 29 | 47 | 90 | 112 | 278 | 31.2 |
| Agree | 0 | 0 | 100 | 233 | 333 | 37.4 |
| Neutral | 0 | 0 | 44 | 43 | 87 | 9.8 |
| Disagree | 0 | 0 | 71 | 56 | 127 | 14.3 |
| Strongly Disagree | 0 | 0 | 35 | 30 | 65 | 7.3 |
| TOTAL | 29 | 47 | 340 | 474 | 890 | 100 |

The Chi-square test was computed from respondents to test the null hypothesis two that the national, provincial and local government tourism policies and strategies are not properly aligned and therefore tend to negatively influence tourism planning and development in KwaZulu-Natal . A Chi-square value of 222.774 which equals 2.12 of expected counts was calculated.

TABLE 7.8: CHI- SQUARE TEST FOR HYPOTHESIS TWO - COMMUNITY

| The lack of tourism policies and by-laws cause numerous challenges for the tourism industry | Value | Degree Of Freedom (Df) | Level Of Significance Asymp.Sig. (2-Sided) |
|---|----------------------|------------------------|--|
| Pearson Chi- Square | 222.774 ^a | 12 | .000 |
| Likelihood Ratio | 230.210 | 12 | .000 |
| Linear- By- Linear Association | 22.799 | 1 | .000 |
| N of Valid Cases | 890 | | |

5 cells (25.0%) have expected count less than 5. The minimum expected count is 2.12.

The Chi-square value was more than 0.05 and means that the null hypothesis can be accepted. The Chi-square test verifies that there is no alignment of tourism policies between the provincial and local government as the local government does not have by-laws that emulate policies at a provincial level to facilitate smooth functioning of the tourism industry at a local level.

The Likert Scale was also conducted for the tourism stakeholders to ascertain the perceptions of different stakeholders on whether they are aware of the current tourism legislation or not. The findings in Table 7.9 indicate that most tourism stakeholders in KwaZulu-Natal are aware of the current tourism legislation with forty eight and a half percent (48.5%) who strongly agree and twenty five point eight percent (25.8%) who agree amounting to seventy four point three percent (74.3%) total percentage of the tourism stakeholders who has the knowledge of the legislation. The most number of tourism stakeholders who know and understand the current legislation implies that they are in a better position to align their activities with the legislation and policies.

TABLE 7.9: LIKERT SCALE FOR OBJECTIVE TWO – STAKEHOLDERS

| Tourism stakeholders are aware about the KwaZulu-Natal tourism act (Act.11 of 1996 as amended 2002) | TOURISM STAKEHOLDERS | | | Frequency | Total Percentage (%) |
|---|----------------------|----------------|---------------------------------|-----------|----------------------|
| | Public Sector | Private Sector | Tourism Coordinating Structures | | |
| Strongly Agree | 14(21.2%) | 4(6.1%) | 14(21.2%) | 32 | 48.5 |
| Agree | 3(4.5%) | 6(9.1%) | 8(12.1%) | 17 | 25.8 |
| Neutral | 3(4.5%) | 2(3%) | 5(7.6%) | 10 | 15.1 |
| Disagree | 1(1.5%) | 2(3%) | 2(3%) | 5 | 7.6 |
| Strongly Disagree | 1(1.5%) | 0(0%) | 1(1.5%) | 2 | 3 |
| Total | 22 | 14 | 30 | 66 | 100 |

A Chi-Square test was conducted for hypothesis two: “That the national, provincial and local government tourism policies and strategies are not properly aligned and therefore tend to negatively influence tourism planning and development in KwaZulu-Natal” to either accept or reject the hypothesis. The Chi-Square value of 8.972 indicated in Table 7.10 was computed amounting to 1.27 minimum expected count.

TABLE 7.10: CHI-SQUARE FOR HYPOTYHESIS TWO – STAKEHOLDERS

| Tourism stakeholders are aware about the KwaZulu-Natal tourism act (Act.11 of 1996 as amended 2002) | Value | Degree of Freedom (df) | Level of Significance Asymp. Sig. (2-sided) |
|--|--------------------|-------------------------------|--|
| Pearson Chi-Square | 8.972 ^a | 8 | .345 |
| Likelihood Ratio | 9.953 | 8 | .268 |
| Linear-by-Linear Association | 3.000 | 1 | .083 |
| N of Valid Cases | 66 | | |

a. 9 cells (60.0%) have expected count less than 5. The minimum expected count is 1.27.

The minimum expected count of 1.27 is higher than 0.05 and signifies that hypothesis two of this study is accepted. The acceptance of hypothesis two indicates that the challenge of poor coordination of tourism activities in KwaZulu-Natal is not related to lack of knowledge about the legislation but can be attributed to the shortcomings of the legislation itself that has a number of serious gaps and omissions as explained in section 7.4 above.

7.8 TOURISM COORDINATING STRUCTURES: RELEVANCE, COMPOSITION AND OPERATIONS

The interview with the officials of the provincial Department of Economic Development and Tourism revealed that there are various tourism coordinating structures that have been established both at a provincial and municipal level to ensure a coordinated planning approach in the province. The structures developed in KwaZulu-Natal are based on the White Paper for Development and Promotion of

Tourism in South Africa (1996) and the White Paper on Development and Promotion of Tourism in KwaZulu-Natal (2008). Both these White Papers as policy documents outline how tourism should be governed in South Africa and KwaZulu-Natal. The coordinating structures outline the roles of different stakeholders and those of different spheres of government.

7.8.1 Types of Coordinating Structures

The Department of Economic Development and Tourism indicated that there are various types of tourism coordinating structure that are operational in KwaZulu-Natal. The effectiveness of these structures is evaluated in chapter seven. Figure 7.4 indicates tourism coordinating structures as they are established in KwaZulu-Natal:

FIGURE 7.4: TOURISM COORDINATING STRUCTURES IN KWAZULU-NATAL

| TIER OF GOVT. | Political Leadership | Co-ord. Structure | Executive/ Management Leadership | Co-ord. Structure | Destination Marketing Structure | Co-ord. Structure | PRIVATE SECTOR e.g. |
|-----------------|---------------------------------|--|----------------------------------|---------------------|--|-------------------|--|
| FUNDING | Public Sector/Government | | | | | | Private sector |
| National | Minister of Tourism | Minmec PFC | Director General - DEAT | Miptec | SAT | CEO's Forum | Fedhasa TBCSA SATSA NAA etc |
| Province | MEC for Tourism | PFC PTC | Head of Department - DACT | PTF | KZNTA | PTF | Provincial chapters of above |
| District | Mayor | Mayoral Committee PFC or similar structure | City/ Municipal manager | DTF | District Tourism Office | DTF Mtg | •CTA's •Local branch of Associations; •District Private Sector Forum |
| Local | Mayor | Mayoral Committee PFC or similar structure | Municipal Manager | Local Tourism Comm. | Local Tourism Office (market/ Community focused) | LTC | •CTA's •Local Private sector Forum (if required) |

Source: KZN-DEDT (2008)

Figure 7.4 above, indicates that there are numerous structures suggested in the provincial tourism policy. Attention in this study is only given to the details of the provincial structures as depicted in Figure 7.4 with less attention given to national coordinating structures. The provincial tourism officials indicated that the Terms of Reference for each coordinating structure has been developed to either establish tourism coordinating structures at a provincial level, or to guide municipalities to develop tourism coordinating structures at a local government level. The Terms of Reference outline the, objectives, purpose, composition, and the scope operations of each structure. The research enquiry of this study wanted to ascertain the effectiveness and relevance of these structures and the findings thereof are presented later in this section. The abridged terms of reference for various structures provided by the Department of Economic Development and Tourism are presented in the next five subheadings.

7.8.1.1 *The Provincial Tourism Committee (PTC)*

The most relevant policy in this section, is established in terms of section 32 (a) of the KwaZulu-Natal Tourism Act, Act no. 11 of 1996 as amended in 2002 which states that the Minister may, after consultation with the Portfolio Committee, and by notice in the Government Gazette make Regulations on matters relating to meetings and manner of operation of the PTC established in terms of section 34. The Purpose of the PTC is to allow the Minister of Economic Development and Tourism, Districts Municipalities together with the Metropolitan and other stakeholders to deliberate on tourism related issues and make recommendations for implementation by the PTF which is a technical committee responsible for the implementation of the PTC resolutions. It was reported that the PTC deals only with tourism policy issues at a provincial level and discusses issues that have been referred by committees at a lower level as having been sifted by the technical committee.

It was reported that the composition of the PTC is the provincial Member of Executive Committee (MEC) responsible for tourism in the province who also chairs the committee, the district mayors, and district municipality managers. In addition, the MEC has co-opted strategically positioned local municipal mayors and other

agencies that somehow deal with tourism to serve in the PTC. The provincial tourism officials indicated that the PTC is a highly effective committee as it has passed a number of tourism policies including the White Paper on Development and Promotion of Tourism in South Africa, the KwaZulu-Natal Beach Tourism Policy and KwaZulu-Natal Community Tourism Organisations Strategy.

7.8.1.2. Provincial Tourism Forum (PTF)

The Department of Economic Development and tourism through Tourism KwaZulu-Natal has developed the Provincial Tourism Forum. The KwaZulu-Natal Tourism Act 1996 (Act 11 of 1996 as amended in 2002) constitutes the KwaZulu-Natal Tourism Authority (KZNTA) as the provincial institution primarily responsible for marketing and promoting the Province of KwaZulu-Natal as a tourism destination. The Act requires KZNTA to undertake the task mandated to it in co-operation, *inter alia*, with municipal government in the Province and to advise and guide Municipalities to develop, market and promote local tourism in their respective areas. Municipalities are required by the Act to develop and implement tourism policies for their areas and KZNTA is expected to assist them in accomplishing that task. Section 25 of the Act requires TKZN to establish a forum with municipalities to facilitate co-operation between it and municipalities and this forum is established for that purpose.

It was reported by the KZNTA officials that a forum called Provincial Tourism Forum has been established by KZNTA in accordance with the enabling legislation. The Provincial Tourism Forum is composed of the chief executive officer of the KZNTA who also chairs the meetings, general managers from KZNTA, senior officials from the provincial Department of Economic Development and Tourism, tourism managers from municipalities, chairpersons of Community Tourism Organisations (CTOs) from all eighty destinations in the province, and tourism agencies.

The officials from the provincial Department of Economic Development and Tourism who serve in the Provincial Tourism Forum aired unhappiness with this committee. The cause for concern was indicated to be poor attendance at the PTF meetings, agenda items discussed at the PTF only come from KZNTA and the provincial

department, poor attendance by chairpersons of the CTOs, poor coordination of marketing activities between KZNTA and municipalities, and poor reporting on the international marketing platforms attended by KZNTA.

7.8.1.3 KwaZulu-Natal Global Competitiveness Steering Committee

The Department of Economic Development and Tourism developed a Global Competitiveness Steering Committee (GCP) in 2009. The provincial tourism department officials reported that the establishment of the GCP was based on the Global Competitiveness Study (GCP 2) commissioned by the erstwhile Department of Environmental Affairs and Tourism. The overarching objective of the committee is to guide and coordinate implementation of the GCP 2 report in collaboration with all the stakeholders in the province. The committee looks at facilitating conceptualisation and implementation of mega tourism projects in KwaZulu-Natal.

The composition of the GCP committee includes the head of department for Economic Development and Tourism who also chairs the committee; the heads of departments for other provincial departments; the chief executive officers of municipal development agencies; the chief executive officers of the public entities dealing with tourism in the province, namely, KwaZulu-Natal Sharks Board, KwaZulu-Natal Tourism Authority, and Ezemvelo KZN Wildlife; the representatives from development finance institutions; and senior officials from the department of Economic Development and Tourism.

The provincial tourism official reported that the GCP is a highly strategic committee for coordination of tourism development in the province. A concern was raised however, that some heads of departments do not attend GCP meetings and this makes it difficult to align tourism product development programmes at a provincial level. Another concern related to the institutions represented at the GCP not taking their roles and responsibilities seriously, including providing required information on time when tourism products are being packaged. It was also reported that the GCP committee had been successful in leveraging funding for tourism projects in the province with funding of projects to the value of eighty three million rand (R83 million)

facilitated in 2011 alone. The departmental officials indicated the GCP committee could achieve more if all the institutions represented in the committee could take their roles seriously and support tourism product development.

7.8.1.4 District and Local Tourism Forums

The provincial tourism department officials reported that the Department of Economic Development and Tourism commenced with a process of assisting district municipalities in formalizing their District Tourism Forums (DTFs) and Local Tourism Forums (LTFs) in 2009. These tourism forums are established in terms of Section 3 (g) (iv) of the KwaZulu-Natal Tourism Act, no.11 of 1996 as amended in 2002 which states that “the authority shall have the power to facilitate the establishment of Regional Tourism Fora”. The overarching purpose of establishing the DTFs and LTFs is to coordinate tourism activities within various district and local municipalities. The DTFs discuss issues at a district municipality level and recommend matters that need provincial attention to the PTF and PTC. The LTFs discuss tourism matters at a local municipality level and refer or recommend matters that need further attention to the District Tourism Forums.

The DTFs and LTFs are composed of district and local municipality mayors respectively who also chairs meetings, executive directors or directors responsible for tourism, tourism managers, tourism officers, chairpersons of CTOs, agencies responsible for some aspects of tourism at a district and local municipality level. The local tourism issues that need provincial attention are referred to the PTF and PTC for further attention and processing. On the one hand the provincial tourism officials indicated that some municipalities have not established the DTFs and LTFs as required. This causes challenges for the provincial government to communicate with local stakeholders and receive tourism issues that need provincial attention from a local government level. On the other hand, the municipal officials indicated that it is difficult to establish DTFs and LTFs as some tourism stakeholders at a local level do not want to participate. The district municipality officials indicated that it is difficult to establish DTFs at a district level if the local municipalities have not established their LTFs. The findings of the study therefore revealed that there needs to be a

structured conduit with regard to the establishment of tourism coordinating structures in terms of the domino effect needed from lower layers of the local government structures to the policy making structures at a provincial level.

7.8.1.5 Community Tourism Organisations

According to the provincial department officials, the Community Tourism Organisations (CTOs) are established according to the White Paper on Development and Promotion of Tourism in KwaZulu-Natal. The CTOs are autonomous organisations, established by the local municipality, owned and managed by the community. Each municipality is expected to endorse one CTO that will represent the private sector interest in that municipality. The overall objectives of the strategy are to ensure coordination of tourism marketing and publicity activities at a local level; provide institutional framework for uniform establishment and functioning of the CTOs in the province; facilitate equal access to tourism opportunities by local communities; ensure legality of CTOs and alignment with the provincial DMO; and to establish linkages between communities, private sector and government.

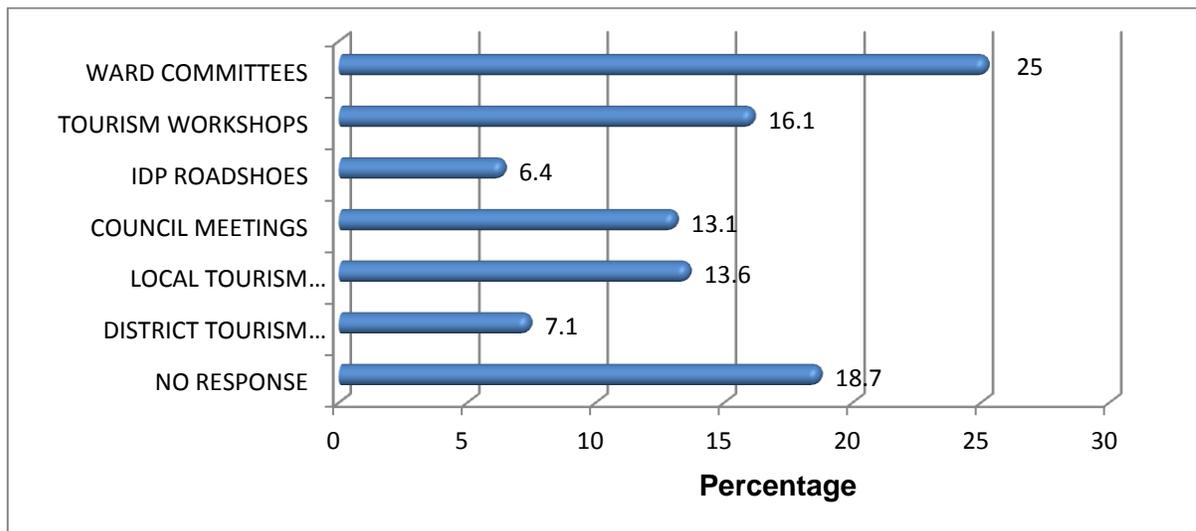
All legally recognized CTOs must be registered with the provincial Community Tourism Association (CTA). The provincial tourism department officials, reported that in the past KwaZulu-Natal used to have a fully fledged Community Tourism Association (CTA) encompassing all the Local Community Tourism Organisations, including the DMOs and Municipalities. This structure is now dysfunctional and has left a vacuum in the coordination of Community Tourism activities. It was reported that plans are in place to resuscitate the CTA and that the provincial government will be responsible to support this structure to ensure that it is sustainable and provides a much needed link between the government and the private sector.

7.8.2 Participation and Effectiveness of Tourism Coordinating Structures

The tourism coordinating structures discussed in section 7.6.1 above indicate that all the major role players within a tourism industry are expected to participate in one tourism coordinating structure or another. The effectiveness of these structures depends on a number of factors, including the involvement and quality participation

by the local communities. The involvement of communities at a local level is imperative to ensure that all the tourism related initiatives at a local level incorporates the aspirations of the local communities. The tourism initiatives developed with local government will receive a total buy-in by the locals and will be implemented successfully. Figure 7.5 shows participation of local communities to tourism coordinating structures.

FIGURE 7.5: PARTICIPATION IN TOURISM COORDINATING STRUCTURES



Twenty five percent (25%) of the local communities participate in the ward committee meetings. Participation in the ward committee meetings however does not guarantee in-depth discussions about tourism initiatives since the ward committee is a structure that deals with a wide array of community’s social and economic issues. There is poor participation at tourism specific coordinating structures with thirteen percent (13%) of community members attending Local Tourism Forums (LTFs) and seven percent (7%) attending District Tourism Forums (DTFs) respectively.

Meaningful participation of the local stakeholders in the tourism coordinating structures established at a provincial and local level would ensure that all the interested and affected parties are kept informed about all the policies, strategies and plans being developed within the tourism industry. The aspirations of the local

stakeholders would therefore be considered at all levels of government and by the Development Finance Institutions responsible for funding tourism. The percentage of attendance at the LTFs and DTFs shows that the communities are not fully involved in the tourism planning and development at a local level. The structures established primarily for the purpose of ensuring tourism stakeholders involvement are not properly utilised by the communities. Only sixteen percent (16%) of the communities attend tourism workshops. The tourism workshops are always arranged by the provincial government in partnership with local communities.

A number of tourism development agencies including funding institutions and Development Finance Institutions (DFIs) are always invited to these meetings but there are no tangible benefits accruing to communities due to disjointed coordination of activities at a strategic level. The provincial tourism officials indicated that the tourism workshops range from tourism awareness workshops whereby communities are sensitised about the tourism industry and its business opportunities at the lower level of the pendulum to the municipal tourism workshops on a higher level of the pendulum whereby the government officials and councillors are sensitised about the new trends and developments within the tourism industry.

Poor attendance at tourism coordinating structures is also not augmented by other important community structures such as the Integrated Development Plan (IDP) roadshows always convened by municipalities to consult communities on the process of developing the IDPs. Only six percent (6%) of communities in the sample attend IDP roadshows. The municipalities are compelled by the Municipal Structures Act (No.117 of 1998), and the Municipal Systems Act (No. 32 of 2000) to consult communities on the developments planned to be implemented in their local areas when developing the IDPs. Tourism development, as one of the economic sectors within municipalities, is always included in the IDP documents. The poor attendance by communities at these important community forums deprives them an opportunity to be involved in the tourism planning and development process in their areas.

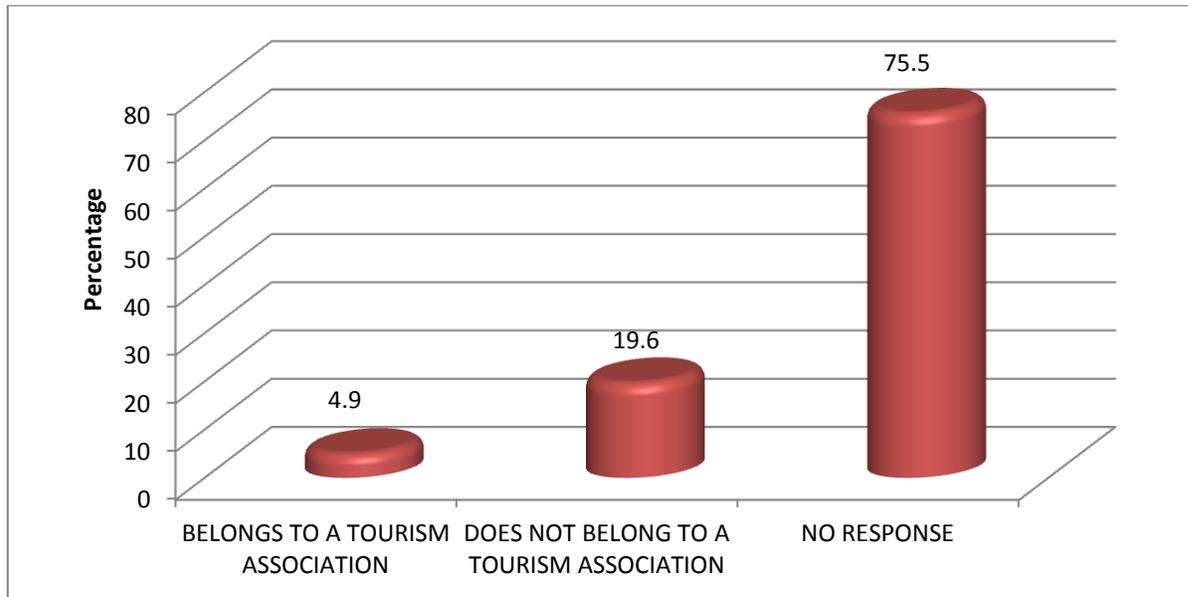
The municipalities indicated that they feel there are too many tourism coordinating structures and the provincial government needs to rationalise them and come up with fewer but effective structures that have more impact. The district municipality officials indicated that they have to attend too many structures at a provincial level coordinated by both the provincial department and the DMO. Officials indicated that it is not always possible to attend all the tourism coordinating structures meetings as these take both time and financial resources. It was indicated by some municipalities that the tourism officials had been given instructions by council not to attend some provincial meetings as cost cutting measures at a municipal level. This resolution by some municipalities in the province meant that tourism officials serving in provincial tourism coordinating structures could not attend meetings.

The council meetings which are overarching and law making structures at a local government level are used, amongst other things, to adopt the Integrated Development Plans and tourism strategies by the local government. It is however concerning to note that only thirteen percent (13%) of the local communities attend their council meetings. Poor attendance at the council meetings also deprives communities a chance to be involved when tourism strategies and plans are approved by local councils. The poor coordination and attendance of the meetings by key stakeholders means there is poor integration of national and provincial tourism policies and strategies at a local level.

Chapter One of the study set an objective to scrutinise relevance, composition, stakeholder efficacy, operations and effectiveness of tourism co-ordinating structures for the public and private sector engagements in KwaZulu-Natal. Hypothesis three which states that tourism co-ordinating structures for the public and private sector engagements in KwaZulu-Natal, though relevant, they seem to be poorly composed, lack stakeholder efficacy, and operate poorly as well as ineffectively, was formulated linked to the set objective. The inefficiency and poor coordination of the tourism coordinating structures in the province validates the hypothesis and the hypothesis is therefore accepted.

On the other hand, the community members do not have strong presence in terms of membership and affiliation to tourism coordinating structures, especially CTOs, at a local level as indicated in Figure 7.6.

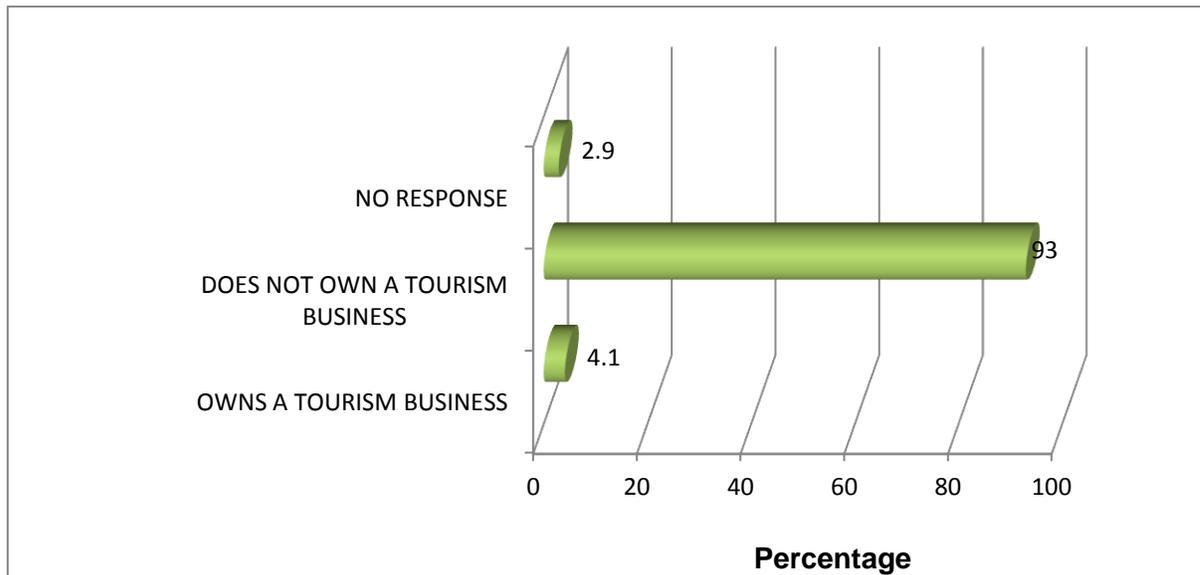
FIGURE 7.6: AFFILIATION TO TOURISM ASSOCIATION



The poor participation and membership of local communities through affiliation to organised formal private sector tourism associations in the local tourism industry means that the communities have little influence on tourism policy and on what the local and provincial government plan and develop for them. The provincial tourism officials indicated that the modus operandi of the local and provincial government is that government only interacts with formal structures. Tourism associations are such formal structures that are expected to interact with spheres of government on behalf of either the local community or the tourism trade. Figure 7.6 shows that almost only five percent (5%) belong to some form of tourism association with nineteen percent (19%) who indicated they do not belong to any tourism association and a huge total of seventy five percent (75%) who did not provide responses as they do not own any tourism businesses. The KwaZulu-Natal Community Tourism Organisations Strategy (2010) stipulates that a member of the community must own a tourism business for

them to belong to a Community Tourism Organisation or Association. Figure 7.7 shows the ownership of tourism businesses by local communities in KwaZulu-Natal.

