TOURISM SPATIAL DEVELOPMENT FRAMEWORK AND BLACK ECONOMIC EMPOWERMENT IN THE ILEMBE DISTRICT MUNICIPALITY

BY

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DECLARATION

It is my declaration that this research study entitled: *Tourism Spatial Development Framework and Black Economic Empowerment in the ILembe District Municipality,* except where specifically indicated to the contrary in the text, is my own work both in conception and execution. All the sources that have been used or quoted have been duly acknowledged by means of complete references. It is further declared that this dissertation has not previously been submitted to any institution for degree purposes.

By

Pretty-Girl Smangele Gcwensa

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DEDICATION

This dissertation entitled: *Tourism Spatial Development Framework and Black Economic Empowerment in the ILembe District Municipality,* is in its entirety dedicated to my grandmother, Mrs M.N.Xulu and my mother Fikile Ngcobo for having instilled in me the love for education. Further dedications are towards the Luthuli family for their love and support through thick and thin. I am grateful for the support and encouragement of my brothers Phumlani and Mthokozisi. My siblings and friends, who have been patient and tolerant with my over-engagement with my academic work and other responsibilities in my employment world.

ABSTRACT

According to Mkhabela (2009a) it is generally acknowledged that since 1994 the government of South Africa has adopted progressive policies that sought to ensure that the economic advancement of the previously disadvantaged people, is catered for. Concepts such as transformation, spatial development framework, Black economic empowerment [BEE], job creation, employment equity, affirmative action and preferential procurement have become a regular feature in our statute books and day-to-day discussions (Mkhabela, 2009a). These government policies, be they in economic advancement in general, or in tourism development in particular, need to be well planned and executed so as to effectively benefit the broader society in any business environment. Municipalities have the national mandate to formulate spatial development frameworks [SDFs], promote tourism development within their areas with a bias to enhance Black economic empowerment. The application of such principles is particularly needed in the iLembe District Municipality mainly for addressing of basic needs, equity and redistribution of tourism wealth for the benefit of the previously disadvantaged communities. This research investigation is fundamentally about assessing such SDF-related policies and their implementation.

The main purpose of this study, therefore, is to advocate for the utilisation of tourism opportunities to their maximum degree for the historically disadvantaged individuals. The thrust of investigation and analysis of the present tourism related SDK and Black economic empowerment in the iLembe

District Municipality, is based on some pertinent objectives. Some of these objectives focus on the identification of tourism business opportunities around the study area. The core objectives of the study are:

(a)   To establish the extent to which Black people in the study area understand the meaning and importance of tourism and tourism empowerment.

(b)   To indicate the levels of Black participation in SDF and BEE-related tourism business opportunities in the study area.

(c)   To ascertain whether the SDF and BEE policies contribute towards tourism economic empowerment within the iLembe District Municipality.

(d)   To reveal the perceived SDF and tourism management practices that contribute to Black Economic Empowerment in the study area.

(e)   To determine the extent to which the local community benefits from the SDF and BEE related tourism activities in the study area.

The methodology for collecting data comprised a stratified sample size of 138 respondents, which was distributed in the iLembe District Municipality as follows: sample consisting of Black service providers [18], tourism and municipal officials [10], domestic tourists [22], local community [88]. The findings indicated that local people have sufficient understanding of the meaning and importance of tourism and tourism empowerment in the study area. There were revelations that tourism participation levels were low in the area, as well as that tourism policies were not contributing significantly to BEE-related opportunities. Other findings were that stakeholders on average

perceived the tourism management practices in the study area to be poor and based on uncertainty. The skills development practice or strategy was seen as the most needed in the area. Finally, the study revealed that tourism and BEE-related community benefits were non-existent for the local communities in the study area. Furthermore, the majority of respondents were very circumspect about the high-level benefits from BEE-related tourism opportunities in the study area.

In conclusion the study, based on the negative outcomes established, has proposed and recommended that a management plan be instituted, with the view to facilitate the review, re-planning and restructuring of the BEE-related tourism policy-initiatives, so as to benefit the local communities more effectively. It is anticipated that with the remodelling of policy and practice, the delivery of tourism opportunities would become an attainable reality in the study area.

ACCRONYMS AND ABBREVIATIONS

TERM	DEFINITION
ASGISA	Accelerated and Shared Growth Initiative of South Africa
BEE	Black Economic Empowerment
BBBEE	Broad-based Black Economic Empowerment
CBO	Community-Based Organization
DEAT	Department of Environmental Affairs and Tourism
DED	Department of Economic Development
DM	District Municipality
iDM	iLembe District Municipality
DPLG	Department of Provincial and Local Government
DTI	Department of Trade and Industry
DWAF	Department of Water Affairs and Forestry
GDP	Gross Domestic Product
IDP	Integrated Development Plan
KLM	KwaDukuza Local Municipality
KZN	KwaZulu-Natal
LM	Local Municipality
LED	Local Economic Development
MLM	Mandeni Local Municipality
MaLM	Maphumulo Local Municipality
MDG	Millennium Development Goals
NEPAD	New Partnership for Africa's Development
NLM	Ndwedwe Local Municipality
PDC	Previously Disadvantaged Community
PDI	Previously Disadvantaged Individual
PGDS	Provincial Growth and Development Strategy
SDF	Spatial Development Framework
SME	Small and Medium Enterprise
SMME	Small, Medium and Micro Enterprise
SPSS	Statistical Package for the Social Sciences
SWOT	Strengths, Weaknesses, Opportunities, Threats
UNWTO	United Nations World Tourism Organisation
SSWD	World Summit on Sustainable Development
WTO	World Tourism Organisation

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CHAPTER 1

ORIENTATION TO THE STUDY

1.1   INTRODUCTION

According to Mkhabela (2009a) it is generally acknowledged that since 1994 the government of South Africa has adopted progressive policies that sought to ensure that the economic advancement of the previously disadvantaged people is catered for. Concepts such as transformation, Spatial development framework [SDF], Black economic empowerment [BEE], job creation employment equity, affirmative action and preferential procurement have become a regular feature in our statute books and day-to-day discussions (Mkhabela, 2009a). These government policies, be they in economic advancement in general, or in tourism development in particular, needs to be well planned and executed so as to effectively benefit the broader society in any business environment. Municipalities have the national mandate to promote tourism development within their areas with a bias to enhance Black economic empowerment. The application of such principles is particularly needed in the iLembe District Municipality mainly for addressing of basic needs, equity and redistribution of tourism wealth for the benefit of the previously disadvantaged communities. This research investigation is fundamentally about assessing such SDF-related policies and their implementation.

The tourism SDF and BEE-related policies have brought to the fore so that tourism as an industry could benefit most communities in South Africa in terms of affording them job creation opportunities, employment, poverty alleviation and skills development. In support of these notions, recent writings (Cooper, *et*

al. 1999; Bennett, 2002) have argued that tourism has proven to be a lucrative enterprise. Several governments, non-governmental organisations (NGO) and the private sector have taken particular interests in the field of tourism. Researchers (Magi, 2000, Magi & Nzama, 2008; Magi 2009) have also followed the trend and have redirected their interest in investigating and synthesising theories concerning tourism development and reward, sustainability and impacts.

The main purpose of this study, therefore, is to advocate for the utilisation of tourism opportunities to their maximum degree for the benefit of the historically disadvantaged individuals. The thrust of investigation and analysis of the present tourism SDF and Black economic empowerment in the iLembe District Municipality, is based on some of these pertinent principles. The greatest difficulty in the realm of tourism, and more specifically in the area of Black economic empowerment in South Africa, is that there is scarcity of current and relevant research information. The tourism related spatial development framework in many municipalities is fundamentally geared to produce plans and policies for the advancement of the district. Furthermore, the provision of tourism opportunities to the previously disadvantaged groups, coupled with the usage of the existing infrastructure has been one sector that has been overlooked by local authorities and the private sector. This research study hopes to address some of these challenges (Rogerson & Visser, 2004).

1.2   BACKGROUND TO THE PROBLEM

In many municipalities the spatial development framework [SDF] has come to be the main planning document for these government entities. In this regard, many human economic activities have come to regard tourism as one of the leading revenue generators as well as a good remedy for communities that have

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been affected by unemployment and poverty. In support of this notion Rogerson & Visser (2004) have argued that in the last few decades tourism has began to be recognised as an economic sector with the potential to make a contribution towards the economic development of communities in tourist destinations. Tourism in envisioned as not only providing sustainable economic betterment of living conditions, but offer also social, environmental and ethical factors as support. These factors may translate into poverty alleviation, job creation and reduction of unemployment, which may be seen as constituting community development (Wall, 2000). However, according to Mkhabela (2009a) some of the BEE policies have unfortunately engendered misappropriation of resources and general corruption. He states that it has become a matter of fact that tenders issued by state entities to Black-owned entities are necessarily corrupt, substandard or bound to fail. This is the history which has made the investigation of BEE policies and practices in the local situation, very important to understand and correct is necessary.

Some of the wishes for sustainable economic improvements have also been encapsulated in the United Nation's Millennium Development Goals [MDGs] such as poverty eradication, lining up for sustainable growth, halt the marginalisation of Africa and accelerate the empowerment of women (UNMG, 2008). The South Africa government through the New Partnership for Africa's Development [NEPAD] has played a leading role in this initiative and has, *inter alia*, utilised tourism as a vehicle for achieving the MDGs (MAP, 2001). Internally, South Africa has through documents such as the SDF, introduced the Black Economic Empowerment (BEE) initiative (DTI, 2004a, 2004b), with a view of empowering the previously neglected communities, and more specifically women. The concept of BEE in this regard has come to be known

as a systematic campaign by business and government to improve the financial, social and skills status of previously disadvantaged groups of people in South Africa, by empowering them in areas where they were disadvantaged, neglected, or discriminated (Lubbe, 2003: 271).

1.3   STATEMENT OF THE PROBLEM

The field of tourism and the drive for tourism spatial development, and particularly as it relates to the idiom of Black Economic Empowerment (BEE), is relatively young. There are present-day commentators who have argued that current Black Economic Empowerment (BEE) philosophy is in effect the Freedom Charter come full circle (Brown, 2005 cited in Bardien, *et al.* 2006). Some observers pinpoint the initial growth of the BEE to be in the late 1980s, and prominently championed by the Black Management Forum (BMF) and the Black Economic Empowerment Commission (BEECom) in the 1990s. Notably, the Black Economic Empowerment Commission (BEEC) was not a government initiative but arose from Black business, originating out of a resolution taken at the Black Management Forum National Conference in November 1997 (BEECom, 2001; Rogerson, 2004, 2007; Roberts *et al.* 2005).

The final process of establishing the SDF and BEE policy has piggybacked on several post-apartheid pieces of legislation aimed at correcting past injustices and inequalities, through the: Skills Development Act of 1998; Competition Policy Act of 1998; Employment Equity Act of 1998; National Empowerment Fund Act of 1998; National Student Financial Aid Scheme Act of 1999; Skills Development Levies Act of 1999; Preferential Procurement Policy Framework Act of 2000; and later transformed into the Broad Based Black Economic Empowerment Act of 2003/2004 (Bardien, *et al.* 2006). In addition to these

acts, the government has implemented various SDF related policies, strategies and programmes, with a view of establishing equitable employment opportunities, and as such overcoming economic inequalities and underdevelopment.

There is also the thinking that there is a critical need for support from government, communities and hospitality industry to ensure that the tourism industry brings about a success story to the South African communities (Spykes, 2002; Mkhabela, 2009b). Without support, this industry would have potentially damaging effects on South Africa's rich and diverse culture and natural resources. Full environmental impact assessments should be conducted for all tourism projects. The tourism industry could be a major industry, and thus should receive greater priority at national and provincial level (ANC, 1994).

Notwithstanding this growth and reliance of the SDF and BEE policies to deliver the empowerment opportunities, such initiatives would not be complete without the transformation of tourism policies in the country (Lubbe, 2003; Rogerson & Visser, 2004). Notwithstanding some commentators have criticised the BEE initiative in that it's

> "transformation has come to represent a way of compensating
> previously disadvantaged people, rather than creating opportunities
> for all citizens to contribute their talents and energies to the process
> of developing our country" (Ramphele, 2008: 265).

This research study therefore aims at discussing the viewpoints, practicalities and challenges of tourism development in the context of the SDF and BEE initiatives, and towards achieving community empowerment and development in

KwaZulu-Natal and iLembe Distict Municipality in particular. To achieve this developmental goal and empowerment of communities, the South African government has introduced policies and strategies which have sought to create opportunities of economic development, poverty alleviation and community participation. This entire empowerment was propelled by a number of tourism policies and strategies, some of which include the tourism White Paper, tourism in GEAR (Growth, Employment and Redistribution Strategy), the tourism transformation strategy and the BEE policies (DEAT, 1996, 1998, 2000, 2002; DTI, 2004a; SAT, 2004).

1.4   DELIMITATION OF THE STUDY

It is common knowledge that South Africa is a country endowed with many natural resources and heritage sites. As such, the country has many tourist attractions and visited by many tourists on an annual basis. Some of these attractions include: the history, natural beauty, flora and fauna and a scenic landscape. KwaZulu-Natal is one of the leading tourist destinations in South Africa and many of its district municipalities stand to benefit from this leadership in tourism.

The iLembe District Municipality is one of the leading municipal areas in KwaZulu-Natal, with the City of KwaDukuza [Stanger] being the main city. The city has a rich heritage, since it is known to have been the main seat of government of King Shaka. In its extended form, the iLembe District Municipality covers a wide area, geographically covering an area of approximately 3260km², with a population estimated at 805 239 people living in approximately 145 907 households. The latter is assuming that average household sizes remained relatively constant at an average of 5.52 persons per

household. The iLembe Municipality area lies on the east coast of KwaZulu-Natal and consists of four Local Municipalities, that is, Mandeni, KwaDukuza, Ndwedwe and Maphumulo. These territories are characterised by subsistence farming activities and harsh topographical features. The municipalities have tourist attractions which mainly include: infrastructural amenities; roads; natural attractions, cultural heritage sites, such as the King Shaka monuments; pristine beaches; game reserve; and so on. The iLembe Municipality is bordered in the south by the Ethekwini Metropolitan Area, on the east by the sea, on the north by the Uthungulu District Municipality and on the west by the Umzinyathi and the uMgungundlovu District Municipalities [Refer to Figure 3.1].

The KwaDukuza [Stanger] Local Municipality is located within the iLembe District Municipality, and about 88 kilometres from the City of Durban. The Municipality extends over 1 066 square kilometres and consists mainly of poor Black communities whose livelihood depends on subsistence farming. Overall settlement densities are consequently approximately 145 people per square kilometre. Located in relatively close proximity to major urban and economic developments, the area has remained substantially underdeveloped, disadvantaged and poor [www.kzntopbusiness.co.za/site/iLembe. (2009)].

The iLembe District Municipality provides the tourist with many interesting places to visit in addition to the beaches, game reserves and heritage sites. Its economy is heavily dependent on agriculture and tourism, KwaDukuza is a rapidly growing urban area, the fourth largest in city in KwaZulu-Natal. The province suffers from a huge income gap between the rural population and the urban dwellers. It is within this area where the study will be conducted to ensure that strategic guidelines in the tourism industry are put in place.

1.5 OBJECTIVE OF THE STUDY

Notwithstanding that in the introduction of this study the existence of policies has been referred to, with a view of placing into context the role that Black people are supposed to play in the development of tourism initiatives within the iLembe District Municipality, it is important and necessary to outline the purposes and objectives of this research study. The objectives which are set for the study would help to accomplish the main goals of the study (Magi, 2007). Furthermore, these objectives would assist the researcher to keep focus on the problem under investigation. The basis for structuring the objectives of the study is reliant on what was discussed in stating the research problem and its background. The fundamental objectives of this study are as follows:

(a) To establish the extent to which Black people in the study area understand the meaning and importance of tourism and tourism empowerment.

(b) To indicate the levels of Black participation in SDF and BEE-related tourism business opportunities in the study area.

(c) To ascertain whether the SDF and BEE policies contribute towards tourism economic empowerment within the iLembe District Municipality.

(d) To reveal the perceived SDF and tourism management practices that contribute to Black Economic Empowerment in the study area.

(e) To determine the extent to which the local community benefits from the SDF and BEE related tourism activities in the study area.

The value of these objectives is that they link the research question to the intended research outcome. In other words, the objectives seek to find valid

answers to the research problem and to make relevant suggestions concerning the study area. Furthermore, the objectives are later on translated into hypotheses which would facilitate the analysis and resolution of outcomes of the research question.

1.6 HYPOTHESES OF THE STUDY

Flowing from the introduction and objectives of the study that are enunciated in the preceding paragraphs, it is important to venture an educated guess about the outcomes of the research study. In the context of these objectives, the research study hypothesises as follows:

(a) That Black people in the study area have a limited understanding of the meaning and importance of tourism and tourism empowerment.

(b) That the levels of Black participation in SDF and BEE-related tourism business opportunities in the study area are of a limited degree.

(c) That the SDF and BEE policies contribute very little to tourism economic empowerment within the iLembe District Municipality.

(d) That the contribution of tourism management practices to SDF and Black Economic Empowerment in the study area is perceived as very good and substantial.

(e) That the local community benefits from the SDF and BEE-related tourism activities in the study area, are seen as good by the stakeholders.

Together with the objectives of this study, the validity and assessment of the above stated hypotheses were either supported or rejected in trying to reach the outcomes of the study. The hypotheses were analysed as the research hypothesis, which is a statement what the researcher deems to be the most

probable answer to the question posed in the problem of the study, rather than the statistical hypothesis.

1.7   DEFINITION OF TERMS

Researchers have found it necessary to emphasise the need to understand the terminology and usage of concepts in the research inquiry (Magi, 2007). For purposes of better and contextualised understanding of concepts, these have to be spelt out in a non-ambiguous manner, so as to offer the working meaning for the research document. The concepts that are often used in any research inquiry, have to be judiciously explanatory, elucidative, unambiguous and unequivocal, so as to better understand the contextual meaning of these terms and concepts (Magi, 2007). As such, to make some of the terms useful and more applicable to this research study, the following operational definitions are presented:

1.7.1   Tourism

The World Tourism Organisation (WTO, 2000:4) defines tourism as comprising the activities of persons travelling to and staying in places outside their usual environment for not more than one consecutive year for leisure, business and other purposes. The Tourism Society as cited by Youell (2000) defines tourism as temporary, short term movement of people to destinations outside their places of residence or work, and activities during their stay at these destinations include movement for all purposes, as well as day visits or excursions. Similarly, Mathieson & Wall (1987) define tourism as the temporary movement of people to destinations outside their normal places of work and residence, the activities undertaken during their stay in those destinations, and the facilities created to cater for their needs.

The definitions above indirectly suggest that tourism purposes could be linked to business, pleasure, sport, education, religion, and so on, and the whole industry that arises to cater for the needs of such travellers. Tourism is described as travel for whatever purpose, which results in one or more nights being spent away from home especially in commercial accommodation (DEAT, 1996). In this study tourism refers to both national and international tourism.

For the purpose of this study *tourism* refers to the temporary and short-term movement of people to destinations outside their locality for purposes of entertainment and enjoyment, with an express view of benefiting the host community. In this regard, tourism is an activity that seeks to contribute to all stakeholders in an equitable manner, achieving this objective through the Black economic empowerment [BEE] initiatives.

1.7.2 Black Economic Empowerment (BEE)

As mentioned earlier in the statement of the problem, Black economic empowerment [BEE] is a systematic campaign by business and political groups to improve the financial, social and skills status of previously disadvantaged groups of people in South Africa, by empowering them in areas where they were disadvantaged, neglected, or discriminated (Lubbe, 2003: 271). Financial deprivation caused Black people to fail to acquire better necessities such as decent housing, private transport and education. Poor financial standing of Black people affected their integrity. Where Black people were exposed to business activities, the lack of skills became an obstacle (BMF, 2006; Gauteng Government, 2007).

As early as November 1997 the Black Management Forum (BEECom*, 2001;* Rogerson, 2004, 2007) defined BEE as an integrated and coherent socio-

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economic process that directly contributes to the economic transformation of South Africa and brings about significant increases in the number of Black people who manage, own and control the country's economy. This study views the BEE policy as geared to enables Black people to be promoted into executive positions, providing them a fair share in the company stake, and provides entrepreneurial skills development.

1.7.3 **Broad-Based Black Economic Empowerment**

The Broad-Based BEE Act of 2003 has defined Broad-Based BEE as the empowerment of all Black people. This definition also includes women, workers, youth, and people with disabilities and people living in rural areas as the targets for empowerment. The process of empowerment is through diverse and integrated socio-economic strategies such as ownership, management, employment equity, skills development, preferential procurement, enterprise development, and corporate social investment (DTI, 2004a, 2004b).

In the context of this study, the Broad-Based BEE refers to more inclusive and sustainable empowerment of workers, unemployed and self-employed entrepreneur in tourism. The broad-base BEE main target is poverty alleviation through promotion of involvement of previously disadvantage groups into new income-generating tourism products (DTI, 2004a, 2004b). In addition, the generation of new tourism products is expected to bring diversity in the South African tourism industry.

1.7.4 **BEE Score Card**

At the instigation of the Minister of Environmental Affairs and Tourism, the tourism BEE score card came into being. The tourism score card is a prescribed

measure of Black economic empowerment in a tourism sector. The score card indicates the percentage share of Black people ownership, preferential procurement, and capacity building in a tourism entity per specified period (Spykes, 2002).

The tourism scorecard is a guide towards that level which BEE in implementation must achieve over a specified time in years. Included in the scorecards is the period as well as the number of Black people in percentages that must be incorporated in the economy of the sector.

1.7.5 Spatial Development Framework

According to the iLembe District Municipality (2009) the Spatial Development Framework [SDF] is a process through which municipalities prepare a strategic spatial development plan for a five year period in order to assist in the execution the Integrated Development Plan (IDP). The SDF plan will act as principal spatial planning instrument which guides and informs all planning, land management, development and spatial decision-making in a municipality. It is important to note that the iLembe SDF is a component of the ILembe Integrated Development Plan (IDP) and aims to create a spatial interpretation of the strategies and projects already contained within the IDP. It should not be seen a separate planning process, but only aims to assist in the prioritisation of resources towards implementing the IDP.

1.7.6 Community

The concept of 'community' generally refers to the notion that there is something held in common by a group or section of the population occupying a common physical space (Murray, *et al.* 1994). The identified community may

be based on geographical areas or localities ranging in size from a single street through estates, neighbourhoods, and wards, other smaller administrative areas such as school, catchment areas and parishes, villages, towns, district, counties to nations and even groups of nations (Murray, *et al.* 1994). For purposes of this study, community refers to the local people who come into contact with tourists, as the hosts in a particular environment, such as the iLembe District Municipality. In addition, the community provides means through which the curiosities or attractions of tourists are satisfied.

According to Stoddart (1993) the community, as a social organisation, may be looked at in three ways: of shared values and beliefs by the individuals; of direct and many-sided relations between individuals; and of practicing reciprocity in the group. On the other hand Bernard (1973) restricts the definition to an aggregation of people at a particular locale. These people share emotional bonds or links, a sense of belonging and feel an obligation toward other members of the group (World Book Encyclopaedia, 1996). The communities that live within the iLembe District Municipality are expected to portray the characteristics of connectivity, fellowship and camaraderie. Communities thrive well if they are involved in the planning and management tourism policies.

1.7.7 <u>Previously disadvantaged communities</u>

It should be noted that the concept or term "community" suggests an existence of coherence among the people with a common experience or destiny. Hence, Bellah *et al.* (1985: 313) have seen defined this term as follows:

> A community is a group of people who are socially
> interdependent, who participate together in discussion and

decision-making, and who share certain practices that both

define the community and are nurtured by it.

In the context of the above definition a previously disadvantage community [PDC] is one which has been integrated and thus become socially interdependent, because of the policy of *apartheid* in South Africa, This term is typically South African and related to those individuals who have been discriminated against through the apartheid policies of the pre-1994 South African Government.

According to Nefcorp (2005:10) cited in Mokoena (2006) the term historically disadvantaged persons (HDP) or previously disadvantaged community (PDC) means:

Those persons or categories of persons who, prior to the new democratic dispensation, were marked by the coming into force of the constitution of the Republic of South Africa Act 1996 (Act No. 108 of 1996), were disadvantaged by unfair discrimination on the basis of their race and include juristic persons or associations owned or controlled by such persons.

According to Mokoena (2006) this term defined above refers to Black individuals who were, by design, socially, economically, educationally and otherwise, underprivileged and deprived by the previous South African government's political history of white supremacy and inequitable racial treatment.

In an attempt to reverse the negative effect of the apartheid policy and the notion of previously disadvantaged communities, the South African authorities have had tourism as the key priority for developing and improving the quality of life of the previously disadvantaged individuals (PDIs). As such the state sought to create opportunities of economic development, poverty alleviation and community participation through setting up tourism related policies and strategies, seeking to achieve transformation, growth, employment and redistribution, as well as Black economic empowerment (DEAT, 1998; DTI, 2004a; Rogerson & Visser, 2004. This legislative framework aimed at benefiting the previously disadvantaged communities has ushered in some modicum of economic benefits to those concerned (DTI, 2004a).

1.7.8   **Participation**

For the purpose of this study, the definition of participation by Paul (1987) is used. Paul (1987:2) defines community participation as an active process by which beneficiary client groups influence the direction and execution of a development project with a view to enhancing their well being in terms of income, personal growth, self-reliance or other values they cherish. In other words, participation relates to taking part or getting involved in communal activities offered such as the Black economic empowerment initiatives. Fundamentally, participation is the act of sharing in the activities of a group.

On a similar strain Woolfolk (1998) defines participation as the formal and informal rules for taking part in different activities. In this context the concept is used to determine the level of the community's participation in various programmes and the way in which it shares natural recreation and tourism BEE initiatives offered by the local authorities. Both these definitions are adopted by

the researcher as holding relevant meaning to the research problem investigated in this study.