FIGURE 7.7: OWNERSHIP OF TOURISM BUSINESSES



There is smaller percentage of community who owns tourism businesses thus they cannot belong to any tourism association. Figure 7.7 shows that only four percent (4%) of the members of the community owns a tourism business and a whopping ninety three percent (93%) do not own tourism businesses. The lack of ownership of tourism businesses by the local communities and their subsequent structural exclusion from membership in tourism associations, seals the fate of local communities in total exclusion from tourism policy, planning and development by local coordinating structures, thus their exclusion from influencing local tourism plans and strategies. The poor participation of communities in local coordinating structures and exclusion from the local tourism business opportunities compels communities to acquire tourism related information from indirect sources, other than the formal channels created either by government or organised tourism trade within KwaZulu-Natal. Table 7.11 indicates the different indirect sources of information used by local communities to acquire tourism related information.

TABLE 7.11: ALTERNATIVE SOURCES OF INFORMATION

| OCCUPATION STATUS | SOURCE OF INFORMATION | | | | | | | TOTAL |
|--------------------|-----------------------|-------------|-------------|-------------|-------------|-------------|-------------|--------------|
| | Word of mouth | Websites | Maga-zines | Trade shows | Tele-vision | Radio | Other | MEAN |
| Working | 13.4% | 7.3% | 12.4% | 3.4% | 3.4% | 3.4% | 18.7% | 8.8% |
| Not working | 21.3% | 8.8% | 14.6% | 4.0% | 5.6% | 4.6% | 25.1% | 12.0% |
| Retired | 2.4% | 0.5% | 0% | 0% | 0% | 0% | 37.2% | 5.7% |
| No response | 62.9% | 83.4% | 73% | 92.6% | 91% | 92% | 19.0% | 73.5% |
| TOTAL | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% |

N = 890 [Some of the subjects selected more than one response per information source.]

The information in Table 7.11 is computed from a multiple-response question and the no response entries are calculated for each category of source of information rather than cumulative responses. The percentage for no responses is therefore a cumulative one and does not add up to one hundred percent (100%). The information in Table 7.11 therefore shows the alternative sources of information used by local communities to access tourism related information.

The provincial officials indicated that the municipalities are aggrieved that some Community Tourism organisations are not transformed; some operate illegally as they are not recognised by the municipalities and do not involve municipalities in their planning. A few municipalities had indicated to the provincial department that they are reluctant to fund activities of illegal entities and want the industry to be transformed in terms of the representation in the executive committee membership of the Community Tourism Organisations.

When asked about what are the possible solutions and mitigating measures to the challenge of conflicts between municipalities and the communities the provincial department provided three solutions. Firstly, the member of executive committee (MEC) for Economic Development and tourism had planned a municipal networking session whereby he was going to share his broad vision for tourism in the province and emphasise the roles and responsibilities for municipalities with regard to tourism. The networking session was particularly important as the new political leadership had just been elected to run municipalities in the province after the May 2011 local government elections. Secondly, the MEC for Economic Development and Tourism was planning to have an extended Provincial Tourism Committee (PTC) meeting with all the district and local municipality mayors. The extended PTC meeting was being proposed to be an annual session at the beginning of each financial year to ensure that the MEC meets with all the municipalities at least once a year and discuss common issues relating to the tourism industry in the province. Thirdly, the provincial department officials were going to conduct thorough workshops with tourism portfolio committee members of municipalities to ensure they understand the tourism industry and thus capacitate them to be able to plan for tourism properly, including budgeting for what the municipalities are responsible for.

It was reported by the provincial tourism officials that the municipal tourism workshops had been organised for municipalities in the past two years as part of a local government support programme initiated by the department. The challenge however, is that elected political office bearers who are targeted by these workshops do not adequately attend and these workshops therefore do not achieve their intended objectives.

7.8.3 Conflicts between Municipalities and Community Tourism Organisations

Some municipalities have established Community Tourism Organisations (CTOs) in implementing the recommendations of the provincial tourism policy. The provincial department indicated that they receive numerous complaints from the CTOs with regard to municipalities who do not honour their roles and responsibilities. The major areas of conflict are varied and range from municipalities who do not budget for

tourism to municipalities who perform activities which should in essence be performed by the local community tourism organisations. The provincial department officials highlighted that the overarching course of the conflicts between the municipalities and the community tourism organisations is that municipalities are not implementing the Provincial Community Tourism Organisations Strategy that was promulgated in May of 2010.

According to the provincial department, the Provincial Community Tourism Strategy stipulates that the local municipality must establish fully fledged, staffed, furnished and functional Tourism Information Offices and hand them over to the Community Tourism Organisation for operation and management. The strategy further states that the district municipalities shall co-fund the activities of the Community Tourism Organisations, mainly the tourism routes and that each local municipality must provide at least fifty percent (50%) of the total annual operational budget determined by the executive committee of the Community Tourism Organisations to ensure smooth functioning and effectiveness of this structure, generic sub-destination marketing and attendance at marketing platforms. The officials of the provincial department maintain that the vast majority of municipalities do not implement the provisions of the strategy and this causes unhappiness in the private sector in their jurisdictions. The provincial department indicated that they had requested Service Delivery and Budget Implementation Plans (SDBIPs) for tourism from municipalities in the 2009/ 2010, the 2010/ 2011 and the 2011/ 2012 financial years and they discovered that the majority of municipalities in the province either do not have budget for tourism at all or the budget is grossly insufficient. SDBIPs are action plans that detail how municipalities are going to spend their budgets during the course of a particular financial year.

The lack of budgeting for tourism at a local level has led to a number of Community Tourism Organisations being disgruntled and at loggerheads with municipalities. Furthermore, the provincial department officials indicated that the provincial department developed the Community Tourism Associations Strategy in 2010 in trying to give direction to the municipalities and CTOs on how they should align their

activities as espoused in the provincial tourism policy. The objectives of the strategy were outlined as to ensure coordination of tourism marketing and publicity activities at a local level; provide institutional framework for uniform establishment and functioning of the CTOs in the province; facilitate equal access to tourism opportunities by local communities; ensure legality of CTOs and alignment with the provincial DMO; and to establish linkages between communities, private sector and government.

When respondents were asked if they were aware about the strategy, the community tourism organisations indicated that they were not aware but they base their activities on the White Paper on Development and Promotion of Tourism in KwaZulu-Natal. The lack of awareness about the strategy has caused serious challenges at a local level with community tourism organisations stating that their activities are not aligned with provincial activities; their marketing activities are not aligned with municipal activities; municipalities do not have budget for tourism; municipalities do not support local tourist information centres; and that some CTOs are not registered with municipalities, which indicates that there is therefore still poor communication channels amongst local tourism stakeholders.

The fact that community tourism organisations are not aware of the strategy dictates a need by the provincial department to conduct awareness campaigns of the KwaZulu-Natal Community Tourism Organisations Strategy in a form of workshops targeting CTOs. The conflicts that exist between the municipalities and the community tourism organisations may be averted if all the relevant stakeholders in the province are made aware of the strategy and what is expected of them. The awareness campaigns may also assist in curbing establishing of illegal unregistered community tourism organisations which are not recognised by municipalities and who also do not liaise with municipalities in their activities. The image of KwaZulu-Natal as a tourism destination will be protected and there will be no mixed messages sent to tourists as all the stakeholders within the destination will agree on the marketing material. Budgetary and other planning synergies will be achieved between the municipalities and their local tourism trade counterparts

7.9 TESTING OF HYPOTHESIS THREE

In investigating whether the tourism coordinating structures in KwaZulu-Natal are effective in disseminating information that is discussed at a provincial and local level, communities were asked if the information about the tourism industry is readily available in KwaZulu-Natal. The Likert Scale indicates that an overwhelming percentage of communities disagree with the thirty six point one percent (36.1%) who disagree and eighteen point seven percent (18.7%) who strongly disagree totalling fifty four point eight percent (54.8%) of respondents who feel information about the tourism industry is not readily available in KwaZulu-Natal. These findings are important for this study and need to be verified by testing the related hypothesis.

What can be inferred from the preceding analysis is that the community members and municipal officials who serve in the tourism coordinating structures do not report to their constituencies and there are no mechanisms devised to share information. A worrying twenty five point nine percent (25.9%) were neutral with five point three percent (5.3%) who strongly agree and three point seven percent (3.7%) who agree that they receive some tourism related information. This percentage indicates that there are some members of the community, however small, who are exposed to the tourism coordinating structures and they have valuable information about the tourism industry.

The Chi Square test was computed in Table 7.13 to test whether hypothesis three can be accepted or rejected with regard to efficacy of the existing tourism coordinating structures in the study area. A Chi-square value of 755.260 with an expected count of 1.56 was calculated. The chi square value is above the significance level of 0.05, which means that the null hypothesis on tourism coordinating structures for the public and private sector engagements in KwaZulu-Natal, though relevant, they seem to be poorly composed, lack stakeholder efficacy, and operate poorly as well as ineffectively, is accepted.

TABLE 7.12: LIKERT SCALE FOR OBJECTIVE THREE – COMMUNITY

| Information about the tourism industry is readily available in KZN | EDUCATION | | | | Total |
|--|-----------------------|---------------|---------------------|--------------------|----------------|
| | Did Not Attend School | Primary Level | Secondary Education | Tertiary Education | |
| Strongly Agree | 25 | 0 | 0 | 23 | 48 (5.3%) |
| Agree | 4 | 47 | 0 | 71 | 122 (13.7%) |
| Neutral | 0 | 0 | 119 | 112 | 231 (25.9%) |
| Disagree | 0 | 0 | 150 | 172 | 322 (36.1%) |
| Strongly Disagree | 0 | 0 | 71 | 96 | 167 (18.7%) |
| Total | 29 | 47 | 340 | 474 | 890 |

The acceptance of this null hypothesis means that the tourism coordinating structures in KwaZulu-Natal are not efficient and stakeholders in the community are not always apprised about the trends and new developments in the tourism industry. This finding also connotes that the communities in KwaZulu-Natal are not part of the dialogues and deliberations that take place amongst different spheres of government from time to time.

The Likert Scale for communities showing whether the communities are adequately involved in tourism coordination structures presented in Table 7.14 indicates that most community members with a total percentage of seventy five and a half percent (75.5%) were neutral in their responses. This indicates a percentage of community members who are not serving in tourism coordinating structures. The non-serving or non-participation trend among the majority of respondents, suggests that the authorities have a real challenge in reversing this situation.

TABLE 7.13: CHI- SQUARE TEST FOR HYPOTHESIS THREE - COMMUNITY

| Information about the tourism industry is readily available in KwaZulu-Natal | Value | Degree of Freedom (Df) | Level Of Significance (2-Sided) |
|--|----------------------|------------------------|---------------------------------|
| Pearson Chi- Square | 755.260 ^a | 12 | .000 |
| Likelihood Ratio | 473.656 | 12 | .000 |
| Linear- By- Linear Association | 81.973 | 1 | .000 |
| N Of Valid Cases | 890 | | |

a. 3 cells (15.0%) have expected count less than 5. The minimum expected count is 1.56.

A total of thirteen point seven percent (13.7%) disagree that communities are adequately involved in tourism coordinating structures and six point one percent (6.1%) strongly disagree that communities are adequately involved. A smaller percentage of one point six percent (1.6%) and three point one percent agree and strongly agree respectively. The analysis of the Likert Scale reveals that most community members in KwaZulu-Natal do not serve in the tourism coordinating structures. The Likert Scale therefore confirms that there is no coordination of tourism activities among different tourism stakeholders in KwaZulu-Natal. Different sectors of the tourism industry work in silos without involving communities in their activities.

TABLE 7.14: LIKERT SCALE FOR OBJECTIVE THREE - COMMUNITY

| Communities are adequately involved in the government tourism coordinating structures | EDUCATION | | | | Frequency | Total Percentage (%) |
|---|-----------------------|---------------|---------------------|--------------------|-----------|----------------------|
| | Did Not Attend School | Primary Level | Secondary Education | Tertiary Education | | |
| Strongly Agree | 5 | 0 | 0 | 10 | 15 | (1.6%) |
| Agree | 11 | 0 | 0 | 17 | 28 | (3.1%) |
| Neutral | 12 | 47 | 236 | 377 | 672 | (75.5%) |
| Disagree | 0 | 0 | 69 | 50 | 119 | (13.7%) |
| Strongly Disagree | 0 | 0 | 35 | 21 | 56 | (6.1%) |
| TOTAL | 28 | 47 | 340 | 475 | 890 | |

The Chi-square test of whether community members are adequately involved with tourism coordinating structures was also undertaken to test hypothesis three. The findings reveal a Chi-square value of 231.239 which is 0.47. The Chi-square value is greater than 0.05 which means that the null hypothesis that tourism coordinating structures for the public and private sector engagements in KwaZulu-Natal, though relevant, they seem to be poorly composed, lack stakeholder efficacy, and operate poorly as well as ineffectively is accepted.

TABLE 7.15: CHI- SQUARE TEST FOR HYPOTHEIS THREE - COMMUNITY

| | Value | Degree Of Freedom (Df) | Level Of Significance (2-Sided) |
|--------------------------------|----------------------|------------------------|---------------------------------|
| Pearson Chi-Square | 231.239 ^a | 12 | .000 |
| Likelihood Ratio | 152.733 | 12 | .000 |
| Linear- By- Linear Association | 2.633 | 1 | .105 |
| N Of Valid Cases | 890 | | |

a. 7 cells (35.0%) have expected count less than 5. The minimum expected count is .47.

A Likert Scale analysis and hypothesis testing was also undertaken to assess the achievement of objective three set for the study to scrutinise relevance, composition, stakeholder efficacy, operations and effectiveness of tourism coordinating structures for the public and private sector engagements in KwaZulu-Natal, and to validate if hypothesis three “That tourism coordinating structures for the public and private sector engagements in KwaZulu-Natal, though relevant, they seem to be poorly composed, lack stakeholder efficacy, and operate poorly as well as ineffectively” could be accepted or rejected. The public sector, private sector and tourism coordinating structures were given two statements, firstly, that tourism coordinating structures are representative of all tourism stakeholders and KwaZulu-Natal, and secondly, that tourism coordinating structures discuss relevant issues that assist in achieving coordinated tourism planning and development in the province. The Likert Scale presented in Table 7.16 indicates that thirty nine percent (39%) disagree and nineteen point seven percent strongly disagree, amounting to a total of fifty eight

point seven percent (58.7%) who feel that the tourism coordinating structures in KwaZulu-Natal are not representative of all the tourism stakeholders in KwaZulu-Natal.

TABLE 7.16: LIKERT SCALE AND CHI-SQURE FOR HYPOTHESIS THREE - STAKEHOLDERS

| Tourism coordinating structures are representative of all tourism stakeholders in the province | | | | | | Chi-Square |
|--|-----------------------------|-----------------------|--|------------------|-----------------------------|-------------------|
| | TOURISM STAKEHOLDERS | | | Frequency | Total Percentage (%) | |
| | Public Sector | Private Sector | Tourism Coordinating Structures | | | |
| Strongly Agree | 5(7.6%) | 2(3%) | 4(6.1%) | 11 | 16.7 | 1.27 |
| Agree | 3(4.5%) | 1(1.5%) | 2(3%) | 6 | 9.0 | |
| Neutral | 4(6.1%) | 1(1.5%) | 5(7.6%) | 10 | 15.2 | |
| Disagree | 8(12.1%) | 3(4.5%) | 15(22.7%) | 26 | 39.4 | |
| Strongly Disagree | 2(3%) | 7(10.6%) | 4(6.1%) | 13 | 19.7 | |
| Total | 22 | 14 | 30 | 66 | 100 | |
| Tourism coordinating structures discuss relevant issues that assist in achieving coordinated tourism planning and development in the province | | | | | | 0.64 |
| Strongly Agree | 6(9.1%) | 0(0%) | 9(13.6%) | 15 | 22.7 | |
| Agree | 2(3%) | 1(1.5%) | 5(7.6%) | 8 | 12.1 | |
| Neutral | 9(13.6%) | 8(12.1%) | 14(21.2%) | 31 | 47.0 | |
| Disagree | 5(7.6%) | 3(4.5%) | 1(1.5%) | 9 | 13.6 | |
| Strongly Disagree | 0(0%) | 2(3%) | 1(1.5%) | 3 | 4.5 | |
| Total | 22 | 14 | 30 | 66 | 100 | |

However, it was revealed that the tourism coordinating structures in KwaZulu-Natal discuss relevant issues pertaining to the tourism industry. A total of twenty two point seven percent (22.7%) strongly agree, and twelve point one percent (12.1%) agree that tourism coordinating structures discuss relevant issues that assist in achieving coordinated tourism planning and development in the province. Another huge percentage of tourism stakeholders totaling forty seven percent (47%) were unsure whether the issues discussed by the tourism coordinating structures are relevant.

The findings indicate that although tourism coordinating structures are not representative they add value by discussing relevant and topical issues that affect the tourism industry. The tourism policy makers and planners need to ensure that the tourism coordinating structures are representative to ensure that the resolutions taken at these structures are beneficial to all the citizens of KwaZulu-Natal.

The Chi-Square value for the statement that tourism coordinating structures are representative of all tourism stakeholders in the province was 1.27 and for the statement that tourism coordinating structures are representative of all tourism stakeholders in the province was 0.64. These Chi-Square values indicate minimum expected counts of more than 0.05 and therefore the hypothesis "That tourism coordinating structures for the public and private sector engagements in KwaZulu-Natal, though relevant, they seem to be poorly composed, lack stakeholder efficacy, and operate poorly as well as ineffectively" is accepted.

7.10 TOURISM POLICY AND STRATEGIC PLANNING CHALLENGES FOR SERVICE DELIVERY

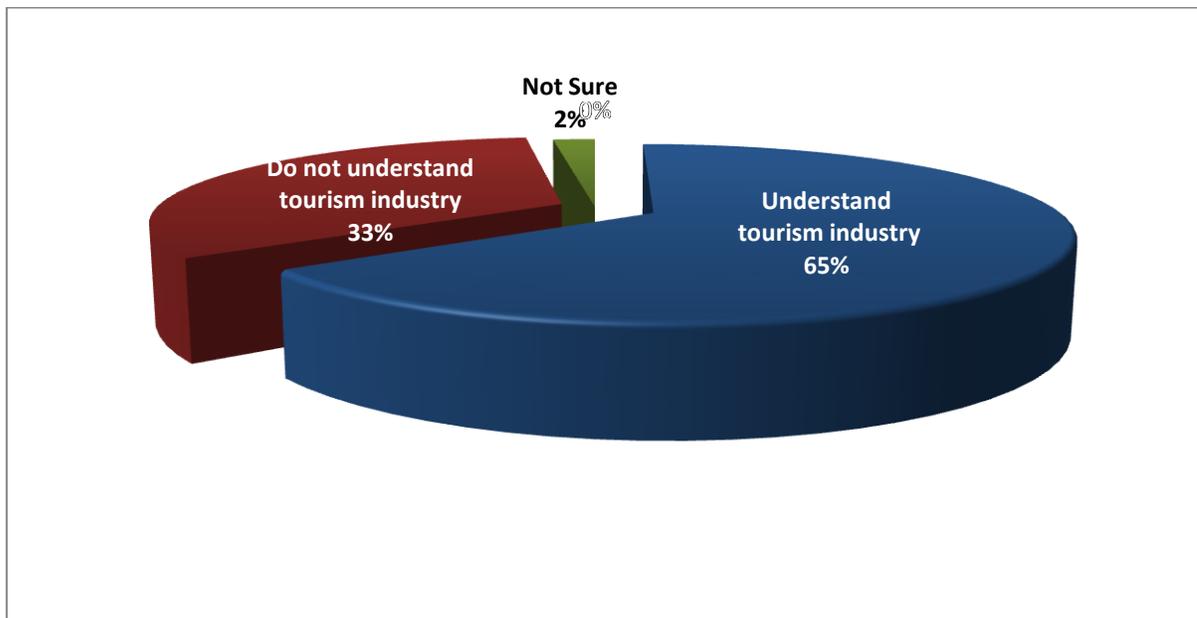
The White Paper on Development and Promotion of Tourism in South Africa (1996) states that tourism must be government led, private sector driven and community based. The local municipalities play a major role in ensuring that tourism development occurs at a local level. The claim that tourism should be community based entails that local municipality officials should understand tourism and be able to involve local communities in tourism planning and development.

7.10.1 Understanding of tourism industry and service delivery

The perception of local communities shaped by their daily interactions with the local government however, indicates that the local government understands tourism. Figure 7.8 shows the perceptions of local communities about how the local government understands tourism. The community perceptions are that thirty five percent (35%) of local government officials do not understand tourism and that sixty five percent (65%) of local government officials understand tourism. The perception

by the local communities implies that there is a good understanding of the local tourism industry by the local government and that the communities have a positive outlook on the activities of local government on tourism related issues. Only two percent (2%) indicated that they are not sure about the understanding of tourism issues by local government, which is not a significant number of respondents. The understanding of the tourism industry assists the communities in knowing what they are entitled to, and what the different organisations responsible to service them are. Tourism service delivery is therefore expected to improve if more community members understand their entitlement in as far as the tourism industry is concerned.

FIGURE 7.8: UNDERSTANDING OF TOURISM INDUSTRY BY LOCAL GOVERNMENT

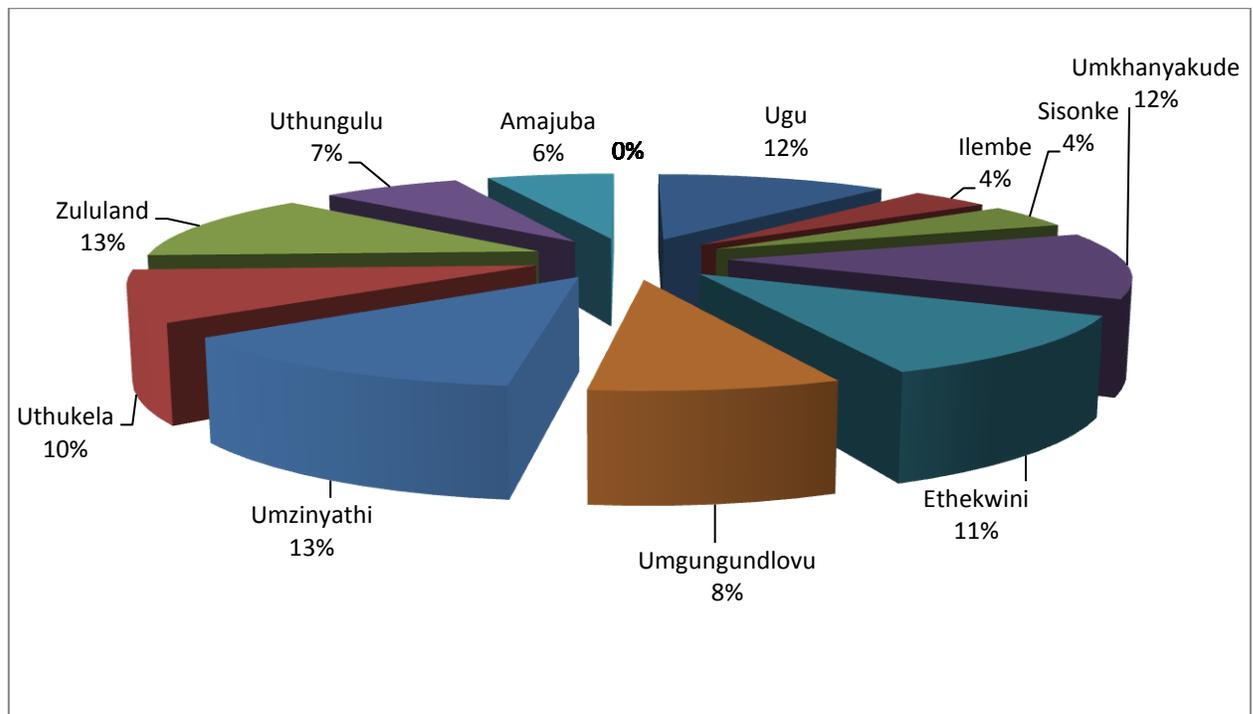


The understanding of the tourism industry by local municipality officials enables them to assist the local communities with the tourism related information. Figure 7.9 indicates the total percentage in each district municipality as per questionnaires returned from each municipality. The study also drew the sample at a district municipality level instead of local municipalities and the distribution of respondents is therefore representative of communities at a district level. The understanding of the

tourism industry in each district municipality in KwaZulu-Natal is critical in getting a comprehensive picture of the level of understanding of the tourism issues by local communities. The higher level of understanding of the tourism industry by the communities in every district would ideally determine the perceptions about different facets of the tourism industry, including planning, development and management.

Ideally, the larger percentage of respondents who indicated that tourism officials understand tourism implies that there is good tourism service delivery by local government officials. The general perception from this percentage is that local communities have a good experience when dealing with tourism official who are responsible for tourism at a local government level. However, it has to be noted that the municipal authorities in various tourism facilities are reliant on national as well as provincial government to promulgate a legislative framework that would regulate the tourism industry effectively.

FIGURE 7.9: MUNICIPALITY DISTRIBUTION OF RESPONDENTS



n = 890

7.10.2 Involvement of stakeholders on policy and legislative issues

The government promulgates legislations to regulate the tourism industry. Municipalities indicated that they do not feel they are consulted adequately at a local level when dealing with tourism issues. The communities are not necessarily involved as the municipalities rely on ward councillors to relay community issues to the municipality. The municipal officials indicated that councillors are not capacitated enough to deal with tourism legislative issues and the local communities under their authority suffer. The Development Finance Institutions (DFIs) pointed out a serious loophole in the current Act stating that as much as the Act compels tourism businesses to be registered and there are fines indicated in the Regulations, there are no efforts to enforce the Act by the provincial government. There are businesses which comply with the Act and others do not comply and there are no punitive measures taken against the businesses that do not comply. As a result there are many unregistered tourism businesses in the province. The unregistered tourism businesses cannot therefore access financial support from the DFIs as financial support and financial incentives follow stringent criteria that can only be fulfilled by formalised businesses.

The DFIs also indicated that the government does not enforce its own tourism regulations and therefore the unregistered tourism businesses are regarded as high risk and consequently are not funded. The DFIs also indicated that the government does not listen to them and the private sector as they have raised the issue of registration with the government in several occasions in meetings with government. The government is therefore seen by the DFIs as not willing to involve them on tourism policy and legislative issues.

The Community Tourism Organisations (CTOs) also indicated that the government does not involve them on tourism policy and legislative matters. Similarly, the CTOs indicated that they have raised the issue of non-registered illegal tourism operators with government on several occasions in meetings with government but the government is not doing anything about it.

The Development Agencies on the other hand blamed the issue of non-registration of businesses to both the provincial government for not enforcing the regulations on registration of tourism businesses and the local municipalities for not having the appropriate tourism by-laws. The legislation by government should ensure that the communities have an ample opportunity of being involved in the legislative formulation process. The communities were asked if they perceived the current legislation to promote community involvement on legislative issues. Figure 7.10 indicates the involvement of local communities on tourism legislative matters and how this shapes perceptions about the current legislation on issues relating to community involvement in the tourism industry in KwaZulu-Natal.

FIGURE 7.10: COMMUNITY INVOLVEMENT ON LEGISLATIVE MATTERS

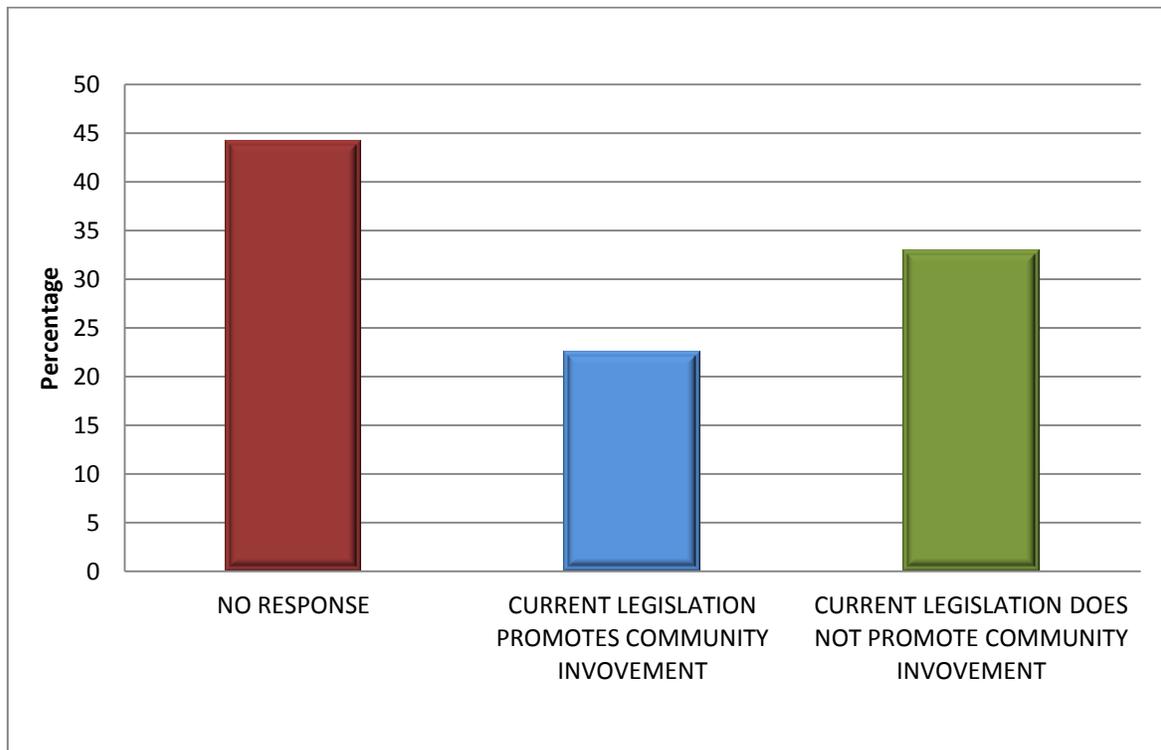


Figure 7.10 shows that thirty four percent (34%) of the communities deem the current legislation as prohibitive in involving local communities on tourism legislative issues

at a local level. A total of twenty two percent (22%) consider the current legislation as allowing local communities to participate on tourism legislative matters at a local level. A significant percentage of forty four percent (44%) did not provide their responses as they are not aware about the Act itself or not sure about their responses. The poor involvement and consultation of communities on the tourism legislative processes has led to communities having no knowledge and understanding of the KwaZulu-Natal Tourism Act (Act no 11 as amended in 2002).

The perceptions of the communities about whether or not the current legislation promotes community involvement should be based on a sound knowledge and awareness by the communities. As shown in Table 7.17, the Likert Scale indicating the communities' perspective on the current tourism legislation governing tourism in KwaZulu-Natal, the current legislation does not promote community involvement with sixteen point two percent (16.2%) and seventeen point six percent (17.6%) who disagree and strongly disagree respectively totaling thirty three point eight percent (33.8%). A total of forty four percent (44.0%) of respondents were neutral depicting members o community who are not sure whether or nor the current legislation promotes community involvement.

TABLE 7.17: LIKERT SCALE FOR OBJECTIVE FOUR - COMMUNITY

| Current legislation promotes community involvement | EDUCATION | | | | TOTAL |
|--|-----------------------|---------------|---------------------|--------------------|----------------|
| | Did Not Attend School | Primary Level | Secondary Education | Tertiary Education | |
| Strongly Agree | 14 | 0 | 0 | 58 | 72 (8.0%) |
| Agree | 15 | 23 | 0 | 86 | 124 (13.9%) |
| Neutral | 0 | 24 | 167 | 201 | 392 (44.0%) |
| Disagree | 0 | 0 | 89 | 56 | 145 (16.2%) |
| Strongly Disagree | 0 | 0 | 84 | 73 | 157 (17.6%) |
| TOTAL | 29 | 47 | 340 | 474 | 890 |

A total of eight percent (8.0%) and thirteen point nine percent (13.9%) of respondents indicated that they strongly agree and agree respectively totaling twenty one point nine percent (21.9%) of respondent who agree that the current legislation promotes community involvement. An investigation into the level of education of the local communities showed that most community members included in the sample had a fair level of education and their perception that the current legislation does not promote involvement of the local communities is therefore based on lack of interaction between the government and the local communities and not on poor level of education.

A Chi-square test to accept or reject the null hypothesis that there are policy and strategic planning challenges facing a broad cross-section of tourism stakeholders in planning, coordination and delivery of tourism development in KwaZulu-Natal was computed. Communities were asked if the current legislation promotes community involvement to check if they are involved in tourism strategic planning issues in KwaZulu-Natal. A Chi-square value of 302.290 which is 2.35 of expected counts was calculated. The Chi-square value proved to be more than 0.05 which means that the null hypothesis can be accepted.

TABLE 7.18: CHI- SQUARE TEST FOR OBJECTIVE FOUR - COMMUNITY

| Current Legislation Promotes Community Involvement | Value | Degree Of Freedom (Df) | Level Of Significance Asymp.Sig. (2-Sided) |
|---|----------------------|-------------------------------|---|
| Pearson Chi- Square | 302.290 ^a | 12 | .000 |
| Likelihood Ratio | 354.010 | 12 | .000 |
| Linear- By- Linear Association | 1.427 | 1 | .232 |
| N Of Valid Cases | 890 | | |

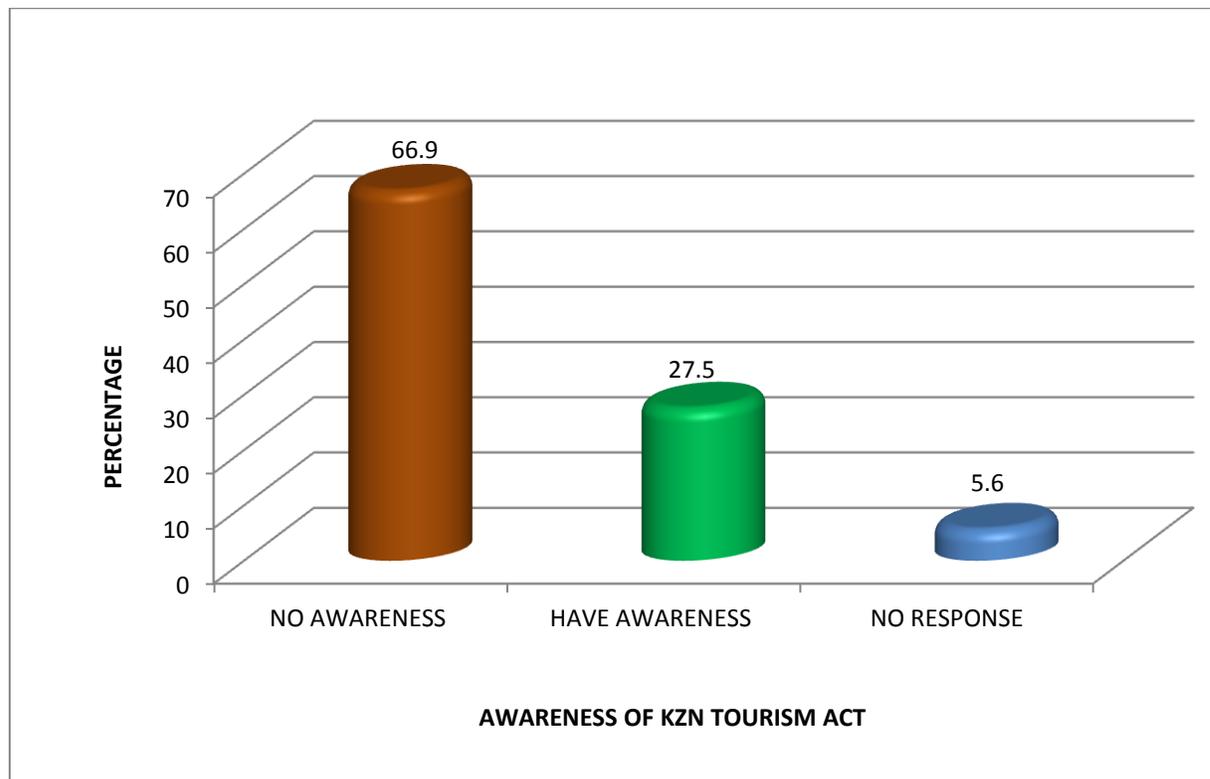
4 cells (20.0%) have expected count less than 5. The minimum expected count is 2.35.

However, it must be noted that a substantial number of respondents totaling forty four percent (44%) of the sample were neutral and this affected the Chi-square test. This

means that although the null hypothesis is accepted, a huge percentage remain unsure if the current tourism legislation promotes community involvement and this leads to strategic planning issues as most communities are not involved in the process. The tourism policy makers and planners in KwaZulu-Natal are therefore expected to ensure that all the citizens of the province, through their recognised structures, are involved in the strategic planning processes to avoid any possible challenges that might emanate from structural exclusion of local communities.

Tourism policy development, planning , development and management in KwaZulu-Natal should acknowledge that there are various sections of the community that need to be consulted and involved in processes so that all the citizenry of the province receive equal access to information with regard to new developments and trends pertaining to tourism policy and planning. Figure 7.11 indicates the knowledge of the KwaZulu-Natal tourism Act by the communities.

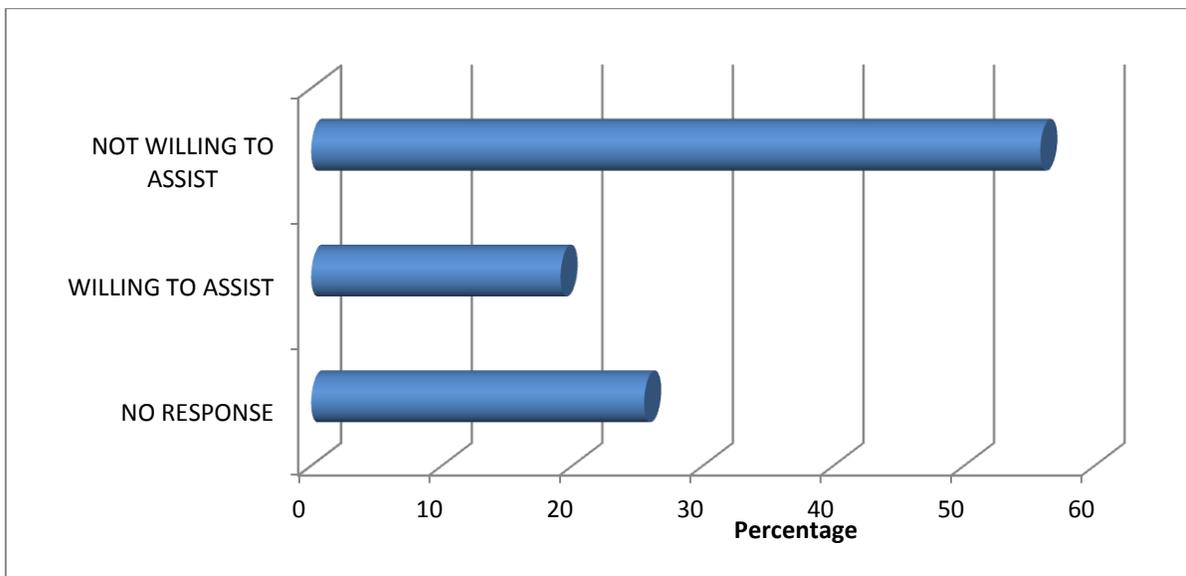
FIGURE 7.11: KNOWLEDGE OF THE KWAZULU-NATAL TOURISM ACT



A huge percentage of sixty six point nine percent (66.9%) of the community members have no awareness about the existence of the current tourism legislation of KwaZulu-Natal. Only a smaller percentage of twenty seven and a half percent (27.5%) are aware of the current tourism legislation. The community perceptions about the current legislation are therefore based on scanty information.

Another finding that points to community involvement is the perception of local communities that the local municipality officials are willing to assist with tourism related information. Figure 7.12 indicates that fifty six percent (56%) of the local government officials are willing to assist local communities when they approach their offices for tourism related information and communities feel the local government officials are helpful and attend to their concerns and tourism related queries.

FIGURE 7.12: WILLINGNESS BY MUNICIPAL OFFICIALS TO ASSIST COMMUNITIES



A total of nineteen percent (19%) of the local government officials are perceived by communities as not willing to assist the communities on tourism related issues. The irony here is that as much as the majority of municipal officials are willing to assist the local communities, the type and quality of assistance they provide is sub-

standard and does not assist the communities to realise the benefits of the tourism industry, thus they are perceived by communities as having no understanding of the tourism industry. The willingness of the municipal officials must also be analysed in relation to the fact that some of the municipal officials do not have tourism specific qualifications which seriously affects the quality of their engagements with communities causing them to be ineffective in their daily operations and dealing with tourism stakeholders at a local level.

The nineteen percent (19%) of municipal officials who are not willing to assist the local communities, coupled with the thirty five percent (35%) of the municipal officials who are perceived by communities as having no understanding of the tourism industry are a cause for concern for some local communities in the province. The local municipality officials who do not understand tourism and who are not willing to assist the communities are a cause of unequal tourism development in the province of KwaZulu-Natal. The lack of willingness to assist at some municipalities may lead to poor geographical spread of tourism development and facilities in the province and therefore lead to other communities being disgruntled about tourism development in their areas. The uneven geographical spread and development of tourism may end up being a provincial problem rather than localised issues caused by poor service delivery by local municipality tourism officials.

The total of twenty five percent (25%) of respondents did not provide answers to the question of whether the local municipality officials are willing to assist when visited in their offices. Twenty five percent (25%) is a significant percentage when ascertaining the perceptions of the local communities and might skew the findings towards an unrealistic conclusion. However, the responses received from respondents indicate a positive working relationship between the local government officials and the local communities.

The municipal officials however, indicated that they are always willing to assist the local communities who visit their officials except that the tourism officials do not deal with tourism issues alone and this might cause communities to feel they are not

being taken seriously by officials. It was discovered that all district municipalities in KwaZulu-Natal have a dedicated tourism official whose only responsibility is to deal with tourism issues. Contrary to that, it was discovered however that not all local municipalities have dedicated tourism officials. In some local municipalities an official performs both local economic development (LED) and tourism functions. Municipal officials indicated that their councils put more emphasis on LED and the tourism function is not prioritised. The municipal officials also indicated that they do develop items that are discussed at their Tourism Portfolio Committees to try and elevate the tourism industry. The projects are identified and included in the Integrated Development Plans but these are not prioritised when budgets are finalised. It was also discovered that most municipalities do not have tourism in their Service Delivery Budget Implementation Plans (SDBIP) and that most of them do not adequately budget for tourism. The municipalities, who have tourism budgets, as indicated by officials, always channel budget towards marketing activities and there is little or no budget at all designated to tourism development.

7.11 TESTING FOR HYPOTHESIS FOUR

A Likert Scale analysis was undertaken in Table 7.19 to ascertain to what extent was objective four set for the study to investigate policy and strategic planning challenges facing a broad cross-section of tourism stakeholders in planning, coordination and delivery of tourism development in KwaZulu-Natal was achieved. The Likert Scale indicate that a considerable majority of twenty seven point three percent (27.3%) strongly agree and forty two point four percent (42.4%) agree culminating to a strong majority of sixty nine point seven percent (69.7%) of tourism stakeholders who agree that the current tourism policy causes strategic planning issues and affects service delivery in KwaZulu-Natal. Only a negligible number of six point one percent was neutral. However, there was a total of twenty one point two percent (21.2%) who disagree and three percent (3%) who strongly disagree that the current tourism policy causes strategic planning issues and affects service delivery.

TABLE 7.19: LIKERT SCALE FOR OBJECTIVE FOUR – STAKEHOLDERS

| Current tourism policy causes strategic planning issues and affects service delivery | TOURISM STAKEHOLDERS | | | Frequency | Total Percentage (%) |
|--|----------------------|----------------|---------------------------------|-----------|----------------------|
| | Public Sector | Private Sector | Tourism Coordinating Structures | | |
| Strongly Agree | 8 (12.1%) | 3 (4.5%) | 7 (10.6%) | 18 | 27.3 |
| Agree | 9 (13.6%) | 5 (7.6%) | 14(21.2%) | 28 | 42.4 |
| Neutral | 1 (1.5%) | 2 (3%) | 1 (1.5%) | 4 | 6.1 |
| Disagree | 4 (6.1%) | 3 (4.5%) | 7 (10.6%) | 14 | 21.2 |
| Strongly Disagree | 0 (0%) | 1 (1.5%) | 1 (1.5%) | 2 | 3.0 |
| Total | 22 | 14 | 30 | 66 | 100 |

The implication of this finding is that there are pockets of excellence in the province with a majority of stakeholders experiencing challenges in dealing with tourism policy issues in KwaZulu-Natal.

A Chi-Square test was undertaken to verify if hypothesis four “That there are policy and strategic planning challenges facing a broad cross-section of tourism stakeholders in planning, coordination and delivery of tourism development in KwaZulu-Natal” could be accepted or rejected. A Chi-square value of 4.931 indicated in Table 7.20 was calculated with minimum expected count 0.42. The Chi-square value was found to be more than 0.05 which means hypothesis four is accepted.

TABLE 7.20: CHI-SQURE TEST FOR HYPOTHESIS FOUR - STAKEHOLDERS

| Current tourism policy causes strategic planning issues and affects service delivery | Value | Degree of Freedom (df) | Level of Significance (2-sided) |
|--|--------------------|------------------------|---------------------------------|
| Pearson Chi-Square | 4.931 ^a | 8 | .765 |
| Likelihood Ratio | 4.991 | 8 | .759 |
| Linear-by-Linear Association | .813 | 1 | .367 |
| N of Valid Cases | 66 | | |

a. 9 cells (60.0%) have expected count less than 5. The minimum expected count is .42.

The acceptance of hypothesis four means that all the tourism stakeholders in KwaZulu-Natal are to work more closely together in sharing tourism development plans. The tourism role players are expected to have joint strategic planning sessions to align tourism strategies and to share tourism budgets. The public sector needs to work collaboratively with the private sector to ensure that there is a buy-in into government policies and strategies by the private sector. The public sector also needs to work together to ensure that there is synergy of policies and strategies between the provincial government and the local government.

7.12 PERCEPTIONS OF TOURISM POLICY AND IMPLEMENTATION

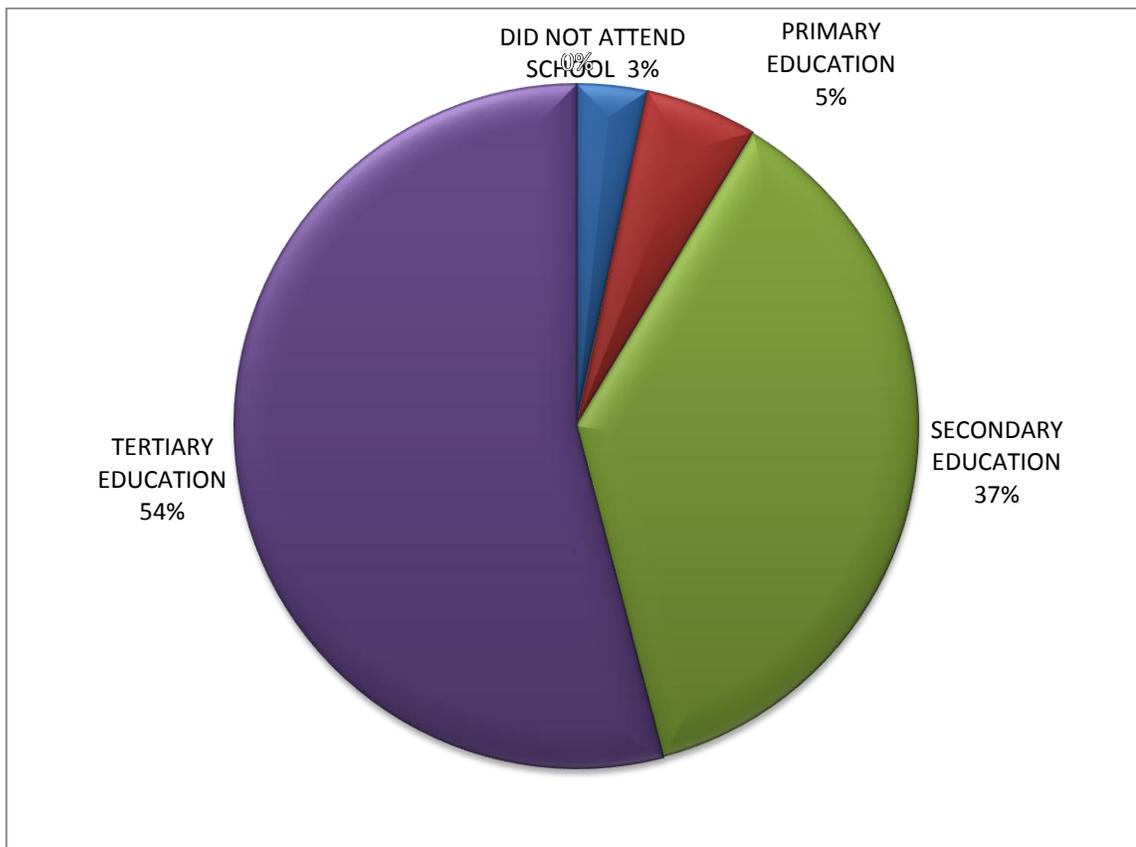
The tourism policy of KwaZulu-Natal which is the White Paper on Development and Promotion of Tourism in KwaZulu-Natal (2008) was developed based and aligned to the White Paper on Development and Promotion of Tourism in South Africa (1996). The government is a cornerstone of tourism development in local communities given that the mandate of government as espoused in the White Paper on Development and Promotion of Tourism in South Africa (1996) is to create a conducive environment for tourism to flourish. The government needs to develop policies and strategies for tourism development and involve communities in the development of those policies and strategies for effective implementation and optimum beneficiation by communities.

7.12.1 Factors shaping perceptions on policy implementation

The education level of respondents was investigated to ascertain how level of education affects the level of participation on tourism policy issues and perceptions of local communities about various aspects of the tourism industry as indicated in Figure 7.13. The respondents who participated in the sample had a fair level of education with a total of fifty four percent (54%) who had tertiary education level and thirty seven percent (37%) who had secondary education, which validates their perceptions about the planning, development and management of the tourism industry in their local areas. A smaller percentage of respondents had a lower

education level whereby only five percent (5%) had primary education and three percent (3%) did not attend school. The level of education of education is crucial in this study as the higher the education level of respondents the higher their involvement on tourism policy issues and therefore the more informed their perceptions are about the planning, development and management of tourism in KwaZulu-Natal. The education status of respondents was used extensively in this study to ascertain their perceptions on a number of issues. The Likers Scales for communities were based mainly on the education status as this assisted to decipher the appropriate findings based on informed opinions.

FIGURE 7.13: EDUCATION STATUS OF LOCAL COMMUNITIES



The fifty four percent (54%) who has tertiary education is a good number of respondents to provide a generalized perception about the tourism issues in KwaZulu-Natal. The thirty seven percent (37%) of the respondents who have secondary education augments the fifty four percent (54%) who has tertiary

education and accumulatively, these two figures combine to a total of ninety one percent (91%) of respondents with a fair understanding of tourism issues in the sample.

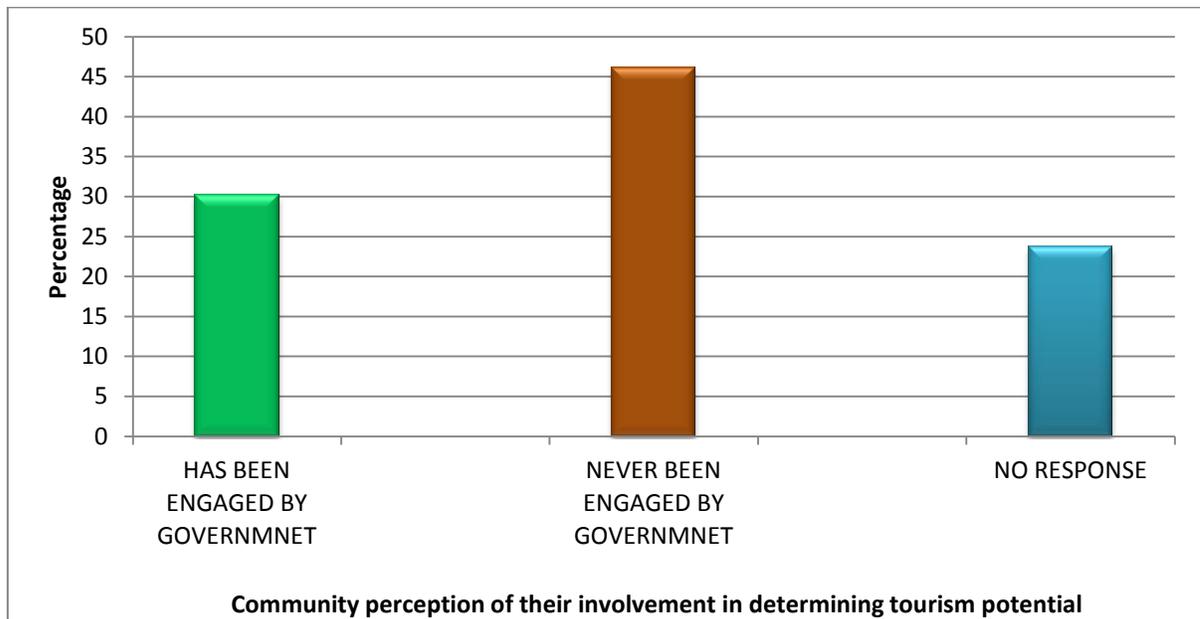
The study is based on perceptions and the authenticity of these perceptions depends largely on how enlightened the respondents are about the tourism issues in particular and policy, planning and management in general. The higher level of education of the respondents also means they can engage and contribute well on tourism policy matters if consulted by government and their contributions can be used by government to shape tourism planning and strategies for local communities.

The study also wanted to establish the education level of officials who deal with tourism at a local level to ascertain if they are suitable to align national and provincial tourism policies at a local level. It was discovered that some municipalities have officials with tourism qualifications whilst in others the tourism function is performed by officials who have no tourism background. Some officials indicated that they are not interested in tourism as they were just put in those positions whilst their interest is on other functions of the municipality. The municipal officials who have no tourism qualifications are adding to challenges faced by the tourism industry at a local level as they cannot guide the industry accordingly. The education level of respondents therefore is a crucial determining factor in the findings of this study as the poor understanding of the tourism industry by the local communities indicate that the tourism coordinating structures that should be disseminating information about the tourism industry are ineffective in ensuring that all the members of the communities get the relevant information about the tourism industry.