1.7.9   **Policy**

The concept of 'policy' relates to a planned or agreed upon course of action usually based on particular principles, for example, the government's policies on education (Hall, 2000; Lubbe 2003). In relation to development, Hall (2000) sees policy in relation to governmental processes, that is, in terms of the consequence of the political environment, values and ideologies, the distribution of power and of decision- making processes. In other words, Craythorne (1990: 59) avers that "Policies are concerned with events to take place in the future arising from or based on the events in the present or past".

Accordingly, a more comprehensive definition of tourism policy or tourism strategy, for purposes of this research is that it is the "course of action guiding principle, or procedure considered to be expedient or advantageous in the planning and management of recreation and tourism" (Hall, 2000: 8). Both policy and strategy have to be seen as a consequence of the political environment, values and ideologies, the distribution of power, institutional frameworks, and of decision-making processes.

Lubbe (2003) defines policy as a set of guidelines generally accepted by all and used to improve and facilitate decision making and appropriate action under certain circumstances. The policy and strategy highlighted in this study relates to the how management can facilitate tourism delivery in and around the Ndwedwe Municipal Area.

1.7.10   Practice

At a general level the term 'practice' is understood to refer to 'action' as opposed to 'theory'.   Usually both the terms 'policy and practice' are intertwined, since practice has to do with the transition of the policy into action, which is doing what the policy has to do with the translation of the policy into action, which is doing what the policy stipulates (Van Niekerk, 1988).   The emphasis on practice is on action rather than on theory (policy).   The notion of practice further emphasises the idea continuous actions with regard to use of facilities at hand and by being less premeditated, and often practically executed. Practices are used to make the problem easier to understand and solve (Wikipedia, the Free Encyclopaedia, 2009a).

It is important to state that this research study attempts to establish what actions the stakeholders are involved in as a way of concretising the execution of policy in the study area.   This research did not stop with the establishment of the existence of policies, but further seeks to gauge the extent to which policy was being translated into tangible things that people could identify and accept. Hence tourism activities, projects, programmes, seminar, or workshops are regarded as practice or strategy in this research enquiry.   Activities such as skills development, employment creation, business opportunities, all related to tourism may be seen as practices or strategies tourism growth and development.

1.7.11   Strategy:

Policy and practice were defined as related to strategy, them being intended as a plan of action on a specific matter put forward by an organization which operates publicly or privately.   On the other hand, a strategy is somewhat similar to a policy, that is, a plan, an approach or procedure of executing a policy.

According to the Wikipedia the Free Encyclopaedia (2009b), the concept "strategy" is as old as the history of human interaction and conflict. A strategy is a long term plan of action designed to achieve a particular goal or outcome, most often gaining the upper hand in a challenge or contest. Furthermore, the Wikipedia Encyclopaedia (2009b) argues that, strategy is differentiated from tactics or immediate actions with resources at hand by its nature of being extensively premeditated, and often practically rehearsed. Strategies are used to make the problem easier to understand and solve.

A strategy is a plan to conduct a major or minor phase, or a campaign. It is the basic idea of how a specific campaign shall develop, and how components shall be fitted together to contribute most advantageously to achieve its objectives. Organisations such as municipalities utilise the strategic approach to do well in their business, for periods of time in conditions of relative stability, low environmental turbulence and little competition for resources Wikipedia the Free Encyclopaedia (2009b). This particular research study adopts this line of approach in defining the concept of strategy.

1.7.12 <u>Perception</u>

According to Jordan & Jordan (1992) the concept 'perception' refers to the human ability to process, interpret and attribute the meaning to the information received via the sensory system. In this regard the term perception is used to discern how the communities in the iLembe District Municipality read and understand the BEE-related tourism opportunities in the study area.

On the other hand, Hall (2000) articulates perception as any phenomenon or feature that is subjected to the different sensations including seeing, feeling,

hearing, touching, smelling which needs to be interpreted based on previous experiences. He further sees perception as subjective information, image, impression, experience that people possess about something. Perception is fundamental in determining the economic, social and political behaviour of the communities and individuals. People's thinking is influenced by different factors including attitudes, judgments, values and experience.

In the above regard, Magi (2000a) has stated that people's perceptions and attitudes hinge upon their historical, political and cultural exposures. The wedge of polarisation between Black and White was brought about by the 'inhumane' laws of the old order such as the Group Areas Act of 1953 which restricted freedom of movement for Blacks thus preventing them from playing a meaningful role in ecotourism promotion and recreation activities (Magi, 2000a; Magi & Nzama, 2009). In this context, the perceptions of the people of iLembe District Municipality, may be varied and yet reflect their interpretation of their actual situation or reality. This research investigation, therefore, seeks reveal the utilisation of BEE-related tourism opportunities towards benefiting the historically disadvantaged communities in the study area.

1.7.13   Blacks

The majority of respondents in the study area are essential Black, mainly categorised into Africans and Indians. As a result, the concept "Black" in this research study is defined and seen as inclusive, mainly referring to those individuals who were discriminated against during the *apartheid* era. Essentially the term Black in South Africa refers to the dark-skinned inhabitants, who are named as Africans, Indians and Coloureds. In this context the term is used in its widest context (Magi, 1986; 2000b; Magi & Nzama, 2009).

In the pre-Mandela period, outdoor recreation and tourism facilities and activities, have been perceived as a preserve of the white minority group. Blacks in this period did not have access to the these recreation resources, be they BEE-related or not. Studies on outdoor recreation and tourism indicate that some activities such as camping, recreation fishing, canoeing, boating, hospitality, tourism transport have been perceived by some Blacks as sheer luxury they could not afford (Magi 1992; Mwandla 1996, Magi and Nzama 2002). Recent democratic changes have not yet succeeded to bring Blacks to participate in such recreation endeavours. For example, the repeal of the Separate Amenities Act that was aimed at removing the disparities in the provision of recreation facilities among different racial groups, marked the dawn of the new era. Notwithstanding these changes in the engagement, participation and ownership of recreation resources, Blacks have not experienced or enjoyed the financial, social and economic benefits of these changes.

1.8 SIGNIFICANCE OF THE STUDY

Policy and strategy are the fundamental instruments that decision-makers utilise in achieving an improved or better quality of life for local communities. The new emerged policies in South Africa have served as an action plan in the management and execution of tourism initiatives. In this regard, this research study is important for assessing the effectiveness of the SDF and BEE-related tourism opportunities in the iLembe District Municipality, as seen by the local communities.

It is anticipated that the findings of this research study will make a contribution to the better understanding of how local communities perceive the delivery and

benefits of the SDF and BEE-related tourism initiatives. It is further thought the study will make an importance contribution to the research effort related to the implementation of the SDF and BEE policies and strategies. In some way it is therefore expected that this study will make significant contribution to the development of business tourism around the iLembe District municipal area. This study also forms the basis of a scientific investigation into the perceptions and expectations of the community towards Black economic empowerment as a vehicle for promoting tourism, employment, job creation and poverty alleviation in the study area.

1.9   RESEARCH METHODOLOGY

The method of research used in this investigation, not only does it involve the delimitation of the study area as indicated earlier, but also involves the demarcation of the primary research and secondary research sample and sample sizes; and the techniques for collecting and analysing data. In collecting data three methods were used, namely, a self-administered questionnaire, person-to-person interviews, and a survey of the major related organisations and authorities concerned with SDF and BEE-related tourism initiatives in the iLembe District Municipality.

1.9.1   <u>Research design</u>

A research design tries to connect theoretical proposition to an analytical stage. A more detailed descriptive survey has been taken through the use of questionnaires. These questionnaires had been distributed and self administered to various stakeholders, such as (a) tourism and municipal officials, (b) tourists, (c) service providers and (d) local communities. The questions were structured

in such a way that they give out information which assisted in assessing the views of stakeholders towards the SDF and BEE policies and practices. The questions were analysed and the emerging outcomes utilised to draw conclusions about the nature and future of BEE initiatives in KwaZulu-Natal and the iLembe District Municipality in particular.

1.9.2 Sample size and sampling

The total population of the area under study was estimated to be about 618 000 people. A generally accepted sample-estimation was computed around the ratio of 1:2250 for the sample versus the population (Isaac & Michael, 1983). Considering the estimated population of 600 000 people, and using the 1: 2250 ratio, a sample of 275 respondents was found to be an ideal number. However, in view of financial, time and logistical constraints as well as that the study places a focus on the Black community and tourism officials, the sample size of 50 percent, that is 138 respondents, of the estimated Isaac & Michael value was adopted. The categorisation of the sample in terms of size was as follows: (a) tourism and municipal officials [10], (b) domestic tourists [22], (c) service providers [18] and (d) local communities [88].

Notwithstanding, the final sample size of the study worked on, considering non-responses and spoilt responses, the sample size of 138 respondents was considered adequate for the purpose of this study. The sampling technique selected was the stratified random sampling technique, which was utilised in conducting the survey.

1.9.3 Research instrument

The research instrument that was used in this study is the questionnaire. The questionnaire was structured in such a way that could assist in bringing out matters related to the research question. Since the respondents were expected to

provide different and varying answers to the questions posed, the questionnaire was regarded as the best instrument for collecting data. Furthermore, the use of questionnaire was considered most appropriate for collecting data, because it was easy use and was relatively inexpensive to distribute (Magi, 2007).

The structuring of the questionnaire was essentially based on the set of objective designed cited in chapter. Section A of the questionnaire required information about the demographic characteristics of the respondents. Section B sought information about Black people's understanding of the meaning and importance of tourism and tourism empowerment. Section C sought to establish the levels of Black participation in BEE-related tourism business opportunities. Section D wanted to ascertain whether the BEE policies contribute towards tourism economic empowerment within the iLembe District. Section E sought to reveal the perceived tourism management practices that contribute to Black Economic Empowerment in the area. Finally, Section F attempted to determine the extent to which the local community benefits from BEE-related tourism activities in the study area.

The questionnaires were designed, distributed and explained in detail to the research assistants and later to respondents. Field work in various local community areas began once all the questionnaires had been printed and sifted for correctness. The interviewing process proceeded without difficulties, save for a few non-returns. The survey method fitted well into the study because it was "people oriented" (Magi, 2007).

1.9.4   Collection of Data

Without doubt the methods and procedures of inquiry are fundamentally important for achieving valid and reliable sets of data, through collection,

analysis and interpretation. These procedures are important for validating the process and actual empirical analysis. The data was collected using questionnaires as the main tool of data collection. The questionnaire consisted of open-ended and closed-ended questions. Open-ended questions were mainly used to acquire the perceptions and expectations of respondents. On the other hand closed-ended questions were used to focus on the direct responses.

The data used in the study was collected from both the Black service providers, tourism officials and local community members in the iLembe District Municipality. The researcher when conducting the research also made use of research assistants to collect data for this study. In addition to the questionnaire method, the researcher also conducted field surveys of the area. It was during such field survey where the researcher was able to get an opportunity of interviewing the relevant local authorities. Provision for the budget to collect data, do editing of documents, engaging in travelling and telephoning constituted a major part the research planning strategy.

1.9.5   Data Analysis

Data was analysed using the computer programme known as the Statistical Package for Social Science (SPSS) available at the University of Zululand. This programme has been used to generate frequency tables and graphs, which were found to be easily interpreted. Responses on each questionnaire were coded in order to facilitate the analysis and interpretation of the data.

The results from each question were used to make graphs and tables. The emerging graphs and tables were constructed in such a way that they could be easily interpreted. In the analysis of data, the research hypothesis, rather than

the statistical hypothesis, was used to facilitate the outcomes of analysis. The research hypothesis is defined as the statement of what the researcher deems to be the most probable answer to the question posed in the problem of the study (Magi, 2007). The outcome of the interpretation facilitated the acceptance or rejection of the various objectives and hypotheses postulated, which facilitated the drawing of relevant conclusions about the problem statement.

1.9.6   Pilot study

In order to test the validity and reliability of the questionnaire, a pilot study was undertaken by the researcher. The researcher also interviewed the relevant local authorities' personnel about participation and maintenance of recreation and tourism facilities for SDF and BEE purposes in the iLembe District Municipality. On the whole, there were no serious weaknesses recorded or observed in the structuring of the questions

1.10   STRUCTURE OF THE RESEARCH

Like most scientific studies, this study consists of five chapters, introduction chapter, literature review chapter, physical setting chapter, data analysis and interpretation chapter, and a summary and conclusion chapter.

Chapter 1 has served as a prelude to other chapters. In this chapter a tentative orientation of the study was undertaken. It provided a broad overview of the study, paying attention to the historical and background to the problem, as well as the objectives, hypotheses, definition of terms and the significance of the study. It also outlines the methodology followed in conducting research.

Chapter 2 (theoretical framework) reflected what other scholars/ researchers in the field of BEE policies and tourism have written in relation to the topic. It

provided a conceptual framework for purposes of generating hypotheses for the study. It also dealt with the theory and debates around most concepts and principles used in the study as well as related objectives. Some of the key concepts discussed include: tourism development, planning, strategies and policy making. The key principles about Black economic empowerment [BEE] are also given attention.

Chapter 3 provided the actual geographical location of the study area which is iLembe District Municipality. The history and geography of the study area were explored, then followed by the population structure and related tourism infrastructural landscape. The SDF and BEE, tourism related facilities were discussed in the context of the iLembe District Municipality.

Chapter 4 gave a detailed analysis and interpretation of the data gathered from the subjects through appropriate methods. Statistical tables and graphs were used in the analysis and representation of data. The analysis helped in assessing the objectives and hypotheses, from which some conclusions were drawn. These conclusions ended by addressing the research problems through objectives and hypotheses for the entire study. It is from the processing of data and the conclusions drawn that recommendations were made.

Chapter 5 concluded the study by reflecting on the conclusions and recommendations, which provided the precautionary measures and generalisations of the study. The conclusion chapter also gave an overview of the whole study, highlighting only the important features of the study. It also gave pertinent recommendation.

1.11 CONCLUSION

It was anticipated that a well structured research study would lead to a successful revelation of the true findings of this research study. Furthermore, when this research was completed and its objectives and hypotheses fully addressed, it was expected that the research investigation would then have achieved its basic aim. It was also the hope of the researcher to be effective in investigating whether the SDF and BEE tourism initiatives have adequate policies and practices, which were aimed at benefitting the local communities in the iLembe District Municipality.

In conclusion, this chapter has attempted to set the tone of what is to be investigated by also focusing of elements of the study that cover the following areas of relevance: SDF and BEE-related tourism opportunities in the study area; the perceptions of Black communities towards BEE-related tourism in the area of study; the types of small tourism businesses emerging in the area; and the role of authorities in providing policies and programmes

In conclusion, this chapter has attempted to describe the procedure followed in mapping out the aspects of the entire research study to be investigated. In other words, the chapter sets the scene of what is to be covered or focused on in the process of investigation, hence the chapter heading: 'orientation to the study'. At the end of this chapter, the next chapter, chapter 2, is constructed to focus on the 'theoretical framework' of the study as a whole.

CHAPTER 2

THEORETICAL FRAMEWORK

2.1   INTRODUCTION

The theoretical framework of a research investigation serves as a virtual map of the research process, which provides guidelines, or at least suggestions on how to move from a theoretical to empirical status (Magi, 2007). In this regard it may be argued that theory and practice are like two sides of a coin that would have to be investigated in order to come up with a sound research study, that is balanced and addresses both what is conceptual and real in a case study (Magi, 2007). Consequently, a theoretical framework forms the basis upon which the research investigation is generally conducted and that the notion of theory is of great help to the researcher since it points to the correct direction to be followed regarding studies that have been done which are related to the current study (Magi, 2007).

Theoretical presentations have argued that as a result of technological advancements and improvements in communication, tourism has become one of the fastest growing industries today, and is expected to continue to expand because people are beginning to discover more and more new destinations. Some of these destinations have realised that tourism is a generator of opportunities and a great money-spinner. As such, for tourism to have long-lasting economic yield for the destination regions, it has to be humanised and not just driven by market forces. The participation of local communities, and

attempts to incorporate their cultures and tradition in planning, suggests that there should be respect of these host communities (Mowforth & Munt, 1998). The benefit of South African communities from SDF and BEE-related tourism during the post-democracy period, has been dominated by empowerment policies. The Black population groups have been gearing themselves to gain from tourism businesses during this period. The new socio-economic reforms have sought to introduce reconstruction programmes that would address economic imbalance among the people of South Africa. In order to facilitate economic redress, the adjustments were made in various policy documents, such as the Reconstruction and Development Programme (RDP) (ANC, 1994), and the Black Economic Empowerment policy (DIT, 2004a, 2004b; SAGG, 2004).

2.2   TOURISM DEVELOPMENT IN SOUTH AFRICA

Without doubt historical development of tourism in South Africa has played an important role in characterising the economics of tourism, in terms of seeking to provide opportunities of job creation, employment and poverty alleviation among local communities. It is perhaps from this perspective that the nature of Black business development in the tourism industry has sought to play a significant role in redressing the negative effects of the apartheid policies.

At another level, tourism management and development in South Africa can be regarded as an operational process of facilitating the planning, organising and directing the production of goods, services and programmes within the tourism industry (Goeldner & Ritchie, 2009). In these operational processes, it is always a good thing when the community is among the main beneficiaries from the tourism and leisure process. As such, the notion of achieving Black economic

empowerment among local communities, begins to become important and essential for the authorities, so as to have a well planned management system that highlights good management practices.

There are possibly three broad historical periods that characterise the evolution of tourism in South Africa in the last few decades. These periods range from the pre-Mandela period, which was characterised by apartheid, through the Mandela period of national unity and finally to the post-Mandela period, which was largely characterised by the Mbeki presidency in South Africa (Magi & Nzama, 2002).

2.2.1 The Pre-Mandela Period

What has been observable in South Africa, particularly during the pre-democracy period or the pre-Mandela period (1970-1990), is that most of the tourism resources and facilities have been the sole preserve and privilege of White South Africans. This was not achieved and encouraged by discriminatory legislation alone, but also by the socio-economic inequalities prevalent in South Africa. This was in spite of the reality and argument that tourism was recognised as common human needs, the satisfaction of which must be equitable and not specific to limited individuals, social or ethnic groups (Magi 1986; Magi & Nzama, 2002).

The pre-Mandela period was thus characterised by restricted and exclusive domestic tourism and very little international tourism due to anti-apartheid sentiments from Black South Africans and the international community. For example, tourism as an discipline and industry was planned, managed and predominantly utilised by White South Africans. The mechanism for achieving

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tourism development and delivery was through national-socialistic and centrally planned government policies. This policy set-up resulted in tourism remaining limited and underdeveloped in South Africa as against the rest on the world. The Tourism White Paper refers to this situation as "missed opportunities" (DEAT, 1996). Some of these missed opportunities include the fact that:

- There was a limited flow of international investments on tourism facilities thus the industry was protected from foreign competition.
- The movement of tourists was limited to certain areas, which were for the White population group.
- There was a limited variety of tourism products geared towards satisfying the needs of a specific group of consumers therefore the industry was protected from itself and from demanding long stay tourists.
- The resources that South Africa has were not used to their full potential, they were monopolised by a certain section of the society to an extent that it was perceived as a "White man's thing".
- The tourism industry was dominated by the privileged class both as service providers and as consumers.
- There were limited opportunities for entrepreneurship directed at creating new services that would drive other sectors of the economy, strengthen rural development, generate foreign exchange and lead to job creation.
- The majority of the South African population was marginalised and therefore neither participated nor benefited in any way from tourism.
- The society was then characterised on one hand by abject poverty spread across the majority of the people mainly in rural areas and on the other by lavish wealth.
- There were glaring socio-economic inequalities among the citizens of South Africa.

2.2.2 The Mandela Period of National Unity

The Mandela period (1990-1999) in tourism was characterised by the demise of apartheid and a transformation of the entire social and political system into new democratic values, principles and policies. The tourism landscape was remodelled on the basis of the "Reconstruction and Development Programme" (ANC 1994) and "Tourism White Paper" (DEAT 1996) policy framework which identified weaknesses or "missed opportunities" (DEAT 1996) in the industry. A broad summary of these weaknesses include (a) inadequate funding directed towards tourism; (b) deficient tourism education and training; (c) limited involvement of local communities; (d) ineffective safety and security measures and crime prevention; and (e) the lack of integrated national, provincial and local tourism development and management structures. New principles and policies aimed at achieving responsible tourism; community-driven tourism; integrated and sustainable tourism and tourism assessment and accountability were initiated.

During this period the tourism industry underwent a number of changes. The government recognised that recreation and tourism provided a means of empowering people economically and had the potential to contribute to the GNP significantly. It had to strike a balance between international competition and providing tangible benefits for local communities. The post 1994 tourism growth was phenomenal jumping from 735 000 overseas tourists to 1.2 million in 1995, 1.3 million in 1996 and 1.57 million in 1997 leading to what is famously referred to as the "Mandela bump" (Cluster Consortium, 1999).

Essentially the greatest achievement of the Mandela period of national unity was the transformation and setting up of the fundamentals of values, principles and

policies. The planning, management and utilisation of recreation and tourism resources and facilities had now passed joint governance by all population groups. This period began to indicate that there was potential in collaborative work among various groups, agencies, businesses and policy-makers. Furthermore, it was during this period when the fundamental tourism policies and regulations pertaining to Black entrepreneurial development or Black Economic Empowerment were initiated in South Africa (Magi & Nzama, 2002).

2.2.3 <u>The Post-Mandela Period</u>

Roughly the post-Mandela period (2000-onwards) can be estimated as starting at the beginning of the new millennium. It is a period strongly identified with new visionary principles of a transformation-based delivery, the African renaissance and the African Recovery Programme. These new plans saw tourism as playing a significant role in achieving economic growth, development and increased employment, reduction in poverty and inequality, enhanced international competitiveness, and increased African integration (MAP 2001). The main contributors to these initiatives are the public and private sectors and academic institutions. Details in this regard are given later in this chapter.

The post-Mandela period has spawned an accelerated pace and change in the tourism industry. There has been a rapid upsurge of new tourism businesses and existing ones have expanded their capacities and developed new products, which they use in an attempt to become more competitive. However, this economic growth within the tourism industry has not fully realised the empowerment of Black entrepreneurs and fully supported the policy of Black Economic Empowerment [BEE] (DIT, 2004a, SAGG, 2004). The influence of both exogenous and tourism-related components cannot be underestimated. This

period also known as 'new millennium period' can be seen as an awakening period characterised by factors such as macro economic trends, vigorous destination marketing, destination branding and competitiveness, competitive positioning and the use of new technology–based promotional vehicles. Most of these components are interlinked and interconnected and, as such accelerate the pace of tourism transformation. Predicted demographic and technological changes coupled with recreation and tourism-specific components such as recreation and tourism attractions, community recreation/tourism management, tourism destinations, transportation and accommodation, food service (gastronomy), safety and security, education and training, service excellence, and domestic tourism, will continue to influence tourist behaviour patterns and the tourism industry as a whole.

2.3   TOURISM PLANNING AND POLICIES

Tourism is an agent of change and development, which, if properly planned, will yield different benefits attributable to variations in the economic structure of destination regions and their geographical locations. If not properly planned, tourism can lead to more costs than benefits in terms of environmental and cultural degradation (Magi, 2009). The SDF and tourism are a means of introducing new growth to declining economies, as well as that it introduces new opportunities for the previously disadvantaged groups of society. The much needed hard currency from the more affluent countries that the tourists bring is essential for major investments.

It should be noted that the decade following the democratic elections saw the development of various policies and programs designed to bring about more

investment in tourism, an equitable and non-discriminatory society (Spenceley, 2004; Viljoen, 2007). One of the key priorities of the South African government was to improve the quality of life of the previously disadvantaged communities [PDC]. To achieve this goal the government introduces policies and strategies which sought to create opportunities of economic development, poverty alleviation and community participation. According to Rogerson & Visser (2004); Spenceley, Goodwin & Maynard (2004), some of the most important policy documents include: the White Paper on the Development And Promotion of Tourism in South Africa (DEAT, 1996); Tourism in GEAR (Growth, Employment and Redistribution Strategy (DEAT, 1998); the Transformation Strategy for South African Tourism (DEAT, 2000); the Responsible Tourism Guidelines (DEAT, 2002); the Broad-Based Black Economic Empowerment [BBBEE] (DTI, 2004b; SAGG, 2004) and Tourism Growth Strategy [SA] 2008-2010 (SAT, 2004). These policy initiatives were the basis for tourism change in South Africa, and Pigram & Wahab (2000: 28) have argued that "change is a powerful and positive force which, when harnessed constructively, challenges individual, groups and organisations to perform to their optimum capability."

According to Mathieson & Wall (1989), tourism only flourishes and become sustainable under certain appropriate conditions, such as a sophisticated level of planning and organisation. The ability of a particular destination to attract tourists depends on the diversity of facilities and standards, quality of services provided, environmental characteristics, accessibility and political situation. In additions, proper planning which harmonises development with nature, is essential to ensure that progress does not become synonymous with assault on nature and culture. The higher standards of living can therefore be achieved

without alienating the people from their heritage, and without despoiling nature's freshness and purity essential for their very lives

Lickorish & Jenkins (2000) argue that only properly planned tourism can be a sustainable boon to destination regions. Tourism planning is about the conversion of tourism assets and other developments into a marketable state. Before tourism planning starts, it is important to set tourism objectives, which will outline what the plan sets to achieve. The objectives are then formulated into a tourism policy statement, setting parameters or guidelines, which steer planning and future developments. This policy then becomes a point of reference against which planning decisions should be made. It is in this context that the policy and planning of the development of Black economic activities can be initiated.