Other variables investigated amongst the respondents, including their perceptions of the willingness of municipal officials to assist communities on tourism related issues; knowledge of the KwaZulu-Natal Tourism Act; perception whether the current legislation promotes involvement of communities in the mainstream tourism industry; the effectiveness of the tourism coordinating structures and the challenges caused by the tourism policies, regulations or by-laws at a local level; are largely influenced by

the level of education of the respondents and their exposure to tourism related processes, both at a provincial and local level. Other policy issues at a local level involve issues of community involvement in determining tourism potential of the area and identifying projects to be developed. Figure 7.14 shows the involvement of communities in determining tourism potential of their surrounding areas as done by the provincial and local government from time to time.

FIGURE 7.14: INVOLVEMENT OF COMMUNITIES IN DETERMINING TOURISM POTENTIAL



It was reported that the provincial and local government in KwaZulu-Natal conducts feasibility studies and business plans for tourism development without proper consultation with local beneficiaries. The feasibility studies and business plans are always meant to determine the viability of tourism projects to be developed at a local level. The picture painted by Figure 7.14 shows that a larger percentage of local communities totalling forty seven percent (47%) feel they have been neglected by government when tourism potentials of their surrounding areas has been assessed.

The communities feel the government does not consult them adequately and decides on their behalf. Municipalities concurred in saying they do not consult adequately with local communities when doing feasibility studies or business plans as they do not want to raise hope for communities as in most cases feasibility studies and business plans are conducted without development funding. The implications for policy implementation is that perception by communities that they are not adequately consulted is a threat to tourism development in the province of KwaZulu-Natal. Communities might reject what the government is planning and this in turn may lead to a number of negative consequences. The negative consequences may include service delivery protests, delay of implementing tourism projects, loss of investor confidence in the province and fruitless expenditure of government funds. The poor involvement of local communities is therefore perceived as a top down approach by government and defeats the good intentions that the government has on developing and promoting tourism at a local level.

The study in Chapter One set an objective to investigate policy and strategic planning challenges facing a broad cross-section of tourism stakeholders in planning, coordination and delivery of tourism development in KwaZulu-Natal. Hypothesis four “That there are policy and strategic planning challenges facing a broad cross-section of tourism stakeholders in planning, coordination and delivery of tourism development in KwaZulu-Natal” was then formulated for that objective. The poor consultation with local beneficiaries and the lack of involvement of other stakeholders that are needed for determining the tourism potential and supporting local tourism projects justifies the acceptance of the hypothesis four.

A total of thirty percent (30%) of local communities indicated that the government consults them when determining the tourism potential of local surroundings. Thirty percent (30%) is a smaller percentage when considering that the government efforts purport to unpack tourism potential for local communities. The government, however, needs to improve on community consultation and ensure a wider involvement of communities when tourism development is being planned. Twenty three percent (23%) of the respondents did not provide answers on whether they are

consulted by government when the tourism potential of their local surroundings is assessed for development.

The perception of communities about less potential of tourism in their local communities might be based on the reality that the government officials do not interact with the communities on the ground about the potential of their local areas when planning and developing tourism in KwaZulu-Natal. The local tourism issues are therefore based on the top down approach and the government is planning and deciding for the community instead of planning and deciding with the community. There is therefore no buy-in of the of the programmes implemented by the government at a local level and the community projects planned and funded by the government always fail as communities have no sense of ownership for these projects.

7.12.2 Implementation of the provincial tourism policy

The White Paper on the Development and Promotion of Tourism in KwaZulu-Natal, which is a provincial tourism policy promulgated in 2008, was developed amongst other things to give a policy direction for executing the tourism function in the province. The policy outlines the recommended roles and responsibilities for provincial government and the Destination Management Organisation. It was reported by the provincial government and Tourism KwaZulu-Natal that a task team was assigned by the head of the provincial department in 2010 to align activities between the department and the DMO in an effort to implement the recommendations of the policy, and the resultant document was approved by the Member of Executive Committee (MEC) responsible for economic development tourism in the province in the same year.

However there has been reluctance in implementing the recommendations of the task team with the exception of the business and tour guides registration function that has been moved from the DMO to the department. The reluctance by the officials of both organisations to implement the task team recommendations has continued the status quo in term of execution of the tourism function in the province. The officials

from the DMO however indicated that they are willing to comply but the government is slow in facilitating implementation.

The recommendations made by the task team were meant to eliminate all the challenges caused by the current legislation through assigning roles and responsibilities accordingly to appropriate organisation. The implementation of recommendations is expected to facilitate tourism service delivery in the province as both the DMO and the department will be concentrating on their core functions. The duplication of functions will be eliminated and all the stakeholders are expected to accept the refined roles and responsibilities.

The duplication of tourism functions between the provincial department and the DMO do not only affect these two organisations but the negative effects trickle to other organisations, especially municipalities. The municipal officials indicated that they do not think the current legislation and policies governing tourism in KwaZulu-Natal create an enabling environment for coordinated tourism planning and development in the province. The duplication of functions, poorly defined roles and responsibilities between district municipalities and local municipalities and poor funding directives for tourism functions were cited as some of the serious challenges created by the legislation and the tourism policy in KwaZulu-Natal. The lack of clear direction from the provincial department and the DMO makes it easier for the municipalities to abdicate their responsibilities and neglect the tourism function. The lack of clear pronouncements in the policy and the legislation in terms of the relationship that needs to exist between municipalities and the Community Tourism Organisations is another stumbling block in policy implementation. The municipalities indicated that as much as the province has developed a KwaZulu-Natal Community Tourism Organisations Strategy it is difficult to implement its recommendations as these are not legislated and the municipal councils are not obliged to implement. Municipal officials recommended that the recommendations of the KwaZulu-Natal Community Tourism Organisations Strategy need to be legislated so that the municipal councils and senior tourism officials at municipalities, including municipal managers can take

Community Tourism Organisations seriously and recognise the role played by the private sector in the overall development of the tourism industry at a local level.

There are other additional roles and responsibilities which were not identified by the task team but recommended by DMO officials who were included in the sample but who did not serve in the task team. When they were asked how they thought the roles and responsibilities for the provincial department and the DMO needed to be aligned, the DMO officials made recommendations which are aligned to those of a task team to a greater extent but contained some different elements. Table 7.21 indicates additional roles and responsibilities for both organisations as recommended by the DMO officials.

The recommendations made by the DMO officials are more succinct and address the core issues in the functions to be performed by the two organisations. The recommendations mainly outline the functions to be performed by the DMO as mainly marketing and branding of the province and give the policy and development functions to the provincial department. The recommended roles and responsibilities for both the provincial department and the DMO will make each organisation concentrate to its core mandate.

The recommendations will also ease the tensions between the staff of both organisations and make assure the staff of their job security as there will be certainty in terms of who does what between the two organisations. The recommendations however imply that the tourism development unit within the DMO may need to be removed from the organogram of the DMO. Subsequently, the tourism development staff of the DMO, might need to be deployed to other units within the DMO or be absorbed by the provincial department as their current duties are similar to those of the department. Necessary adjustments might need to be made to the organogram of the provincial department, in terms of the staff compliment.

TABLE 7.21: MODIFIED ADDITIONAL ROLES AND RESPONSIBILITIES

| MODIFIED ROLES FOR TKZN | MODIFIED ROLES FOR DEDT |
|---|--|
| <ol style="list-style-type: none"> 1. Development of the provincial tourism brand and domestic brand strategy 2. Development of an international marketing strategy and programs together with SAT, aligning this marketing strategy with SAT’s strategy and programs 3. Market and promote the province in competition with the other provinces 4. Support destination development planning 5. Collection, collation, analysis and provision of tourism information and knowledge management 6. Monitor and report on tourism performance and growth in the province | <ol style="list-style-type: none"> 1. Need to be concerned with the development and oversight of policy, regulations and legislation 2. Need to be concerned with the monitoring, and enforcement of policy, regulations and legislation. 3. Facilitation and implementation of tourism-related policies – establishment of a safe environment for tourism both politically and economically 4. Development promotion and facilitation through the provision of strategic direction – NOT implementation 5. Facilitate and promote responsible and sustainable tourism development and practices 6. Ensure the facilitation of the development of market-driven products and services in response to TKZN’s market intelligence 7. Registration of tourism businesses and tourist guides 8. Support and facilitate transformation in the tourism sector. 9. Development promotion and facilitation in terms of identifying demand-driven product needs. |

7.13 TESTING FOR HYPOTHESIS FIVE

A Likert Scale analysis presented in Table 7.22 was conducted to ascertain whether provincial and local government officials consult engage communities when determining tourism potential in their local areas as a measure of implementing tourism policies, plans and programmes. The findings indicate that most communities feel that the provincial and local government officials do not engage communities in policy implementation as twenty seven point nine percent (27.9%) disagree and eighteen point three percent (18.3%) strongly disagree that provincial and municipal staff engage communities in determining the tourism potential of their local areas. The poor engagement of communities might lead to negative perception of the provincial and local government whereby communities might end up rejecting tourism implementation programmes provided by these two spheres of government.

TABLE 7.22: LIKERT SCALE FOR OBJECTIVE FIVE – COMMUNITY

| Provincial and municipal staff engage communication in determining tourism potential within local communities | EDUCATION | | | | Frequency | Percentage (%) |
|---|-----------------------|---------------|---------------------|--------------------|-----------|----------------|
| | Did Not Attend School | Primary Level | Secondary Education | Tertiary Education | | |
| Strongly Agree | 29 | 39 | 0 | 63 | 131 | 14.7 |
| Agree | 0 | 8 | 81 | 48 | 137 | 15.4 |
| Neutral | 0 | 0 | 101 | 110 | 211 | 23.7 |
| Disagree | 0 | 0 | 76 | 172 | 248 | 27.9 |
| Strongly Disagree | 0 | 0 | 82 | 81 | 163 | 18.3 |
| Total | 29 | 47 | 340 | 474 | 890 | 100 |

A Chi-Square analysis was also done to verify if the municipalities do involve their local stakeholders when determining the tourism potential in their localities in implementing tourism policies. In testing for the relationship between the municipalities and their potential for tourism development, a chi-square value of 452.097 with a significance value of 0.00 and minimum expected count of 4.27 which is greater than

0.05 was obtained, indicating that hypothesis five which states that the tourism stakeholders have varying perceptions pertaining to the effectiveness of existing policy, institutional frameworks and their implementation in achieving coordinated tourism development in the study area can be accepted. The Chi-square, by interpretation, indicates the perception of communities that most municipalities in KwaZulu-Natal have less potential for tourism development.

TABLE 7.23: CHI- SQUARE TEST FOR HYPOTHESIS FIVE – COMMUNITY

| | Value | Degree Of Freedom (Df) | Level Of Significance (2- Sided) |
|--------------------------------|----------------------|------------------------|----------------------------------|
| Pearson Chi- Square | 452.097 ^a | 12 | .000 |
| Likelihood Ratio | 397.585 | 12 | .000 |
| Linear- By- Linear Association | 100.236 | 1 | .000 |
| N Of Valid Cases | 890 | | |

a. 2 cells (10%) have expected count less than 5. The minimum expected count is 4.27.

A Likert Scale presented in Table 7.24 was done to analyse how the different stakeholders in KwaZulu-Natal perceive the current tourism policy implementation. It was discovered that most stakeholders feel the current tourism policy is not properly implemented with thirty one point eight percent (31.8%) who disagree and twenty one point two percent (21.2%) who strongly disagree, totaling fifty three percent (53%) who disagree that the current tourism legislation is properly implemented. However, another sizeable number felt the policy is properly implemented with fifteen point two (15.2%) who strongly agree and eighteen point two percent (18.2%) who agree totaling thirty three point four (33.4%) who agree that the current legislation is properly implemented. The findings indicate that there needs to be improvement of policy implementation in KwaZulu-Natal to ensure that all citizens feel that the policy is implemented accordingly.

TABLE 7.24: LIKERT SCALE FOR OBJECTIVE FIVE – STAKEHOLDERS

| The current tourism policy and legislation are properly implemented in KwaZulu-Natal | TOURISM STAKEHOLDERS | | | Frequency | Total Percentage (%) |
|--|----------------------|----------------|---------------------------------|-----------|----------------------|
| | Public Sector | Private Sector | Tourism Coordinating Structures | | |
| Strongly Agree | 3 (4.5%) | 3(4.5%) | 4(6.1%) | 10 | 15.2 |
| Agree | 3 (4.5%) | 4(6.1%) | 5(7.6%) | 12 | 18.2 |
| Neutral | 2 (3%) | 2(3%) | 5(7.6%) | 9 | 13.6 |
| Disagree | 10 (15.1%) | 4(6.1%) | 7(10.6%) | 21 | 31.8 |
| Strongly Disagree | 4(6.1%) | 1(1.5%) | 9(13.6%) | 14 | 21.2 |
| Total | 22 | 14 | 30 | 66 | 100 |

A Chi-Square was computed as indicated in Table 7.25 to test if hypothesis five can be accepted or rejected. A Chi-square value of 6.626 with the minimum expected count of 1.91 was calculated. The Chi-square value proved to be more than 0.05 which means that hypothesis five “That the tourism stakeholders have varying perceptions pertaining to the effectiveness of existing policy, institutional frameworks and their implementation in achieving coordinated tourism development in the study area’ is accepted.

TABLE 7.25: CHI-SQUARE TEST FOR HYPOTHESIS FIVE - STAKEHOLDERS

| The current tourism policy and legislation are properly implemented in KwaZulu-Natal | Value | Degree of Freedom (df) | Level of Significance (2-sided) |
|--|--------------------|------------------------|---------------------------------|
| Pearson Chi-Square | 6.626 ^a | 8 | .577 |
| Likelihood Ratio | 6.775 | 8 | .561 |
| Linear-by-Linear Association | .009 | 1 | .924 |
| N of Valid Cases | 66 | | |

a 11 cells (73.3%) have expected count less than 5. The minimum expected count is 1.91.

The acceptance of hypothesis five implies that the tourism policy in KwaZulu-Natal has a potential to rally all the stakeholders around a common policy framework that can assist the province in achieving a coordinated tourism planning and development. The tourism policy implementation in KwaZulu-Natal is therefore expected to assist the province in ensuring that an appropriate legislation is developed to facilitate the growth of the tourism industry. The proper implementation of the legislation is also expected to ensure that appropriate tourism institutional frameworks are developed and sustained in KwaZulu-Natal.

7.14 CONCLUSION

The findings of the study have revealed that there are serious challenges with the institutional frameworks governing tourism policy, planning and development in KwaZulu-Natal. The findings show that the major challenges are caused by the current tourism legislation of the province which does not recognise the provincial Department of Economic Development and Tourism and does not spell out clearly the roles and responsibilities of various organisations in the province. The findings showed that there is serious duplication of tourism functions between the provincial department and the Destination Management Organisation and that this duplication of activities between these two organisations causes conflict between the officials of the two organisations on one hand and confuse stakeholders that need leadership from these two organisations on the other. Other challenges were found to emanate from non-enforcement of the Regulations promulgated to implement some sections of the Act.

The results of the study also showed that there are various tourism coordinating structures in KwaZulu-Natal. However, there were number of challenges revealed with regard to the tourism coordinating structures. Challenges included poor representation of stakeholders at these structures and poor involvement of local communities. One of the serious challenges found by the study is the poor working relationship between the private sector and the public sector in the tourism industry

within KwaZulu-Natal. In overall, the findings of the study indicated that there needs to be concerted efforts by all tourism stakeholders in the province to work towards a better coordination of tourism activities that will result to progressive tourism policies, planning and development of the tourism industry. The government needs to lead the race to achieve a coordinated approach that involves all the stakeholders through providing an enabling legislation and effective policies that will ensure proper tourism institutional frameworks in the province.

CHAPTER 8

TOWARDS A CONCEPTUAL MODEL FOR TOURISM PLANNING AND MANAGEMENT

8.1 INTRODUCTION

The findings in the previous chapter (Chapter 7) of the research study revealed that there is an immense challenge in KwaZulu-Natal, with regard to tourism policy, planning, development and management. The overwhelming challenge was revealed to be flowing from the current tourism legislation. The flaws in the legislation, which have been thoroughly discussed, have pointed to the existence of poor community involvement in tourism management processes. Furthermore, these challenges have been found to exist at all levels of government, namely, national, provincial and municipal or local levels. In other words, the nature and extent of the problems, is rife and exist between the government and communities as well as between the communities and organised tourism trade, at provincial and local levels.

It was also revealed that there are tourism coordinating structures at the provincial and local levels, but that these do not serve the needs of the communities at the grassroots level. The ubiquitous perceptions in the communities in KwaZulu-Natal are that local communities are neglected by government when tourism planning, development and management decisions are made. The question that must be asked is why do communities feel neglected, if there are structures established by government to ensure coordination and involvement of communities in tourism, does exist? Is it because the coordinating structures are irrelevant, dysfunctional and inadequate, or is it because the coordinating structures are superficial and do not involve communities at the grassroots level? The perceptions of neglect aired by the local communities, point to the fact that there is need for more stakeholder consultation and coordination at a lower community level. The justification is that whatever is discussed at either a provincial government-level or local government

level, should filter to the communities and what the local communities aspire to, gets communicated to the government.

It remains important and apparent that, if the shortcomings of management and delivery of tourism products and programmes should be satisfactorily addressed, then the design of a conceptual management model becomes imperative. As mentioned earlier, this model would bring about the integration of the findings of this research study, and the eventual facilitation of tourism beneficiation to all members of local communities. Tourism as a field of operation in South African, has been seen as a strategic playing field for supporting local communities by affording them opportunities for job creation, employment and poverty alleviation (Magi & Nzama, 2009a).

8.2 OVERVIEW OF THE PROPOSED MODEL

The proposed model looks at a conceptual framework for a consolidated involvement of local communities in the planning of tourism in local areas. The proposed model is expected to form a conceptual basis for tourism policy, planning and management that weaves together all the varying organisations, agencies and structures that deal with tourism in KwaZulu-Natal. This section of the study provides the justification and rationale of developing the proposed management model.

8.2.1 Theoretical model based on findings

The proposed model is an outcome of the findings of the study based on objective six and hypothesis six set in chapter one of the study. The testing of hypothesis six and objective six were not presented in chapter seven as they relate to the proposed model and form the basis for this chapter. The study set an objective in chapter one, to propose mechanisms or models that could be utilised to ensure coordinated and integrated tourism planning and development in KwaZulu-Natal. It is also envisaged that this model would facilitate community beneficiation from tourism opportunities.

The different tourism stakeholders in KwaZulu-Natal were asked if the mechanisms and models can be devised to assist the province to achieve coordinated tourism planning, development and management. The responses that shaped that formation of the proposed conceptual model are presented in Table 8.1. The findings of the study revealed that twenty four point two percent (24.2%) strongly agree and thirty four point eight percent (34.8%) agree totaling fifty nine percent (59%) of respondents who agree that some mechanisms and/ or models can be devised to ensure a coordinated tourism policy, planning, development and management in KwaZulu-Natal. A total of ten point six percent (10.6%) were neutral whilst sixteen point seven (16.7%) disagree and thirteen point six (13.6%) of respondents strongly disagree that some mechanism can be devised to achieve coordinated tourism development in KwaZulu-Natal. The total of respondents who disagree is thirty point three percent (30.3%) and therefore surpassed by the tourism stakeholders who feel that some mechanisms can be devised to rally all the tourism stakeholders around a common course to achieve coordination in the tourism industry in KwaZulu-Natal.

TABLE 8.1: VERIFICATION OF OBJECTIVE SIX – TOURISM STAKEHOLDERS

| Mechanisms and models can be devised to assist the province to achieve coordinated tourism planning development and management | TOURISM STAKEHOLDERS | | | Total | Percentage (%) |
|--|----------------------|----------------|---------------------------------|-------|----------------|
| | Public Sector | Private Sector | Tourism Coordinating Structures | | |
| Strongly Agree | 6(9.1%) | 2(3%) | 8(12.1%) | 16 | 24.2 |
| Agree | 7(10.6%) | 4(6.1%) | 12(18.2%) | 23 | 34.8 |
| Neutral | 2(3%) | 3(4.5%) | 2(3%) | 7 | 10.6 |
| Disagree | 4(6.1%) | 2(3%) | 5(7.6%) | 11 | 16.7 |
| Strongly Disagree | 3(4.5%) | 3(4.5%) | 3(4.5%) | 9 | 13.6 |
| Total | 22 | 14 | 30 | 66 | 100 |

A Chi-square test was undertaken to evaluate hypothesis six, which stated: “that innovative mechanisms or models could be established to ensure a coordinated and integrated tourism planning and development process in KwaZulu-Natal”. A Chi-square value of 4.198 indicating a minimum expected count of 1.48 was computed. The Chi-square value is more than 0.05 and implies that hypothesis six of this study is accepted.

The acceptance of hypothesis six forms the basis for the formulation of the proposed model presented in this chapter. The findings of the study indicated that the tourism industry in KwaZulu-Natal is riddled with a myriad of institutional challenges based on legislative mandate and poor implementation of the current tourism policy of KwaZulu-Natal. The model is therefore an embodiment of all the findings in the study and shows how the strongly entwined institutional challenges in KwaZulu-Natal could be ameliorated using a single model that captures the essence of roles and responsibilities for each tourism stakeholder in KwaZulu-Natal.

TABLE 8.2: CHI-SQUARE TESTING FOR HYPOTHESIS SIX – STAKEHOLDERS

| | Value | Degree of Freedom (df) | Level of Significance (2-sided) |
|------------------------------|--------------------|-------------------------------|--|
| Pearson Chi-Square | 4.198 ^a | 8 | .839 |
| Likelihood Ratio | 3.946 | 8 | .862 |
| Linear-by-Linear Association | .242 | 1 | .623 |
| N of Valid Cases | 66 | | |

a 10 cells (66.7%) have expected count less than 5. The minimum expected count is 1.48.

The findings of the study point to the fact that each organisation in KwaZulu-Natal is undertaking their tourism functions without sufficient due consideration of how their activities relate to the tourism industry as a system. All the activities of various tourism institutions are geared towards service delivery in the province. However, findings of the study indicate that local communities are not properly involved in the

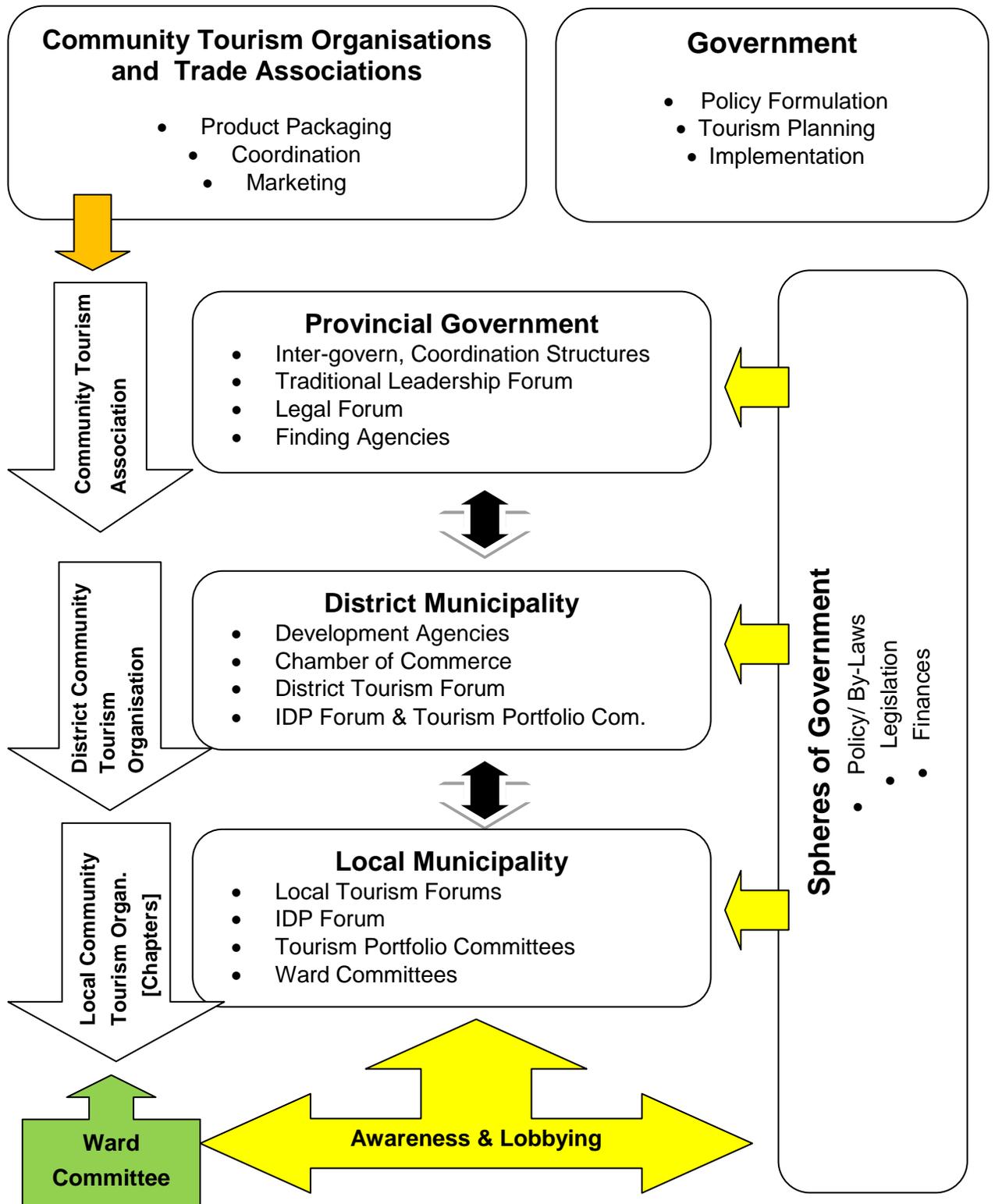
tourism value chain and therefore there is poor tourism service delivery. The proposed model looks at how tourism could be coordinated for optimum benefits of the local communities.

8.3 PROPOSED COMMUNITY COORDINATION MATRIX FOR TOURISM PLANNING

A community coordination matrix for tourism planning is hereby proposed and developed in response to the challenges of coordinating tourism planning, development and management at a local level in KwaZulu-Natal. The proposed scheme is a conceptual model for tourism planning and management that seeks to ensure proper community involvement in tourism activities within KwaZulu-Natal is effective. The matrix takes into account the existing tourism coordinating structures in KwaZulu-Natal and creates a structural interlinking diagram that shows interrelationships that need to be developed and sustained amongst various tourism stakeholders in the province to ensure that communities are properly consulted and kept apprised of all the developments and trends within the tourism industry. Chapter seven of the study revealed that there are numerous challenges caused by poor coordination amongst various organisations responsible for tourism in KwaZulu-Natal. The structures developed to coordinate tourism are operating in silos and this isolation from each other causes disjointed coordination of activities amongst them. The provincial government has proposed tourism coordinating structures that need to be established at the provincial level and both district and local municipalities. It was revealed in chapter five that some of these structures have not been established, especially at a local government level. In instances where these coordinating structures have been established it was revealed that some of them are dysfunctional and need to be enhanced.

Chapter seven also revealed that there is poor communication between the private sector and the public sector in KwaZulu-Natal. On one hand, the private sector feels that government is not doing enough to communicate with them and to protect their tourism businesses from illegal operators.

FIGURE 8.1: COMMUNITY COORDINATION MATRIX OR MODEL FOR TOURISM PLANNING AND MANAGEMENT



The private sector also complains that the municipalities are neglecting the tourism industry and that their concerns are not addressed by municipalities. On the other hand, the local communities feel they are not involved by the government in tourism policy development, planning, development and management. The matrix is perceived as an applied research solution to all the challenges of tourism coordination in KwaZulu-Natal as revealed by the research findings in chapter five. Figure 8.1 shows the schematic representation of the Community Coordination Matrix for Tourism Planning that is expected to bring together the tourism activities of all institutions in KwaZulu-Natal.

8.3.1 Unpacking the Components of the Model

The matrix comprises many interrelated components that work together to enhance the flow of information within the tourism industry. The components include the public sector, private sector, and communities. All the components of the matrix relate to different institutions and their role in the tourism planning milieu in KwaZulu-Natal.

8.3.1.1 The Government

The role of the provincial government in the Matrix is to develop policies, legislations, regulations and provide financial support for the tourism industry whilst the role of the local government is to pass tourism by-laws. The provincial government is also entrusted with the responsibility to support tourism coordinating structures at a provincial level, especially coordination of high level Inter- governmental coordinating structures, Traditional Leadership Forums that incorporate heritage and conservation agencies; Land Legal Forum that discusses land ownership issues to facilitate access to land for community generated projects; and coordinating a number of Funding Agencies and Development Finance Institutions that provide funding for tourism development in various forms at a national and provincial level.

At a local government level the district municipalities are entrusted with the responsibility to establish Development Agencies that will coordinate the tourism

function at a district level if the council of that district municipality has taken a resolution to go that route. However, Development agencies are not seen as the only solution and are not compulsory for district municipalities. The establishment of Development agency also does not mean that the district municipality needs to abdicate its responsibility to coordinate a tourism function at a district level. The three case studies presented in chapter six indicated that a Development Agency approach to tourism planning and development at a local level can lead to detrimental unintended consequences of a total collapse of the tourism function at a local level if the approach is not properly implemented. The case studies also indicated that the Development Agency approach can yield expedient results if prudently conceptualised and implemented. The model therefore recognises the sterling work that can be done by development agencies in providing coordinated tourism planning and development at a local level.

The district municipality must also coordinate the tourism function with the local Chamber of Commerce as this is an organised body that controls trade at a local level. The involvement of a local Chamber of Commerce is expected to ensure that the tourism economic benefits are felt at a local level. The local Chamber of Commerce may be used to coordinate the economic activities between the local communities and the local tourism businesses. The indirect economic benefits coordinated by the local Chamber of Business may include laundry services that may be outsourced to the local communities from the tourism establishments, supply of fresh produce to the tourism establishments by local farmers and provision of security services by local security companies to mention a few. The district municipalities must also ensure that they establish strong and functional district tourism forums. The district tourism forums will coordinate all the tourism functions amongst all the stakeholders at a district level, including both public and private sector role-players. The community leadership will serve at the district tourism forum and be able to align community aspirations with district tourism plans at that level. The information will then flow between the communities and the district municipalities.

The district municipalities are expected to be having district tourism forums but these structures are not prevalent in all municipalities and where they exist they are somehow not duly constituted and are dysfunctional throughout the province and this creates a gap amongst tourism stakeholders at a district level. The district municipalities also need to involve communities and encourage them to participate at the Integrated Development Plan Forums (IDP Forums) as stipulated in the Municipal Structures Act. The communities will get a chance to ensure that their community projects are included in the Integrated Development Plans of municipalities and therefore a budget is made available by the district municipality for implementation. The Integrated Development Plans of district municipalities do not contain strategic community projects, and in instances where community projects are contained in the IDPs, the district municipalities do not budget for implementation of those projects. The strong presence of the communities with the tourism interest at the IDP forums will ensure that the district municipalities become accountable to communities and provide progress reports in terms of projects included in the IDPs. The IDP review process as outlined in the Municipal Structures Act will compel the municipalities to account before new IDP documents are finalised, this process will take place every year and district municipalities will always be alert to the needs of communities and will therefore cater for those needs accordingly.

The local municipalities have a constitutional mandate to develop local tourism and thus are entrusted with huge tourism responsibilities at a local level. The local municipalities in KwaZulu-Natal are currently not heeding that constitutional mandate and always make a false claim that tourism is an unfunded mandate for local municipalities. The model shows the interconnectedness of the tourism stakeholders and it is expected that the model will encourage local municipalities to ensure that they coordinate local tourism through the establishment of Local Tourism Forums. The Local Tourism Forums will coordinate tourism stakeholders at a local level. The local municipalities, similar to district municipalities, must also involve communities at the IDP Forums to ensure that tourism projects get prioritised in the IDP at a local level.

The most critical community involvement structure at a local level is expected to be the Ward Committees. The Ward Committees are at the heart of community involvement as these are community consultation structures at a grassroots level. The communities identify projects at a ward level. The ward councillors, working closely with the ward committee chairpersons should be the ones who take the community tourism issues to the Local Tourism Forums and IDP Forums and report back to communities. The ward councillors are expected to liaise with the local municipality tourism portfolio chairpersons to ensure that the local tourism issues at a ward level get an audience at a district and local municipality Executive Committee and Council meetings and addressed accordingly.

The role of tourism portfolio committees at both district and municipal level cannot be overemphasized in this model. The portfolio committees are political operational structures at a local level that are expected to ensure alignment of tourism policies, plans, and strategies between local and provincial spheres of government. The findings of the study indicated that most municipalities in KwaZulu-Natal do not have tourism by-laws. The lack of tourism by-laws at a local level was revealed to cause a number of challenges for the tourism industry. The model indicates that the tourism portfolio committees are expected to play a political coordinating role between politicians and officials to ensure that officials perform their duties accordingly. It is expected that there will be an improvement in policy alignment if the tourism portfolio committees become active and effective at a local level. The tourism portfolio committees can also set an agenda for local and district tourism forums. The issues generated by the tourism portfolio committees can be accentuated to the provincial tourism committee if they are of provincial importance. The tourism portfolio committees are also expected to assist in the alignment of numerous tourism routes that cut across various local and district municipalities in KwaZulu-Natal.

8.3.1.2 Community Tourism Organisations

The Community Tourism Organisations (CTOs) are organised tourism trade structures at a local level. These are tourism business formations that are not necessarily representative of all community members but are membership based.

Community members who do not own tourism businesses are not necessarily represented at these structures. The Community Tourism Organisations must be established at all local municipalities to align tourism trade issues with municipalities. The CTOs must be entrusted with tourism functions that seek to market the local areas. The particular functions of CTOs should include but not limited to local tourism product packaging, coordination of the private sector, marketing and branding of the local area. The branding of the province is the function of the Destination Management Organisation (DMO) and CTOs need to work closely with the DMO to ensure that the usage of the brand is done appropriately and benefits the local area. The CTOs need to involve general public in their activities so that all the community members are kept informed about the marketing endeavours done on their behalf and how the local area is performing in terms of visitor numbers. The CTOs also need to work closely with the municipality as they perform the marketing function on behalf of the local municipalities. The chairpersons of the CTOs should be accountable to the local municipalities so that misunderstandings are eliminated in terms of funding, operations, membership and broader community involvement. The CTOs are partly funded by the local municipality and their budgets should be reflected in the municipal IDP and their action plans should be part of the Municipal Service Delivery Budget Implementation Plans as stipulated in the Municipal Finance Management Act.

8.3.1.3 *Awareness and Lobbying*

The most crucial aspect of the Community Coordination Matrix for Tourism Planning is communication amongst different stakeholders. The Matrix has a number of interrelated stakeholders that must be in constant communication at all times. The provincial government needs to inform the district municipalities about all the tourism developments at a national and provincial level periodically through the formal channels. The district municipalities, in turn, need to cascade the information to local municipalities at regular intervals to ensure that the information provided by the provincial government gets to all the tourism stakeholders at the local level. The district and local municipalities need to be in constant communication with the Community Tourism Organisations to track the trends of the tourism industry at a

local level. The Community Tourism Organisations at a local level also need to be in constant communication with the Community Tourism Association at a provincial level to ensure that the tourism trade information flows both ways, from the provincial level to local level and from local level to provincial level.

The information shared amongst the stakeholders within the Matrix is not always cut in stone. There is a lot of awareness that needs to be done to ensure that the information has been received by all the stakeholders. In other instances, sharing of information will not be sufficient as the plethora of stakeholders within the matrix will cause differing views on certain issues. There need to be lobbying for buy-in in a number of issues that are discussed amongst the different stakeholders. Some of the information becomes too technical and complicated for the local communities. Provincial government, municipalities and the organised tourism trade associations must always make concerted efforts to ensure that the information is presented to local communities in a simple, easy to understand way that will allow the local communities to participate.

It must be noted that the Matrix is neither proposing a top-down approach nor a bottom-up approach in terms of communication and information dissemination but proposes a balanced two-way information sharing approach whereby the communities raise their issues with the authorities and the authorities are also able to raise their issues with communities. The Matrix will ensure that all the stakeholders in the tourism system within KwaZulu-Natal know all the new developments at all levels of government and within the private sector. The planning of the tourism industry with the province will then be improved if there is a free flow of information amongst all stakeholders.

8.4 CONCLUSION

The Community Coordination Matrix for Tourism Planning has been presented as a comprehensive community coordination model that takes into account all the facets of the tourism industry that have an indirect and a direct impact on community

participation. The model would assist all the tourism authorities within KwaZulu-Natal to strengthen the existing tourism coordinating structures, improve efficacy of provincial and local government, and enhance activities conducted by the private sector.

Chapter one of the study sets an object to propose mechanisms or models that could be utilised to ensure co-ordinated and integrated tourism planning and development in KwaZulu-Natal. A hypothesis “That innovative mechanisms or models could be established to ensure a co-ordinated and integrated tourism planning and development process in KwaZulu-Natal” was coined from that objective. The findings of the study have indicated that one of challenges that hamper proper planning for tourism in KwaZulu-Natal is the structural exclusion of the local communities in the tourism planning process. The Community Coordination Matrix for Tourism Planning has been developed as an innovative mechanism to ensure a co-ordinated and integrated tourism planning and development process in KwaZulu-Natal as per the objectives and hypothesis of the study. The hypothesis “That innovative mechanisms or models could be established to ensure a co-ordinated and integrated tourism planning and development process in KwaZulu-Natal” is therefore accepted in the study.

It is anticipated that the proposed model provides a framework that emboldens all the tourism stakeholders in KwaZulu-Natal to work cooperatively and collaboratively in all their endeavours’ to achieve a coordinated tourism industry. The model is also expected to foster institutional alignment amongst all the organisations and agencies mandated to develop and manage certain aspects of the tourism industry in the province. The model is not seen as a panacea for all tourism challenges in KwaZulu-Natal but is rather perceived as a framework on which all the tourism challenges in the province could be ameliorated.

CHAPTER 9

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

9.1 INTRODUCTION

The premise of this study was an applied research with the research inquiry geared towards providing practical solutions to the challenges of institutional frameworks, planning, coordination and development of tourism in KwaZulu-Natal. This chapter provides a summary of the research inquiry, conclusions based on the findings and finally the recommendations on how to implement those findings. The study made an in-depth analysis of the perspectives of different tourism stakeholders in KwaZulu-Natal on taking into consideration all the interrelated facets of the institutions that govern tourism in the province and how they coordinate tourism planning and development.

9.2 SUMMARY OF THE RESEARCH STUDY

The focus of the study was on the perspectives of tourism stakeholders on the institutional frameworks that govern tourism planning and coordinating structures. The main thrust of the study was to analyse what shapes the perspectives of stakeholders and how the institutional frameworks set by different levels of government are utilised in shaping tourism policies and strategies. Chapter one of the study outlined the conceptualisation of the study by giving the background and problem statement of the study. The Chapter provided a global picture of the tourism industry which is the context in which tourism in KwaZulu-Natal takes place. It was discussed that the tourism industry in KwaZulu-Natal has been prone to the global economic recession that has beleaguered the world economy in the recent passed years. However, the tourism industry in KwaZulu-Natal proved to be resilient and weathered the economic turmoil. The chapter also provided the scope of the study

through providing the delimitation of the research inquiry which is two-pronged encompassing the conceptual delimitation in terms of content and the geo-spatial delimitation in terms of the geographical confines of the study. In chapter one, six objectives were set to provide the tone and context of the inquiry of the study. Six hypotheses were also advanced in line with each of the six objectives and probing of the study was founded on these hypotheses. The chapter also provided the definition of terms to contextualise their usage throughout the study. The chapter ends by providing the research ethics that were adopted and used throughout the investigation of the study.

Chapter two provided the conceptual framework for tourism policy, planning and management through reviewing a plethora of tourism policy and planning literature. The wealth of information assembled through literature review provided the ambit within which the study was contextualised. The chapter looked at the tourism role players that must be essentially involved in tourism policy, planning, development and management. The chapter then went into details of tourism policy and planning, providing the policy and planning processes and the role of different stakeholders, particularly the government. Tourism development was also unpacked to illustrate the relationship that subsists among tourism policy, planning and development functions. The theoretical background established in chapter two was used to identify the stakeholders that were used as respondents in the study and to develop the questionnaires.

The chapter exposed that there are multi faceted stakeholders involved in the tourism policy, planning and development and that these must always be involved in the process. The government was portrayed as the key role in shaping tourism policy and planning at national, provincial and local level, though the study was delimited to the role of government at provincial and local level. Other key role players included the tourists, the host communities and the tourism industry. It was apparent in all the literature reviewed that the role of government is the overarching feature in determining the tourism policies that shape tourism plans and strategies which bring all other stakeholders together through the creation of an enabling environment for

them to flourish. The policy and planning processes involved in the field of tourism were also revealed and the importance of these was indicated later in chapter seven when data analysis was done indicating how detrimental it is for the tourism industry if the proper consultation processes are not followed. Chapter two also revealed a number of approaches that are followed in tourism planning based on varying tourism development objectives particularly by government. These approaches range from boosterism which looks at tourism development as inherently good and of automatic benefit to the host community without factoring the development impacts to sustainable tourism planning approach which implies that the natural, cultural and other resources of tourism are conserved for continuous use in the future, while still bringing benefits to the present society.

Chapter three of the research inquiry presented modeling of planning and policy development framework of tourism. The chapter indicated that there have been many paradigms shaped by various schools of thought on tourism policy, planning and development and this paradigm shifts are still continuing with the ever increasing number of new trends evolving within the tourism industry. It was indicated that these planning paradigms generally aim to reduce tourism's negative impacts and enhance its positive impacts. The chapter presented a myriad of tourism planning models based on specific philosophies and segments of tourism as a research discipline. The tourism planning models unearthed in this chapter included regional tourism planning model, visitor demand model, project development model, management/marketing models, planning as a conceptual systems, integrated systems model, interrelated input and output model, community tourism development planning model, environmental tourism planning model, models of tourism travel namely nearest neighbour model, econometric model and origin-destination model.

The chapter also looked at models of human resources planning and management for tourism organisations. These models incorporated the Michigan model, the Harvard model and the Warwick model. The models presented in chapter three are however not exhaustive but rather sufficient to provide the context in which tourism policy, planning and development in KwaZulu-Natal should be based. The models

outlined in this chapter were adequate to provide the contextual milieu in which tourism policy and planning should be crafted in the study area.

Chapter four presented the spatial setting and situational analysis of KwaZulu-Natal with regard to tourism. The chapter presented the status quo of tourism in the province and how tourism is structured according to eight destinations. The natural attributes and beautiful scenery which form the basis of innumerable tourist attractions that put KwaZulu-Natal in position one in the domestic tourism market were exhaustively outlined to indicate the potential of the province for further tourism development if tourism is properly planned and appropriate policies are developed.

The chapter also outlined the historical background of the province which imbues KwaZulu-Natal with a rich heritage which is expected to be incorporated in tourism policy and planning to enhance the competitive edge of the study area as a tourist destination. Weather and climate of the study area was also discussed to indicate how these two natural phenomena fashion domestic tourism in the study area particularly beach tourism. The economic spatial planning was presented in chapter four to show the spatial influence on tourism development in KwaZulu-Natal. The spatial economic analysis was based on provincial spatial economic development strategy which espouses a number of development corridors in the province.

The chapter indicated how the eight tourism destinations are aligned with the developed corridors. It was however indicted that some tourism attractions are not necessarily located along these corridors and therefore tourism spatial planning should not be confined to the identified corridors but should take cognisance of all available opportunities for potential tourism development in the study area. Chapter four also exhaustively outlined the infrastructure required for meaningful tourism development. The infrastructure included transport and logistics, electricity, renewable energy, gas, waste disposal, water, telecommunications, cellular mobile phones, internet and e-mailing, Durban information communication and technology as well as postal services. Chapter four was useful later in the study when analysing how government involves local communities in their planning and that all the

government policies and plans developed with good intentions to develop tourism in the province will flop if there is no proper consultation and buy-in at a local level.

Chapter five outlined the methodology and procedure that was used in conducting the study. The chapter presented the research design in terms of all the aspects the sample and instruments that were used in data collection. The chapter indicated the sampling procedure and how the stratified random sampling method was used to incorporate various tourism stakeholders in the sample. The study adopted an applied research approach as it deals with tourism policy, planning, and management at a provincial level. It was indicated that the study adopted applied research approach which is focused on the solution of a specific problem in a planning, management or policy-oriented context and which uses scientific methodology to develop information to help solve an immediate, yet usually persistent, societal problem. In the context of the study was said to be expected to provide solutions to challenges facing tourism policy, planning, development and management in KwaZulu-Natal. Data collection was undertaken through structured questionnaires and the Delphi technique was adopted for tourism stakeholders.

The tools that were used in data analysis and the statistical measures that were done in the study included frequency tables, bar graphs, pie graphs, Likert scale analysis and chi-square test for testing the statistical hypotheses. Chapter five was useful in that it shaped the whole research agenda and the statistical analyses that were done in the study. This chapter also indicates how the quantitative and qualitative research methods were employed in the research to produce comprehensive applied research results of the study.

Chapter six of the study was based on case studies of tourism policy, planning and practices in the study area. Three municipalities were selected to illustrate the best case scenario on one hand and the worst case scenario on the other hand. The three municipalities used in the case study are Ugu Districts Municipality, Umkhanyakude District municipality and UMgungundlovu District Municipality. Two planning approaches were investigated in the case studies, namely, development agency

approach and the district municipality planning approach. Ugu District Municipality was revealed as a best case scenario in terms of development agency approach whereby the district municipality established Ugu South Coast Pty Ltd to coordinate all the tourism activities within the district municipality. It was discovered that Ugu South Coast Tourism is funded by Ugu District Municipality and that all the local municipalities within Ugu District Municipality contribute towards the activities of the agency. It was revealed that Ugu South Coast Tourism adequately represents the interests of all the stakeholders within the district and that all the affected parties are satisfied with all the activities of this agency.

Umkhanyakude District Municipality represented the worst case scenario of the development agency approach whereby the district municipality established Umhlosinga development agency to perform tourism activities within the district. It was revealed that the tourism mandate of Umhlosinga development agency was ill-conceived and there is confusion among the local municipalities, the district and the agency as to what the agency is responsible for and what activities have to be performed by the municipalities. It was discovered that there is no funding either from Umkhanyakude district municipality or the five local municipalities within the district given to Umhlosinga development agency to perform its tourism mandate. It was also revealed that there are no Community Tourism Organisations in all the local municipalities and that the existing district community tourism organisation by the name of the Elephant Coast Tourism Association was being disbanded due to lack of support from the public sector.

UMgungundlovu was used as a case scenario whereby the district and local municipalities perform the tourism function in-house without outsourcing a development agency. It was revealed in this chapter that there is absolutely no coordination between UMgungundlovu District Municipality and all the local municipalities within its jurisdiction. There are no coordinating structures at the district and local levels; there is also virtually a poor working relationship between municipalities and the private sector. On the whole, the chapter therefore indicated that there are pockets of excellence in terms of tourism planning on one hand, whilst

there are several dysfunctional tourism planning characteristics in several of the municipalities investigated.

Chapter seven presents the findings of the study through data analysis and interpretation. The data analysis in this chapter is both qualitative and quantitative and resulted to a number of findings. The main findings of the study revealed that the legislative framework in KwaZulu-Natal has gaps and causes challenges in the tourism industry; national and provincial tourism policies are not fully communicated to local communities; the tourism coordinating structures are not effective and fully inclusive of the local stakeholders; the local communities are not adequately consulted on policy and planning matters in the province; and that municipalities do not have necessary by-laws to regulate the industry.

Chapter eight introduces a conceptual model for tourism planning and management which is a new model to the body of knowledge in the tourism industry. The new model is called the Community Coordination Matrix for Tourism Planning. The model is not adapted from any existing model but is based on a number of tourism authorities and coordinating structures that exist in KwaZulu-Natal and need to be properly coordinated so that they are synergised and work in unison to improve tourism policy, planning and development in the study area.

Chapter nine presents the summary and conclusions of the study and the recommendations to improve the tourism industry in KwaZulu-Natal. It must be reiterated that there were six objectives and six hypotheses developed for in the inception of the study. Each objective and hypothesis was revisited during the analysis and interpretation of data in chapter seven to streamline and contextualise findings of the study. Objectives gave structure to the inquiry carried throughout the research and the findings were tested against the set objectives. In order to provide structured recommendations, it is also imperative that each objective set for the study be revisited and the inferences derived from the findings be re-stated. The next section therefore, presents the conclusions arrived at, on the basis of the objectives of the research study.

9.3 CONCLUSIONS BASED ON OBJECTIVES OF THE STUDY

It should be remembered that during the orientation to this research study it was mentioned that the objectives and hypotheses of this study were the driving engines of the entire study. They represented the initial launching pad of the research problem, the method of achieving its resolution and the guiding path and motif for setting the future of the study outcomes. Therefore, the findings of this research study were largely based on the analyses of objectives presented in chapter seven, from the findings of which, it must be understood that tourism planning, development and management in KwaZulu-Natal, will only thrive proper policies and implementation procedures are in place. According to the Department of Environmental Affairs and Tourism (DEAT, 2006: 29); “Sustainable development is not simply an environmental issue that depends on appropriate economic development. Economic development depends on a sustainably managed environment and natural resource base”.

Objective one:- To analyse the gaps in the legislative frameworks governing tourism development in KwaZulu-Natal and how these influence creation of the enabling environment for co-ordinated planning in the tourism industry.

The findings of the study revealed that the Tourism Act of KwaZulu-Natal (Act no.11 of 1996 as amended in 2002) has a number of gaps and causes numerous challenges in the province. The major gaps in the legislation relate to all the tourism functions being vested to the KwaZulu-Natal Tourism Authority and the provincial of Economic Development and Tourism not mentioned anywhere in the Act and thus having no statutory role to play. The Act also leaves a gap in outlining roles and responsibilities for the local government and this causes conflicts between district and local municipalities and between municipalities and the private sector at a local level. It was revealed that the gaps in the legislative framework do no create an enabling environment for coordinated planning of the tourism industry in KwaZulu-Natal.

Objective two:- To analyse the national, provincial and local government tourism policies and strategies, revealing how these are aligned to positively influence tourism planning and development in KwaZulu-Natal

The findings revealed that there is perfect alignment of tourism policies and strategies between the national and provincial government and that there is poor alignment of these strategies and policies between the provincial government and local government. Poor alignment of tourism policies and strategies between the provincial government and local government was attributed to the inefficiency and poor representivity of local stakeholders in tourism coordinating structures. The poor alignment of policies and strategies was therefore revealed to be negatively influencing tourism planning in KwaZulu-Natal. The study revealed that the deficiencies in enforcing tourism legislation negatively affect the industry and that government needs to protect legal tourism operators from the illegal operators who are affecting the industry negatively.

Objective three:- To scrutinise relevance, composition, stakeholder efficacy, operations and effectiveness of tourism co-ordinating structures for the public and private sector engagements in KwaZulu-Natal

The study revealed that there are various tourism coordinating structures in KwaZulu-Natal. The structures were found to be relevant but not dealing with all the issues, particularly at a local level. The composition of the structures was also revealed as not comprehensive enough to ensure that all the stakeholders are involved and can have their inputs into the tourism policies, plans and strategies developed at a provincial and local level. The tourism coordinating structures in KwaZulu-Natal were therefore found to be effective at a provincial level and very inefficient at a local level. The inefficiencies of tourism coordinating structures at a local level were found to be the major contributing factors between the local government and the private. The findings reveal that the local government needs to use the existing local structures such as the Ward Committees and IDP forums to ensure that local communities are consulted comprehensively at a local level. The local structure need to incorporate tourism in their agenda to ensure that tourism is prioritised in the discussions. The findings however revealed that even at a provincial level there still needs to be an

improvement in coordinating tourism policy issues between government and private sector and between government and development finance institutions.

Objective four:- To investigate policy and strategic planning challenges facing a broad cross-section of tourism stakeholders in planning, coordination and delivery of tourism development in KwaZulu-Natal

The findings revealed that most of the tourism strategic planning challenges emanate from lack of proper policies and poor implementation at all levels. It was also revealed that the provincial policy had suggested that tourism functions be reconfigured in the province and that a task team had been established to look specifically at resolving challenges caused by legislation through recommendation on roles and responsibilities to be performed by the provincial department of Economic Development and Tourism and Tourism KwaZulu-Natal. The findings revealed that as much as the recommendations were made in 2009, there had been no implementation of recommendations and roles and responsibilities of tourism in the two major tourism governing organisations in the province continue to cause serious challenges for the broad cross-section of tourism stakeholders in the province.

Objective five:- To establish the perceptions of tourism stakeholders towards the effectiveness of existing policy, institutional frameworks and their implementation in achieving co-ordinated tourism development in the study area.

The findings revealed that KwaZulu-Natal has a good tourism policy at a provincial level in the form of the White Paper on Development and Promotion of Tourism in KwaZulu-Natal (2008) that clearly spells out the roles and responsibilities for all stakeholders. The findings however revealed that the local government does not have proper tourism policies in the form of tourism by-laws. The disjuncture between the provincial tourism policies at a provincial level and by-laws at a local level causes challenges of coordination and compliance by the relevant stakeholders and the delivery of tourism services and development of tourism facilities is therefore affected. The perceptions of the stakeholders about the existing tourism policies in the province was found to be that very negative about the policy as stakeholders feel

they are not involved in the process of developing these policies. The tourism stakeholders, especially local communities do not see value in the current policies and they want the policies to be more inclusive and favourable to local tourism stakeholders.

Objective six:- To propose mechanisms or models that could be utilised to ensure co-ordinated and integrated tourism planning and development in KwaZulu-Natal.