According to Lickorish & Jenkins (2000) and McIntosh *et al*. (2002) the following steps are important to tourism planning:

- Definition of the system in terms of type, character, size, market and the purpose of the development.
- Establishment of tourism objectives to give the project direction and sustainability.
- Data collection to find out how the local people will receive the development, and also to analyze existing facilities and identify target markets.
- Consultation of policy guidelines to make sure that the development does not deviate from the national plans.
- Spell out the implementation program to ensure that the plans are carried out within the planned time period.

- Put monitoring mechanisms in place, to assess if the development plans meet its objectives.

- Review and evaluate progress, to revise and refine the objectives as required.

This procedure represents one of the mechanisms through which strategic planning and management models can be designed or structured for the purpose of meeting one of the objectives of this research study. One of the fundamental needs in assessing the tourism industry in South Africa, is to structure a system if not policy, which should be able to reverse the long standing negative effects of the tourism inequalities established by apartheid. In addition, there is great need to reinforce or support some of the already existing Black economic empowerment [BEE] policies, which are meant to encourage Black entrepreneurial development in the South African tourism industry, and more specifically within the Greater Durban Metropolitan Area (DTI, 2004a).

In addressing the planning and development of Black economic empowerment in the tourism industry, Lickorish & Jenkins (2000) have argued that tourism planning should also be able to address matters such as:

- The type and scale of tourism products to be developed or supplied.

- The manner in which tourism will be marketed in the economy.

- The marketing segmentation, which depends a lot of the facilities that the destination has on offer.

- The likely impacts arising from the policy choices, also relating to benefits of the local community.

- The various people or groups that are going to be developed so that they can benefit significantly from tourism in their region.

- Policy guidelines for future development should be in place.

- How the barriers to development are going to be removed to encourage tourism.
- How the negative effects such as crime, overcrowding, environmental degradation, and other matters are going to be mitigated.

The tourism policy is a reasoned consideration of alternatives of how to best allocate the scarce resources, opportunity cost involved in using resources this way and not the other. It has been argued that the policy on tourism is the prerogative of the government, and in this manner it should be able to benefit all the people of the land. Policy is a dependant variable, depending for its nature on the socio-economic, environmental and political systems. It is through such policies that the inequalities of apartheid in South Africa can be addressed, and Black economic empowerment [BEE] policies, which are meant to encourage Black entrepreneurial development, can be established, supported and sustained (DTI, 2004a).

2.4   SOUTH AFRICAN TOURISM STRATEGY

Tourism is all about experience and a very good experience acquired by the traveler. Tourism is about good memories, which are the output of its product. The absence of such a product means that good memories and good experience will not be there and as such, no tourism business (Lubbe, 2003). The foregoing statement suggest that there must be good packaging of tourism experience which will appeal and attract people local, national and international to make frequent visits to tourist destinations. It suggests as well that a replication is the cornerstone of the success of tourism business. This is the replication of good experiences, even from the feedback from the tourists themselves.

On the point of packaging, it denotes a vast collaboration of different tourist activities. For example, there is a dire need for complementation of skills in tourism that will include the augmentation of human resources within the sector. This means that tourism business run by inexperienced and inefficient people is directly doomed for total failure. It is the view of this research study that South Africa, as a country, has not reached its peak, in terms of tourism experience, capacity and skills. The introduction of good strategy is essential in order to make tourism become viable for all stakeholders in South Africa, more particularly those that have been previously disadvantaged.

2.4.1 <u>Tourism and the necessity of the SDF</u>

It has been mentioned earlier in this study that tourism is much related to the workings of the spatial development framework [SDF]. Furthermore, that the spatial development framework is a process through which organisations prepare a strategic spatial development plan for a five year period in order to assist in the execution the integrated development plan [IDP]. It has been indicated that the SDF is necessary for various reasons:

    (a)   To guide the form and location of future spatial development within a municipal area in order to address the imbalances of the past.

    (b)   To give the planning process a legal framework and leverage, as by its nature it supersedes all other spatial plans that guide development at local government level.

    (c)   To reinforce the municipal constitutional rights, which afford them major developmental responsibilities to ensure that the quality of life of its citizens is improved.

(d)   To enables the municipality to be able to manage its land resources in fulfilling its developmental responsibilities.

(e)   To appraise the municipality about the problems affecting its municipal land area as well as being guided by information on available resources.

(f)   To strengthen the municipality in its bid to develop and implement appropriate strategies and projects to address spatial problems.

According to the iLembe District Municipality (2009), it has been generally agreed that every municipality should have an SDF in place to deliver the following benefits to communities:

(a)   Ensuring more effective use of scarce land resources.

(b)   Speeding up delivery of spatial bound projects and services.

(c)   Attracting additional external funds where they are needed.

(d)   Strengthening democracy and institutional transformation.

(e)   Promoting intergovernmental coordination on spatial issues.

(f)   Providing guidance to more detailed land use management systems.

2.4.2 Tourism strategy and infrastructure

Strategically, there must be good infrastructure to the tourist destination which will boost profits and efficiencies of the business. Good roads will ensure that there is mass flocking to these destinations promoted by good road signage and lighting. There must be good communication facilities including telephone connection, broadband and internet (banking, purchasing and getting relevant information and email contacts). There must be well organized tourism service providers. For example, informal service providers in South Africa who are part of tourism interface are struggling to make sales of the wares to international

tourists who prefer to utilize electronic payments due to insecurity and crime rate in the country. Lots of business opportunities and profits are lost to these shortages of advancements [www.transport.gov.za/projects/msa/msareport. (2008)].

Any thriving tourism business enterprise would significantly depend on the existence of a sound tourism transport strategy. The strategy would be to enliven travel from one area to another within South Africa and KwaZulu-Natal in particular. The transport component of tourism needs to be planned systematically so that it could improve tourism delivery and related business opportunities. The infrastructural improvements are expected to stimulate Black tourism business development opportunities [www.transport.gov.za/projects/ msa/msareport. (2008)].

2.4.3 Tourism strategy and legislation

In order to achieve a viable tourism system in terms of infrastructural development and business development, and the tourism service sector, there is urgent need for government legislation to be put in place a sustainable tourism industry. In terms of the post-apartheid transformation process taking place in South Africa, it is important that this legislation should bring into the sector the previously disadvantaged groups. This must be done in such a way that ordinary people are assisted in every facet of the tourism business, including skills and financial assistance [DEAT, 2006].

The legislative transformation, which has brought about what has come to be called Black Economic Empowerment [BEE] and Broad-Based Black Economic Empowerment [BBBEE] policies, are important for tourism equalization of

opportunities and redress [DTI, 2004a, 2004b]. These policies are regarded by some, as important for promoting tourism development and tourism businesses as advocated in the government's tourism growth strategy. The tourism growth strategy aims at contributing to the increase of the gross national product [GNP], create jobs and improve the redistribution and transformation of our economy and society (SAT, 2004; DTI, 2004a; DTI, 2004b; DEAT, 2006].

2.5   PARTICIPATION IN TOURISM ACTIVITIES

In the context of tourism, participation can be regarded as the core of the experience, the times of encounter with tourism resources and activities available to the tourist or leisure seeker (Torkildsen, 2007). In this regard, it is of paramount importance to explain the above-mentioned terms in the context of BEE-related tourism. According to the Wikipedia Encyclopaedia (2009c) the concept 'participation' may have three shades of meaning. These are participation as in ownership, participation as in decision-making and participation as in financial benefits. In all these shades it means sharing something in common with others, it may be related to ownership, decision or benefits.

It has been argued by several writers (Kraus, 2001; Sivan, 2002; Torkildsen 2007) that there are numerous factors which influence participation in tourism and leisure activities and tend to justify why people differ when they engage in these activities. People do not participation in tourism activities unless they can expect to get enjoyment, satisfaction or fulfilment from the experience (Shivers 1981). In this regard, one of the objectives of this research study is to establish

the extent to which stakeholders in the iLembe District Municipality participate in BEE-related tourism activities.

It is worth noting that Badmin *et al.*, (1988) have suggested that the factors listed below can assist in the planning and programming of BEE-related tourism activities.

(a) **Quality**. The quality of a facility in terms of its economic, social cultural and heritage value, will strongly influence the type of user that will be attracted to the facility.

(b) **Capacity**. The capacity of a tourism attraction controls the number of people that can be contained in a facility, without it losing its uniqueness value based on emotions, atmosphere, discovery and authenticity.

(c) **Activity**. The range and intensity of activities offered by the culture-based facilities can be used to different effects. Cultural festivals, carnivals, museums, monuments and heritage sites, can be a persuasive tourist attraction.

(d) **Supporting equipment.** It is not only the tourism facilities that promote enjoyable experience, but supporting equipment such as halls, restaurants, parks and spars can enhance the experience. Supporting equipment can be smaller and manufactured (e.g. music system) to enhance the quality of the tourism event.

(e) **Facility availability**. An important technical factor that should not be taken for granted is the availability of the facility to be used by the public. In theory, a hall, stadium, conference centre or museum, is readily available at all times, but in practice this is not

so. Some facilities have to be funded and maintained by the government or community.

It is anticipated that these factors should contribute towards policy-making, planning and programming of BEE-related tourism activities. The factors would also theoretically facilitate the understanding of existing tourism processes at the iLembe District Municipality.

2.6 INVOLVEMENT OF BLACK PEOPLE IN TOURISM

The broad-based Black economic empowerment [BBBEE] involves Black people through diverse and integrated socio-economic strategies such as ownership, management, employment equity, skills development, preferential procurement, enterprise development, and corporate social investment. The Tourism White Paper (DEAT, 1996) acknowledges that there are hindrances towards the full involvement of Black people in tourism industry. The BEE challenges show that there is a need to develop further plans in order to ensure that BEE is more inclusive.

The DTI (2004b) findings reveal that BEE has not adhered to the aims of its foundation. There is less involvement of Black people in tourism businesses. If the BEE implementation pursued its intensions were going to make business opportunities are accessible to more Black people. It has been argued that access to opportunities should be more inclusive. The inclusive BEE allows the entrance of Black people while maintaining the existing tourism businesses. The inclusive BEE according to the DTI (2004a) stands to meet the following set of objectives:

- Promoting economic transformation to enable a meaningful participation of Black people in the economy.

- Achieve a substantial change in the racial composition of ownership and management structures and in the skilled occupations of existing and new enterprises.

- Increasing the extent to which Black women own and manage existing and new enterprises, and increasing their access to economic activities, infrastructure and skills training;

- Promoting investment programmes that lead to broad-based and meaningful participation in the economy by Black people in order to achieve sustainable development and general prosperity;

- Empowering rural and local communities by enabling access to economic activities, land, infrastructure, ownership and skills, and;

- Promoting access to finance for Black economic empowerment within areas of business operation

What is called the 'inclusive BEE' further ensures that women, workers, youth, and people with disabilities gain better positions from tourism sector. The more inclusive BEE is referred to as the Broad-Based BEE. As stated in the Broad-Based BEE Act of 2003, the Broad-Based BEE means the empowerment of all Black people. Further the Broad-Based BEE Act of 2003 emphasis the inclusion in BEE programmes of women, workers, youth, people with disabilities and people living in rural areas. Inclusive BEE programmes would be very helpful in the study area because the level of unemployment mainly of the youth and women, is high [www.en.wikipedia.org/wiki/broad_based_black economic_empowerment (2007)].

In the context of this study, the broad-based BEE is viewed as a more inclusive and sustainable economic empowerment of Black workers, promotion of tourism entrepreneurship and self-employment among Black people. The broad-based BEE main target must be poverty alleviation through promotion of involvement of Black people into new income-generating tourism products. The broad-based BEE also strongly emphasises economic empowerment of people through integrated socio-economic strategies in the following ways:

- Increase the number of Black people that manage, own and control enterprises and productive assets
- Facilitating ownership and management of enterprises and productive assets by communities, workers, cooperatives and other collective enterprises.
- Human resource and skill development.
- Achieve equitable representation in all occupational categories and levels in the work force.
- Preferential procurement and investment in enterprises that are owned or managed by Black people.

The broad-based BEE strategically eliminates the problematic areas, address issues such as lack of information, skills, finance, business, and government support. This study views broad-based BEE as a comprehensive empowerment strategy. This strategy is likely to have observable life enhancement in the iLembe District Municipality through the improvement of economic opportunities. The current low level of education and business skills in the study area impedes on achievement of the broad-based BEE (Impact, 2003). The outcome of this strategy will depend on firm entrepreneurial education and skills development plans.

2.7   CHALLENGES IN TOURISM BUSINESS DEVELOPMENT

The White Paper on Tourism Development (DEAT, 1996) has mentioned the following constrains towards tourism development:

- Limited integration of local communities and previously neglected groups into tourism

- Inadequate tourism education, training, and awareness.

- Lack of inclusive, effective national, provincial, and local structures for the development, management, and promotion of the tourism sector.

- Lack of information and awareness, lack of expertise and training, lack of interest on the part of existing establishments to build partnerships with local communities and suppliers.

- There is the concern from the Black people that tourism is white man's thing and not for them, tourism is perceived as catering to the predominantly white upper middle classes, not within reach of the previously neglected.

- The majority of South Africans have never been meaningfully exposed to tourism industry. Communities have reduced access to natural and cultural resources.

- Lack of knowledge and understanding of what tourism really is. There is a perception that tourism refers only to people travelling around and staying in hotels.

- Wider opportunities offered by tourism are not appreciated. Lack of training opportunities affectively limits participation in tourism industry.

- Lack of involvement, the majority have not been involved in planning, decision-making, investment, development or promotion of the industry. Inequalities and past abuse of power have led to the exploitation of local cultures and community groups

- Language barriers: English language is predominant in tourism communication, effectively excluding the majority of population where there are eleven official languages.

From the above factors, tourism education and training can be considered as the core of the solution towards involvement of the Black people in the tourism industry. The implementation of the Government's official language policy for eleven languages, can enhance access to information and better understanding of the realty of tourism by all races.

According to Aylward & Lutz (2003:15) the private sector's share of the tourism industry is about 88% as compared to 11% of the share of the public sector. The private tourism businesses can use their share in the industry to influence BEE accomplishment. They are therefore expected to play major role in the BEE implementation. The tourism Business Council of South Africa (TBCSA) recognises various existing tourism associations at national and local municipal level. The majority of tourism associations support and play active role in Black economic empowerment. However, some of national tourism associations find it difficult to implement BEE, suggesting that the nature of their business is a limiting factor.

It has been suggested that the Tourism Business Council of South Africa should consider developing a strategy to assist those businesses finding BEE

implementation difficult because of their nature. Such strategy will work if business themselves are the part of the solution. Tourism businesses that cannot implement BEE should consider sharing expertise with the upcoming Black people owned ventures. The Tourism Business Council of South Africa together with the affiliated tourism business associations should focus on the following matters:

- Formulation of the charter of empowerment and transformation in tourism industry.
- Participate in DEAT's transformation forum, promoting BEE
- Promote enterprise support, encouraging the development of appropriate tourism product.
- Marketing of South African tourism.

These matters of business focus need to place the BEE as the priority. New enterprise development has to ensure compliance with the BEE. Initiation of Black people tourism enterprises should be supported by existing marketing structures developed to market tourism in KwaZulu-Natal. The tourism business commitment to the transformation process is essential for fair distribution of available opportunities in the sector. This approach is necessary if the Black economic empowerment initiatives are to succeed in South Africa and more especially in KwaZulu-Natal.

The Government creates a suitable climate for empowerment to take place. Government is involved in four important areas, namely, legislation, training, marketing and also as the consumer. The government also acts as the legislator and regulator in tourism industry via legislation. The laws are laid to fast-track changes in ownership and procurement practice. The state is the large consumer

of tourism services. The state can choose to spend on empowerment tourism products and make regulation towards that effect (Spykes, 2002).

The Government supports training and skills development in tourism. The South African government facilitates the function of the Tourism, Hospitality, Education and Sport Training Authority (THETA), which focus on the development of the National Qualification Framework (NQF). The NQF focuses on increasing tourism capacity in services, hospitality, gambling, conservation, sports, recreation and leisure.

The government monitor and evaluate the proceeds of current empowerment programs. Identify progress and shortcomings and decide on alternatives. Loxton (2006) mentioned that the government acknowledges and utilise research findings and responded accordingly. The government from research findings identified that Black people lack to access to finance, too much red tape and persistence of unemployment among the woman and young people. The people who are affected form part of the second economy.

2.8 BEE CONTEMPORARY VIEWPOINTS

It was mentioned in Chapter 1 that the BEE policies and related programmes does not seen to work efficiently. There are also views that there is a critical need for support from government, communities and hospitality industry to ensure that the tourism industry brings about a success story to the South African communities (Spykes, 2002; Mkhabela, 2009b). Furthermore, there is a general perception among the young, up-and-coming, Black potential businessmen that the BEE initiative is not doing very well. A significant

number of business people, writers and BEE commentators (Bain, 2006; Lediga, 2006; Mabotja, 2006; Monama, 2006; Ryan, 2006, Sikhakhane, 2006, Jack, 2008; Milazi 2008; Ramphele, 2008 and Mkhabela, 2009a) have argued at various levels that if the policy of BEE is to thrive and be sustained, then the government and the private sector have to play a more meaningful role in this initiative.

According to Lediga (2006) notwithstanding that there has been some progress in the participation of Black people in the South African economy, the process has been fraught with some major shortcomings. The shortcomings include the following:

- That there has been a deluge of empowerment deals worth billions of rand, which are not necessarily covering broad-based BEE character.
- There are many senior Black people that are in non-executive directorships, yet there are very few executive directors. The non executive directors are really not involved in the day-to-day running of the business.
- That the main issue is that Black talent is focused on deal-making in already existing companies, rather than Blacks engaging in starting and building their own enterprises.
- That if Black people are to be permanently integrated into the economy, they should be building business for themselves and their future.
- The immense potential of procurement to grow Black business has been seriously undermined by 'fronting': the practice of Blacks acquiring business for White companies, pretending to part of the ownership of that White company.

- Access to skills is a major predicament for the Black economic empowerment and the Black entrepreneurial development initiatives. There is a need to continually improve the managerial skills of entrepreneurs, especially in collaboration with universities.

In summing up what Lediga (2006:10) has to say about the general problem of BEE policy implementation and its attempt at initiating Black business development in South Africa, is that the BEE charter has shortcomings. He argues that (Lediga, 2006:10):

> The problem with this is that Blacks are given fish and are not taught how to fish. Empowerment should not happen at the expense of entrepreneurship. We need to ensure that Black operational entrepreneurs play a more meaningful, visible and exalted role.

In support of the view above, Ramphele (2008) argues that the BEE initiative seems to be a method of compensating previously disadvantaged elite, rather than creating opportunities for all citizens to contribute their talents and energies to the process of developing South Africa. Other viewpoints from BEE participants with an intention of improving Black economic empowerment include people like Bain (2006); Mabotja (2006); Monama (2006); Ryan (2006), Sikhakhane (2006); Milazi (2008), who argue that:

- The empowerment policy is an experiential or learning process – it is evolving based on these tensions. There is no real model anywhere else in the world we can take from. South Africa has continually improved on the existing model in order to achieve ultimate success in several decades (Ryan, 2006)

- The reason the current BEE state of mind is disappointing is that there was hope that BEE forerunners would become role models for the Black youth, showing them that given the opportunity, Black people are as capable as any other group to make it in the business world.

- Based on BEE shortcomings, Blacks are inhibited by the following: lack of capital or funding to purchase a stake in existing business; scarcity of start-up capital; lack of managerial experience; over-dependence of government hand-outs (Sikhakhane, 2006).

- If empowerment has to be successful and sustained in South Africa, businesses need to find imaginative ways of working with suppliers to meet procurement aims. These aims have to be in sink with DTI's scorecard for BEE enterprises (Ryan, 2006).

- Superior contributors to BEE are businesses that display a positive commitment to all seven empowerment indicators of the broad-based BEE score card. These include: equity ownership, management, employment equity, skills development, preferential procurement, enterprise development and residual factors (Monama, 2006).

- Empowerment is about choosing White partners very carefully. Empowerment should not be regarded as easy money. It is not selling of a Black skin, but selling of Black brain. Empowerment is a means to an end and not an end in itself (Zungu cited by Bain, 2006)

All these current viewpoints cited by BEE visionaries and commentators suggest that the implementation of a viable and sustainable Black economic empowerment [BEE] policy and Black entrepreneurial development initiatives, need to be considered in relation to the pointers given above. The words of Mandela during the presidential address of his inauguration are pertinent in this regard (Sikhakhane, 2006: 16):

The task at hand will not be easy. But you have mandated us to change South Africa from a country in which the majority lived with little hope, to one in which they can live and work with dignity, with a sense of self-esteem and confidence in the future.

2.9   CONCLUSION

The present overwhelming viewpoint of many BEE policy participants is that the initiative is not doing well. What it has done so far is to raise expectations about the benefits of the BEE policy among South Africans. Understandably, the BEE policy is relatively new, and still undergoing a long implementation phase. There are also doubts that the BEE policy can really be broad-based in a capitalistic society (Qunta, 2004). There are concerns over the procurement procedures and who eventually benefits from the BEE opportunities. Apparently corruption has overtaken some of the BEE implementation procedures, hence and ending corruption is considered as a one of government's challenges

Considering that on the whole, a coherent BEE policy implementation has not yet achieved its maximum output, this chapter has produced some theoretical ground-work in support of some viewpoints. The chapter has also dealt with the conceptualisation of key principles linked to the objectives of this study, which include the understanding of BEE-related initiatives. The theoretical description of the related principles, is setting the scene for their empirical analysis later in the study.

CHAPTER 3

THE PHYSICAL SETTING OF THE STUDY

3.1 INTRODUCTION

Similar to the spatial development framework [SDF] the physical setting of a research study area is important for clarifying some aspects of the conceptual framework of that particular study. Alternatively, the examination of factual reality in a study such as that of the iLembe District Municipality is necessary, if for no other reason than to suggest the needed spatial improvement to the conceptual framework. Thus a careful blend of fact and theory is a prerequisite to sound spatial understanding of any area under investigation (Magi, 2007).

The main objective of this chapter was to introduce the reader to the historical, geographical, population, spatial development framework, infrastructural and tourism-based initiatives of the study area. The available SDF and BEE-related tourism opportunities, as well as tourism-related policy are also described in the chapter. In the assessment of the development and promotion of tourism practices in the study area, the geographic location is of utmost importance if we are to establish the accessibility and viability of the study area. The physical setting elements of the area, based on the SDF components such as spatial, socio-economic, infrastructural development and environmental realities are necessary in determining whether the area could become a viable tourist destination. Such kind of information is anticipated to assist the reader to have a clear knowledge of the extent to which Black people in the study area

understand the meaning and importance of tourism and tourism empowerment, as well as how local communities benefit from the SDF and BEE related tourism initiatives in the study area.

3.2   HISTORICAL OVERVIEW OF THE STUDY AREA

As mentioned earlier the iLembe District Municipality is divided into four Local Municipalities, that is, Mandeni, KwaDukuza, Ndwedwe and Maphumulo. Each of the four local municipalities has its own characteristic history, which will not be described separately. The iLembe District Municipality has been largely associated with King Shaka, the warrior, military strategist and builder of the Zulu Nation in the early 1800s. King Shaka's main royal residencies were called: Bulawayo to be found in Eshowe, Umbelebele to be found in KwaMashu and Dukuza to be found in Stanger. Geographically, the KwaDukuza royal residence was the centre of the old Zulu Kingdom or what is today known as iLembe District. It should be understood that an area within the radius of approximately 100 kilometres was strongly regarded as within the domain and influence of King Shaka's royal day to day livelihood rather than the wielding of military power and governance throughout his kingdom in olden days [http://www.ndwedwelm.gov.za/portal/0/ndwedwe.htm (2007)].

From the pre-Shakan period in the 1700s the vast areas around iLembe District Ndwedwe was under the leadership and governance of many tribal chiefs and *izunduna* (headmen). It was not until the Shakan period [1815-1828] that these were militarily brought under one kingdom, the Zulu Kingdom of Shaka. Some of the leadings clans and tribal chiefs in these areas, who have deep roots from

the pre-Shakan history, include the Chili, Maphephetheni, Ngcolosi, Nyuswa, Nzama, AmaQadi, Shangase, Ngcobo, Nyuswa and Qadi.

Some areas of the present day iLembe District are still under the traditional leadership and influence of the various tribal entities mentioned above. Today the Ndwedwe, Mandeni, KwaDukuza, and Maphumulo areas are not only multi-cultural rural village, but also strong economic hubs with development potential [http://www.heritagekzn.co.za. (2009).

3.3   GEOGRAPHICAL FEATURES

The iLembe District Municipality environment is characterised by a variety of physical features and attributes which give this locality or area a unique character. To reveal these attributes the physical environment of the municipal area is discussed below under the headings: location, topography, climate, and hydrology.

3.3.1 Location

As mentioned earlier in this study the iLembe District Municipality area lies on the east coast of KwaZulu-Natal, between the eThekwini Metropolitan area in the south and the Tugela River mouth towards the north. The iLembe District is located about 75 kilometres from Durban in the south and 65 kilometres from Empangeni in the north. The District comprises a small urban environment and a remainder being largely deep rural. The iLembe District is approximately 3260 square kilometres and is relatively the smallest of the 10 KwaZulu-Natal district municipalities [Refer to Figure 3.1].