The study being an applied research, scrutinised all the findings to ascertain how the challenges revealed when enquiry was made in the first five objectives could be solved. The issue of coordination, particularly poor involvement of local communities was identified as a major finding of the study. The researcher then proposed a Community Coordination Matrix for Tourism Planning as a model that shows how the existing different role players need to be coordinated to ensure that communities are involved and reap optimum benefits of the tourism industry.

9.4 RECOMMENDATIONS

The recommendations provided below are based on the findings of the study and provides strategies and alternatives that could be adopted in KwaZulu-Natal to ensure that there is proper coordination of tourism policies, planning and development in the province. The recommendations are meant to strengthen the existing structures through suggesting how can they be improved so that the overall perception about tourism institutional frameworks are improved and all stakeholders in the province play their respective roles within the tourism value chain.

9.4.1 Policy Formulation

The existing tourism policy in KwaZulu-Natal was developed before the new developments in the tourism industry were made, including the National Tourism Sector Strategy. The White Paper on Development and Promotion of Tourism in KwaZulu-Natal (2008) needs to be reviewed to ascertain if it is still relevant. The policy formulation process needs to be as consultative as much as possible to ensure

that all the stakeholders in the province are involved. All municipalities in the province need to develop tourism by-laws to ensure that there is alignment with national and provincial tourism legislations and policies. By-laws must also be developed to ensure that there is compliance at a local level.

9.4.2 Legislative Framework

The current tourism Act (Act no.11 of 1996 as amended in 2002) creates numerous challenges for the tourism Industry in KwaZulu-Natal. The legislation needs to be repealed to ensure that the roles and responsibilities are clearly defined and the duplication of functions amongst different role players is eliminated. The legislation development process needs to be inclusive and take into cognizance the new legislative development processes at a national level. Legislation must also have clear regulations on how the provisions of the new legislation will be implemented. The provincial government needs to put mechanisms and structures in place to ensure that the Act is implemented accordingly and fulfills the purpose for which it was developed. The suggested structures include the Tourism Ombudsman office with the Tourism protector and industry compliance officers who will ensure that the provisions of the legislation are complied with and that legal tourism businesses are not affected by the illegal operators.

9.4.3 Synergising Tourism Planning

The draft tourism provincial tourism masterplan of KwaZulu-Natal as reported by the provincial tourism officials should provide a clear direction on how tourism planning should be structured. The provincial tourism masterplan must serve as a guiding document that aligns tourism planning amongst the public sector organisations, private sector and development finance institutions, and between the public sector and the private sector. All the district and local municipalities which do not have tourism plans should develop tourism sector plans that align stipulations and recommendations of the provincial tourism masterplan at a local level. Municipalities that already have tourism plans need to review them to ensure they are aligned to the provincial tourism master-plan.

The provincial department needs to work closely with other public entities that deal with tourism development in the province. A special working relationship needs to be established between the provincial department and the two world heritage sites in the province, namely, Ukhahlamba Drakensberg and Isimangaliso Wetland Park Authority. The KwaZulu-Natal tourism authority also needs to work collaboratively with municipalities and development agencies to ensure that all the provincial marketing strategies are aligned and target both the domestic and international markets in a strategic manner. The province of KwaZulu-Natal is also borders three other countries, namely, Mozambique, Swaziland and Lesotho. There should be joint planning and collaborative programmes to promote regional tourism, especially those benefiting KwaZulu-Natal and South Africa as a whole.

9.4.4 Structural and Institutional Coordination

There are various tourism coordinating structures in KwaZulu-Natal. The government at all levels needs to ensure that the tourism coordinating structures are properly constituted and remain effective. The local government in particular needs to ensure that the District Tourism Forums, Local Tourism Forums and Community Tourism Organisations are established in every municipality. The tourism officials at a local government who are responsible for attending tourism coordinating structures at a provincial level need to attend scheduled meetings at all times without fail. The Mayors that serve in the Provincial Tourism Committee need to attend all meetings to ensure that they align provincial policy issues with their local realities. On the other hand, the provincial officials need to support local tourism coordinating structures through attending scheduled meetings to ensure that tourism trends from the national and provincial government are cascaded to local level on time for perfect alignment of activities.

There are also various institutions or organisations dealing with various aspects of tourism, in both the public and private sector. There should be coordination of tourism activities conducted by the various institutions in KwaZulu-Natal. The management of tourism institutions need to develop mechanisms to ensure there is vertical and lateral coordination of tourism programmes and projects. There needs to

be collaboration in terms of programmes and budgets allocated for those projects. The collaboration amongst different institutions will mean that the province can achieve more on less budgets. Collaboration amongst institutions is expected to ensure that there is no duplication and double funding of the same projects and programmes. Collaboration amongst various institutions is also expected to reduce conflicts about roles, responsibilities, and mandates of different institutions. Coordination of activities amongst tourism institutions is expected to raise the level of confidence on the public sector institutions as all the institutions will be speaking with one voice to the private sector. The provincial and local government will be collaborating on tourism activities and the service delivery to local communities is expected to improve.

9.4.5 Tourism Development Imperatives

Tourism development in its nature takes place at a local level. The provincial and local government needs to consult with all relevant stakeholders when tourism development plans are being developed. Consultation needs to begin at a feasibility study and business plan phases to ensure that all the interested and affected parties are included in the process. The communities in particular need to be made aware about developments mooted for their areas by both the provincial and local government. The sector departments that need to play a role in tourism development need to be consulted and agreements reached with them to support proposed projects. The Department of Transport is most critical in providing access roads for new developments and the Department of Cooperative Governance and Traditional Affairs is critical in assisting municipalities to provide bulk infrastructure through the Corridor Development Fund.

The Environmental Impact Assessments (EIAs) take a long time to be issued by the Department of Agriculture, Environmental Affairs and Rural Development and the Department of Economic Development and tourism needs to liaise with this department to ensure a speedy processing of EIAs. The bulk of potential tourism development land is under the authority of Ingonyama Trust Board (ITB) and some of this land has been leased to developers who have not developed any project within

communities for a number of years. There needs to be discussions with the ITB to ensure that the potential land for tourism development is accessible for development and that ITB stops signing lease agreements with potential investors if those investors have not showed credibility to start developing immediately. On the other hand the tourism development function that is currently done by both the Department of economic Development and Tourism needs to be performed by the Department of Economic Development and Tourism alone to ensure that all tourism development initiatives are aligned and to eliminate duplication of functions and resources. Trade and Investment KwaZulu-Natal as the organisation charged with responsibility to facilitate investments into the province needs to work closely with the Tourism Development Chief Directorate of the Department of Economic Development and Tourism to ensure that both organisations target the same developments, and where the department needs to play a facilitation role with other departments, information is cascaded well in advance to eliminate unnecessary delays.

9.4.6 Improving Efficacy and Effectiveness of Tourism Coordinating Structures

The efficiency and effectiveness of the tourism coordinating structures depend mainly on the quality of discussions in meetings. The stakeholders attending these meetings must find value and meaning in serving in these structures. The organisations responsible for convening meetings must ensure that the agenda items in every meeting have value and compels committee or forum members to attend. The meeting convening processes must be professionally executed to ensure that all the logistical arrangements are taken care of. Issues such as issuing meeting notices, circulation of agenda, circulation of minutes and resolutions if properly done could enhance attendance and engagements at meetings. The quality of engagements in meetings will depend mainly on the quality of members representing their organisations. Organisations must therefore ensure that they send representatives who can add value on discussions and advancing the positions of their organisations to ensure meetings are not one sided but cater for the aspirations of every organisation serving in them.

There should also be an annual schedule of meetings for the provincial coordinating structures developed and shared with all the stakeholders. The annual schedule of provincial meetings would assist the district and local municipalities to schedule their meetings according to the provincial calendar. The local municipalities would then be able to convey issues to the district municipalities, and district municipalities could then be able to communicate all district issues to the provincial structures. The conduit of tourism issues would then be enhanced and the province would not only discuss provincial issues but the agendas of provincial meetings will be enriched to cater for local issues that have provincial significance.

9.5 CONCLUSION

The study has revealed intricacies that bedevil the tourism institutional frameworks in KwaZulu-Natal. The study showed perspectives from a number of tourism role players that affect tourism planning, coordination and development in the province. The perspectives were concluded from a myriad of organisations ranging from government at both provincial and local level, local communities, and development finance institutions, to the community tourism associations. The study showed that there needs to be more enhanced communication and collaboration amongst different stakeholders in KwaZulu-Natal to ensure that the tourism industry in its entirety is well coordinated. The study also showed that institutional frameworks in the province need to be strengthened and that each organisation, be it government, government entity, community formation or private sector, needs to play their respective role in the tourism value chain to ensure a seamless coordination of the tourism industry in KwaZulu-Natal.

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APPENDIX A: QUESTIONNAIRE TO COMMUNITIES

1. PERSONAL DETAILS

1.1 Gender:

| | | | | | |
|------|--|----|--------|--|----|
| Male | | 01 | Female | | 02 |
|------|--|----|--------|--|----|

1.2 Age:

| | | | | | | | | |
|---------|--|----|---------|--|----|--------------|--|----|
| 18 - 25 | | 01 | 25 - 30 | | 02 | 31 - 35 | | 03 |
| 36 -40 | | 04 | 41 -45 | | 05 | 46 -50 | | 06 |
| 51 -55 | | 07 | 56 -60 | | 08 | 61 and above | | 09 |

1.3 Educational Level:

| | | | | | |
|-----------------------|--|----|----------------|--|----|
| Did not attend school | | 01 | Primary level | | 02 |
| Secondary Education | | 03 | Tertiary level | | 04 |

1.4 Occupational Status:

| | | | | | | | | |
|---------|--|----|-------------|--|----|---------|--|----|
| Working | | 01 | Not working | | 02 | Retired | | 03 |
|---------|--|----|-------------|--|----|---------|--|----|

1.5 Do you have an understanding of the tourism industry?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

1.6 Under which district municipality do you live?

| | | | | | |
|------------|--|----|---------------|--|----|
| UGU | | 01 | Ilembe | | 02 |
| Sisonke | | 03 | UMkhanyakude | | 04 |
| Ethekwini | | 05 | UMgungundlovu | | 06 |
| UMzinyathi | | 07 | Uthukela | | 08 |
| Zululand | | 09 | UThungulu | | 10 |
| Amajuba | | 11 | | | |

2. ANALYSIS OF TOURISM STRATEGIES AND LEGISLATIONS AFFECTING TOURISM IN KWAZULU-NATAL

2.1 Are you aware of any tourism strategy governing development of tourism in KwaZulu-Natal?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.2 If no, how do you get information about the tourism industry?

| | | | | | |
|----------------------|--|----|-------------------------|--|----|
| Websites | | 01 | Word of mouth | | 02 |
| Magazines | | 03 | Attending tourism shows | | 04 |
| Other (specify)..... | | | | | 06 |

2.3 Are you aware of the KwaZulu-Natal Tourism Act (1996) as amended (2002)

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.4 If yes, do you think the current legislation promotes involvement of communities in the mainstream tourism industry?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.5 What challenges or problems are caused by the current KZN Tourism Act (1996) as amended (2002)?

| | | | | | |
|--|--|----|---|--|----|
| No clear roles and responsibilities | | 01 | Provincial government has no role in tourism | | 02 |
| Support from Tourism KwaZulu Natal not streamlined | | 03 | Registration of tourism businesses not compulsory | | 04 |
| Unhealthy competition from illegal operators | | 05 | No consumer protection | | 06 |
| Other (specify)..... | | | | | 07 |

2.6 How would you like to be involved in tourism strategy and policy formulation process?

| | | | | | |
|----------------------------------|--|----|----------------------------|--|----|
| Consulted at provincial level | | 01 | Consulted at public forums | | 02 |
| Involved in municipal structures | | 03 | Consulted at IDP forums | | 04 |
| Consulted at ward level | | 05 | Consulted at a CTO level | | 06 |
| Other (specify) | | | | | 07 |

2.7 Are the municipal officials willing to assist with regard to tourism issues when you visit them in their offices?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.8 Which of the following strategies are you aware of?

| | | | | | |
|--|--|----|--|--|----|
| Municipal IDP | | 01 | Provincial Growth and Development Strategy | | 02 |
| Provincial Spatial Economic Development Strategy | | 03 | Industrial Policy Action Plan | | 04 |
| National Tourism Sector Strategy | | 05 | Millennium Development Goals | | 06 |
| New Growth Path | | 07 | Other (specify)..... | | 08 |

3. RELEVANCE, COMPOSITION, EFFECTIVENESS AND OPERATIONS OF TOURISM COORDINATING STRUCTURES IN KWAZULU-NATAL

3.1 Do you have your own tourism business?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

3.2 If yes, do you belong to any tourism association?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

3.3 If you belong to an association, do you hold any of the following positions?

| | | | | | |
|---------------------------|--|----|----------------------|--|----|
| Chairperson | | 01 | Deputy Chairperson | | 02 |
| Treasurer | | 03 | Secretary | | 04 |
| Sub-committee chairperson | | 05 | Other (specify)..... | | 06 |

3.4 Which type of association/sector do you belong to?

| | | | | | |
|----------------------------|--|----|-------------------------|--|----|
| Accommodation/ hospitality | | 01 | Tour Operator | | 02 |
| MICE | | 03 | Services | | 04 |
| CTO | | 04 | Independent Association | | 05 |
| Other (specify)..... | | | | | 06 |

3.5 If you do not own a tourism business, do you have all the necessary information on how to start and sustain a tourism business?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

3.6 Have you ever attended any of the following structures? Please tick appropriate box.

| | | | | | |
|---------------------|--|----|---------------------------|--|----|
| Ward Committee | | 01 | District Tourism Forum | | 02 |
| Local Tourism Forum | | 03 | Municipal council meeting | | 04 |
| IDP Road show | | 05 | Tourism workshop | | 06 |

3.7 Is there a potential of tourism development in your area?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

- 3.8 If yes to 3.7 above, has either the provincial or local government engaged the communities on the tourism potential of your area?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

- 3.9 Do you feel the staff at provincial and municipal level in KwaZulu-Natal is capacitated to deal with community involvement in the tourism industry?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

- 3.10 If no, what are the issues that pose a challenge in dealing with provincial government and municipal tourism staff?

| | | | | | |
|---|--|----|--|--|----|
| Municipal staff do not understand tourism | | 01 | Municipality does not have tourism programmes | | 02 |
| Little support is offered in starting and sustaining businesses | | 03 | Tourism workshops are not provided | | 04 |
| Provincial government offers no support | | 05 | Provincial and local tourism structures do not involve communities | | 06 |
| Other (specify) | | | | | 07 |

4. POLICY FORMULATION, EFFICACY AND INVOLVEMENT OF STAKEHOLDERS

- 4.1 Have you ever been consulted on any provincial tourism planning or strategy development process?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

- 4.2 Have you ever been consulted on any municipal tourism planning or development process?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.3 Do you feel the province has all the necessary policies, plans or strategies to advance tourism planning, development and management in the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.4 What challenges are caused by the province not having all necessary policies, plans or strategies that promote community involvement in tourism?

| | | | | | |
|---|--|----|---|--|----|
| No transformation of the industry | | 01 | No information on financial support | | 02 |
| Tourism not included in the municipal IDPs | | 03 | Local councillors do not understand tourism | | 04 |
| Lack of information about the industry as a whole | | 05 | Other | | 06 |

4.5 Do you feel municipalities have all the necessary policies, plans and by-laws to ensure effective tourism development and community involvement at a local level?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.6 If no, what challenges are caused by lack of appropriate tourism policies, regulations or by-laws at a local government level?

| | | | | | |
|------------------------|--|----|--------------------------------|--|----|
| Illegal operators | | 01 | No compliance with regulations | | 02 |
| Poor service standards | | 03 | Unhealthy competition | | 04 |
| Poor destination image | | 05 | Ambush marketing | | 06 |
| Other (specify) | | | | | 07 |

4.7 What tourism related policies do you feel need to be developed at a local level to promote coordinated tourism development?

4.8 Kindly indicate your opinion about various aspects of tourism policy, planning, development and management in KwaZulu-Natal by filling in the Likert Scale below. Kindly tick whether you Strongly Agree, Agree, Neutral, Disagree OR Strongly Disagree.

| Statements | Strongly Agree | Agree | Neutral | Dis-agree | Strongly Disagree |
|---|-----------------------|--------------|----------------|------------------|--------------------------|
| | 01 | 02 | 03 | 04 | 05 |
| Communities have awareness of tourism strategies governing tourism development in KwaZulu-Natal (KZN) | | | | | |
| Communities are aware of the KwaZulu-Natal Tourism Act | | | | | |
| Information about the tourism industry is readily available in KZN | | | | | |
| Communities are involved/ consulted in the tourism policy and strategy formulation process | | | | | |
| Municipal officials assist communities with regard to tourism issues | | | | | |
| Statements | Strongly Agree | Agree | Neutral | Dis-agree | Strongly Disagree |
| | 01 | 02 | 03 | 04 | 05 |
| Communities are adequately involved in the government tourism coordinating structures | | | | | |
| Issues discussed by the tourism coordinating structures address concerns of the community | | | | | |
| It is important for the community to serve in the community structures, e.g. Ward Committees | | | | | |
| The province and municipalities have all the necessary policies, plans and strategies to advance tourism planning, development and management | | | | | |

| | | | | | |
|---|--|--|--|--|--|
| The lack of tourism policies and by-laws cause numerous challenges for the tourism industry | | | | | |
| There is potential for tourism in KZN | | | | | |
| Local government understand and support tourism development | | | | | |
| Provincial and municipal staff are capacitated to deal with community involvement in the tourism industry | | | | | |
| The provincial government and municipalities do have community tourism programmes | | | | | |
| Tourism policies and strategies are properly implemented in KZN | | | | | |

THANK YOU FOR YOUR TIME IN RESPONDING TO THIS QUESTIONNAIRE

**APPENDIX B: QUESTIONNAIRE TO THE PRIVATE SECTOR
(COMMUNITY TOURISM ASSOCIATIONS- CTOs)**

1. ORGANISATIONAL DETAILS

1.1 What is your position in the association?

| | | | | | |
|---------------------------|--|----|-------------------------------|--|----|
| Chairperson | | 01 | Deputy Chairperson | | 02 |
| Treasurer | | 03 | Secretary | | 04 |
| Sub-committee chairperson | | 05 | Other (specify)..... | | 06 |

1.2 Type of association/sector. Please tick appropriate box.

| | | | | | |
|----------------------|--|----|-------------------------|--|----|
| Accommodation | | 01 | Tour Operator | | 02 |
| MICE | | 03 | Services | | 04 |
| CTO | | 04 | Independent Association | | 05 |
| Other (specify)..... | | | | | 06 |

1.3 How many members does your association have?

| | | | | | |
|-----------|--|----|-----------|--|----|
| 0 - 100 | | 01 | 101 - 200 | | 02 |
| 201 - 300 | | 03 | 301 - 400 | | 04 |
| 401 - 500 | | 05 | Above 500 | | 06 |

2. ANALYSIS OF TOURISM STRATEGIES AND LEGISLATIONS AFFECTING TOURISM IN KWAZULU-NATAL

2.1 Are you aware of the Community Tourism Association Strategy developed by the provincial department of Economic Development and Tourism?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.2 Do you use the CTO Strategy mentioned above in conducting your activities?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

Was the association consulted during the process of developing the Community Tourism Association Strategy?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.3 If no, how has this impacted on the operations of the association?

| | | | | | |
|---|--|----|--|--|----|
| No alignment with the provincial activities | | 01 | No alignment with municipal activities | | 02 |
| No budget from municipality | | 03 | No support for Tourist Information Offices | | 04 |
| CTO not registered with municipality and province | | 05 | Poor communication channels | | 06 |
| Other (specify)..... | | | | | 07 |

2.4 Has the strategy been effective in coordinating the activities of and guiding the association?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.5 If yes, state how the strategy has assisted the association in achieving this coordination.

| | | | | | |
|---|--|----|---|--|----|
| Good alignment with the provincial activities | | 01 | Good alignment with municipal activities | | 02 |
| CTO budgeted for by the municipality | | 03 | Tourist Information Offices supported by the municipality | | 04 |
| CTO not registered with municipality and province | | 05 | Good communication channels | | 06 |
| Other (specify)..... | | | | | 07 |

2.6 What other strategies inform the operation of the association?

| | | | | | |
|--|--|----|--|--|----|
| Municipal IDP | | 01 | Provincial Growth and Development Strategy | | 02 |
| Provincial Spatial Economic Development Strategy | | 03 | Industrial Policy Action Plan | | 04 |
| Government Priorities | | 05 | Millennium Development Goals | | 06 |
| New Growth Path | | 07 | Other (specify)..... | | 08 |

2.7 Are your action plans aligned to Tourism KwaZulu-Natal action plans?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.8 If no, are you willing to align with Tourism KwaZulu-Natal action plans?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.9 What challenges or problems are caused by the current KZN Tourism Act of 1996 as amended in 2002?

| | | | | | |
|--|--|----|---|--|----|
| No clear roles and responsibilities | | 01 | Provincial government has no role in tourism | | 02 |
| Support from Tourism KwaZulu Natal not streamlined | | 03 | Registration of tourism businesses not compulsory | | 04 |
| Unhealthy competition from illegal operators | | 05 | No consumer protection | | 06 |
| Other (specify)..... | | | | | 07 |

2.10 Do you think the current provincial tourism legislation favours the development and effective functioning of community tourism associations in KwaZulu-Natal?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.11 If no, what would you like to see change in terms of legislation for it to favour activities of community tourism associations?

2.12 Please outline any other issues that you think can assist in ensuring effective operation of community tourism associations.

3. RELEVANCE, COMPOSITION, EFFECTIVENESS AND OPERATIONS OF TOURISM COORDINATING STRUCTURES IN KWAZULU-NATAL

3.1 Does your association serve in any of the following tourism coordinating structures? Please tick appropriate box.

| | | | | | |
|------------------------------|--------------------------|----|--|--------------------------|----|
| Provincial Tourism Committee | <input type="checkbox"/> | 01 | Provincial Tourism Forum | <input type="checkbox"/> | 02 |
| Tourism Business Forum | <input type="checkbox"/> | 03 | Provincial Global Competitiveness Steering Committee | <input type="checkbox"/> | 04 |
| District/Local Tourism Forum | <input type="checkbox"/> | 05 | Tourism Growth Forum | <input type="checkbox"/> | 06 |
| Other (specify)..... | | | | <input type="checkbox"/> | 07 |

3.2 Who serves in the above mentioned structure/s from your association?

| | | | | | |
|------------------|--------------------------|----|--------------------|--------------------------|----|
| Chairperson | <input type="checkbox"/> | 01 | Deputy Chairperson | <input type="checkbox"/> | 02 |
| Delegated Member | <input type="checkbox"/> | 03 | Other | <input type="checkbox"/> | 04 |

3.3 Do the coordinating structures mentioned above address appropriate issues favoring the operations of the association?

| | | | | | |
|-----|--------------------------|----|----|--------------------------|----|
| Yes | <input type="checkbox"/> | 01 | No | <input type="checkbox"/> | 02 |
|-----|--------------------------|----|----|--------------------------|----|

3.4 Do you feel the staff at provincial and municipal level in KwaZulu-Natal serving in tourism structures are capacitated to deal with private sector issues?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

3.5 If no, what are the issues that pose a challenge in dealing with provincial government and municipal tourism staff?

| | | | | | |
|---|--|----|---|--|----|
| Municipal staff do not understand tourism | | 01 | Municipality interferes with CTO activities | | 02 |
| Little support is offered | | 03 | Serious issues are overlooked | | 04 |
| Provincial government offers no support | | 05 | Provincial structures do not involve CTOs | | 06 |
| Other (specify) | | | | | 07 |

3.6 How do you propose challenges faced by CTOs could be solved in the province and at municipality level?

3.6.1 Municipal level -----

3.6.2 Provincial level -----

3.7 What role do you think the government needs to play in advancing tourism in the province?

3.8 What role do you think the private sector needs to play in advancing tourism in the province?

4. POLICY FORMULATION, EFFICACY AND INVOLVEMENT OF STAKEHOLDERS

4.1 Has your association ever been consulted on all policy issues relating to tourism in the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.2 Do you feel the province has all the necessary policies, plans or strategies to advance tourism planning, development and management in the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.3 What other tourism policies or plans do you feel need to be developed at a provincial and municipality levels to advance tourism investments in the area?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.4 What challenges are caused by the province not having all necessary policies, plans or strategies that promote tourism investments in the province?

| | | | | | |
|--|--|----|--|--|----|
| | | 01 | | | 02 |
| | | 03 | | | 04 |
| | | 05 | | | 06 |

4.5 Do you feel municipalities have all the necessary policies, plans and by-laws to ensure effective tourism development at a local level?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.6 If no, what challenges are caused by lack of appropriate tourism policies, regulations or by-laws at a local government level?

| | | | |
|------------------------|----|--------------------------------|----|
| Illegal operators | 01 | No compliance with regulations | 02 |
| Poor service standards | 03 | Unhealthy competition | 04 |
| Poor destination image | 05 | Ambush marketing | 06 |
| Other (specify) | | | 07 |

4.7 What tourism related policies do you feel need to be developed at a local level to promote coordinated tourism development?

4.8 Does the district/local municipality show willingness to support the CTO in ensuring that the association operates effectively?

| | | | |
|-----|----|----|----|
| Yes | 01 | No | 02 |
|-----|----|----|----|

4.9 If no, how would you like the municipality to ensure that the association operates effectively?

| | | | |
|--|----|--|----|
| | 01 | | 02 |
| | 03 | | 04 |
| | 05 | | 06 |

4.10 Do you feel the government is supportive to the tourism industry in terms of:

| | |
|---|----|
| Creating enabling environment for tourism businesses to thrive | 01 |
| Addressing challenges faced by tourism businesses in KZN | 02 |
| Providing appropriate legislations and policies | 03 |
| Procuring from the emerging tourism entrepreneurs | 04 |
| Communicating new legislations and policies to the private sector | 05 |
| Enforcing compliance to legislation | 06 |

4.11 Kindly indicate your opinion about various aspects of tourism policy, planning, development and management in KwaZulu-Natal by filling in the Likert Scale

below. Kindly tick whether you Strongly Agree, Agree, Neutral, Disagree OR Strongly Disagree

| Statements | Strongly Agree | Agree | Neutral | Dis-agree | Strongly Disagree |
|---|----------------|-------|---------|-----------|-------------------|
| | 01 | 02 | 03 | 04 | 05 |
| Tourism stakeholders are aware about the KwaZulu-Natal tourism act (Act.11 of 1996 as amended 2002) | | | | | |
| The current legislation of KwaZulu-Natal has serious gaps that causes challenges for the tourism industry | | | | | |
| Tourism coordinating structures are representative of all tourism stakeholders in the province. | | | | | |
| Statements | Strongly Agree | Agree | Neutral | Dis-agree | Strongly Disagree |
| | 01 | 02 | 03 | 04 | 05 |
| Tourism coordinating structures discuss relevant issues that assist in achieving coordinated tourism planning and development in the province | | | | | |
| Current tourism policy causes strategic planning issues and affects service delivery | | | | | |
| The current tourism policy and legislation are properly implemented in KwaZulu-Natal | | | | | |
| Mechanisms can be devised to assist the province to achieve coordinated tourism planning development and management | | | | | |
| Municipalities cooperate with other stakeholders on tourism matters | | | | | |

THANK YOU FOR YOUR TIME IN RESPONDING TO THIS QUESTIONNAIRE

**APPENDIX C: QUESTIONNAIRE TO DEPARTMENT OF ECONOMIC
DEVELOPMENT AND TOURISM**

1. ORGANISATIONAL INFORMATION AND TOURISM MANDATE

1.1 What is your position or rank in the organisation?

| | | | | | |
|--------------------------|--|----|-------------------------|--|----|
| Head of Department | | 01 | Deputy Director-General | | 02 |
| General Manager | | 03 | Manager | | 04 |
| Deputy Manager | | 05 | Assistant manager | | 06 |
| Assistant manager | | 07 | Tourism Practitioner | | 08 |
| Any other (Specify)..... | | | | | 10 |

1.2 What are the main activities of your department with regard to tourism in the province?

| | | | | | |
|--|--|----|-------------------------------|--|----|
| Policy Development | | 01 | Planning and co-ordination | | 02 |
| Planning and co-ordination | | 03 | Destination marketing | | 04 |
| Creating an enabling environment for tourism | | 05 | Tourism development | | 06 |
| Industry regulation and compliance | | 07 | Providing strategic direction | | 08 |
| Any other (Specify)..... | | | | | 09 |

1.3 Does the tourism unit of your Department have a full staff complement to deliver on the activities selected in 1.2 above?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

1.4 If no, are there any immediate plans to ensure that your tourism unit can fully cope and deliver on your provincial tourism mandate?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2. ANALYSIS OF TOURISM STRATEGIES AND LEGISLATIONS AFFECTING TOURISM IN KWAZULU-NATAL

2.1 What tourism related strategies are implemented by your department?

| | | | | | |
|--|--|----|---|--|----|
| National Tourism Sector Strategy | | 01 | White Paper on development and promotion South Africa | | 02 |
| White Paper on development and promotion KwaZulu-Natal | | 03 | Tourism B-BBEE Sector Codes | | 04 |
| Tourism Growth Strategy | | 05 | Service excellence strategy | | 06 |
| Tourism human resource development strategy | | 07 | Global Competitiveness report | | 08 |
| Tourism Grading Council guidelines | | 09 | Provincial growth and development strategy | | 10 |
| New growth path | | 11 | Provincial spatial and economic development strategy | | 12 |
| Any other (Specify)..... | | | | | 13 |

2.2 What mechanisms do you employ to ensure coordination of tourism strategies between national department of tourism and province of KwaZulu-Natal?

| | | | | | |
|-------------------------------|--|----|--|--|----|
| Conduct workshops on policies | | 01 | Establish steering committees for development of policies and strategies | | 02 |
| Any other (Specify)..... | | | | | 13 |

2.3 What tourism strategies are you currently developing in KwaZulu-Natal?

| | | | | | |
|--------------------------|--|----|--|--|----|
| | | 01 | | | 02 |
| | | 03 | | | 04 |
| | | 05 | | | 06 |
| Any other (Specify)..... | | | | | 07 |

2.4 Do you think the tourism policies and strategies mentioned above are adequate to properly plan, develop, manage and coordinate tourism in KwaZulu-Natal?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.5 If no to 2.4 above, what other Tourism Strategies, policies or plans do you think still need to be further developed in KwaZulu-Natal?

| | | | | | |
|--------------------------|--|----|--|--|----|
| | | 01 | | | 02 |
| | | 03 | | | 04 |
| | | 05 | | | 06 |
| | | 07 | | | 08 |
| Any other (Specify)..... | | | | | 09 |

2.6 Is the government a custodian of tourism strategies in the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.7 Are there tourism strategies used in KwaZulu-Natal not developed in consultation with the Department of Economic Development and Tourism?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.8 Which of the following acts do you consider in tourism planning and development in KwaZulu-Natal?

| | | | | | |
|--|--|----|--|--|----|
| Constitution of the Republic of South Africa (Act no 108 of 1996) | | 01 | Tourism Act, no 72 of 1993 | | 02 |
| KwaZulu-Natal Sharks Board Act (Act No. 5 of 2008) | | 03 | KwaZulu-Natal Tourism Act No. 11 of 1996 in 2002 | | 04 |
| Broad Based Black Empowerment Act (Act no.53 of 2003) | | 05 | The White Paper on the Development and Promotion of Tourism in South Africa (1996) | | 06 |
| The White Paper on the Development and Promotion of Tourism in South Africa (2008) | | 07 | Development Facilitation Act | | 08 |
| Any other (Specify)..... | | | | | 13 |

2.9 Do you think the current legislation governing tourism development in KwaZulu-Natal create an adequate enabling environment for coordinated tourism planning and development in the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.10 If no, what gaps do you feel exist in the current tourism legislation?

| | | | | | |
|--|--|----|--|--|----|
| | | 01 | | | 02 |
| | | 03 | | | 04 |
| | | 05 | | | 06 |
| | | 07 | | | 08 |
| | | 09 | | | 10 |

2.11. What challenges or problems are caused by the current KZN tourism legislation?

| | | | | | |
|--|--|----|---|--|----|
| Poor compliance | | 01 | Promotes illegal operators | | 02 |
| No framework guiding tourism planning | | 03 | The act only establishes tourism KwaZulu-Natal and if silent on provincial and local government | | 04 |
| No clear roles and responsibilities for stakeholders | | 05 | Poor enforcement of the act | | 06 |
| Poor industry regulation | | 07 | Duplication of activities | | 08 |
| Any other (Specify)..... | | | | | 11 |

2.12. Do you feel the current legislation needs to be amended or repealed?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.13. If yes, what do you think needs to be included and emphasized in the new KZN tourism legislation?

| | | | | | |
|---------------------------------------|--|----|---|--|----|
| Compulsory registration of businesses | | 01 | Establishment of the tourism ombudsman | | 02 |
| Creation of tourism inspectors | | 03 | Clarification of roles and responsibilities | | 04 |
| Creation of a tourism fund | | 05 | Development of municipal by-laws | | 06 |
| Any other (Specify)..... | | | | | 13 |

2.14. Is there any conflict of interest, clashes or overlaps in roles and responsibilities performed by Tourism KwaZulu-Natal against those performed by the Department of Economic Development and Tourism?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.15. If yes, how do you suggest the roles and responsibilities need to be aligned between Tourism KwaZulu-Natal and The Department of Economic Development and Tourism. Use the table below for your suggestions.

| CURRENT ROLES FOR TKZN | CURRENT ROLES FOR DEDT |
|---|-------------------------|
| 1. | 1. |
| 2. | 2. |
| 3. | 3. |
| 4. | 4. |
| 5. | 5. |
| PROPOSED ROLES FOR TKZN | PROPOSED ROLES FOR DEDT |
| 1. | 1. |
| 2. | 2. |
| 3. | 3. |
| 4. | 4. |
| 5. | 5. |
| 6. | 6. |
| 7. | 7. |
| OVERLAPPING/CONCURRENT ROLES AND RESPONSIBILITIES | |
| 1. | |
| 2. | |
| 3. | |
| 4. | |
| 5. | |
| 6. | |
| 7. | |

3. RELEVANCE, COMPOSITION, EFFECTIVENESS AND OPERATIONS OF TOURISM COORDINATING STRUCTURES IN KWAZULU-NATAL

3.1 Which of the provincial tourism coordinating structures listed below does your department serve in? Please mark with an X next to the relevant structure.

| | | | | | |
|---|--|----|------------------------------|--|----|
| Provincial Tourism Committee | | 01 | Provincial Tourism Forum | | 02 |
| Provincial Global Competitiveness Steering Committee. | | 03 | Tourism Investment Committee | | 04 |
| Tourism Business Forum | | 05 | Tourism Growth Forum | | 06 |
| Other (specify)..... | | | | | 07 |

3.2 Who serves in the above mentioned structure/s from your organisation?

| | | | | | |
|-------------------------|--|----|----------------------|--|----|
| The MEC | | 01 | Head of Department | | 02 |
| Deputy Director-General | | 03 | General Manager | | 04 |
| Manager | | 05 | Deputy Manager | | 06 |
| Assistant manager | | 06 | Tourism Practitioner | | 07 |
| Other (specify)..... | | | | | 08 |

3.3 Does your Department get regular feedback and reports from individuals representing it in the coordinating structures?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

3.4 If yes, does senior management take the reports seriously for implementation?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

3.5 The effectiveness of the tourism structures depend mainly on the importance of items discussed in meetings. Kindly rank the following agenda items in terms of the level of importance as they are discussed in the structures you serve in. Mark with an X on the relevant level of importance.

| | | | |
|-------------|-------------------|-----------|---------------|
| AGENDA ITEM | EXREMLY IMPORTANT | IMPORTANT | NOT IMPORTANT |
|-------------|-------------------|-----------|---------------|

| | | | |
|---------------------------------------|--|--|--|
| (a) Tourism Planning | | | |
| (b) Tourism Development | | | |
| (c) Tourism Marketing | | | |
| (d) Coordination | | | |
| (e) Policy formulation | | | |
| (f) Strategy formulation | | | |
| (g) Private sector issues | | | |
| (h) Destination Management | | | |
| (i) Stakeholder Engagement | | | |
| (j) HRD and Service Excellence issues | | | |

3.5 Do the issues discussed in the coordinating structures assist in achieving coordinated tourism planning and development in the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

3.6 Do you feel all the organisations represented in coordinating structures get ample and fair opportunity to participate and influence decisions?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

3.7 Who dominates discussions at the meetings?

| | | | | | |
|----------------|--|----|---------------|--|----|
| Private Sector | | 01 | Public Sector | | 02 |
|----------------|--|----|---------------|--|----|

3.8 How do organisations selected in 3.7 above dominate meetings?

| | | | | | |
|--|--|----|--|--|----|
| Structures are mainly public sector | | 01 | Structures are mainly private sector | | 02 |
| Agenda is driven by individual organisations | | 03 | Chairpersons are not flexible and do not encourage participation | | 04 |
| The other sectors does not see value in meetings | | 05 | Junior officials are sent to meetings | | 06 |
| Other (specify)..... | | | | | 07 |

3.9 Does your department prepare well for meetings and make appropriate contributions in terms of the following aspects? Please tick the appropriate boxes.

| | | | |
|---|----|--|----|
| Meeting schedules for the forums/ structures are set at the beginning of the year | 01 | scheduled dates are always changed and meetings postponed | 02 |
| Invitations are sent well in advance | 03 | Members respond to invitations timeously | 04 |
| Postponements are agreed to by all committee/ forum members | 05 | Reports are sent in time to compile meeting packs for circulation to committee/ forum members. | 06 |
| Resolutions are facilitated to be unanimous | 06 | There is a proper feedback mechanism in implementing resolutions | 07 |

3.10 The tourism coordinating structures exist to achieve coordinated planning, development and management of tourism in the province. Kindly provide insight into effectiveness of these coordinating structures in KwaZulu-Natal in terms of the following aspects. Please tick appropriate boxes?

| | YES | NO |
|--|-----|----|
| Meetings discuss real issues and are not just talk shows. | | |
| Resolutions taken at meetings are implemented | | |
| Resolutions taken at meetings assist the province in coordinating tourism activities in the province. | | |
| All members delegated by different organisations have capacity to deliberate on issues and take appropriate decisions. | | |
| Meetings discuss issues that align tourism activities at national, provincial and local level. | | |
| Member organisations comprising tourism coordinating structures are representative of all tourism stakeholders in the province. | | |
| All organisations share critical information with other member organisations and there is transparency at all levels. | | |
| Private sector keep some information hidden from the public sector | | |
| Public sector keep some information hidden from the private sector | | |
| Some information is political and is kept secret from the private sector and junior public sector officials which affects participations at meetings | | |

| | | |
|--|--|--|
| Public officials dealing with tourism policy and planning sometimes get information after certain resolutions have been taken at Cabinet level and cannot assist with aligning government activities with other tourism structures on time | | |
| Some organisations do not respect their obligations in supporting other stakeholders to fulfill their tourism mandates. | | |
| Information from national departments is cascaded in time to all provincial stakeholders | | |

4. POLICY FORMULATION, EFFICACY AND INVOLVEMENT OF OTHER STAKEHOLDERS IN THE PROVINCE

4.1 Do you have a stakeholder participation model that you follow to involve all the stakeholders during policy formulation?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.2 Does your department consult other stakeholders on all policy issues relating to tourism in the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.3 Do you have tourism policies plans that have been imposed on provincial stakeholders?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.4 Briefly outline the generic public policy development process followed by the province in developing and adopting policies especially those needing endorsement by cabinet.

.....

.....

.....

4.5 Do you feel the process outlined above allows for all tourism stakeholders to participate in policy formulation, including tourism policies?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.6 Do you have competent tourism staff to deal with tourism policy analysis and Formulation?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.7 Do you feel the province has all the necessary policies to advance tourism planning, development and management in the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.8 What tourism policies do you feel still need to be developed at a provincial level?

.....

.....

.....

.....

.....

.....

4.9 What challenges are caused by the province not having all the necessary policies 4.8 above?

.....

.....

.....

.....

4.10 Do you feel local government tourism staff has the capacity to develop tourism by-laws?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.11 Do you feel local government has all the necessary policies and by-laws to ensure effective tourism planning at a local level.

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.12 If no, what tourism by-laws do you think need to be developed at a local level?

.....
.....
.....
.....

4.13 What challenges are experienced by the tourism industry by not having appropriate tourism by-laws at a local government level?

4.14 Does local government fully participate in tourism policy making process at a provincial level?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.15 If no, what challenges are caused by lack of full participation by municipalities in participating in policy formulation?

4.16 Outline future plans with regard to your tourism mandate in terms of development of tourism related policies. Please provide time frames where possible.

4.17 Kindly indicate your opinion about various aspects of tourism policy, planning, development and management in KwaZulu-Natal by filling in the Likert Scale below. Kindly tick whether you Strongly Agree, Agree, Neutral, Disagree OR Strongly Disagree

| Statements | Strongly Agree | Agree | Neutral | Dis-agree | Strongly Disagree |
|---|----------------|-------|---------|-----------|-------------------|
| | 01 | 02 | 03 | 04 | 05 |
| Tourism stakeholders are aware about the KwaZulu-Natal tourism act (Act.11 of 1996 as amended 2002) | | | | | |
| The current legislation of KwaZulu-Natal has serious gaps that causes challenges for the tourism industry | | | | | |
| Tourism coordinating structures are representative of all tourism stakeholders in the province. | | | | | |
| Tourism coordinating structures discuss relevant issues that assist in achieving coordinated tourism planning and development in the province | | | | | |
| Current tourism policy causes strategic planning issues and affects service delivery | | | | | |
| The current tourism policy and legislation are properly implemented in KwaZulu-Natal | | | | | |
| Municipalities cooperate with other stakeholders on tourism matters | | | | | |

THANK YOU FOR RESPONDING TO THIS QUESTIONNAIRE

**APPENDIX D: QUESTIONNAIRE TO DEVELOPMENT FINANCE INSTITUTIONS
AND MUNICIPAL DEVELOPMENT AGENCIES**

1. ORGANISATIONAL DETAILS

1.1 Kindly provide the name of your organisation

| | | |
|--|--|----|
| | | 01 |
|--|--|----|

1.2 What is your position or rank in the organisation?

| | | | | | |
|-------------------------|--|----|---------------------|--|----|
| Chief Executive Officer | | 01 | Managing Director | | 02 |
| Managing member | | 03 | Senior Staff Member | | 04 |
| Junior Staff Member | | 05 | Other | | 06 |

1.3 What is your role in the tourism industry in KwaZulu-Natal?

| | | | | | |
|-------------|--|----|--------------------|--|----|
| Chairperson | | 01 | Deputy Chairperson | | 02 |
| Treasurer | | 03 | Secretary | | 04 |

**2. ANALYSIS OF TOURISM STRATEGIES AND LEGISLATIONS AFFECTING
TOURISM IN KWAZULU-NATAL**

2.1 Do you have a tourism investment strategy in your portfolio?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.1 Who is the main source of your funding?

| | | | | | |
|------------|--|----|----------------------|--|----|
| Government | | 01 | Municipality | | 02 |
| Donors | | 03 | Other (specify)..... | | 04 |

2.1 What type of projects do you fund?

| | | | | | |
|--------------------------------|--|----|---------------------|--|----|
| Infrastructure projects | | 01 | Investment Projects | | 02 |
| Tourism Attractions and Routes | | 03 | Social Projects | | 04 |
| | | | | | |

2.2 What type of finance do you provide?

| | | | | | |
|--|--|----|---------------------------------|--|----|
| Capital finance | | 01 | Operational costs | | 02 |
| Feasibility studies and Business Plans | | 03 | Bridging Finance | | 04 |
| Start Up costs | | 05 | Community Based Tourism Funding | | 06 |
| Other (specify)..... | | | | | 07 |

2.3 What strategies inform your funding priorities?

| | | | | | |
|--|--|----|--|--|----|
| National government priorities | | 01 | Provincial government priorities | | 02 |
| Municipal IDP | | 03 | Provincial Growth and Development Strategy | | 04 |
| Provincial Spatial Economic Development Strategy | | | Industrial Policy Action Plan | | |
| New Growth Path | | | Millennium Development Goals | | |
| Other (specify)..... | | | | | |

2.4 Does the province has a tourism investment strategy that guides you activities?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.5 Is there coordination of your funding initiatives between your organisation and government?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.6 Who generates projects funded by your organisation?

| | | | | | |
|--------------------------|--|----|------------|--|----|
| Individual entrepreneurs | | 01 | Community | | 02 |
| Municipality | | 03 | Government | | 03 |
| Other (specify)..... | | | | | |

2.7 Do you think the current provincial tourism legislation favours tourism investments in KwaZulu-Natal?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.8 What challenges do you experience with the current tourism legislation?

| | | | | | |
|--|--|----|---|--|----|
| Difficult to enforce | | 01 | No municipal by-laws | | 02 |
| No tourism incentives | | 03 | Municipalities do not comply with their legislative mandate | | 04 |
| Does not create conducive climate for investment | | | Other | | 05 |

2.9 What would you like to see change in terms of legislation/ provincial tourism strategies to favour tourism investments?

| | | | | | |
|------------------------------------|--|----|--|--|----|
| Introduction of tourism incentives | | 01 | Establishment of a tourism fund | | 02 |
| Funding for project planning | | 03 | Establishment of tourism BEE support mechanism | | 04 |
| Other (specify) | | | | | 05 |

2.10 Is tourism one of the priorities in your investment/ development portfolio?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.11 Do you think tourism is one of the viable economic sectors in KwaZulu-Natal?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.12 Is it easy to apply the tourism PPP models for KwaZulu Natal to your funding?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.13 What challenges do you encounter with the Tourism PPP model?

| | | | | | |
|--|--|----|---|--|----|
| It is time consuming | | 01 | It is difficult to get investors | | 02 |
| Municipalities do not understand the model | | 03 | Government does not have funding for project planning | | 04 |
| Not easy to implement | | 05 | Investors want well packed projects with all authorisations | | 06 |
| Other (specify)..... | | | | | 07 |

3. RELEVANCE, COMPOSITION, EFFECTIVENESS AND OPERATIONS OF TOURISM COORDINATING STRUCTURES IN KWAZULU-NATAL

3.1 Does your organisation serve in any of the following provincial tourism coordinating structures? Please tick appropriate box.

| | | | | | |
|------------------------------|--|----|---|--|----|
| Provincial Tourism Committee | | 01 | Provincial Tourism Forum | | 02 |
| Tourism Investment Committee | | 03 | Provincial Global Competitiveness Steering Committee. | | 03 |
| Tourism Business Forum | | 05 | Tourism Growth Forum | | 06 |
| Other (specify) | | | | | 07 |

3.2 Who serves in the structure/s mentioned in 3.2 above?

| | | | | | |
|-------------------------|--|----|---------------------|--|----|
| Chief executive officer | | 01 | Investment Director | | 02 |
| Senior staff member | | 03 | Junior staff member | | 04 |
| Other (specify) | | | | | 05 |

3.3 In your opinion do tourism coordinating structures in KwaZulu-Natal address appropriate issues for tourism investments and funding in the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

3.4 Do you think the general public knows about all your activities and opportunities offered by your organisation?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

3.5 Do you feel the staff in the provincial and local government in KwaZulu-Natal serving in tourism coordinating structures are capacitated to deal with investors and soliciting investments for tourism projects?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

3.6 If no, what do you think is the challenge regarding municipal and provincial tourism staff in dealing with investments and funding issues?

| | | | | | |
|--|--|----|---|--|----|
| Staff is not qualified to handle investors | | 01 | Staff does not understand the investment climate | | 02 |
| Tourism investment not coordinated between province and local government | | | No investment strategy to guide investors and officials | | |
| Other (specify) | | | | | |

3.7 How do you propose tourism investment challenges could be solved in the province?

| | | | | | |
|--|--|----|--|--|----|
| | | 01 | | | 02 |
| | | 03 | | | 04 |
| | | 05 | | | 06 |

20. What role do you think the government and private sector need to play in advancing tourism investments in the province?

| | | | | | |
|--|--|----|--|--|----|
| | | 01 | | | 02 |
| | | | | | |
| | | | | | |

4. POLICY FORMULATION, EFFICACY AND INVOLVEMENT OF STAKEHOLDERS

4.1 Is your organisation consulted on policy/ strategy issues relating to tourism in the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.2 Do you think the government needs to have a dedicated tourism investment policy/ strategy in the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.3 If yes, what should be covered by such a tourism investment policy/ strategy?

| | | | | | |
|--|--|----|--|--|----|
| | | 01 | | | 02 |
| | | 02 | | | 03 |

4.4 Do you feel the province has all the necessary policies, plans or strategies to advance tourism planning, development and management in the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.5 What challenges are caused by the province not having all necessary policies, plans or strategies that promote tourism investments in the province?

.....

.....

.....

.....

.....

.....

4.6 Do you feel local government has all the necessary policies, plans and by-laws to ensure effective tourism investments at a local level?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.7 If no, what challenges are caused by lack of appropriate tourism policies or regulations at a local government level?

| | | | | |
|--|--|----|--|----|
| | | 01 | | 02 |
| | | 03 | | 04 |

4.8 What tourism related policies do you feel need to be developed at a local level to promote tourism investments?

| | | | | |
|--|--|----|--|----|
| | | 01 | | 02 |
| | | 03 | | 04 |

4.9 Do you feel the government is supportive to the tourism industry in terms of:

| | | |
|---|--|----|
| Creating enabling environment for tourism businesses to thrive | | 01 |
| Addressing challenges faced by tourism businesses in KZN | | 02 |
| Providing appropriate legislations and policies | | 03 |
| Procuring from the emerging tourism entrepreneurs | | 04 |
| Communicating new legislations and policies to the private sector | | 05 |
| Enforcing compliance to legislation | | 06 |

4.12 Kindly indicate your opinion about various aspects of tourism policy, planning, development and management in KwaZulu-Natal by filling in the Likert Scale below. Kindly tick whether you Strongly Agree, Agree, Neutral, Disagree OR Strongly Disagree

| Statements | Strongly Agree | Agree | Neutral | Dis-agree | Strongly Disagree |
|---|----------------|-------|---------|-----------|-------------------|
| | 01 | 02 | 03 | 04 | 05 |
| Tourism stakeholders are aware about the KwaZulu-Natal tourism act (Act.11 of 1996 as amended 2002) | | | | | |
| The current legislation of KwaZulu-Natal has serious gaps that causes challenges for the tourism industry | | | | | |
| Tourism coordinating structures are representative of all tourism stakeholders in the province. | | | | | |

| | | | | | |
|---|--|--|--|--|--|
| Tourism coordinating structures discuss relevant issues that assist in achieving coordinated tourism planning and development in the province | | | | | |
| Current tourism policy causes strategic planning issues and affects service delivery | | | | | |
| The current tourism policy and legislation are properly implemented in KwaZulu-Natal | | | | | |
| Municipalities cooperate with other stakeholders on tourism matters | | | | | |

THANK YOU FOR RESPONDING TO THIS QUESTIONNAIRE

APPENDIX E: QUESTIONNAIRE TO DISTRICT AND LOCAL MUNICIPALITIES

1. ORGANISATIONAL DETAILS

1.1 Kindly provide the name of your municipality

| | | |
|--|--|----|
| | | 01 |
|--|--|----|

1.2 What is your position or rank in the organisation?

| | | | | | |
|-------------------------------|--|----|--------------------|--|----|
| The Mayor | | 01 | Municipal Manager | | 02 |
| Tourism Portfolio Chairperson | | 03 | Head of Department | | 04 |
| Tourism Manager | | 05 | Tourism Officer | | 06 |
| Other (specify) | | | | | 07 |

1.3 Kindly outline the organogram of your tourism unit in the municipality. Mark with an X next to the position available in your organogram.

| | | | | | |
|----------------------|--|----|----------------------|--|----|
| Executive Director | | 01 | Director | | 02 |
| Tourism Manager | | 03 | LED/ Tourism Manager | | 04 |
| Tourism Officer | | 05 | Information Officers | | 06 |
| Other (specify)..... | | | | | 07 |

1.4 Are all posts mentioned in 1.3 above filled?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

1.5 If yes, are they filled with personnel in possession of tourism qualifications?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2. ANALYSIS OF TOURISM STRATEGIES AND LEGISLATIONS AFFECTING TOURISM IN KWAZULU-NATAL

2.1 Does your municipality have a tourism strategy / tourism plan?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.2 If yes, how old is your municipal tourism strategy/ plan?

| | | | | | |
|-------------------|--|----|-------------------|--|----|
| Less than 5 years | | 01 | More than 5 years | | 02 |
|-------------------|--|----|-------------------|--|----|

2.3 If you don't have a municipal tourism strategy/ plan have you budgeted for it in the next financial year?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.4 If your municipal tourism strategy/ plan is older than five years have you budgeted to review it in the next financial year?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.5 What strategies do you think municipal tourism strategies or plans need to be aligned with?

| | | | | | |
|--|--|----|-------------------------------|--|----|
| New Growth Path | | 01 | Industrial Policy Action Plan | | 02 |
| Provincial Spatial and Economic Development Strategy | | | Provincial Growth Strategy | | |
| National Tourism Sector Strategy | | | Other | | |

2.6 How is your municipal tourism strategy aligned to the strategies mentioned in 2.5 above?

| | | | | | |
|--|--|----|--|--|----|
| | | 01 | | | 02 |
| | | 03 | | | 04 |
| | | 05 | | | 06 |

2.7 Do your municipal tourism activities comply with the current national and provincial tourism legislations?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.8 Do you think the current legislations governing tourism development in KwaZulu-Natal create an enabling environment for coordinated tourism planning and development in the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.9 What gaps do you feel exist in the current tourism legislation?

| | | | | | |
|--|--|----|--|--|----|
| | | 01 | | | 02 |
| | | 03 | | | 04 |
| | | 05 | | | 06 |

2.10 What challenges or problems are caused by the current KZN tourism legislation?

| | | | | | |
|--|--|----|--|--|----|
| | | 01 | | | 02 |
| | | 03 | | | 04 |
| | | 04 | | | 06 |