FIGURE 3.1 THE LOCAL MUNICIPALITIES OF ILEMBE DISTRICT
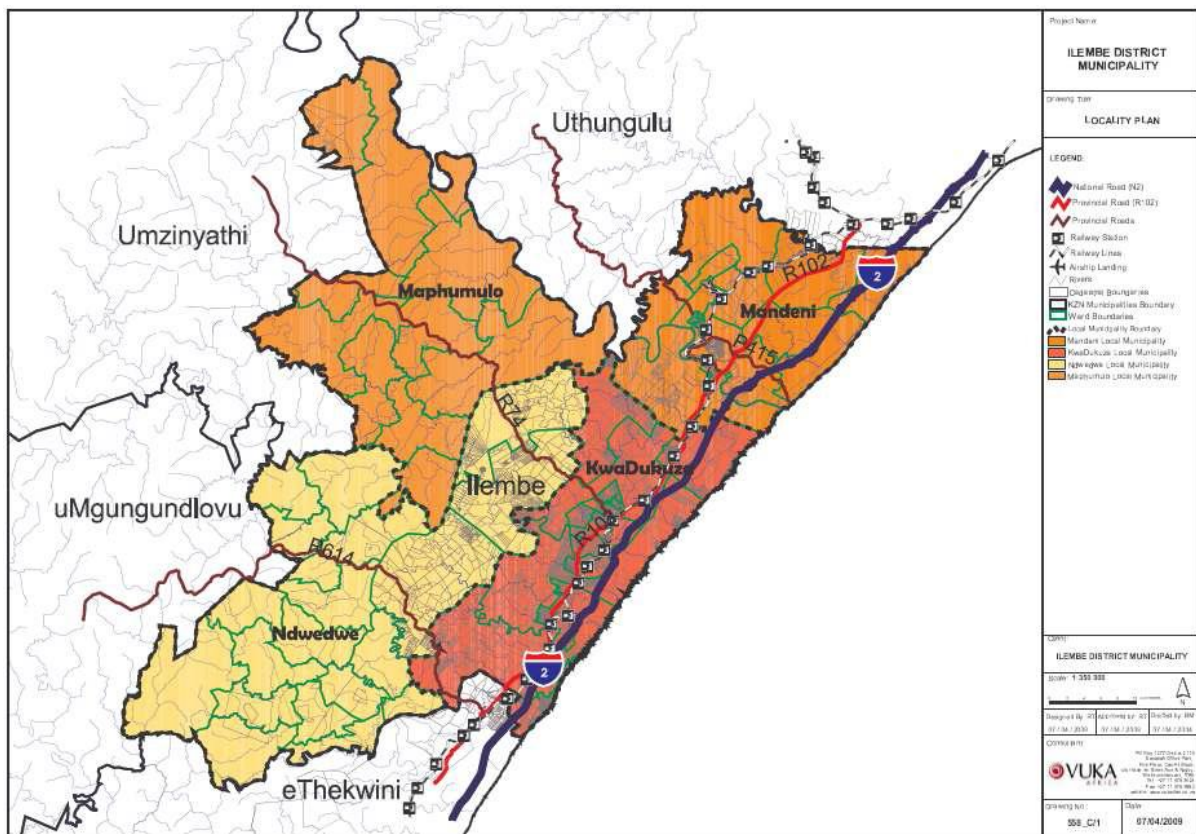
[Source: ILembe District Municipality (2009)].

The iLembe District is bordered by two economic power-houses, to the north is the Richards Bay-Empangeni and to the south is the Durban Metropolitan Complex. Despite this location, the iLembe District Municipality (2009), features sufficient unique selling points to prosper within its own niche market on the following basis:

- Location between Africa's two great ports, that is, Durban and Richards Bay and its excellent transport infrastructure.

- Potential to capitalise on targeted spill over from the major initiatives planned for Durban such as the Dube Trade Port and the King Shaka Airport.

- Pristine beaches and a relatively unspoilt natural environment, undermines the claim of being "The Jewel of the Kingdom of the Zulu".
- Centrally located to the province's other major assets, such as the Game Reserves, iSimangaliso Wetland Park, the Word Heritage Site.
- The strong cultural and historical links to India, the United Kingdom and Mauritius.

3.3.2 Topography

The topography of the iLembe District Municipality is relatively steep with undulating hills consisting of ridges, mountains and valleys dissected by steep drainage lines. The geomorphology of the area is typically characterised by weathered sandstone with cliffs that delineate the undulating landscape with some rock faces being mined for kaolin deposits and other soft-rock powders. The altitude in the area ranges from 0-580 metres above sea level at the coast and several high mountain points. According to the iLembe District Municipality (2009), altitude is ranging from sea level to approximately 1000m above sea level, topographic and conditions that range from flat and softly undulating in the east to steep and fragmented in the west have a significant impact on the existing and future development of the area. The highest point in the Ndwedwe area is situated in the west of the region and is just over 580 metres above the sea level. The lowest point is along the beach on the east of the district [http://www.topbusiness.co.za/site/ndwedwelm. (2009)].

The topography of the iLembe District Municipality, particularly around the Ndwedwe area, lies between mountains, ridges and valleys, and is sometimes characterised by cave formations. Some of the caves that have been discovered are the Mdibini and Gudwini Caves, which have been formulated over geologic

times by the chemical weathering of the less resistant rock at the base of a mountain.

3.3.3 <u>General climate</u>

The climatic conditions of the iLembe District Municipality are important in determining whether climate as a factor has any influence on the tourism activities within the study area. The influence would occur because climatic conditions impose one of the unyielding constraints, where outdoor tourism activities are concerned. The rhythms of the seasons affect both the hours of daylight and the extent to which temperatures are conducive to participant comfort on the outdoors (Patmore, 1983).

The iLembe District Municipality is located on the east coast of South Africa, and therefore falls under the influence of the warm Mozambique current which causes climatic variations which are characterised by hot summers and moderate winters. The spring and summer months are September to March, and the autumn and winter months are April to August. The mean daily maximum temperatures are 28°c in January and 22°c in July with extremes of 43°c and 34°c respectively. Mean daily minimum is 19°c in January and 9°c in July, with extreme falling to 7°c and 1°c respectively. Frost does not occur in some areas of iLembe District. The longest day is 14 hours 6 minutes and the shortest day is 10 hours 12 minutes. Direct light of shade is one of the main factors determining growth on the forest floor. The climatic conditions in this area make it more attractive in summer than in winter months. The attraction is mainly due to the vegetation which offers a scenic view and game is found in summer as compared to winter months when most animals hibernate (KZN-NCS, 1999).

The mean annual rainfall around the iLembe District Municipality is about 1100mm and the rainy season falls between October and March. Much of the rain falls in torrential deluges, for example, 837 mm of rain fell in 10 days in September 1987 and 400 mm of rain in one month is not uncommon (Thompson, 2001). The meteorological drought occurs when moisture supply (rainfall or other forms of precipitation such as mist) at a given place is consistently below a climatically approved level. The South African Weather Services defined drought on the basis of the degree of dryness in comparison to 'normal' or average amounts of rainfall for a particular area or place and the duration of the dry period. Less than 76% of normal rainfall is regarded as a severe meteorological drought, but a shortfall of 80% of normal will cause crop and water shortages which will ultimately affect social and economic factors. These meteorological drought characteristic do not normally occur in the iLembe District Municipality (iLembe District Municipality, 2009).

3.3.4 **Hydrology**

The six main watercourses that wash the iLembe District Municipal area are the following: Amatikulu, Tugela, Zinkwazi, Umvoti, Umhlali and Tongati Rivers. Heavy rainfall have been known to result in flooding. This is particularly true when the ground is already saturated from previous storms. In addition, heavy rains and flooding can cause the failing of most dams in the area. The iLembe District rivers usually have abundance of water however, all six rivers have experienced reduced water levels during the drought years. The iLembe District Municipality falls in an area where there are some signs of moderate drought if compared to other areas in KwaZulu-Natal. The annual probability of flood occurrence in the iLembe District Municipality falls into one of the highest risk zones in the country. Flooding is however also affected by local conditions,

such as the level of urbanisation (which is currently increasing), the soil type and the level of environmental degradation, the local storm water management and assessment of drainage capacity [http://www.dwaf.gov.za/documents/other/rmp/hazelmere. (2007)].

3.4   POPULATION DISTRIBUTION

The population census of 2001 through to the population census of 2006 have shown that the population growth in the iLembe District Municipality has ranged from 560 388 people to 568 498 people respectively. These people have lived in 120 390 households and 145 907 households respectively.   These figures are assuming that the average household sizes remained relatively constant at an average of 5.52 persons per household.

TABLE 3.1   POPULATION FIGURES IN ILEMBE DISTRICT MUNICIPALITY

Municipal Area	Census 2001	DWAF 2004	Census 2006
Mandeni	128 669	137 129	138 736
KwaDukuza	158 582	169 022	179 963
Ndwedwe	152 495	162 452	134 754
Maphumulo	120 642	128 549	115 045
iLembe	560 388	597 152	568 498

The table above reflects a comparative arrangement of variations of the census data ranging from 2001 to 2006 interspersed with, a somewhat inflated census data from the Department of Water and Forestry [DWAF]. It can be reasonably stated for the purpose of this study that the operational data of the iLembe District Municipality is 569 000.

It is without doubt that the cited census data has implications and challenges for the future development of the iLembe District Municipality and needs to be taken forward in the SDF and BEE-related tourism initiatives. For example considering that (iLembe IDP, 2009):

- Three quarters (72%) of the people are under the age of 34 years, the iLembe District has a relatively young population. In addition, with 49% of the people being under the age of 19 years, this poses immense developmental challenges in relation to future education, health, recreation and other social issues.

- The main population in the area is Zulu, and ethnicity/culture mainly in rural areas play an important role in today's education, skills and employment in tourism.

- Education and literacy levels specifically indicate the level at which people will be able to engage in current socio-economic, environmental and tourism initiatives. The figures also suggest that there is still a need for adult-education programme provision.

- Challenges are still abound in terms of the quality of education facilities; the availability of appropriate infrastructure; the inability of rural areas to attract high quality expertise and educators.

- A significant number households in the iLembe District are headed by females, particularly in the Maphumulo area. These women are usually more disadvantaged in terms of resources and education.

It must be noted that all the points discussed above have a significant influence on the improvement of the quality of life in the iLembe District Municipality, in terms of job creation, employment and poverty alleviation. As such the SDF

and BEE-related tourism initiatives are geared to benefit the local communities in the study area.

3.5 SPATIAL DEVELOPMENT FRAMEWORK

The discussion of the spatial development framework [SDF] in the study is on the basis of understanding the responsibilities of municipalities in the South African environment and KwaZulu-Natal specifically. The SDF in this research study is discussed under the following subheadings: the legal framework; infrastructural development, environmental and socio-economic realities.

3.5.1 <u>Legal and policy framework</u>

The Constitution of the Republic of South Africa provides the primary legislative and policy framework for the establishment of local government structures. In terms of Chapter 7, Section 152 (1) of the South African Constitution, municipalities have a special responsibility towards servicing the local municipalities. Some of their objectives are:

(a) To provide democratic and accountable government for local communities;

(b) To ensure the provision of services to communities in a sustainable manner;

(c) To promote social and economic development;

(d) To promote a safe and healthy environment; and

(e) To encourage the involvement of communities and community organisations in the matters of local government

On the other hand, Section 152 (2) of the Constitution provides that "...a municipality must strive, within its financial and administrative capacity, to

achieve the objects set out in subsection." (GPI, 2008: 10). Furthermore, Section 156 of the Constitution provides for powers and functions of municipalities in South Africa. It should be reiterated that the constitution is the primary foundation of the legislative, policy, strategy or practice of local municipalities. This principle is important for this study, because its basic aim is to investigate, *inter alia*, the whether the SDF and BEE policies contribute towards tourism economic empowerment within the iLembe District Municipality. The following Table 3.2 below, indicates some of the main powers and functions of municipalities as stipulated in the Constitution:

TABLE 3.2: POWERS AND FUNCTIONS OF MUNICIPALITIES

Functional Areas of the Concurrent National and Provincial Legislative Competence	Functional Areas of Exclusive Provincial [& Local] Legislative Competence
- Air pollution - Building regulations - Electricity and gas reticulation - Fire fighting services - Local tourism - Municipal airport - Municipal planning - Municipal health service - Municipal public transport - Municipal public works for the local / district municipalities. - Storm water management systems in built up areas - Water and sanitation as well as water supply systems and domestic waste-water and sewage disposal systems	- Beaches and amusement facilities - Cemeteries, funeral parlours and crematoria - Control of public and cleansing nuisances - Facilities for the accommodation, care and burial of animals - Licensing of food places & animals - Local amenities and sport facilities - Municipal market and abattoirs - Municipal park and recreation - Municipal roads and public places - Refuse removal, refuse dumps and solid waste disposal - Traffic, parking and pollution - Public places

[Source: Gabhisa Planning and Investment, (GPI, 2008)]

In the light of what occurs in Table 3.2 above, the iLembe District Municipality is therefore statutorily required to promote economic development including local tourism initiatives, hence the development of the tourism strategy for the Municipality. Notwithstanding the power and functions it has recently been reported that many of the municipalities in the country are failing to execute these mandates. Some of the reasons given are poor deployment of official, corruption, lack of capacity, faction fighting, nepotism and greed among municipal members (Matlala, *et al,* 2009; Mkhabela, 2009b).

3.5.2 <u>Tourism Policies for Municipalities</u>

Municipalities as a whole in KwaZulu-Natal, including those such as the iLembe District Municipality have to plan, manage and execute tourism related activities in terms of National and Provincial tourism policies and strategies. The broad intention of these policies is to develop and promote tourism in the municipal area with a view of achieving certain tourism related community benefits in the context of BEE-related initiatives. Some of these benefits and opportunities include the following: job creation; reduction of unemployment; poverty alleviation; skills development; small business and entrepreneurial development; infrastructural development; and tourism development. While the government has been mainly responsible for developing policies that support tourism development, local communities have been expected to participate actively in tourism planning and development and also to take advantage of the entrepreneurial opportunities created by the private sector (Magi & Nzama, 2008, 2009a, 2009b). Over the last decade the South African government, in an effort to create job opportunities, has come up with a number of policies and strategies for enhancing tourism development. These policies are briefly discussed below.

(a)   Tourism White Paper on Development and Promotion

The White Paper clearly highlights the role of the Province in tourism development. It further indicates the role of the local government to include (DEAT, 1996):

- Responsible land-use planning and management as well as, urban and rural development.

- Provision and maintenance of tourist services, sites and attractions e.g. camping and caravan sites, recreation facilities (parks, historical buildings, sports facilities, theatres, museums, etc.) and public services.

- Financially support the establishment of local public associations/ community tourism and marketing organisations to facilitate market, coordinate and administer tourism initiatives.

(b)   Tourism Acts of 1993 as Amended

The Tourism Act as amended seeks to provide the following opportunities and management principles:

- To further the regulation and rationalisation of the tourism industry.

- To maintain the high standards of tourism facilities and activities.

- To co-ordinate and rationalise activities of people/organisation in tourism.

(c)   Tourism Growth Strategy [2004]

The Tourism Growth Strategy operating through the South African Tourism was developed to strategically deploy resources so as to secure sustainable growth from the tourism markets. The strategy also focused on building and growing a sustainable international tourism market. The Tourism Growth Strategy aims at contributing to the increase of the Gross National Product [GNP], create jobs

and improve the redistribution and transformation of our economy and society (SAT, 2004; DEAT, 2006; GPI, 2008).

(d)   Provincial Growth and Development Strategy

Based on the National Growth Strategy, the Provincial Growth and Development Strategy seek to achieve the following goals (GPI, 2008):

- The creation of opportunities for earning a sustainable living.
- The creation of a competitive economic environment.
- The improvement of standards of living as well as service delivery.

The fundamental aim of the strategy is to achieve general redressing of social inequalities and creating new areas for economic development, as well as balancing the integration of growth and redistribution of tourism resources.

(e)   Integrated Rural Development Strategy

The integrated rural development strategy in its approach builds on and complements the Provincial Growth and Development Strategy. It promotes equitable balance between urban and rural development. It contains strategies for the alleviation of rural poverty (GPI, 2008).

(f)   Tourism Strategy of KZN [2006-2011]

The KwaZulu-Natal Tourism Authority in its endeavour to facilitate tourism development has its own localised tourism strategy. Its strategic plan is focusing on tourism delivery and places emphasis on principles of co-operatives governance, partnerships, leverage of resources and continued transformation of the tourism industry (GPI, 2008).

(g)   KZN Community Based Tourism Development Strategy

This development strategy is primarily intended to increase the involvement of communities in the tourism industry. The involvement of communities can only be assured if there are tourism opportunities and benefits opened up for local members of community (GPI, 2008).

Through all these policies the government has attempted to institute good management processes, which would in the long run benefit the South African communities, as well as for enhancement of tourism development.

3.5.3 Infrastructural development realities.

According to the iLembe IDP (2009b) the iLembe District is regarded as severely backlogged as far as the provision of infrastructure is concerned. Backlogs are estimated to escalate if programmes and projects are not implemented to alleviate these backlogs. From the analysis of current realities it is clear that the rural and traditional areas of iLembe District, such as Ndwedwe and Maphumulo municipalities, are more severely affected by these backlogs. The spatial features and dispersed settlement pattern of these areas do not make the provision of basic services and infrastructure any easier. The following shortcomings apply in this regard (iLembe IDP, 2009b):

- Current water backlogs stand at 31% or 45 381 households.
- Rural areas are mostly affected in terms of these backlogs.
- Funding affects the alleviation of backlogs in the area.
- The Water Services Master Plan still needs to be implemented.
- The provision of basic infrastructure is hampered by the topographic constraints, low densities and low affordability levels.

- The service infrastructure in the urban areas of iLembe District needs upgrading and maintenance.

- Bulk water supply is a major constraint that affects the entire iLembe District and urgently need of attention.

- The bulk of the urban households have access to household electricity, and very few in rural areas

- The provision of electricity at schools and health facilities is critical and needs attention.

As mentioned earlier, many of the access roads, particularly the district road network, within the interior of iLembe District Municipality need to be developed and tarred in a sustainable manner. Some of these roads: D889, D1514, and D1653, are gravel roads, traverse difficult terrain [See Figure 3.2], and are in poor condition for distances up to 30 kilometres.

FIGURE 3.2:   **TYPICAL RURAL LANDSCAPE IN THE iLEMBE**

There are much more access roads within the municipal areas, estimated to be in excess of ninety [90] and are generally in very bad condition. Moreover a major constraint to upgrading these roads is the limited financial resource base and technical skills. What is important to indicate is that each local community has to be linked to the outside world through access roads, which should always be passable or travelable whether it is raining or not [iLembe IDP, 2009; http://www. ndwedwelm. gov.za/portals/0/ndwedwe/htm. (2007)].

3.5.4 Environmental realities.

The iLembe District IDP (iLembe IDP, 2009) has subdivided the iLembe District Municipality into a number of unique natural environments, which include: coastal and dune areas in the east, the remaining natural vegetation of the coastal flats, the vegetation of the incisive river valleys and steep topography with its associated flora and fauna in the west. These environments are, however, under threat from a variety of human activities.

The diversity of flora and fauna makes up the biological environment of the study area. What is contained in the biological environment ranges from permanently and temporarily cultivated landscape to indigenous landscape of grasslands, bushlands and forest. These plants are also nourished by the perennial streams and rivers found in the study area, which in turn are a haven for a large variety of birds and small mammals that can be seen and provide a potential for use as a tourist attraction [http://www.kznwildlife. com/ site/conservation/planning/ biodiversity. (2007)].

The general environmental characteristics that are a challenge to the future development of the iLembe District Municipality, need to be addressed for

purposes of achieving effective SDF and BEE-related tourism initiatives (iLembe IDP, 2009). Some of these characteristics are that:

- The iLembe District accommodates significant remnants of a range of natural environments including coastal dunes and vegetation, the natural vegetation of river valleys, including a series of lagoons, as well as remnant steep and inaccessible terrains.

- The appropriate identification, conservation, rehabilitation and management of natural resources and protected areas, as well as their integration into the tourism and urban development.

- The appropriate usage and integration of environmental opportunities into wider settlement and development strategies.

- An appropriate forward looking development structure that contributes to protecting, maintaining and developing the various environmental aspects of the District and facilitate their integration into the development of a multi-facetted and unique environment.

- The lack of funding for environmental management programmes and projects

The environmental characteristics and realities discussed above have a vital to play towards setting the scene for addressing some of the objectives of this research study, particularly as relating to: (a) the understanding of the meaning and importance of tourism empowerment; (b) the implementability of the SDF and BEE-related policies which are envisioned to contribute to tourism economic empowerment within the iLembe District Municipality; and finally (c) the revelation of tourism based benefits for local communities in terms of the SDF and BEE related tourism initiatives.

3.5.5 <u>Socio-economic realities.</u>

The social, economic and political standing of issues relating to the sustainable management of resources in the iLembe District Municipality, are still characterised by many challenges. The matter is equally serious when it comes to the administration of tourism based benefits for local communities in terms of the SDF and BEE related tourism initiatives. Based on the exposition of Directorates of Water Affairs and Forestry as well as Social Welfare and Pensions regarding the socio-economic benefits for the rural people of iLembe District, there are still numerous challenges to be overcome. Some of these contestations are associated with local land ownership, resource development for the local communities, the creation of jobs and alleviation of poverty. Some of the rural based directorates have listed some of the following attributes as follows [http//:www.mtuba4u.co.za/galleries/default.htm. (2008)]:

- It would be good if the community has a large percentage of share ownership of all agricultural products.
- The community and Government ought to jointly manage the forest areas as per provision of the new Forest Act.
- Profits generated from the forests and sugarcane ought to be split evenly with Government at a 50/50 split.
- All job opportunities that arise in the in the agricultural industries should be given to the local communities first.

The above analysis mainly deals with the rural areas. However it should be noted that the situation is slightly different in urban area, particularly in local municipalities of KwaDukuza and Mandeni, where there are manufacturing and heavy industries. Despite the existence of these industries, the tourism industry is not by any means well developed as it should be expected. Later in this

chapter it is shown that tourism has a meagre municipal budget allocation than say, water infrastructure, electricity, sanitation, housing, and roads.

According to the iLembe District Municipality (iLembe IDP, 2009) the social facilities are generally under-provided in the municipal areas and a huge backlog in the provision of these facilities and services is evident. As mentioned earlier, this situation is especially prominent in rural areas. Socio-economic realities are specifically underscored by the existence of serious poverty pockets in the four local municipalities of the iLembe District Municipality. The status quo of the poverty index is reflected in Figure 3.3 for the four local municipalities, such that the area is characterised by high levels of unemployment and poverty. Income levels are generally low with 27% of all households earning no income (iLembe IDP, 2009).

FIGURE 3.3   THE ILEMBE HOUSEHOLDS WITH NO INCOME
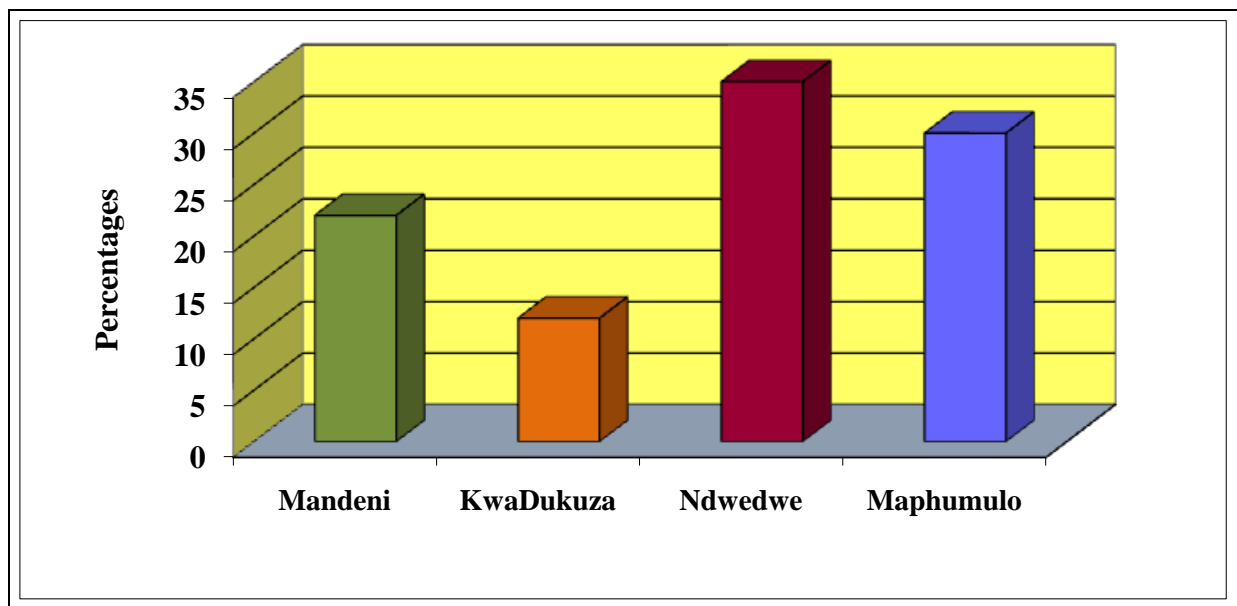
[Source: iLembe Integrated Development Plan (IDP), (2009)].

Compared on individual basis poverty levels in KwaDukuza are substantially lower with only 12 percent of households not having an income. This outcome is reflective of the wealth of employment in Stanger and Ballito and their surroundings. On the other hand, poor levels of education and slow economic growth have had adverse effects on the predominantly rural and traditional areas of Maphumulo and Ndwedwe where 30 percent and 35 percent of households, respectively, have no recorded income. On the whole the iLembe District Municipality also suffers due to low levels of employment. About 29.2 percent of the iLembe population has been recorded as economically active. Of this, 52 percent of the people are employed, leaving a staggering 48 percent of the economically active population being unemployed. This is significantly higher than national averages and translates into only 15.2% of the entire iLembe population currently being employed (iLembe IDP, 2009).

The iLembe District Municipality cannot be let off-the-hook or excused for the perpetuation of low income levels, unemployment and no-income status in its area. The reason for this negative situation is that there low levels of employment, under-provision of facilities as well as too many backlogs in providing facilities and services. Furthermore, it is important to note that where facilities are provided, there is usually lack of effective management, provision of engineering services, as well as good infrastructure (water and electricity in particular). This is particularly relevant as far as education facilities are concerned. It has also been observed that community and welfare facilities and services are needed especially in densely populated rural areas, such as in Ndwedwe and Maphumulo. These facilities include children's homes, AIDS support facilities, pension payout points, frail care facilities, feeding schemes and crime prevention actions and facilities (iLembe IDP, 2009). On the whole,

these shortcoming also lead to the state of serious poverty in the iLembe District Municipality [Refer to Figure 3.4].

FIGURE 3.4 POVERTY DISTRIBUTION IN THE ILEMBE DISTRICT
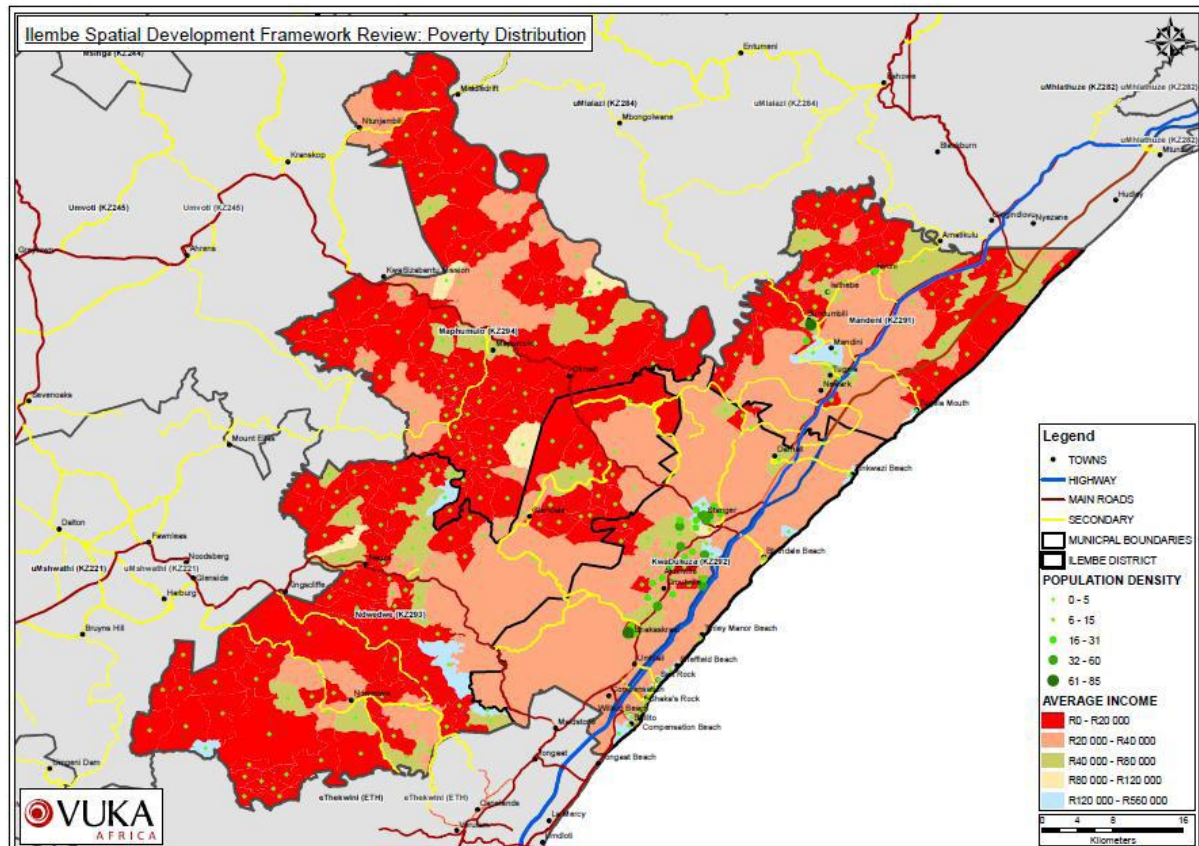
[Source: iLembe Integrated Development Plan (IDP), (2009)].

What is evident from Figure 3.4 is that the major section of the densely populated rural areas of Ndwedwe and Maphumulo are covered with large pockets of poverty stricken areas, shown in red colour. The majority of these people earn about R20 000 per annum and the distribution of poverty is spatially summarised in Figure 3.4.

In terms of the iLembe District Municipality's integrated development plan (iLembe IDP, 2009), there are other shortcomings based on facilities and services that need to be taken into account:

- The sports facilities and other recreation facilities are non-existent, hence this shortcoming can be translated into a plethora of social problems in the area. The provision of such facilities and the sustained maintenance thereof pose a challenge to the District.

- Social facilities and programmes to deal with the HIV/AIDS pandemic and its effects on communities have not been fully rolled out and developed.

- There is a lack of information on social facilities and development, particularly welfare services. There is also limited co-ordination and communication between the Local Municipalities, District Municipality and provincial government, particularly as far as social development and more specifically welfare is concerned.

- The projects and programmes related to the development of Multi-purpose Service Centres have not yet been fully implemented. The lack of funding is the major constraint in this regard.

- In many instances the boundaries of the Local or District Municipalities do not correlate with those of the relevant service providers, causing problems with coordination and provision of services.

The shortcomings discussed above pose a serious challenge to the District Municipality, particularly in making tourism development possible, as well as it becoming a vehicle for job creation, employment and poverty alleviation in the area. The very shortcomings become a challenge towards initiating and implementing the policy of Black economic empowerment in the iLembe District Municipality. The latter is one of the main objectives of this investigation, which seeks *inter alia*, to reveal the BEE policy imperatives.

3.6   SUSTAINABLE TOURISM BASED INITIATIVES

It can be argued that the tourism-based initiatives within the iLembe District Municipality, can only succeed if they are adequately planned, managed and executed. The iLembe District position statement provides for the formulation, development and management of tourism initiatives within the study area. By explicitly formulating a development strategy through which the iLembe District Municipality can ensure that all planning endeavours are focused on the same aim or destination.

FIGURE 3.5   A MODEL FOR SUSTAINABLE DEVELOPMENT POTENTIAL IN THE ILEMBE DISTRICT
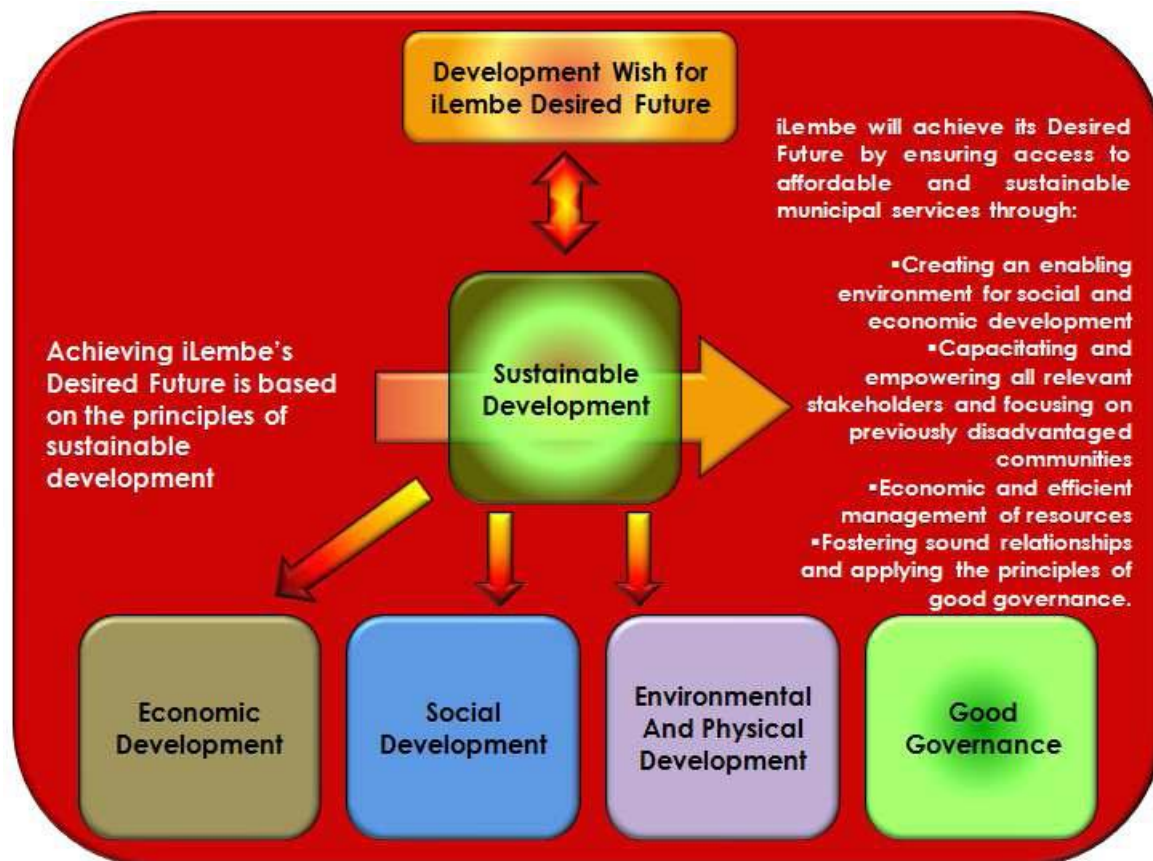
[Source: iLembe Integrated Development Plan [IDP], (2009)]:

Each and every District Municipality has wishes about achieving a sustainable tourism programmes that would benefit its local population. The model for the sustainable development [Refer to Figure 3.5] of social, economic, environmental and governance processes is one which would achieve iLembe District's desired future on the principle of sustainability. The principle of sustainable development may be achieved through invoking (a) the creation of an enabling environment for social and economic environment; (b) the capacitating and empowerment of all relevant stakeholder and focusing on the previously disadvantaged communities; and (c) economic and efficient management of resources; (d) fostering sound relationships and applying the principle of good governance.

The principle of sustainable development may be achieved through the application of social, economic, environmental and good governance processes. Sustainable development inspires, focuses attention and mobilises all residents, communities, stakeholders, politicians and officers in creating that desired future, based on the model given above. Ultimately this development wish can be condensed into a more catchy vision statement, but the basics stay the same, which include: the creation of economic growth and jobs; the eradication of backlogs in service delivery; and the provision for housing and socio-economic development; and making the area of iLembe a safe and vibrant meeting place of rural, traditional and urban life-styles.

In conclusion, the achievement of a sustainable settlement pattern where people could meet all their tourism-related needs, which would provide for a better quality of life and maintain sustainable livelihood is dependent on the good functioning of the tourism process within the study area.

According to the iLembe Integrated Development Plan (iLembe IDP, 2009) the focus on tourism development is reliant on the tourism infrastructure and product development programmes which could also include:

- The appraisal of wildlife routes, incorporating the mass ecotourism destinations as well as coastal routes.
- The popularisation of angling route, which incorporates top recreation fishing spots and other popular fishing destinations.
- The promotion of the Zulu cultural heritage route, which goes through Kwadukuza and Mandeni specifically.
- The preparation of a detailed implementation plans for key projects, such as the King Shaka Statue, upgrading of Albert Luthuli Memorial Site, as well as various coastal development initiatives.

The involvement of communities and the creation of an increased awareness of the importance and opportunities in protecting the natural environment and ensuring that the communities benefit adequately from the appropriate management and usage of the natural resources, is important for this research study.

3.7   TOURISM STRATEGY FOR DEVELOPMENT IN THE ILEMBE DISTRICT

It has to be recognised that the comprehensive iLembe integrated development plan [2007-2012] was devised and approved in June 2007 in terms of the Municipal Systems Act, Act 32 of 2000. This 2007-2012 development plan was aimed at aligning the plans of four local municipalities and ensure cross-sectoral

integration and vertical and horizontal alignment in respect of national and provincial government initiatives, strategic directives, policies and procedures (iLembe IDP, 2009). Notwithstanding these planning intentions, it has become apparent the tourism planning and strategies in the iLembe District have not been given a prominent and priority position. For example, in listing the status of Sector Planning in iLembe, it transpires that water, infrastructure, roads, energy and health have been give prominence, and that tourism is not even mentioned. It terms of the allocating the capital budget for strategic development, it was indicated that tourism was only allocated 0.03% of the budget. On the other hand, other sectors got a better allocation, such as water infrastructure [28.7%]; electricity [21.9%]; sanitation [17.6%]; housing [11.6%]; and so on.

According to the iLembe District Municipality (iLembe IDP, 2009) development strategy there are a number of possibilities for the establishment and enhancement of tourism opportunities. In terms of the iLembe integrated development plan documentation, the iLembe District, more specifically the Ndwedwe and Maphumulo local municipality will in the few year focus on developing its tourism strategic potential. It is therefore worth noting that the iLembe area has a number of undeveloped tourism resources, including facilities, activities and programmes. The formation of a North Coast Tourism Coordination forum [NCTC] for coordinating and marketing tourism, the establishment of the private sector-based North Coast Accommodation Network [NCAN], with specific focus on the KwaDukuza area, the North Coast Tourism Office [NCTO] is in the process of being integrated into the Enterprise iLembe and the King Shaka Heritage Route, is in the process of being upgraded and this is funded through the Corridor Development Fund (iLembe IDP, 2009).

The promotion of tourism attractions, culture, arts, crafts and natural environments is ongoing though various marketing and promotional efforts, such as travel exhibitions, visitor and activity guides, linkages with Durban Tourism and Tourism KwaZulu-Natal and the Zululand Birding Route. The tourism development strategy in the iLembe District is about to be on the take-off phase and is expected to benefit all communities involved. The net impact of tourism efforts is best illustrated by the table below (iLembe IDP, 2009):

TABLE 3.3:   **THE IMPACT OF TOURISM INVESTMENT IN THE ILEMBE DISTRICT MUNICIPALITY**

Current Tourism Project	Local Municipality	Estimated Budget
King Shaka Heritage Route	KwaDukuza	R2 115 000
KwaLoshe Forest	Ndwedwe	R3 000 000
KwaShuShu Hot Springs	Maphumulo	R3 500 000
Tugela Mouth Beach Project	KwaDukuza	R3 000 000
Zululand Birding Route	Maphumulo	R 70 000
Total		**R11 685 000**
Domestic Tourism Income	South Africa	R665 000 000
International Tourism Income	The World	R474 165 000
Total		**R1 118 853 120**

The tourism projects shown in Table 3.3 suggest that there is some progress in being made in the initiation of tourism development programmes. What is though a persistent question is whether there is any Black economic

empowerment in the region. The answer to such a question is very much related to the research question of this study.

Based on the above-mentioned project, the advent of the Dube Tradeport and King Shaka international airport, so close to the iLembe District boundary, presents opportunities for engagement with members of the international business fraternity will now become more prevalent. The iLembe District Municipality ought to ensure that the opportunities stimulated by inbound tourists and investment are managed more efficiently. This notion of good management is stated under the background that iLembe District has a high poverty index and therefore there is need for producing or reviewing the "tourism development strategy" document for the iLembe District. Some important aspects of this strategy document could incorporate the following ideas: review any existing tourism strategy; enhancing tourism development by continuing with implementation of current projects; facilitation and co-ordination for future tourism investment; marketing and promotions of tourism destination; and facilitation of SMME training and mentorship programmes.

3.8   CONCLUSION

This chapter has attempted to describe as well as briefly discuss the physical setting of the study area in terms of various components ranging from the historical overview, geographical features, spatial development to sustainable tourism strategies under the auspices of the iLembe District Municipality and local community structures. The big research question was whether these tourism-related principles make a contribution towards formulation of policy, which seeks to address BEE-related tourism benefits for the previously

disadvantaged communities in the study area. It is expected that from the findings drawn from the analysis of physical settings, the researcher will be able to draw further interpretations and conclusions based on the empirical outcomes of this study area.

It is anticipated that the process of integrating theory and spatial development evidence given in this chapter, will set the ground for entering into empirical analysis and interpretation of data. Furthermore, it is expected that the findings of the empirical analysis will address the research question relating to the ability of the BEE policy in tourism to translate into benefits for the local community. In other words, the outcomes of this process are expected to empower the local communities socially, economically and environmentally.

CHAPTER 4

ANALYSIS AND INTERPRETATION OF DATA

4.1   INTRODUCTION

It has been argued that the analysis of data can be achieved through the process of description, explanation and prediction, all these depending on measures used for analysis and the related statistical measure employed (Magi, 2007). It is nonetheless important to indicate that the analysis of data does not in itself provide answers to research questions, but interpretation of data goes a long way towards providing a clearer picture. In other words, it can be said that the research process is dependent on the analysis and interpretation of research data, through which research findings can be achieved. According to Magi (2007), on the one hand, analysis means the breakdown, categorisation and ordering of data so as to get answers to research questions. Analysis is the reduction of data into intelligible and interpretable results chunks, which can be achieved through the process of description, explanation and prediction (Magi, 2007).

The purpose of this chapter is to analyse and present data that were acquired in the study area from tourism-related stakeholders, such as (a) tourism and municipal officials [10], (b) domestic tourists [22], (c) service providers [18] and (d) local communities [88]. All these add up to a sample size of 138 respondents. The analysis of the sample or respondents was expected to assess the objectives and hypotheses of this study, which are a driving instrument towards giving clarity of issues regarding the topic under discussion (Magi,

2007). The analysis of the SDF and BEE-related tourism initiatives in this study, whether experienced or anticipated, refers to the way in which respondents conceive or 'make judgements' about tourism opportunities. The findings reported in this study are not in any way conclusive, but represent some emerging patterns of on-going debate and research. In addition, Gray (2004: 327) suggests that "descriptions can lay the bases for analysis, but we need to go beyond description, we want to interpret, to understand and explain" the data acquired from respondents. In essence, this chapter seeks to look at the objectives and hypotheses of the study postulated earlier and see if it could come up with answers, relating to the state of Black economic empowerment in the study area.

4.2   RESTATEMENT OF OBJECTIVES AND HYPOTHESES

It should be recognised that the objectives and hypotheses of this study sought to serve as guidelines to what is to be analysed and interpreted, as well as addressing the research question (Magi, 2007). It should further be understood that the research objectives refer to what the researcher wants to achieve at the end of the research study, and hypotheses provide some estimated outcomes. Presented below is the re-instatement of objectives and hypothesis that are a key launching pad for the assessment of the SDF and BEE-related tourism initiatives in this study. Therefore, objectives and hypotheses are restated in this chapter in order to refresh the reader towards a well managed analysis of data.

OBJECTIVE 1:   To establish the extent to which black people in the study area understand the meaning and importance of tourism and tourism empowerment.

HYPOTHESIS 1: *That Black people in the study area have a limited understanding of the meaning and importance of tourism and tourism empowerment.*

OBJECTIVE 2: To indicate the levels of Black participation in SDF and BEE-related tourism business opportunities in the study area.

HYPOTHESIS 2: *That the levels of Black participation in SDF and BEE-related tourism business opportunities in the study area are of a limited degree.*

OBJECTIVE 3: To ascertain to ascertain whether the SDF and BEE policies contribute towards tourism economic empowerment within the iLembe District Municipality.

HYPOTHESIS 3: *That the SDF and BEE policies contribute very little to tourism economic empowerment within the iLembe District Municipality.*

OBJECTIVE 4: To reveal the perceived SDF and tourism management practices that contribute to Black economic empowerment in the study area.

HYPOTHESIS 4: *That the contribution of tourism management practices to SDF and Black Economic Empowerment in the study area is perceived as very good and substantial.*

OBJECTIVE 5: To determine the extent to which the local community benefits from the SDF and BEE related tourism activities in the study area.

HYPOTHESIS 5: *That the local community benefits from the SDF and BEE-related tourism activities in the study area, are seen as good by the stakeholders.*

It is anticipated that all these objectives and hypotheses will go a long way in finding answers to the research question, which has been presented in some detail in chapter one. Since the study concentrated on, *inter alia*, finding out whether BEE-related tourism opportunities are operating from a policy domain which has basic aims of benefiting the iLembe District communities.

4.3   ANALYSIS OF DEMOGRAPHIC AND SOCIO-ECONOMIC VARIABLES

The collected data relating to demographic and socio-economic variables from respondents plays an important role in reflecting the personal attributes of the iLembe District Municipality. The responses from respondents have varied widely in terms of personal attributes ranging from, gender, age, marital status, level of education, employment status and levels of income. It was anticipated that the analysis of these demographic variables and socio-economic attributes would offer better understanding of the role they play in influencing the various research statements and questions. In dealing with this section, the analysis is subdivided into two parts, the demographic related information, and socio-economic variables of the people of iLembe District Municipality.

4.3.1 Demographic Variables

The data in this section is presented in the same order as it appears in the questionnaires (Appendix-A), which respondents completed. This section has therefore, investigated the personal background and characteristics of the

respondents interviewed in the study area. The demographic variables analysed are shown in Table 4.1. These variables were analysed in terms of absolute frequency and frequency percentage. It was expected that these demographic variable would be cross-tabulated with statements pertaining to understanding, participation, policies, management practices and tourism benefits, in relation to BEE opportunities.

TABLE 4.1: DEMOGRAPHIC CHARACTERISTICS OF RESPONDENTS [n=138]

VARIABLE	SUB-VARIABLE	ABSOLUTE FREQUENCY	FREQUENCY PERCENTAGE
Age	18-25	25	19%
	26-35	77	55%
	36-55	28	20%
	56-80	08	06%
	TOTAL	138	100%
Gender	Male	60	44%
	Female	78	56%
	TOTAL	138	100%
Education	Uneducated	11	08%
	Primary Level	24	18%
	Secondary Level	67	48%
	Tertiary Level.	36	26%
	TOTAL	138	100%
Marital Status	Single	68	49%
	Married	52	38%
	Widowed	14	10%
	Divorced	04	03%
	TOTAL	138	100%

The information gathered here was instrumental in the interpretation of the data as a whole. Responding to the questionnaire the 138 respondents, dealing about the age variable, a majority [55%] of respondents were between the ages 26 to 35 years, while 20 percent fall into the age group of 36 to 55 years. The 26-35 age-category was the majority probably because it

was the age-group that was available and willing to respond to the questionnaires. One observes an enormous contribution of tourism to human resource development as many of these young adults can contribute greatly in the development of the country in their life-time.

With regard to the distribution of respondents by gender, approximately 44 percent of the respondents were males, and 56 percent were females. In Table 4.1, female respondents make the majority of respondents and males [44%] the minority. A possible reason why there were more female respondents, is that the area is largely rural; the ratio of more females versus males could be viewed as a typical rural phenomenon. Many males work far away in urban areas of other districts. This socio-economic status could impact on the social wellbeing of the area because of the increased burden on women to head households, as was mentioned in Chapter three.

What is also shown in Table 4.1 is that the largest percentage of respondents [48%] has some form of secondary education, whilst a fewer number [26%] has formal tertiary training. This could also be attributed to the fact that high school going learners are currently doing tourism as a subject, therefore were willing to respond to the questionnaire. Most significant is the fact that eight [8] percent are illiterate. The latter implies that respondents in the study area lack the means of furthering their studies because of the high unemployment rate in the area. So the development and promotion of cultural and heritage tourism in the area can therefore be of help in creating job opportunities for the community in the iLembe District Municipality.

Respondents were asked to reveal their marital status. From Table 4.1, it is evident that the largest percentage [49%] of respondents was single. It is notable that the majority of respondents were in high school which also

confirms their 'single' marital status. The respondents who were married constituted 38 percent while, a significant number [10%] reported that they were widowed, and only 3 percent were divorced.

4.3.2 Socio-Economic Variables

The social, cultural and economic related information is important because it influences the respondents' perceptions and participation in BEE related tourism opportunities. In this situation the respondents differed widely with respect to personal attributes such as demographic characteristics. The analysis in this category was restricted to the employment characteristics and income levels of respondents within the study area.

A relatively large number of respondents, who are working, belong to the public sector. Most of them work either as teachers, government personnel or artisans. The majority of respondents in this employment sector [37%] were in the public sector. The respondents, who are self-employed, are either street-vendors, selling anything from cultural artefacts, fruits and vegetables to second-hand goods, they constituted 15 percent. Furthermore, an additional 15 percent of respondents were unemployed, whereas about 14 percent were employed in the private sector (Refer to Table 4.2). This outcome suggests that BEE-related tourism opportunities for those who are unemployed would be a blessing in the study area.

Unemployment is a serious problem in South Africa, particularly affecting rural areas, unskilled and illiterate people, and the iLembe District Municipality is no exception. This implies that the respondents are not engaged in gainful employment. If many people are not educated, employment opportunities are limited for them. In other words the education level of the community influences the rate of employment. Another

contributing factor to this unemployment standard in the area is that there are no factories or industries in rural areas where locals can be employed. There are also no training centres, and no large-scale empowerment programmes that are designed for the community members. Also important is that funds for community improvements have not been utilised by the iLembe Municipality (iLembe IDP, 2009).

TABLE 4.2 :   **SOCIO-ECONOMIC CHARACTERISTICS OF RESPONDENTS**

VARIABLE	SUB-VARIABLE	ABSOLUTE FREQUENCY	FREQUENCY PERCENTAGE
Employment Status	**Self employed**	21	15%
	Public sector	52	37%
	Private sector	19	14%
	Unemployed	21	15%
	Student	16	12%
	Pensioner	09	07%
	TOTAL	138	100%
Level of Monthly Income	**<R1000**	28	20%
	R1001-R5000	40	29%
	R5001-R10000	54	39%
	R10001-R25000	13	10%
	>R25000	03	02%
	TOTAL	138	100%

It is evident that the unemployment is clearly very high in the iLembe District Municipality area. This can be ascribed to the fact that the community in the study area has inadequate information about tourism opportunities, and how it can help towards improving their socio-economic status. The employment status of respondents clearly indicates that the iLembe District Municipality community is largely constituted of low-income individuals and poverty index is high. Given the high rate of unemployment in the area, it can be concluded that the local communities need tangible socio-economic improvements to stabilise the prevailing

situation. For the local community, tourism is one of the rare income earners that are likely to improve their living conditions. Furthermore, the BEE tourism-related opportunities could be exploited for the benefit of all people of iLembe District Municipality.