2.11 Do you feel the current legislation needs to be amended or repealed?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.12 If yes, what do you think needs to be included and emphasized in the new KZN tourism legislation?

| | | | | | |
|--|--|----|--|--|----|
| | | 01 | | | 02 |
| | | 03 | | | 04 |
| | | 05 | | | 06 |

3. RELEVANCE, COMPOSITION, EFFECTIVENESS AND OPERATIONS OF TOURISM COORDINATING STRUCTURES IN KWAZULU-NATAL

3.1 Which of the following structures do you have at your municipality?

| | | | | | |
|-----------------------------|--|----|--------------------------------|--|----|
| District Tourism Forum | | 01 | Local Tourism Forum | | 02 |
| Tourism Portfolio Committee | | 03 | Community Tourism Organisation | | 04 |

3.2 Which of the following provincial coordinating structures does your municipality serve in?

| | | | | | |
|---|--|----|------------------------------|--|----|
| Provincial Tourism Committee | | 01 | Provincial Tourism Forum | | 02 |
| Provincial Global Competitiveness Steering Committee. | | 03 | Tourism Investment Committee | | 04 |
| Tourism Business Forum | | 05 | Tourism Growth Forum | | 06 |
| Other (Specify)..... | | | | | 07 |

3.3 Who serves in provincial structures mentioned in 3.2 above?

| | | | | | |
|-----------------------------|--|----|-------------------|--|----|
| The Mayor | | 01 | Municipal Manager | | 02 |
| Mayor and Municipal Manager | | 03 | Director | | 04 |
| Tourism Manager | | 05 | Tourism Officer | | 06 |
| Other (Specify)..... | | | | | 07 |

3.4 In your opinion, do the coordinating structures mentioned in 3.2 above address appropriate issues that assist in achieving coordinated tourism planning and development in the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

3.5 Do you feel municipal representatives get ample and fair opportunity to participate and influence decisions in the coordinating structures mentioned in 3.2 above?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

3.6 Do you think municipal officials are capacitated to deal with issues discussed at provincial level?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

3.7 Does the municipality cope with handling private sector issues at a local level?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

- 3.8 Does your organisation prepare well for meetings and make appropriate contributions in terms of the following aspects? Please tick the appropriate box.

| | | |
|--|--|----|
| Responding in time to invitations for meetings | | 01 |
| Sending reports in time to compile meeting packs for circulation to other members. | | 02 |
| Contributing to agenda items for discussion in meetings. | | 03 |
| Implementing meeting resolutions in time. | | 04 |
| Providing feedback to resolutions. | | 05 |

- 3.9 Kindly provide insight into effectiveness of tourism coordinating structures in KwaZulu-Natal in terms of the following aspects to achieve coordinated planning, development and management of tourism in the province? Please tick appropriate box?

| | | |
|---|----|--|
| Meetings discuss real issues and are not just talk shows | 01 | |
| Resolutions taken at meetings are implemented | 02 | |
| Resolutions taken at meetings assist the province in coordinating tourism activities in the province. | 03 | |
| Members delegated by different organisations have capacity to deliberate on issues and take appropriate decisions. | 04 | |
| Meetings discuss issues that align tourism activities at national, provincial and local level. | 05 | |
| Member organisations comprising tourism coordinating structures are representative of all tourism stakeholders in the province. | 06 | |
| All organisations share critical information with other member organisations and there is transparency at all levels. | 07 | |
| Some organisations do not respect their obligations in supporting other organisations to fulfill their mandates. | 08 | |
| Cascading information to other relevant structures that depend on your organisation for such information. | 09 | |

4. POLICY FORMULATION, EFFICACY AND INVOLVEMENT OF STAKEHOLDERS

- 4.1 Does your municipality consult all stakeholders when developing tourism policies?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.2 Are your Tourism Service Delivery and Budget Implementation Plans shared with and adopted by all tourism stakeholders within the municipality?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.3 Does your Tourism Service Delivery and Budget Implementation Plan include funding for both the private and public sector aspects of tourism within the municipality?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.4 Do you have enough budget to deliver on your tourism mandate within your municipality?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.5 Do you have full political/ Council support for tourism activities within your municipality?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.6 Are your municipality's tourism related policies informed by national and provincial policies?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.7 Do you feel the province has all the necessary policies, plans or strategies to advance tourism planning, development and management at a local level?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.8 Do you have tourism by-laws in your municipality?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.9 What tourism policies or plans do you feel need to developed at a local level?

| | | | | | |
|-----------------------|--|----|-------------------------------------|--|----|
| Tourism by-laws | | 01 | Municipal tourism strategies/ plans | | 02 |
| Local marketing plans | | | Information offices strategies | | |
| Tourism SDBIPs | | | Other | | |

4.10 What challenges are caused by the lack of tourism policies, plans or strategies at local level as mentioned in 4.9 above?

| | | | | | |
|--|--|----|--|--|----|
| Poor industry regulation at local level | | 01 | Promotion of illegal operators | | 02 |
| Little or no budget for tourism at local level | | | Marketing not streamlined with TKZN domestic and international marketing plans | | |
| Uncontrolled tourism development | | | Poor coordination at local level | | |
| Other (specify) | | | | | |

4.11 What other tourism related policies do you feel need to be developed at a local level?

| | | | | | |
|--|--|----|--|--|----|
| | | 01 | | | 02 |
| | | 03 | | | 04 |
| | | 05 | | | 06 |

4.12 Kindly indicate your opinion about various aspects of tourism policy, planning, development and management in KwaZulu-Natal by filling in the Likert Scale below. Kindly tick whether you Strongly Agree, Agree, Neutral, Disagree OR Strongly Disagree

| Statements | Strongly Agree | Agree | Neutral | Dis-agree | Strongly Disagree |
|---|-----------------------|--------------|----------------|------------------|--------------------------|
| | 01 | 02 | 03 | 04 | 05 |
| Tourism stakeholders are aware about the KwaZulu-Natal tourism act (Act.11 of 1996 as amended 2002) | | | | | |
| The current legislation of KwaZulu-Natal has serious gaps that causes challenges for the tourism industry | | | | | |
| Tourism coordinating structures are representative of all tourism stakeholders in the province. | | | | | |
| Tourism coordinating structures discuss relevant issues that assist in achieving coordinated tourism planning and development in the province | | | | | |
| Statements | Strongly Agree | Agree | Neutral | Dis-agree | Strongly Disagree |
| | 01 | 02 | 03 | 04 | 05 |
| Current tourism policy causes strategic planning issues and affects service delivery | | | | | |
| The current tourism policy and legislation are properly implemented in KwaZulu-Natal | | | | | |
| Mechanisms can be devised to assist the province to achieve coordinated tourism planning development and management | | | | | |
| Municipalities cooperate with other stakeholders on tourism matters | | | | | |

THANK YOU FOR YOUR TIME IN FILLING-IN THIS QUESTIONNAIRE

APPENDIX F: QUESTIONNAIRE TO TOURISM KWAZULU-NATAL

1. ORGANISATIONAL INFORMATION AND TOURISM MANDATE

1.1 What is your position or rank in the organisation?

| | | | | | |
|--|--|----|---|--|----|
| Chief Executive Officer | | 01 | Chief Operations Officer | | 02 |
| General Manager- Marketing | | 03 | General Manager: Tourism Information Systems | | 04 |
| General Manager – Tourism Development | | 05 | Other (specify) Research manager TIS and acting general manager TIS | | 06 |

1.2 What are the main activities of your organisation with regard to tourism in the province?

| | | | | | |
|---|--|----|--|--|----|
| marketing and promotion of the province, nationally and internationally | | 01 | Collection and analysis of tourism statistics and information | | 02 |
| Provision of information to tourists | | 03 | Tracking of tourism trends | | 04 |
| Facilitation of tourism project development | | 05 | Development and maintenance of databases of tourism assets of the province | | 06 |
| | | 07 | | | 08 |

1.3 Do you have a full staff complement to deliver on the activities mentioned in 1.2 above?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

1.4 If no, are there any immediate plans to ensure that you operate at full capacity?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2. ANALYSIS OF TOURISM STRATEGIES AND LEGISLATION AFFECTING TOURISM IN KWAZULU-NATAL

2.1 What tourism-related strategies are implemented by your organisation?

| | | | | | |
|--------------------------------------|--|----|-----------------------------------|--|----|
| The TKZN tourism strategy | | 01 | The KZN White Paper on Tourism | | 02 |
| The White Paper on Tourism in S A | | 03 | The PFMA | | 04 |
| | | 05 | | | 06 |
| | | 07 | | | 08 |
| | | 09 | | | 10 |
| | | 11 | | | 12 |

- 2.2 What mechanisms do you employ to ensure coordination of tourism strategies between National Department of Tourism, KZN Department of Economic Development and Tourism and other destinations in the province of KwaZulu-Natal?

| | | | | | |
|--|--|----|--|--|----|
| A series of feedback mechanisms and platforms such as the CEO's quarterly briefing, the Provincial Tourism Forum, through the Provincial Tourism Committee | | 01 | Il sit on the national Research and Knowledge Management Committee and on the national committee to assess tourism project proposals, as well as on the Provincial Coastal Committee | | 02 |
| | | 03 | | | 04 |
| | | 05 | | | 06 |
| | | 07 | | | 08 |
| | | 09 | | | 10 |

- 2.3 What tourism strategies are you currently developing as Tourism KwaZulu-Natal?

| | | | | | |
|--|--|----|--|--|----|
| The new TKZN tourism strategy which will be implemented after 2012 | | 01 | | | 02 |
| | | 03 | | | 04 |
| | | 05 | | | 06 |

- 2.4 Do you think the tourism policies and strategies mentioned above are adequate to properly plan, develop, manage, coordinate and market tourism in KwaZulu-Natal?

| | | | | | |
|---|-----|----|----|--|----|
| Yes (there is a danger of having too many strategies though, and insufficient implementation. Also, much of the provincial legislation is out of date and needs urgent reviewing) | Yes | 01 | No | | 02 |
|---|-----|----|----|--|----|

- 2.5 If no to 2.4 above, what other Tourism Strategies, policies or plans do you think still need to be further developed in KwaZulu-Natal?

| | | | | | |
|--|--|----|--|--|----|
| | | 01 | | | 02 |
| | | 03 | | | 04 |
| | | 05 | | | 06 |
| | | 07 | | | 08 |

2.6 Are you satisfied with all the tourism strategies developed by the Department of Economic Development and Tourism?

| | | | | | |
|--------------|---|----|----|--|----|
| Yes - mostly | x | 01 | No | | 02 |
|--------------|---|----|----|--|----|

2.7 If no to 2.6 above, what are your areas of concern about the strategies developed by the Department of Economic Development and Tourism?

| | | | | | |
|---|--|----|--|--|----|
| Formal presentations of these to all members of staff of all entities/parastatals would be extremely useful | | 01 | Need to ensure that the roles of the DEDT, TKZN, the Minister, HOD, CEO etc are completely clear with no overlap, no 'blurring' of duties or responsibilities. | | 02 |
| | | 03 | | | 04 |
| | | 05 | | | 06 |
| | | 07 | | | 08 |

2.8 Do you always prepare your marketing strategies and action plans in consultation with the Department of Economic Development and Tourism?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

2.9 Does the Department of Economic Development and Tourism set targets for Tourism KwaZulu-Natal to achieve for tourist arrivals and related activities?

| | | | | | |
|-----|--|----|---|--|----|
| Yes | | 01 | No – this is (or should certainly be) a responsibility of TKZN which is responsibility for collecting, analysing & assessing the relevant information and then providing these targets. | | 02 |
|-----|--|----|---|--|----|

2.10 What informs your market segmentation for KwaZulu-Natal?

| | | | | | |
|------------------|--|----|---|---|----|
| SAT segmentation | | 01 | Analysis of SAT segmentation | | 02 |
| TKZN research | | 03 | Combination of SAT statistics and TKZN research | x | 04 |

| | | |
|--|--|----|
| Other (specify)...global best practice and the UNWTO's work..... | | 05 |
|--|--|----|

2.11 Which Acts and strategies do you consider in fulfilling your mandate?

| | | | | |
|--|--|----|--|----|
| | | 01 | | 02 |
| | | 03 | | 04 |
| | | 05 | | 06 |
| | | 07 | | 08 |
| | | 09 | | 10 |

2.12 Do you think the current legislation governing tourism in KwaZulu-Natal creates an adequate enabling environment for coordinated tourism planning and development in the province?

| | | | | | |
|-----|--|----|---|---|----|
| Yes | | 01 | No – still remains a bit confused – could be improved and clarified | x | 02 |
|-----|--|----|---|---|----|

2.13 If no, what gaps do you feel exist in the current tourism legislation?

| | | | | | |
|---|--|----|--|--|----|
| Provincial regulations governing registration of tourism businesses needs a complete overhaul – needs to refer to being registered with the DEDT and not the parastatal, and urgently needs inclusion of the procedures for implementing fines and other measures for non-compliance. These do not exist at present and never have. | | 01 | There should be clear reporting mechanisms for instances of poor tourism service provision or levels, for non-compliance with legislation and regulations. | | 02 |
| Insufficient emphasis on responsible and sustainable environmental practices – in danger of irreparable damage to environmental systems which are the main 'attractors' of tourists to the province | | 03 | | | 04 |
| | | 05 | | | 06 |
| | | 07 | | | 08 |
| | | 09 | | | 10 |

2.14. What challenges or problems are caused by the current KZN tourism legislation?

| | | | | |
|---|--|----|--|----|
| Almost impossible to ensure compliance – see above. | | 01 | | 02 |
| | | 03 | | 04 |
| | | 05 | | 06 |
| | | 07 | | 08 |

2.15. Do you feel the current legislation needs to be amended or repealed?

| | | | | | |
|---------------|---|----|----|--|----|
| Yes - amended | x | 01 | No | | 02 |
|---------------|---|----|----|--|----|

2.16. If yes, what do you think needs to be included and emphasized in the new KZN tourism legislation?

| | | | | |
|----------------------|--|----|--|----|
| See comments in 2.13 | | 01 | | 02 |
| | | 03 | | 04 |
| | | 05 | | 06 |

2.17. Is there any conflict of interest, clashes or overlaps in roles and responsibilities performed by Tourism KwaZulu-Natal against those performed by the Department of Economic Development and Tourism?

| | | | | | |
|--|--|----|----|--|----|
| Yes – but far fewer now than a year ago. | | 01 | No | | 02 |
|--|--|----|----|--|----|

2.18. If yes, how do you suggest the roles and responsibilities need to be aligned between Tourism KwaZulu-Natal and The Department of Economic Development and Tourism. Use the table below for your suggestions.

| CURRENT ROLES FOR TKZN | CURRENT ROLES FOR DEDT |
|-------------------------|-------------------------|
| 1. | 1. |
| 2. | 2. |
| 3. | 3. |
| 4. | 4. |
| 5. | 5. |
| PROPOSED ROLES FOR TKZN | PROPOSED ROLES FOR DEDT |

| | |
|---|---|
| <ol style="list-style-type: none"> 1. Development of the provincial tourism brand and domestic brand strategy 2. Development of an international marketing strategy and programs together with SAT, aligning this marketing strategy with SAT's strategy and programs 3. Market and promote the province in competition with the other provinces 4. Support destination development planning 5. Collection, collation, analysis and provision of tourism information and knowledge management 6. Monitor and report on tourism performance and growth in the province 7. Development promotion and facilitation in terms of identifying demand-driven product needs. | <ol style="list-style-type: none"> 1. Need to be concerned with the development and oversight of policy, regulations and legislation 2. Need to be concerned with the monitoring, and enforcement of the above. 3. Facilitation and implementation of tourism-related policies – establishment of a safe environment for tourism both politically and economically 4. Development promotion and facilitation through the provision of strategic direction – NOT implementation 5. Facilitate and promote responsible and sustainable tourism development and practices 6. Ensure the facilitation of the development of market-driven products and services in response to TKZN's market intelligence 7. Registration of tourism businesses and tourist guides 8. Support and facilitate transformation in the tourism sector. |
| OVERLAPPING/CONCURRENT ROLES AND RESPONSIBILITIES | |
| <ol style="list-style-type: none"> 1. Development of safe environment for tourism (including tourism investment) – DEDT should lead but both need to be involved in the facilitation and implementation of tourism related projects and initiatives. 2. The same with development promotion and facilitation – DEDT should lead, and TKZN should conduct the market research necessary to direct tourism development goals as well as implementation. TKZN should focus on the identification of demand-driven, market-required products and both, plus TIKZN, should cooperate in packaging these. 3. 4. 5.. | |

3. RELEVANCE, COMPOSITION, EFFECTIVENESS AND OPERATIONS OF TOURISM COORDINATING STRUCTURES IN KWAZULU-NATAL

3.1 Which of the provincial tourism coordinating structures listed below does your organization serve in? Please mark with an X next to the relevant structure.

| | | | | | |
|---|--|----|------------------------------|--|----|
| Provincial Tourism Committee | | 01 | Provincial Tourism Forum | | 02 |
| Provincial Global Competitiveness Steering Committee. | | 03 | Tourism Investment Committee | | 04 |
| Tourism Business Forum | | 05 | Tourism Growth Forum | | 06 |
| Other (specify.....) | | | | | 07 |

3.2 Who serves in the above mentioned structure/s from your organisation?

| | | | | | |
|---------|--|----|-----|--|----|
| CEO/COO | | 01 | GMs | | 02 |
| | | 03 | | | 04 |
| | | 05 | | | 06 |

3.3 Does your organisation get regular feedback and reports from individuals representing it in the coordinating structures mentioned above?

| | | | | | |
|---|---|----|----|--|----|
| Yes – but not always, feedback is often only provided to top management | x | 01 | No | | 02 |
|---|---|----|----|--|----|

3.4 If yes, does senior management take the reports seriously for implementation?

| | | | | | |
|-----|---|----|----|--|----|
| Yes | x | 01 | No | | 02 |
|-----|---|----|----|--|----|

3.5 Do you get enough support from stakeholders in coordinating marketing in the province?

| | | | | | |
|-----|--|----|---|--|----|
| Yes | | 01 | No – VERY little support from municipalities, sometimes due to complete lack of capacity or lack of designated budget | | 02 |
|-----|--|----|---|--|----|

3.6 The effectiveness of the tourism structures depend mainly on the importance of items discussed in meetings. Kindly rank the following agenda items in terms of the level of importance as they are discussed in the structures you serve in. Mark with an X on the relevant level of importance.

| AGENDA ITEM | EXREMELY IMPORTANT | IMPORTANT | NOT IMPORTANT |
|---------------------------------------|--------------------|-----------|---------------|
| (a) Tourism Planning | | | |
| (b) Tourism Development | | | |
| (c) Tourism Marketing | | | |
| (d) Coordination | | | |
| (e) Policy formulation | | | |
| (f) Strategy formulation | | | |
| (g) Private sector issues | | | |
| (h) Destination Management | | | |
| (i) Stakeholder Engagement | | | |
| (j) HRD and Service Excellence issues | | | |

3.7 Do the issues discussed in the coordinating structures assist in achieving coordinated tourism planning and development in the province?

| | | | | | |
|------------------------------------|--|----|----|--|----|
| Yes – but to a very limited extent | | 01 | No | | 02 |
|------------------------------------|--|----|----|--|----|

3.8 Do you feel all the organisations represented in coordinating structures get ample and fair opportunity to participate and influence decisions?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

3.9 Who dominates discussions at the meetings?

| | | | | | |
|----------------|--|----|---------------|--|----|
| Private Sector | | 01 | Public Sector | | 02 |
|----------------|--|----|---------------|--|----|

3.10 How do Organisations selected in 3.9 above dominate meetings?

| | | | | | |
|--|--|----|--|--|----|
| Mostly communication to, rather than a request for information from the private sector | | 01 | | | 02 |
| | | 03 | | | 04 |
| | | 05 | | | 06 |

3.11 Does your organization prepare well for meetings and make appropriate contributions in terms of the following aspects? Please tick the appropriate boxes.

| | | | | | |
|---|--|----|--|--|----|
| Meeting schedules for the forums/ structures are set at the beginning of the year | | 01 | scheduled dates are always changed and meetings postponed | | 02 |
| Invitations are sent well in advance | | 03 | Members respond to invitations timeously | | 04 |
| Postponements are agreed to by all committee/ forum members | | 05 | Reports are sent in time to compile meeting packs for circulation to committee/ forum members. | | 06 |
| Resolutions are facilitated to be unanimous | | 06 | There is a proper feedback mechanism in implementing resolutions | | 07 |

3.12 The tourism coordinating structures exist to achieve coordinated planning, development and management of tourism in the province. Kindly provide insight into effectiveness of these coordinating structures in KwaZulu-Natal in terms of the following aspects. Please tick appropriate boxes?

| | | | |
|---|-----|----|-----------|
| Meetings discuss real issues and are not just talk shows. | YES | No | Sometimes |
| Resolutions taken at meetings are implemented | | | |
| Resolutions taken at meetings assist the province in coordinating tourism activities in the province. | | | |
| All members delegated by different organisations have capacity to deliberate on issues and take appropriate decisions. | | | |
| Meetings discuss issues that align tourism activities at national, provincial and local level. | | | |
| Member organisations comprising tourism coordinating structures are representative of all tourism stakeholders in the province. | | | |

| | | | |
|--|--|--|--|
| All organisations share critical information with other member organisations and there is transparency at all levels. | | | |
| Private sector keep some information hidden from the public sector | | | |
| Public sector keep some information hidden from the private sector | | | |
| Some information is political and is kept secret from the private sector and junior public sector officials which affects participation at meetings | | | |
| Public officials dealing with tourism policy and planning sometimes get information after certain resolutions have been taken at Cabinet level and cannot assist with aligning government activities with other tourism structures on time | | | |
| Some organisations do not respect their obligations in supporting other stakeholders to fulfill their tourism mandates. | | | |
| Information from national departments is cascaded in time to all provincial stakeholders | | | |

4. POLICY FORMULATION, EFFICACY AND INVOLVEMENT OF OTHER STAKEHOLDERS IN THE PROVINCE

4.1 Do you have a stakeholder participation model that you follow to involve all the stakeholders during policy formulation?

| | | | | | |
|-----|---|----|----|--|----|
| Yes | x | 01 | No | | 02 |
|-----|---|----|----|--|----|

4.2 Does your organisation consult other stakeholders on all policy issues relating to tourism in the province?

| | | | | | |
|-----|---|----|----|--|----|
| Yes | x | 01 | No | | 02 |
|-----|---|----|----|--|----|

4.3 Briefly outline the process followed when developing your policies especially those needing endorsement by cabinet.

Not entirely sure – this is usually done at a higher level. Usually though there are public meetings to obtain input. These need to be more frequent, more timeous, and more inclusive though in order to be properly effective.

.....

4.4 Do you feel the process outlined above allows for all tourism stakeholders to participate in policy formulation?

| | | | | | |
|---|--|----|----|--|----|
| Yes – but only if the meetings are advertised extremely widely and in good time as well as on several occasions | | 01 | No | | 02 |
|---|--|----|----|--|----|

4.5 Do you have competent staff to deal with your roles and responsibilities?

| | | | | | |
|---------------------------------|---|----|----|--|----|
| Yes – in the research division. | x | 01 | No | | 02 |
|---------------------------------|---|----|----|--|----|

4.6 Do you feel the province has all the necessary policies to advance tourism planning, development and management in the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.7 What tourism policies do you feel still need to be developed at a provincial level?

.....

4.8 What challenges are caused by the province not having all the necessary policies 4.7 above?

.....

4.9 Do you feel local government tourism staff has the capacity to develop tourism by-laws?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.10 Do you feel local government has all the necessary policies and by-laws to ensure effective tourism planning at a local level.

| | | | | | |
|--|--|----|----|--|----|
| Yes – have the policies but still need to implement/enforce them. Policies without compliance are worthless. | | 01 | No | | 02 |
|--|--|----|----|--|----|

4.11 If no, what tourism by-laws do you think need to be developed at a local level?

.....

4.12 What challenges are experienced by the tourism industry by not having appropriate tourism by-laws at a local government level?

4.13 Does local government fully participate in all the plans developed by Tourism KwaZulu-Natal to market the province?

| | | | | | |
|-----|--|----|----|--|----|
| Yes | | 01 | No | | 02 |
|-----|--|----|----|--|----|

4.14 If no, what challenges are caused by lack of full participation by municipalities in your processes?

Serious lack in terms both of awareness and of implementation. -----

4.15 Outline future plans with regards to your tourism mandate in terms of marketing the province.

4.16 Kindly indicate your opinion about various aspects of tourism policy, planning, development and management in KwaZulu-Natal by filling in the Likert Scale below. Kindly tick whether you Strongly Agree, Agree, Neutral, Disagree OR Strongly Disagree

| Statements | Strongly Agree | Agree | Neutral | Dis-agree | Strongly Disagree |
|---|----------------|-------|---------|-----------|-------------------|
| | 01 | 02 | 03 | 04 | 05 |
| Tourism stakeholders are aware about the KwaZulu-Natal tourism act (Act.11 of 1996 as amended 2002) | | | | | |
| The current legislation of KwaZulu-Natal has serious gaps that causes challenges for the tourism industry | | | | | |
| Tourism coordinating structures are representative of all tourism stakeholders in the province. | | | | | |
| Tourism coordinating structures discuss relevant issues that assist in achieving coordinated tourism planning and development in the province | | | | | |
| Statements | Strongly Agree | Agree | Neutral | Dis-agree | Strongly Disagree |
| | 01 | 02 | 03 | 04 | 05 |
| Current tourism policy causes strategic planning issues and affects service delivery | | | | | |
| The current tourism policy and legislation are properly implemented in KwaZulu-Natal | | | | | |
| Mechanisms can be devised to assist the province to achieve coordinated tourism planning development and management | | | | | |
| Municipalities cooperate with other stakeholders on tourism matters | | | | | |

THANK YOU FOR RESPONDING TO THIS QUESTIONNAIRE

APPENDIX- B: TRANSMITTAL LETTER

**University of
Zululand:**

**DEPT. OF RECREATION
& TOURISM**



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South Africa

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Ref:

20 March 2011

To whom it may concern

Dear Sir /Madam

RE: REQUEST TO CONDUCT RESEARCH

The student Mr. P.S. Khuzwayo [Reg: 19910847] is a part-time postgraduate student in the Department of Recreation and Tourism at the University of Zululand. He is registered for the Doctoral Programme in Recreation and Tourism. The Doctoral students are required to undertake a research study as their main degree work. The attached questionnaire is part of his research project seeking to establish perspectives of various stakeholders on institutional frameworks, planning, coordination and development of tourism in KwaZulu-Natal. The title of the research project is:

*Perspectives on Institutional Frameworks,
Planning, Coordination and Development of Tourism
In Kwazulu-Natal*

This research is undertaken mainly for academic purposes in the study area. It is hoped that the findings will make a meaningful contribution to the field of tourism policy and planning in KwaZulu-Natal as a whole.

All information collected from you through the interviews or questionnaire will be kept in strict confidence.

Your assistance in this regard will be highly appreciated.

Yours faithfully

Prof. L.M Magi

Professor: MRT-PDRT Programme
Department of Recreation and Tourism
University of Zululand