As indicated in Table 4.2 above, one can notice that the level of income is relative with the level of employment which reflects that 15 percent of the sample is unemployed and about 37 percent is employed in the public sector while 12 percent are students. In terms of income distribution, a significant percentage (29%) of respondents, earn more than R1001 per month. General observation from this minimum was that respondents depended on social grants and informal trading or vending (self-employment) as their source of income hence this low income.

Such low monthly income [20%] is also indicative of the fact that most respondents are unskilled and many of them are unemployed. A further 29 percent of respondents earns between R1001 and R5000. Only 2% of respondents earn more than R 25000. The latter amount is unreliable because it is mostly based on the monthly remuneration from the public and private sector. From this information, it emerged that the community of the iLembe District Municipality is undoubtedly a low-income society and tourism has not yet improved the social condition of the people.

4.4   THE UNDERSTANDING OF TOURISM AND TOURISM EMPOWERMENT

It is a generally accepted principle that for any previously disadvantaged communities to participate meaningfully in recreation and tourism activities, they have to they must understand what these concepts are all about, as well

as be conversant with the benefits and opportunities associated with tourism (Torkildsen, 2007; Goeldner & Ritchie, 2009). The awareness of community members and other stakeholders of the Black economic empowerment tourism-related opportunities, is not only for theoretical and academic purposes, but also vital for the advancement of the tourism industry and the previously disadvantaged communities in South Africa. In this regard, one of the objectives of this research investigation was to establish the extent to which respondents understand the meaning and importance of tourism and tourism empowerment in the study area. Perceptions of the stakeholders therefore become important in this instance, since they assist in identifying the expectations of local communities about tourism-related Black economic empowerment possibilities.

4.4.1 <u>Understanding of tourism empowerment</u>

For purposes of this analysis the notion of 'understanding the meaning of tourism' was not given prominence. Instead the analysis of 'understanding the meaning of tourism empowerment' was given some priority. In this regard the respondents were asked to reveal their views on this matter. As shown in Figure 4.1, a significant majority of respondents [72%] indicated that they were conversant with the concept of tourism empowerment.

<u>FIGURE 4.1 UNDERSTANDING OF THE CONCEPT OF TOURISM EMPOWERMENT</u>
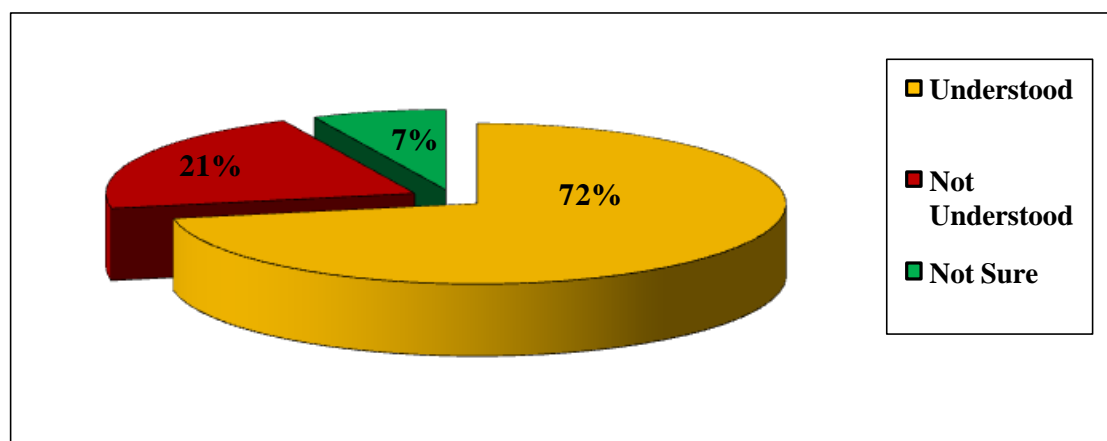
On the other hand, 21 percent of the respondents indicated that the concept was not understood, and about 7 percent of the respondents indicated that they were not sure of the meaning. The significantly high percentage of the positive response [72%] may be accounted for in that the majority of the respondents may have read about it in the newspapers or through broadcasts on the radio and television. On the other hand, it may be inferred that that the significant number of the respondents who did not understand, could be from local communities in rural areas, who may have been less exposed to BEE related matters. The latter may be encouraged by the fact that Black people inhibited by the following factors (Spykes, 2002; Sikhakhane, 2006):

- Literacy level among the Black people is low.
- The lack of transparency in matters dealing with Black economic empowerment.
- The existence of corrupt practices in the tourism industry.
- Access to opportunities of politically connected Black people. There is less focus on the wide society.
- Black people have a poor attitude towards the tourism sector. Tourism is considered as White people's thing.
- The material resources required to acquire ownership are expensive.
- The access to finance remains a challenge.

From the outcomes discussed above it may be realistic to conclude that Hypothesis 1, which states: *'That Black people in the study area have a limited understanding of the meaning and importance of tourism and tourism empowerment'* should be rejected. It could further be argued that if the BEE tourism-related policy, were to be successful and beneficial to the people of South Africa, it would have to be better understood and recognised by the local communities.

4.4.2   Understanding the importance of BEE related concept

One of the key and related objectives of this study was to investigate the perceived importance and value of the concept of Black economic empowerment in the study area. However, before doing that the respondents were asked to reveal their perceptions of the importance of BEE related concept among the iLembe District Municipality and local community. According to McIntosh *et al,* (2002) tourism as an industry brings both economic and non-economic benefits and costs to host communities. The benefits include, provision of employment opportunities as it is a labour-intensive industry; generating a supply of needed foreign exchange; increases incomes; develops an infrastructure that would also help stimulate local commerce and industry, helps to diversify the economy; spreads development; improves the quality of life related to a higher level of income and improved standard of living. What is important in this regard is whether the people of the iLembe District Municipality do understand the important attributes of the BEE tourism-related opportunities.

As shown in Figure 4.2 the majority of respondents [56%] indicated that they regarded BEE-related tourism to be important for the development their area

FIGURE 4.2   IMPORTANCE OF BEE-RELATED TOURISM

Similarly about 18 percent of the respondents showed that they regarded the BEE-related tourism to be fairly important. On the other hand, a significant number of respondents [26%] felt that BEE-related tourism was not important.

A significantly large percentage of the positive response [74%] may be accounted for in that the majority of the respondents were from fairly educated as well as that other respondents were expecting positive things about the benefits of BEE-related tourism in the iLembe District Municipality. In view o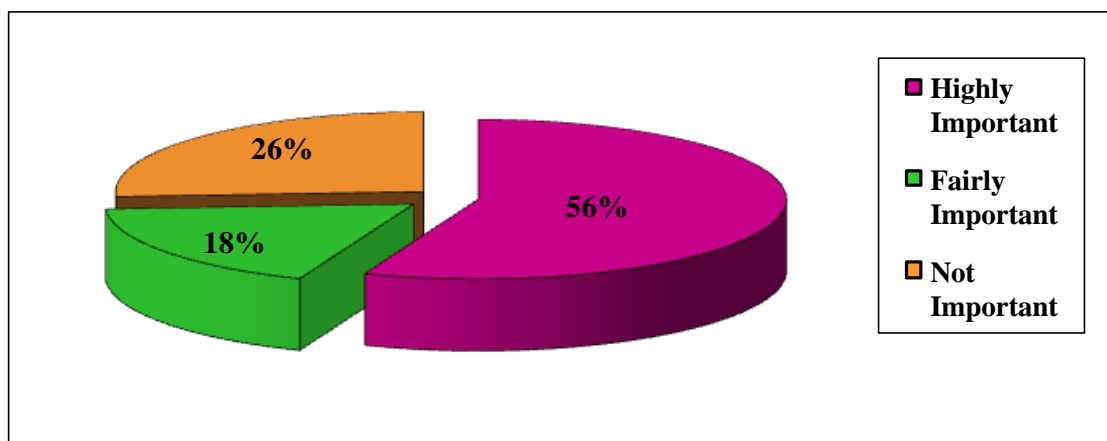f these outcomes it is reasonable to conclude that hypothesis 1, which states: '*That Black people in the study area have a limited understanding of the meaning and importance of tourism and tourism empowerment,*' should be rejected.

4.5 PARTICIPATION OF BLACK PEOPLE IN TOURISM EMPOWERMENT

Relatively little information is available relating to the participation of local communities in Black empowerment activities in the iLembe District Municipality. The latter fact is supported by the notion that in this District Municipality, there is a lack of local market research, which would show that there are local benefits through empowerment of the previously disadvantaged communities. One of the main intentions of this study was to investigate the extent to which local municipalities are geared to benefit local community with the SDF and BEE related tourism activities in the study area. It was further the aim of this study to correct this situation in the area. Thus it was recommended that municipality tourism authorities in the area have the responsibility of collecting the statistics on products and services

provided for the BEE-related tourism industry in the iLembe District Municipality environment.

The purpose of this research study, among other things, sought to establish how stakeholders perceive the Black participation levels in SDF and BEE-related tourism business opportunities in the study area. According to Pigram (1983) participation can be defined as those activities by which members of society engage in the selection of decision-makers and authorities that would involve themselves in the formation of tourism public policy. This public policy would encourage the community to get involved in tourism and BEE related businesses. On the other hand, Torkildsen (2007) views participation as the core of the experience, the times of encounter with the resource and activity opportunities offered to the local community members or visitors. In other words, in this context, participation may be used to determine the level of community participation or how stakeholders perceive the level of participation in BEE-related tourism business initiatives in the study area.

Pursuant to the above-mentioned arguments, the respondents were asked to state and rate their level of participation in BEE-related tourism business opportunities in the study area. The responses of stakeholders are depicted in Figure 4.3 and show that about 57 percent of the service providers indicated a relatively high level of participation in BEE-related tourism business opportunities. On the other hand, 25 percent of these respondents indicated a low participation level, also made worse by 18 percent of the respondents reflecting that they were not sure. It is important to note that the service providers did not necessarily base their level of participation on the basis of successes achieved in BEE related projects, but simply that they are on hand to participate. The service providers have indicated that many are called but

very few are chosen, in other words, it remains difficult to win municipal tenders.

FIGURE 4.3   STAKEHOLDER PARTICIPATION IN BEE-RELATED TOURISM BUSINESS OPPORTUNITIES
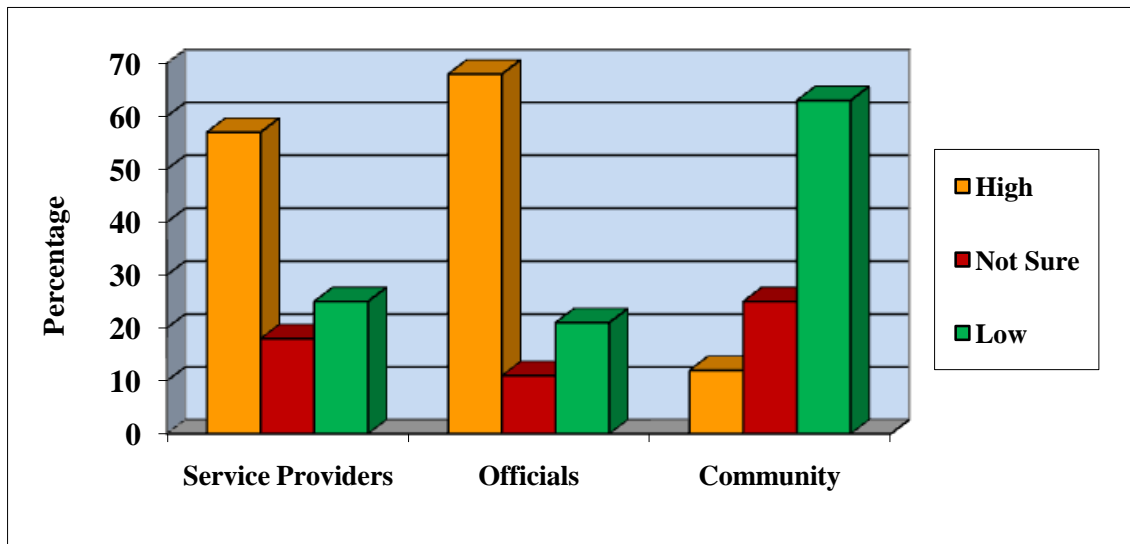
n = 138. Some of the subjects gave more than one response for each sub-variable]

Not surprisingly, 68 percent of the officials felt that their participation in BEE-related tourism business opportunities were high and positive, since it was their mandate to promote BEE policies in the study area. A negligible [12%] of the officials indicated that they were not participating in BEE-related tourism activities. Finally and importantly, the local community showed a reverse distribution of what the service providers had indicated. A majority [65%] of the community respondents showed a relatively low level of participation in BEE-related tourism business opportunities. On the other hand, only 12 percent of the community indicated a high level of participation. There was a significant number [23%] of the community respondents who indicated that they were not sure about BEE-related tourism business opportunities.

The main reason for these negative responses were that many of the local communities were not well educated about and adequately exposed to participation in BEE-related tourism ventures, as well as about the policy and management practices of BEE-related opportunities. According to Sikhakhane (2006) the negativity against the BEE initiative is that the current BEE state of mind is disappointing in that there was hope that BEE forerunners would become role models for the Black youth, showing them that given the opportunity, Black people are as capable as any other group to make it in the business world (Sikhakhane, 2006).

Furthermore, it has been argued that there are many factors that limit the meaningful involvement of Black communities in tourism and the BEE-related tourism industry, particularly as it relates to policy and practice for tourism stakeholder development. Some of these factors are stated in the tourism White Paper (DEAT, 1996). These include a complete lack of knowledge and understanding of what the tourism industry is really about, past inequalities, the lack of funding for young entrepreneurs, and lack of involvement in planning, decision-making, promotion and development of tourism. These factors have also emerged from the many of the stakeholders and respondents in the iLembe District Municipality.

Following on the argument and analysis cited above, it may be concluded that Hypothesis 2, which states: *That the levels of Black participation in SDF and BEE-related tourism business opportunities in the study area are of a limited degree,* should be accepted. The grounds for accepting this hypothesis are that, on aggregate respondents who showed low participation plus those who were not sure, constituted the majority of respondents and further that they were mainly members of Black communities in the iLembe District.

4.5.1 Community Participation in Tourism Activities by Employment

It has been argued (Wahab, 2000; Rogerson & Visser, 2004), that the South African government has been mainly responsible for developing policies that purport to support tourism development and that local communities have been expected to participate actively in tourism planning and development. This approach was, among others, instigated by the notion that tourism can be an efficient tool for fighting poverty by creating jobs and employment. Policies such as the Black Economic Employments (BEE) and the Growth, Employment and Redistribution (GEAR), has tried to stimulate job creation and reduce unemployment. However, this policy has not succeeded and has received much criticism from labour unions (Magi & Nzama, 2009b). It was further anticipated that the iLembe District Municipality, would as a result embrace tourism opportunities and develop economically, and would provide far more employment than it may be doing at the present moment. BEE-related job opportunities for many local communities could be created, particularly when the small scale service providers and businesses create their own business ventures.

Following the above-stated argument, the respondents in this current study were asked to reveal their participation levels in SDF and BEE-related tourism business opportunities in the study area. What is shown in Figure 4.4 are the responses of subjects in terms of employment, pertaining to Black economic empowerment opportunities in the iLembe District. The responses are cross-tabulated by employment categorised into the self-employed, employed and unemployed.

As shown in Figure 4.4, the majority of the self-employed (52%) have indicated that they participate fully in BEE-related tourism opportunities in the study area. A significant number of these self-employed community

members [22%] indicated that they participated moderately in BEE-related tourism activities. In addition, a significant 26 percent of the communities reported non-participation in these empowerment activities.

FIGURE 4.4   COMMUNITIES' PARTICIPATION IN BEE-RELATED TOURISM ACTIVITIES BY EMPLOYMENT
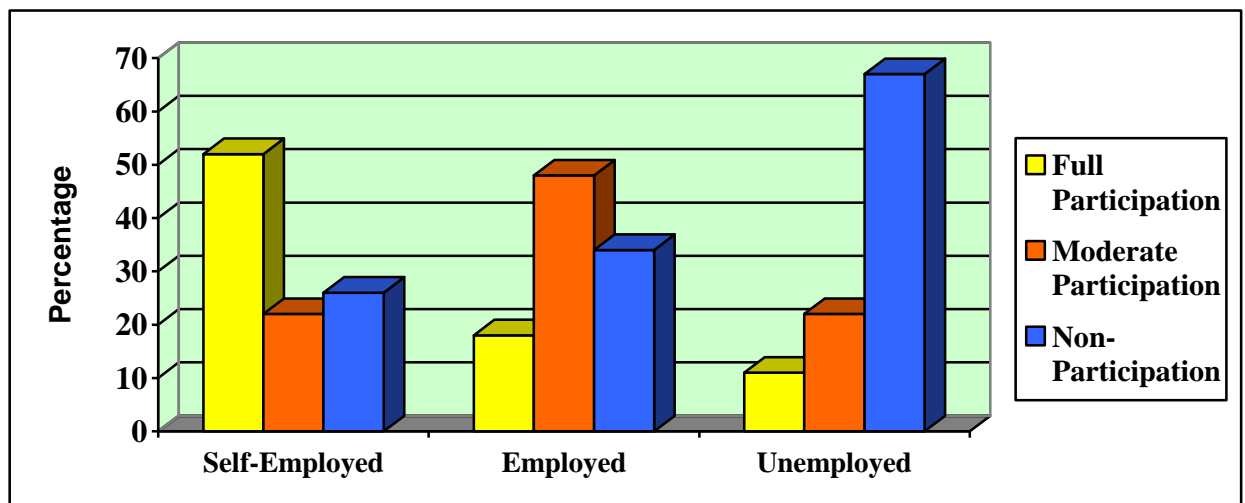
n = 138. Some of the subjects gave more than one response for each sub-variable]

When considering the gainfully employed respondents, a significant majority of this category [48%] revealed that they moderately participated in BEE-based tourism empowerment activities. Similarly, a significant number of these gainfully employed respondents [34%] indicated that they did not participate in BEE-related tourism opportunities or activities.

A totally reversed response was obtained from the unemployed community members, where the majority [67%] of them, indicated that they did not participate in BEE-based tourism empowerment opportunities. A strikingly low number of community respondents: [11%] self-employed and [12%] employed, revealed that they participated fully and moderately in BEE-related tourism empowerment activities, respectively. The main reasons for

these employment-determined outcomes, mentioned in preceding paragraphs, were that the self-employed community members are more active in business, entrepreneurial ventures and may seem to be politically well connected, in contrast to the unemployed community members. Some of the more pertinent reasons also include: the tardiness in fast tracking the entry of Black people in major BEE-related tourism activities; slow promotion of Black employees, particularly the employed; sluggish affirmative action procurement and lack of skills development particularly for the unemployed community groups, who have little or no education at all.

Based on the outcomes of the above analyses, it may be concluded that Hypothesis 2, which states: *That the levels of Black participation in SDF and BEE-related tourism business opportunities in the study area are of a limited degree,* should be supported. This conclusion is based on the fact that the majority of the unemployed have revealed that they are non-participants in many BEE-related tourism empowerment opportunities or activities.

4.6 SDF AND BEE POLICIES CONTRIBUTION TO TOURISM ECONOMIC EMPOWERMENT

It was forcefully argued in Chapter 2, mainly expounding on the theoretical framework of this study, that the SDF and BEE tourism policies are a means of introducing new economic growth, job creation, employment and poverty alleviation, as well as initiating new opportunities for the previously disadvantaged groups of society in the study area. To achieve these goals the government has introduces policies and strategies which seek to create opportunities of economic development and poverty alleviation (Rogerson & Visser, 2004; Spenceley, Goodwin & Maynard, 2004). These policy initiatives were the basis for tourism change in South Africa. With regard to

the BEE policies, there has been tremendous arguments, contestations, acceptance and rejection, in literature (Dawes, 2004; Lalu, 2004; Matola, 2004; Bain 2006; Lediga 2006; Mabotja 2006; Monama 2006; Ryan 2006, Sikhakane 2006; Jack, 2008) for and against of the BEE policy initiatives and opportunities. In fact, according to Dawes (2004) there is still a contention that currently beneficiaries of the BEE policy are a selected few. BEE is viewed as benefiting only an "elite black''.

Pursuant to the argument cited above, this research investigation sought to ascertain whether the SDF and BEE policies contribute towards tourism economic empowerment within the iLembe District Municipality. In this regard respondents were asked questions which sought to reveal how the stakeholders perceive existing situation within the study area.

What is shown in Figure 4.5 are some of the stakeholders' perceptions regarding BEE policy contributions to tourism. Domestic tourists were left out of the analysis because they would know little about local policies in the study area. The analyses of the three stakeholder groups: service providers, tourism officials and community members, reveal interesting results. The majority of service provider-respondents [48%] indicated that they perceived the BEE policy contributions towards tourism economic empowerment in the study area as being low, and a significant number [21%] supported the negative perception by saying they were 'not sure' of the policy situation. Only 31 percent of the respondents indicated that there was a high contribution of policy to BEE-related tourism opportunities in the study area. On a similar tendency, the majority of tourism officials [52%] also supported the low contribution of BEE policies towards tourism economic empowerment. A significant number of officials [30%] perceived that BEE policies were offering a high contribution to BEE-related tourism

opportunities in the study area. Only about 18 percent of the officials showed a 'not sure' response on the matter.

FIGURE 4.5   PERCEIVED CONTRIBUTION OF BEE POLICY TO TOURISM OPPORTUNITIES
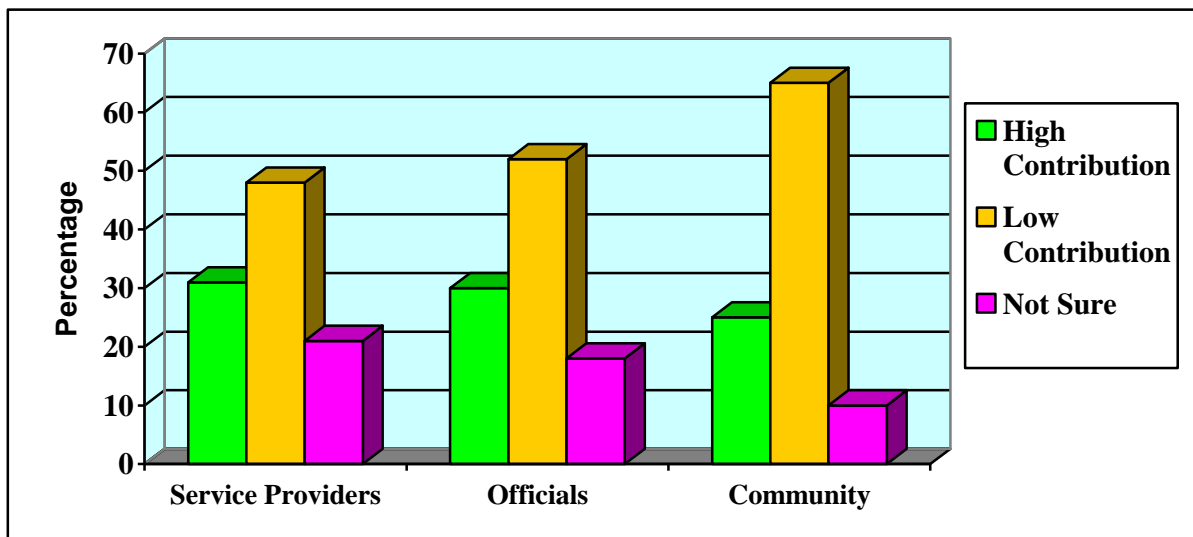
N = 138. Some of the subjects gave more than one response for each sub-variable]

Very interesting is that the members of the local community were quite explicit in their response relating to the BEE policy situation. A large majority [65%] of the community perceived the BEE policy contributions towards tourism opportunities in the study area as being low, and only 25 percent thought they were high.   About 10 percent of the community respondents indicated that they were not sure.

The main reasons for these responses were that most stakeholders had either experienced some difficulties in trying to access the BEE-related tourism business opportunities. Furthermore, it could be that the negative reports in the media and literature had impacted negatively on many community members.   These negative reports relate to: selective and preferential treatment towards accessing BEE deals; dependence on political affiliation,

the fronting syndrome, emerging SMEs are not supported, lack of capital or funding to purchase BEE stakes in existing businesses, poor skills development plan, over-dependence of government hand-outs, and unemployment (Spykes, 2002; Bain, 2006; Ryan, 2006, Sikhakhane, 2006; Peacock 2007a; Milazi 2008).

On the basis of the outcomes of these analyses, it may be concluded that Hypothesis 3, which states: *That the SDF and BEE policies contribute very little to tourism economic empowerment within the iLembe District Municipality,* must be supported. The basis for this support is that the majority of stakeholders in all stakeholder-groups perceived the Black economic empowerment initiative as fraught with serious difficulties. These respondents seem to support the view that, it is unfortunate that the whole Black economic empowerment initiative is dependent on giving opportunities to the educated, rich and politically connected. It is not meant for the ordinary, the poor, the up-and-coming Black people and with business expectation, therefore much work still has to be done in transforming the business landscape (Dawes, 2004; Lediga, 2006; Monama, 2006).

4.7   PERCEIVED SDF AND BEE TOURISM MANAGEMENT PRACTICES

It has been argued that tourism development and management relates to the process of seeking to improve human well-being through re-allocation of resources in such a way that the previously disadvantaged communities would benefit as a whole (Aaronson, 2000; Magi, 2008; Magi & Nzama, 2009a, 2009b). For purposes of this study it was necessary to establish the extent to which SDF and BEE-related tourism management practices and strategies play a role in contributing to Black economic empowerment in the

iLembe District Municipality. In other words, it is implicit that tourism development has much to do with the establishment and promotion of new tourism BEE-related products and activities, as well as upgrading those products that do exist in the area.

To achieve the objective relating to tourism management practices, a pre-selection of tourism practices and strategies were given to the subjects to respond to. These include the following: small business opportunities; building of schools; development of tourism facilities; sports and events tourism; infrastructural development; community public facilities; skills development; protection of small businesses; job creation and land acquisition for business. For the analysis of these practices only those most preferred and popular with the stakeholders were selected. These are: small business opportunities; infrastructural development; skills development; job creation and employment.

To reveal the effectiveness of existing competitive practices and strategies towards enhancing tourism opportunities in the study area, respondents were asked to give their views on preselected tourism practices or strategies listed above. The respondents went ahead and revealed their perceived SDF and BEE-related tourism management practices. The revelation of these perceived practices was based on the premise that the South African government and all the municipalities in country, and more specifically in KwaZulu-Natal, sees tourism development as the tool for enhancing job creation and poverty alleviation. In other words, all these practices seek to promote and facilitate tourism welfare in the entire country. In this regard, tourism was regarded a new saviour in the struggle for job creation. The then Vice-President of South Africa, Phumzile Mlambo-Ngcuka argued that:

While our tourism has outperformed all of our sectors in the economy, it is not yet saturated, and therein lies our fortune as we need to create the desperately needed jobs in South Africa. Some of our competitors create one job for every eight foreign arrivals; we create one job for every 12 arrivals and that presents a challenge [http://www.dfa.gov.za/docs/speeches/2006/mngcuk 0506.htm. (2006)].

The testing of these competitive practices or strategies is based on two views held by the previously disadvantaged communities: (a) That notwithstanding a decade's existence of the tourism policies and strategies, there have been negative and poor achievements from the stakeholders (Matola, 2005; Lediga, 2006). (b) That legislation aimed at benefitting the previously disadvantaged communities [PDCs] has ushered in some modicum of economic benefits to those concerned (DTI, 2004b). As shown in Figure 4.6 the four selected practices or strategies were analyses independently to see the extent to which they promote BEE-related tourism opportunities in the study area. The intention of this analysis in this section is to understand whether the previously existing negative and poor achievements from the stakeholders and communities, are still persisting.

4.7.1 <u>Small Business Opportunities</u>

In the context of the objective: "seeking to reveal the perceived SDF and tourism management practices that contribute to Black economic empowerment", respondents were asked questions intending to reveal if small business opportunities are good practice or poor practice in enhancing Black economic empowerment in the study area. The responses as shown in Figure 4.6, indicate that the majority of respondents [48%] agree that there is poor practice in promoting small business opportunities in the study area. A further negative perception is that 21 percent of the respondents indicated that

they are not sure. Only a small number of respondents [31%] reported that there was good practice in promoting small business opportunities in the study area.

The main reasons for this negative response is that in reality small business opportunities are not afforded the disadvantage people that need them most. This view is underscores by the following weaknesses: (a) inadequate funding directed towards business tourism; (b) deficient tourism education and training; (c) limited involvement of local communities; (d) ineffective safety and security measures and crime prevention; and (e) the lack of integrated national, provincial and local tourism development and management structures (DEAT, 1996).

FIGURE 4.6   PERCEIVED TOURISM MANAGEMENT PRACTICES IN THE STUDY AREA
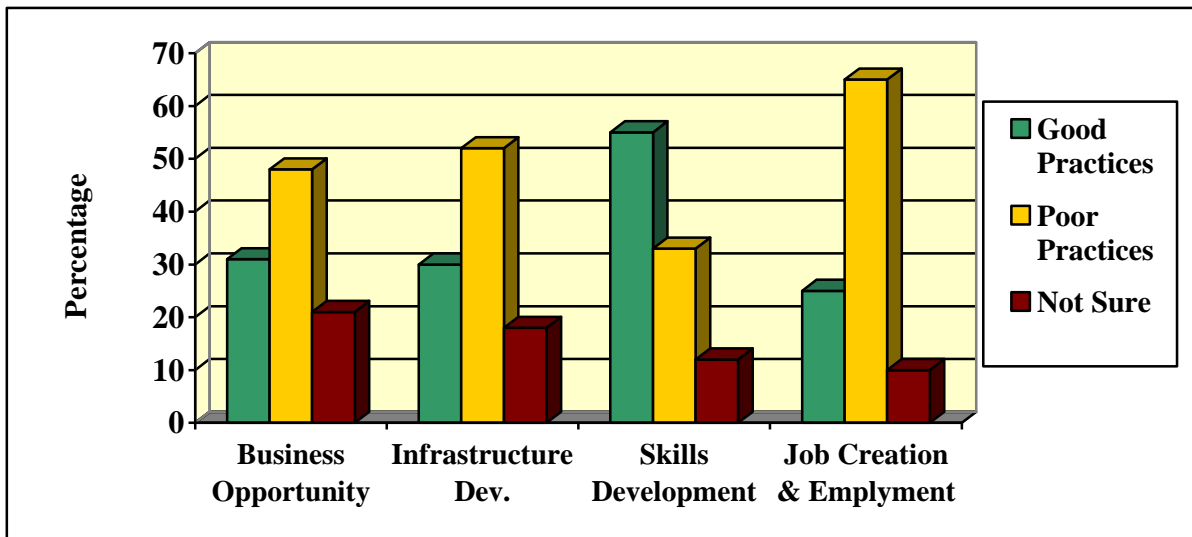
N = 138. Some of the subjects gave more than one response for each sub-variable]

On the basis of the above analyses, it may be concluded that Hypothesis 4, which states: *That the contribution of tourism management practices to SDF and Black Economic Empowerment in the study area is perceived as very*

good and substantial, must be rejected. The basis for this negative response is that the majority of respondents perceived the tourism management practices in the study area to be poor and based on uncertainty, that is, not sure.

4.7.2 Infrastructural Development

The development of the infrastructure is regarded as an important component of general tourism development and more importantly under the rubric of Black economic empowerment (BEE) and spatial development framework (SDF). Considering that the infrastructural development consists of all developmental constructions such as roads, water supply systems, sewage disposal system, electricity lines, drainage systems, roads, communication network, and many other commercial facilities, the respondents understood that such facilities were a prerequisite for any tourism-related infrastructural development in their area.

In the above-stated context, respondents were asked to reveal whether there were any good or poor practices towards enhancing Black economic empowerment in the study area. Approximately 52 percent of the respondents thought the present tourism-related infrastructure development plan for the iLembe District Municipality was poor [Refer to Figure 4.6]. A further 18 percent of the respondents indicated that they were not sure about the situation. Interestingly, only 30 percent of the respondents thought the tourism-related infrastructure development for the area was good.

The main reasons for the findings cited above, could be that many of the respondents are not satisfied with the infrastructural delivery in the study area. In deed there is evidence that the iLembe District Municipality is experiencing serious backlogs with regard to infrastructural service delivery.

For example, some of the following backlogs were cited in detail, in Chapter Three (iLembe IDP, 2009b):

- The provision of basic infrastructure is hampered by the topographic constraints, low densities and low affordability levels.

- Current water backlogs stand at 31% or 45 381 households, and rural areas are the most affected in terms of these backlogs.

- Funding management and misappropriation affects the alleviation of many of the backlogs in the area.

- The service infrastructure in the urban areas of iLembe District needs upgrading and maintenance.

- The provision of electricity at schools and health facilities is critical and needs attention. Further that many urban households have access to household electricity, and very few in rural areas

Pursuant to the outcomes recorded above in the context of infrastructural development, it is reasonable to conclude that Hypothesis 4, which states: *That the contribution of tourism management practices to SDF and Black Economic Empowerment in the study area is perceived as very good and substantial,* must be rejected. The basis for this rejection is that the majority of respondents perceived the tourism management practices in the study area as poor and based on uncertainty.

4.7.3 Skills Development

In order that Black people, who are historically disadvantaged, could rise up to accessing the BEE-related tourism opportunities in the study area, they have undergo and have specialised training. According to Cooper, *at al*. (2008: 675) human resources challenges for the tourism industry:

will only be met successfully by a well-educated, well-trained, bright, energetic, multilingual and entrepreneurial workforce who understand the nature of tourism and have professional training.

An entrepreneurially skilled person may be regarded as one who has the knowledge, ability, competence and experience to acquire a high level of proficiency in various business or employment sectors. In this regard, respondents were asked to reveal whether there were established skills development practices that would enhance BEE-related tourism opportunities within the study area.

Relating to skills development, respondents were asked questions intending to reveal how the provision of skills in the study area, could be regarded as either a good practice or not, mainly towards enhancing Black economic empowerment. As shown in Figure 4.6, surprisingly, the majority [55%] of respondents indicated that there were good practices of offering skills development in the area. Alternatively, about 33 percent of the respondents indicated that there were poor practices of offering skills development in the area. Only about 12 percent point out that they were not sure. The main reasons for these outcomes could be that respondents are aware that there are relatively sufficient training centres for many of the Blacks entering the BEE environment. The positive response could also be associated with the relatively high [74%] number of respondents who have acquired high school [26%] and tertiary [48%] education status.

On the basis of the responses recorded above, it may be suggested that, in this regard, Hypothesis 4, which states: *That the contribution of tourism management practices to SDF and Black Economic Empowerment in the*

study area is perceived as very good and substantial, must be accepted. The basis of acceptance is that the majority of respondents perceived the, skills development related management practices in the study area to be good. It must be noted that the skills development-related practices are about the only strategy or factor responded to, positively.

4.7.4 Job Creation & Employment

According to the Tourism White Paper (DEAT, 1996) adequate training in tourism will not only increase processes of job creation and employment, but also stimulate the transformation process, particularly in the tourism industry. One of the main principles governing the approach to job creation and employment is to encourage the tourism private sector to increase its commitment to formal training and on-the-job training. The promotion of such a principle makes it possible for PDIs development opportunities within the study area to be more committed to existing strategies that seek to enhance community tourism.

In an attempt to discover how job creation and employment opportunities, would enhance BEE-related tourism opportunities or initiatives, respondents were asked to reveal their perceptions on operation of tourism management practices in the study area. As shown in Figure 4.6, the majority [65%] of respondents indicated that there were good practices contributing to job creation and employment opportunities in the study area. On the other hand, about 25 percent of the respondents indicated that there were poor practices related to the delivery of job creation and employment opportunities in the area. Only about 10 percent point out that they were not sure. The main reasons for these outcomes could be that respondents are aware that there are relatively insufficient job opportunities in the area. In fact, in Chapter Three it was indicated that, the rural areas are most severely affected by poverty.

The unemployment rate is at 26%; and 47% of the households getting R1600 per households [http://www.ndwedwelm. gov.za/ portals/ idp.pdf. (2009)]. In addition, the income levels are generally low with 27% of all households earning no income (iLembe IDP, 2009).

Flowing from the analysis given above, in the context of job creation and employment opportunities, it is reasonable to conclude that Hypothesis 4, which states: *That the contribution of tourism management practices to SDF and Black Economic Empowerment in the study area is perceived as very good and substantial,* must be rejected. The basis for this rejection is that the majority of respondents perceived the tourism management practices as not enhancing the BEE-related policies.

Furthermore, the negative responses discussed above, do also find support in the views of Spykes (2002), which are still pertinent today. He argues that some of the challenges threatening tourism development include: (a) the existence of corrupt practices in the tourism industry; (b) the lack in empowerment opportunities; (c) access to opportunities by politically connected people and is less focus on the wide society; (d) the access to finance remains a challenge; (e) generally low literacy levels among the Black people.

To conclude this section on perceived SDF and BEE tourism management practices, which have an influence on tourism development, it is important to reiterate that the outcome of these analyses, suggest that, on the whole, there are several factors that militate against tourism development initiatives or practices. The four practices discussed above, such as: small business opportunities; infrastructural development; skills development; job creation and employment, show that there is still much more to be done in the iLembe

District Municipality to improve the status of many Black people. As such the SDF and BEE-related tourism initiatives ought to begin to benefit the local communities in the study area. Some of these benefits and opportunities are undoubtedly the following: job creation; reduction of unemployment; poverty alleviation; skills development; small business and entrepreneurial development; infrastructural development; and tourism development (GPI 2008; iLembe District Municipality 2009; iLembe IDP, 2009).

4.8 TOURISM BENEFITS FOR THE COMMUNITY AND VARIOUS STAKEHOLDERS

Community benefits from tourism activities in the context of Black economic empowerment, within the iLembe District Municipality and its constituent local municipalities such as KwaDukuza, Ndwedwe, Mandeni and Maphumulo, are an end product of sustainable tourism that every destination should strive to achieve. However, these tourism-related community benefits are relatively scarce and hard to come by. On the whole, municipal authorities as well as some local communities within the iLembe District Municipality perceive tourism as an economic catalyst with a potential of eradicating poverty. According to Mowforth & Munt (1998), for tourism to have a long-lasting economic yield for the communities and destination regions, it has to be humanised and not just driven by market forces. The participation of local communities, and attempts to incorporate their cultures and tradition in planning, suggests that there should be respect of these host communities. It is also unfortunate that most of the big tourism benefits, such as new tarred roads and electricity usually go unnoticed in some cases as they are sometimes taken for granted (Wahab & Pigram, 2000).

Attention is usually paid to the benefits that directly affect the members of the community such the potential of tourism to satisfy the basic needs such as opportunities for job creation and employment, which would directly reduce poverty and improve the standard of living of some households. Magakgala (2003) confirms that communities and people living in poverty require immediate solutions to their problems. Tourism benefits are therefore seen as the key factor in achieving sustainable tourism development (Mbaiwa & Darkoh, 2009; Tosun, 2001). In an attempt to ensure tangible and direct benefits to local communities, the custodians of some of the local municipalities have initiated various projects which have achieved success (Magi & Nzama, 2009a, 2009b).

4.8.1 Community Benefits from BEE-Related Tourism Activities

To address the question of community benefits, the respondents in the study areas were asked to reveal the extent to which they thought the local community benefits from the SDF and BEE-related tourism activities in the study area. In this regard, Figure 4.7 given below, shows the responses of subjects on the existence or non-existence of community benefits related to tourism activities. The question such as *"Do you think that BEE-related Tourism benefits are available or in existence in your area?"* [Refer to Appendix- A] was posed to the respondents. The main responses are given in Figure 4.7, and on the whole, the majority of respondents [46%] indicated that tourism-related community benefits were adequately in existence for the local communities in the study area. On the other hand, 39 percent of the respondents indicated that community benefits were non-existent in the study area. A significant number of respondents [15%] indicated that they were 'not sure' about the community benefits situation.

The possible reason for this negative response is that the iLembe District Municipality was obviously perceived as not delivering adequately on its municipal responsibilities. This was intimated earlier in the previous sections discussing factors such as: small business opportunities; infrastructural development; skills development and job creation and employment.

FIGURE 4.7:   PERCEIVED EXISTENCE OF BENEFITS FROM TOURISM ACTIVITIES AND FACILITIES.
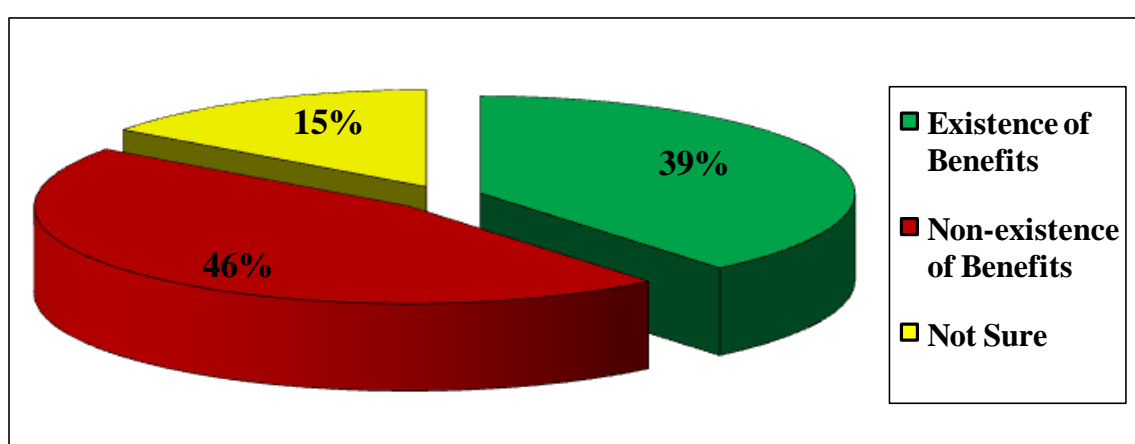
The views expressed by Magi & Nzama (2008; 2009a; 2009b) in other tourism studies, pertinently suggest that poor management and lack of participation, translate into: (a) non-appreciative of the management practices pursued by the tourism and municipal authorities, and seemed to have been influenced by the negative history of land evictions; (b) decrying the inadequacy of development-related initiatives that would benefit the community; (c) ignorance about emerging tourism practices, which were geared to promote sustainable tourism principles; (d)) lack of skills and understanding of tourism as the key constraint on achieving community benefits; (e) the need for collaboration between government, tourism agencies and communities; and (f) the needed incorporation of community-related tourism within the broader rural development programme. If such

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constraints are overcome, then the emerging tourism development strategies would translate into job creation and poverty alleviation.

Based on the analyses and interpretation discussed above, it may be deduced that Hypothesis 5, which states: *That the local community benefits from the SDF and BEE-related tourism activities in the study area, are seen as good by the stakeholders,* should not be supported. The rejection of the hypothesis is simply based on the majority of respondents giving a negative response to the question under discussion.

4.8.2 Benefits of Stakeholders from BEE-Related Tourism

The research study further investigated the how stakeholders perceive BEE-related tourism opportunities and benefits, which were to be interpreted in terms of pre-selected tourism elements or variables. The stakeholders were asked to respond to the question "*What do you expect to benefit from BEE-related tourism opportunities in the iLembe area?*" In other words respondents were to reveal their perceptions on the basis of a number of beneficial variables in the study area. These variables included: (a) Job creation and employment opportunities; (b) Skills development; (c) Infrastructural development; and (d) Tourism business opportunity. In other words, the benefits were in this instance associated with what the tourism service provider, officials and community felt about the situation. As such Figure 4.8 shows an analysis of what these stakeholders purport to benefit from the BEE-related tourism opportunities, which include activities and facilities.

In the analysis and interpretation of tourism-related benefits [See Figure 4.8], the majority of stakeholders, such as officials [35%], service providers [38%] and local community [48%] perceived the infrastructure, tourism business

opportunities and skills development, respectively, as highly attainable. The officials also saw the tourism business opportunities [23%] and skills development [28%] as important benefits. The reasons for these selections were that officials were more interested in spatial development rather than the personal development of community members in the study area.

FIGURE 4.8   HIGH-LEVEL BENEFITS FOR STAKEHOLDERS FROM BEE-RELATED TOURISM
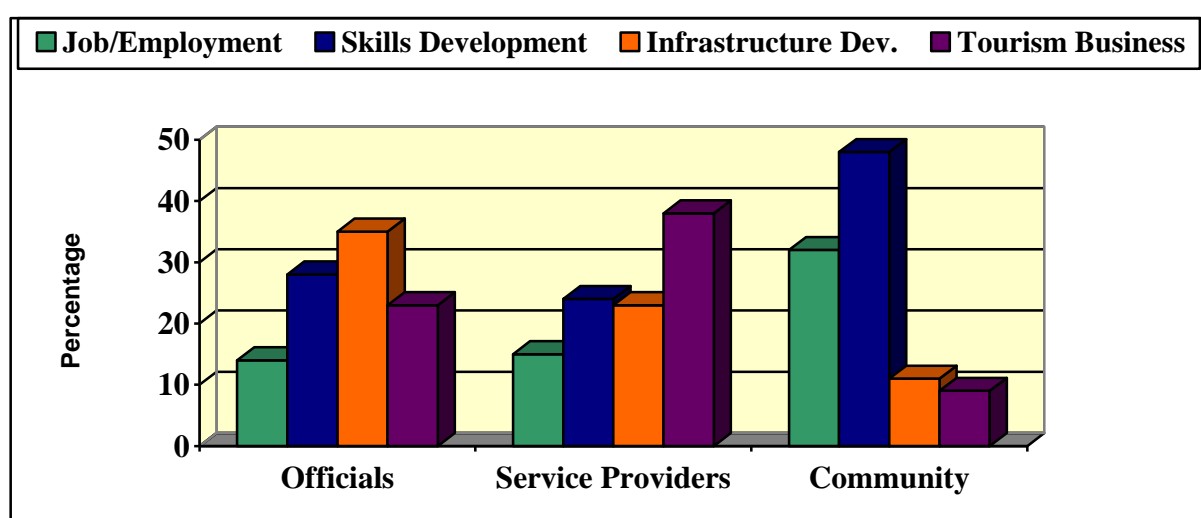
[n = 138. Some of the subjects gave more than one response for each statement]

Somewhat adopting a different approach, which seems to be characterised by self-interest, the service providers [38%] perceived tourism business to be the most beneficial entity or variable. This was followed by skills development [24%] and infrastructural development [23%]. Only about 15 percent of the service providers perceived the job creation and employment variables as the high-level or leading benefit associated with BEE-related tourism. Understandably, the service providers are more interested in business development and less on jobs and employment because their employment is guaranteed by easy access to tourism businesses and their development. Notwithstanding these findings, there are commentators who have argued that the BEE initiative as

"transformation has come to represent a way of compensating previously disadvantaged people, rather than creating opportunities for all citizens to contribute their talents and energies to the process of developing our country" (Ramphele, 2008: 265).

The majority of community members prominently favoured the skills development [48%] and job creation [32%] as the most vital opportunities and benefits. Admittedly, the question of unemployment in the iLembe District Municipality is a contentious and unsettling matter, which the local community is more concerned about as compared to the infrastructure, which the authorities are concern about. The main reason for the three categories of stakeholders to select these variables: infrastructural development, tourism business and skills development, was that these tourism opportunities and benefits were the most needed in the study area of iLembe.

On the basis of the lukewarm response to the high-level benefits or opportunities from BEE-related tourism initiatives experienced, (with mean of 33.2%), it may be reasonable to conclude that Hypothesis 5, which states: *That the local community benefits from the SDF and BEE-related tourism activities in the study area, is seen as good by the stakeholders,* should not be confirmed or supported. The expressed outcomes are based on the notion that the majority of respondents were very circumspect about the high-level benefits from BEE-related tourism opportunities in the study area.

In the context of all the objectives analysed in the preceding sections, it necessary to further comment on the understanding, participation, policy formulation and management, as well as community beneficiation from SDF and BEE-related initiatives. It is important to comment on what may have to

be done to ameliorate the challenged process of BEE-related service delivery in the iLembe District Municipality.

4.9   INTERGRATED COMMENT ON SDF AND BEE INITIATIVE

The outcomes of the analyses of objectives and hypotheses pursued in the preceding sections suggest that most were negatively perceived. In addition, there was no indication that the various demographic characteristics or variables have an influence on the responses of stakeholders and community respondents. The iLembe District spatial development framework report has been supportive of the outcomes of the research investigation relating to the efficacy of the BEE-related tourism opportunities, activities and facilities. It has also been intimated that the iLembe District Municipality has the responsibility of reversing the negative outcomes of this investigation, as well as the different realities, especially the environmental and socio-economic realities, described in the SDF.

What may be important to do, more specifically for this research study, is to propose a procedure or review process for tackling some of the shortcomings of the iLembe District situation, rather than go into the merits and demerits of the situation in the area and then propose a series of solutions to the existing problems. It is not the purpose of this research investigation to rework the spatial development framework [SDF], integrated development plan [IDP] or integrated management programme [IMP], but to intimate a review process [Refer to Figure 4.9] that could nudge the authorities into action. Considering that it has been mentioned that the iLembe District Municipality cannot be let off-the-hook or excused for the perpetuation of low income levels, unemployment and no-income status in its area. The situation for the negative realities such as low levels of employment, under-provision of

facilities as well as too many backlogs in providing facilities and services, is one that can be brought under control.

FIGURE 4.9   MANAGEMENT PLAN REVIEW PROCESS

Activate Feedback, Assess for Review & Continual Improvements

Black Economic Empowerment Policy Review

Re-planning, & Re-evaluation of the BEE-Related Tourism Opportunities

Checking and Adoption of Corrective Action to Achieve BEE Efficacy

Implementation of the BEE-Related Tourism Opportunities to Communities
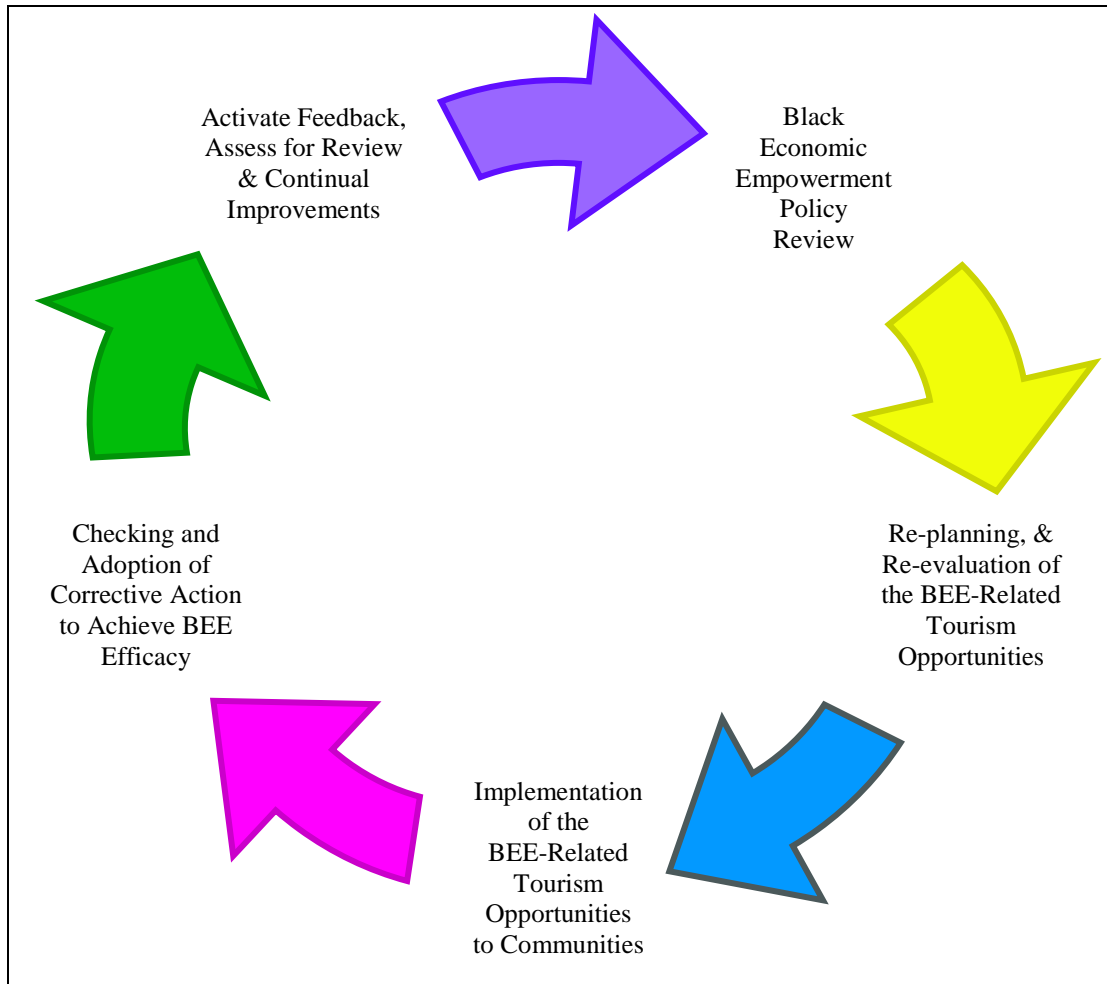
[Source: Mthonjaneni Development Network Cc, (2010)]

The management plan review process indicated above [Figure 4.9] is geared to facilitate the review, re-planning and restructuring of the BEE-related tourism initiatives, so as to benefit the local communities more effectively. The review process would include matters related to the status quo of iLembe District Municipality specific realities, especially the environmental and socio-economic realities.   In addition, the review of these policies and strategies associated with enhancing the status of BEE-related opportunities, need to be reviewed and re-assessed on a continual basis.

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4.10 CONCLUSION

This chapter has attempted to analyse, present and interpret data that were acquired in the study area from tourism-related stakeholders, such as tourism and municipal officials, service providers and local community members. The chapter analysed the data on the basis of the objectives and hypotheses of the research study. From the reported findings it was concluded that whereas there are some negative perceptions regarding the delivery of BEE-related tourism opportunities, there was an opportunity for change, restructuring and re-establishment of a more creditable, efficient and beneficial tourism delivery system.

It must be re-iterated that, if the iLembe District Municipality were to fail to re-establish a creditable tourism system, then it should not be let off-the-hook or excused from improving its delivery system. The perpetuation of serious socio-economic, educational, and infrastructural backlogs, as well as the low income levels, unemployment and no-income status in its area, should not be tolerated. It is, nonetheless, encouraging that the iLembe District Municipality in its planning initiative has (iLembe IDP, 2009: 8):

> "..considered essential to obtain buy-in into the ILembe SDF. To achieve this, Vuka Planning Africa consulted with local stakeholders through a municipal technical forum. To ensure relevant and needs-accurate inputs were obtained, the consultation process was targeted to specific stakeholders that have a good understanding of the study area in question, but also have the necessary experience of and exposure to (spatial rural).... and town planning principles".

CHAPTER 5

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1   INTRODUCTION

In most government sponsored tourism development initiatives, public policy, planning and management of tourism resources, are fundamental to achieving the best results, particularly if existing tourism policies are followed to the letter (Magi & Nzama, 2009a). The planning of any nature-based resource is one of the means through which the provincial and national governments can fulfil their policy related mandate as well as the reconstruction and development programme (ANC, 1994; DEAT, 1996). Natural resources provide the focus for the tourism industry, which extends beyond the municipal area into adjoining municipalities, rural areas, game and nature reserves as well as private tourism facilities.   Some of these tourism resources are found in all the local municipalities within the iLembe District Municipality and sporting facilities [http://www.ndwedwelm.gov.za/portals/0/ndwedwe/htm. (2007)].

Flowing from the objectives of this study, which sought to reveal the understanding, participation, policy formulation and management perceptions of respondents, in the iLembe District Municipality, some interesting results were established. These results were also interconnected with the extent to which communities benefited from SDF and BEE-related tourism initiatives in the iLembe District Municipality. The chapter, therefore, gives a summary of the

findings and related recommendations pertaining to this research study. The summary of the findings is now presented and leads to recommendations, which seek to address the reversing of the negative outcomes of this investigation, as well as the different realities described earlier in chapter three of the study. The recommendations are also presented with a view of improving the BEE-related delivery of tourism opportunities in the iLembe District Municipality. It is also hoped that the suggestions put forward, will help to get the local community to be more involved in tourism activities within the study area.

5.2   SUMMARY OF THE STUDY

In summary, the study has attempted to give a reasonably well-argued presentation of the research problem. The study in essence sought to reveal how stakeholders perceive the operations of the BEE-related tourism opportunities in the iLembe District Municipality. It is therefore summarized on the basis of the study objectives presented, the assessment of the hypotheses and reaching some conclusions grounded on the outcomes of the analysis and interpretation of data. The summary of these chapters is presented below.

Chapter One expounded on the core objectives of the study, and paid emphasis on how the respondents or stakeholders: (a) understand the meaning and importance of tourism and tourism empowerment; (b) participate in SDF and BEE-related tourism business opportunities in the study area; (c) comprehend how the SDF and BEE policies contribute towards tourism economic empowerment; (d) perceive the SDF and tourism management practices that contribute to Black economic empowerment in the study area; and (e) see the

local community as benefitting from the SDF and BEE-related tourism activities in the study area.

In Chapter Two the theoretical framework of the study is presented and all relevant conceptual principles related to the study are explored. The conceptual framework of the study was structured on the basis of the statements associated with the study objectives. The key concepts and principles on BEE and tourism involved the following: the definition and importance of tourism development; participation in tourism activities, tourism-related policies and management practices; as well as community benefitting from tourism.

Chapter Three highlighted the physical setting of the study. It addressed the historical, geographical and population review of the study area. A brief exposition of the spatial development framework and sustainable tourism initiatives is also given. The description of tourism features and spatial realities in the context of BEE-related opportunities offer a sound theoretical and practical understanding of the research question.

The core of the study is Chapter Four, which focussed on the analysis and interpretation of collected data. This process of analysis was achieved through relating to the various objectives and hypotheses, focusing on understanding, participation, policy formulation and management perceptions of respondents, which were mentioned earlier in this section. A variety of findings and conclusions were attained from this analysis and interpretation. These are presented in greater detail in the next section.

Finally, Chapter Five gives the summary and conclusions of the study based on the objectives and hypotheses. The emerging findings give conclusive

statements or outcomes about the research question. It was conclusively established that, there are evidently negative perceptions of understanding, participation, policy formulation and management practices by the respondents in the study area. These findings lend themselves to the iLembe District authorities taking action about these BEE-related tourism challenges experienced in the study area.

5.3   CONCLUSIONS BASED ON OBJECTIVES

The findings of the study are presented in summary form in terms of the objectives and hypotheses of the study. It is important to note that all the hypotheses in this study sought to establish or examine the level of understanding, participation and management of BEE-related tourism opportunities. Depending on the educated assumption of the study, the hypotheses were analysed and either accepted or rejected, thereafter a sound argument was presented relating to why a particular conclusion was reached. The findings and recommendations were then presented, based on the outcomes of analysis and interpretation of data. A summary of these objectives is presented below:

(a)   The first objective of the study sought:

To establish the extent to which Black people in the study area understand the meaning and importance of tourism and tourism empowerment.

This objective relates to how Black people in the study area perceive the understanding and importance of tourism as a discipline or human activity, as well as the notion tourism empowerment as local policy. The stakeholders were

asked to respond to related questions. It was anticipated that a well-understood concept of tourism empowerment would have many social and economic spin-offs for local communities. On engaging in the analysis, a significant majority of respondents indicated that they were conversant with the concept of tourism empowerment and by inference understood its employment and job creation benefits. On the question of understanding the concept of Black economic empowerment related tourism, in terms of its importance and value to the local community, the respondents were not exceedingly positive. Whereas the majority of respondents indicated that they regarded BEE-related tourism to be important, a significant number of them felt that BEE-related tourism was not important.

Related to the above findings, it may be argued that there is need for the iLembe District Municipality to ensure that there was adequate education and training towards improving BEE-related tourism activities and opportunities in the area. Notwithstanding, the community also expressed a view that the reasons for the lack of understanding were attributed to the history of apartheid, inadequacy tourism facilities and their inaccessibility, poor management practices, the absence of tourism education, as well as financial constraints.

(b)   The second objective of the study sought:
       To indicate the levels of Black participation in SDF and BEE-related tourism business opportunities in the study area.

One of the intentions of this research study was to address the question of stakeholder-participation in SDF and BEE-related tourism business opportunities in the study area. In this regard, participation was seen as relating

to the community's involvement in tourism activities, as well as those programmes in which community members take part in the selection of personnel who directly or indirectly implement public policy (Torkildsen, 2007). It is anticipated that this policy would channel their involvement in Black economic empowerment related activities. In this context, participation was used to determine the level of community involvement and the way in which local members share in the tourism activities offered by the iLembe District Municipal authorities and community members.

What emerged as interesting was that active participation of community-related stakeholders in BEE-related tourism opportunities in the study area was on the whole perceived as negative. The reasons advanced for this outcome was that there was lack of knowledge and efficient management practices, in the study area. The possible reason for the community's negative response was that some subjects felt that there was too much corruption in the local government, as well as that there were too many backlogs in the local municipal system. On the other hand, the service providers and officials in the study area felt that the BEE-related tourism opportunities in the study area were on the whole positively perceived. It must be understood that service providers and officials are already well-disposed to BEE-related policies and activities. Furthermore, it is important to note that the service providers did not necessarily base their level of participation on the basis of successes achieved in BEE-related projects, but simply that they were lucky and readily available to participate in projects.

(c)   The third objective of the study sought:

To ascertain whether the SDF and BEE policies contribute towards tourism economic empowerment within the iLembe District Municipality.

Departing from the premise that many of the authorities engage in the tourism facilities and activities with the intention of fulfilling national tourism mandates and priorities, they have put up strategies for the successful implementation of BEE-related tourism initiatives (Njobe & Botha, 2003). The policies associated with tourism in the iLembe District Municipality have been designed to encourage local community involvement in BEE-related tourism opportunities and activities. The SDF and BEE tourism policies are a means of introducing new economic growth, job creation, employment and poverty alleviation, as well as initiating new opportunities for the previously disadvantaged communities in the study area.

On the whole, the analyses of the three stakeholder groups: service providers, tourism and municipal officials, as well as community members, revealed that the majority of them perceived the BEE policy contributions towards tourism economic empowerment to be relatively low and non-operational in the study area. Justifications for the findings, were that most stakeholders have either experienced some difficulties in trying to access the BEE-related tourism business opportunities, or that there was too much preferential treatment of those that are politically well-connected. Furthermore, it could be that the negative reports in the media had impacted negatively on the community-perceptions of BEE policy initiatives

(d)   The fourth objective of the study sought:

To reveal the perceived SDF and tourism management practices that contribute to Black Economic Empowerment in the study area.

For purposes of this study it was necessary to establish the extent to which tourism management practices contribute to Black economic empowerment in the study area. In other words, it is implicit that tourism management practice has to do with the establishment and promotion an efficient Black economic empowerment of the local previously disadvantaged communities. The management practices or strategies assessed included: small business opportunities; infrastructural development; skills development; job creation and employment.

From the outcomes of this analysis it was concluded that except for skills development, which was positively perceived, the entire management practices were negatively perceived. These practices were: small business opportunities; infrastructural development; and job creation and employment. From the analysis it became clear that there are several factors that militated against BEE-related management practices or initiatives. The revelation was that there was still much more to be done in the iLembe District Municipality to improve the status of Black people in the area.

(e)   The fifth objective of the study sought:

To determine the extent to which the local community benefits from the SDF and BEE related tourism activities in the study area.

Based on the notion that the benefits from recreation and tourism participation are the core of experience and the resources and activity opportunities offered to community members (Torkildsen, 2007). In this regard the perceived BEE-related tourism benefits are usually expected to thrive if managed in an efficient manner in the study area. These benefits were expected to come in various

forms, which would be of benefit to the local community. Pigram & Wahab (2000: 9) have argued that "sustainable tourism cannot be successfully implemented without the direct support and involvement of those who are affected by it".

Analysed on two fronts, the majority of respondents indicated that tourism-related community benefits were non-existent for the communities in the study area. In the second instance, the stakeholders responded differently to the perceived high-level benefits from BEE-related tourism opportunities. The community favoured skills development and employment. The service providers favoured tourism business and the municipal officials favoured infrastructural development. On average, skills development was highly placed by most stakeholders. The deduction is that training and unemployment in the iLembe District Municipality are the most sought after tourism-related benefits. As such the local community is more concerned about them rather than the infrastructural development, which is what the government is concerned with and about.

5.4   GENERAL CONCLUSIONS

In making well-informed conclusions about the subject matter of this research study, pertaining to establishing the viability of BEE-related opportunities for benefitting the previously disadvantaged communities, it is necessary to state the final results of the research based on the proven hypotheses of the study. All the hypotheses in this study sought to establish or examine the level of understanding of the meaning of BEE-related tourism, participation in related activities, BEE policy contribution to empowerment, perceived tourism

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management practices and local community benefits from BEE-related tourism opportunities. The emerging conclusions are summarised below.

(a)   The first objective sought to establish the extent to which Black people in the study area understand the meaning and importance of tourism and tourism empowerment. A variety of analyses revealed that Hypothesis 1, which stated: *'That Black people in the study area have a limited understanding of the meaning and importance of tourism and tourism empowerment'* should be rejected. In other words the local people have sufficient understanding of the meaning and importance of tourism and tourism empowerment in the study area. Finally, if the BEE tourism-related initiatives were to be successful and beneficial to the people of iLembe District, these concepts would have to be better understood and recognised by the local communities.

(b)   The second objective of the study sought to indicate the levels of Black participation in SDF and BEE-related tourism business opportunities in the study area. In this regard and after varied analyses, it was concluded that Hypothesis 2, which stated: *That the levels of Black participation in SDF and BEE-related tourism business opportunities in the study area are of a limited degree,* should be accepted. The grounds for accepting this hypothesis are that, on aggregate respondents who showed low participation plus those who were not sure, constituted the majority of respondents and further that they were mainly members of Black communities in the iLembe District.

(c)   The third objective of the study sought to investigate whether the SDF and BEE policies contribute towards tourism economic empowerment within the iLembe District Municipality. After varied analyses based on stakeholder

perceptions and responses, it was found that majority of stakeholders perceived the BEE policy contributions towards tourism economic empowerment as being low and inconsequential. In this regard, it was concluded that Hypothesis 3, which stated: *That the SDF and BEE policies contribute very little to tourism economic empowerment within the iLembe District Municipality,* must be supported. These respondents seemed to support the view that, it is unfortunate that the whole Black economic empowerment initiative is dependent on giving opportunities to the educated, rich and politically connected.

(d)   The fourth objective of the study sought to reveal the effect of perceived SDF and tourism management practices that contribute to Black economic empowerment in the study area. For purposes of analysis, four practices or strategies were analysed, these are: small business opportunities; infrastructural development; skills development and; job creation and employment.

From the outcomes of this analysis, it can to light that on average the skills development practice was positively perceived by the stakeholders as contributing to Black economic empowerment in the study area. However, the entire practices, such as, small business opportunities; infrastructural development; and job creation and employment were on average negatively perceived.

From the analysis, it may be concluded that Hypothesis 4, which states: *That the contribution of tourism management practices to SDF and Black economic empowerment in the study area is perceived as very good and substantial,* must be rejected. The basis for this negative response is that the majority of

respondents, on average perceived the tourism management practices in the study area to be poor and based on uncertainty.

(e)   The fifth objective of the study sought to determine the extent to which the local community benefits from the SDF and BEE-related tourism activities in the study area.   On two accounts that were analysed, the majority of respondents indicated that tourism-related community benefits were non-existent for the local communities in the study area. On the second account, the community-stakeholders saw skills development as the most favoured high-level benefits from BEE-related tourism opportunities.   The service providers favoured tourism business and the municipal officials favoured infrastructural development.   On average, skills development was highly placed with most stakeholders.

On the basis of the split response to the high-level benefits or opportunities from BEE-related tourism initiatives experienced, it was concluded that Hypothesis 5, which stated: *That the local community benefits from the SDF and BEE-related tourism activities in the study area, are seen as good by the stakeholders,* should not be confirmed or supported. These outcomes are based on the notion that the majority of respondents were very circumspect about the high-level benefits from BEE-related tourism opportunities in the study area.

5.5   RECOMMENDATIONS

In closing this section, it became evident that the majority of the hypotheses for this study were viewed negatively in most instances. Only one out of five hypotheses expressed positive outcomes. This negative perspective has tended

to support the somewhat negative viewpoint expressed in Chapter Three, such as that the iLembe District Municipality has:

- The provision of basic and service infrastructure is hampered by the topographic constraints, low densities and low affordability levels. On the whole, it needs upgrading and maintenance.

- Current water backlogs and mostly in rural areas, stand at 31% or 45 381 households, as well as that the Water Service Master Plan still needs to be implemented.

- The management of budgets and unspent funds in a serious problem, as well as that funding affects the alleviation of backlogs in the area.

- The bulk of the urban households have access to household electricity, rural areas do not have easy access. The provision of electricity at schools and health facilities is critical and needs attention.

It has been suggested that the iLembe District Municipality must not be let off-the-hook or excused for the perpetuation of low income levels, unemployment and no-income status in its area. The recommendations made in this section are aimed at clarifying and ameliorating the shortcomings listed above, relating infrastructure, water, electricity and, budget and funds management. The recommendations are presented as a contribution to the formulation of policies and strategies that would address the re-planning and implementation of BEE-related tourism opportunities. Additional recommendations include:

- On the basis of the negative viewpoints cited earlier in this research study, it is proposed and recommended that a management plan be instituted, with the view to facilitate the review, re-planning and

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restructuring of the BEE-related tourism initiatives, so as to benefit the local communities more effectively.

- Since this research study is not conclusive about the problems associated with the iLembe District Municipality there is need for additional and commissioned research to investigate the problems.

- Viewing the poor level of tourism participation in the iLembe District, it is important to encourage more community participation that seeks to achieve sustainable community tourism benefits.

- The establishment of tourism programmes associated with the creation of jobs, employment and poverty reduction, is important for making BEE policies more accessible to the local community.

- Establishment of tourism skills development programmes in the tourism industry is important. These programmes would facilitate the participation of community members in tourism activities, business and BEE-related opportunities.

It should be understood within the context of all unresolved problems and challenges existing in the study area that some solutions need to be drawn from the already existing literary sources, theoretical framework and findings of this research study. The recommendations made in this section are aimed at clarifying some aspects of this study and to generalising on some of the findings in order to resolve challenges which were found to exist in the study area.

5.6 CONCLUSION

What is important to note about this research study is that the participation of the local community in BEE-related tourism opportunities ought to be governed by adequate and relevant tourism policies and strategies. What is likely to

change the situation for the better in the iLembe District Municipality, is a positive intervention by the municipal authorities. Considering that there are numerous shortcomings associated with improving the BEE-related tourism opportunities, it is apparent that there is still a great deal of work to be done by local tourism authorities, municipal authorities and local communities.

It is also anticipated that the findings of this research study would held address some of the complaints or protests of what we call BEE writers and commentators, such as Jack (2010); Mkhabela (2009); Ramphele (2008); and Lediga (2006), when the argue that:

> "Now, one of the major reasons why BBBEE will not achieve its intended purpose is because black people are not good at capturing value." (Jack, 2010).

> "It (BEE) was not about replacing one form of corruption with another. It was about replacing deliberate neglect of black residential areas with quality service" (Mkhabela, 2009).

> "Could it be that the inner spyche of black people is not wired to capture value because of the cultural biases or principles that value sharing and ubuntu".

> "It has now become important for black people to reclaim positive exceptionalism..... (Mkhabela, 2009).

The above citations are indications that the approach and attitude towards BEE-related tourism policies and opportunities are still unresolved, and require more research.

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QUESTIONNAIRE

Tourism Spatial Development Framework and Black Economic Empowerment in the ILembe District Municipality: Policy and Practice.

> This Questionnaire is to be answered by the (a) Tourism & Municipal Officials, (b) Tourists, (c) Service Providers and (d) Local Community. Please mark an (X) in appropriate places.

A.   DEMOGRAPHIC VARIABLES

1.   Gender

Female	01	
Male	02	

2.   Age

18-25		01		
26-35		02		
36-55		03		
56-80		04		

3.   Marital Status

Married		01		
Single		02		
Divorced		03		

4.   Level of Education

Primary Level		01		
Secondary Level		02		
Matric plus Diploma		03		
University Degree		04		

5.   Occupation

Unskilled		01		
Skilled		02		
Semi-Skilled		03		
Professional		04		

6.   Income Level [per month]

Less than R1000	01	
R 1001 to R 5000	02	
R 5001 to R 10000	03	
R 10001 to R25000	04	
More than R25000	05	

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B. **UNDERSTANDING THE MEANING AND IMPORTANCE OF TOURISM AND TOURISM EMPOWERMENT**

7.   What do you understand to be the meaning of tourism?...........................

……………………………………………………………………………………

……………………………………………………………………………………

8.   What do you understand to be the meaning of tourism empowerment?

....

……………………………………………………………………………………

9   Do you think the growth of tourism empowerment is important for your local area?

Yes		01		
No		02		
Not Sure		03		

10.   If yes, why is it so?

…………………………………………………………………………………..

……………………………………………………………………………………

……………………………………………………………………………………

C. **BLACK PARTICIPATION IN BEE-RELATED TOURISM BUSINESS OPPORTUNITIES**

11.   Do Black people participate adequately in BEE-related tourism activities in the iLembe area?

Yes		01		
No		02		
Not Sure		03		

12.   If yes, why is it so?

…………………………………………………………………………………..

……………………………………………………………………………………

……………………………………………………………………………………

13. How is the participation of Black people in BEE-related tourism activities in the iLembe area?

Poor	01	
Satisfactory	02	
Good	03	
Excellent	04	

14. How often do you engage yourself in BEE-related tourism activities?

Daily	01	
Weekly	02	
Monthly	03	
Annually	04	
Never	05	
Other	06	

D. CONTRIBUTION OF BEE POLICIES TO TOURISM ECONOMIC EMPOWERMENT IN THE ILEMBE DISTRICT

15. Are you aware of any policies and practices that promote and develop tourism economic empowerment in your area?

Yes	01		
No	02		
Not Sure	03		

16. Please give a reason for your response. ....
………………………………………………………………………………………
………………………………………………………………………………………
………………………………………………………………………………………
………………………………………………………………………………………
………………………………………………………………………………………

17. Tick the BEE-related tourism policies and practices that you are aware exist in your area for empowerment?

Tourism transport provision practice	01		Tourism product development	07	
Traditional community practice	02		Marketing of tourism practice	08	
Infrastructural Development	03		Empowerment of Women	09	
Skills Development practice	04		Benefiting local communities	10	
Job Creation & Poverty Reduction	05		Small business development	11	
Accommodation provision practice	06		Financial assistance for business	12	

18. Who do you think should be responsible for establishing policy and maintaining it in the iLembe District?

Government officials	01	
Community organisations	02	
Business Sector	03	
Tourism Authorities	04	
Municipal officials	05	
Other [Specify]	06	

E. PERCEIVED TOURISM MANAGEMENT PRACTICES THAT CONTRIBUTES TO BLACK ECONOMIC EMPOWERMENT

19. Are you aware of any existing tourism management practices or strategies that are in place in the iLembe District?

Yes		01		
No		02		
Not Sure		03		

20. Please give reasons for your response ....………..
……………………………………………..…………………………………………
…………………………………………………………………….....................

21. Kindly list the types of strategies that have been successfully implemented in your area to promote Black economic empowerment:

(a)	01		(e)	05	
(b)	02		(f)	06	
(c)	03		(g)	07	
(d)	04		(h)	08	

22. Please tick the management strategies which you think are in existence in your area:

(a) Small Business Opportunities	01		Building of Schools	06	
(b) Development of facilities	02		Sports and Events tourism	07	
(c) Infrastructural Development	03		Community public facilities	08	
(d) Skills Development	04		Protection of small businesses	09	
(e) Job Creation	05		Land acquisition for business	10	

F. LOCAL COMMUNITY BENEFITS FROM BEE-RELATED TOURISM ACTIVITIES

23. Do you think that BEE-related Tourism benefits are available or in existence in your area?

Yes, Available		01		
No, Not available		02		
Not Sure		03		

24. Please give a reason for your response. ....
……………………………………………………………………………………
……………………………………………………………………………………
……………………………………………………………………………………

25. Kindly list those Benefits you think are available in your area

(a)	01		(e)	05	
(b)	02		(f)	06	
(c)	03		(g)	07	
(d)	04		(h)	08	

26. What do you expect to benefit from BEE-related tourism opportunities in the iLembe area?

Employment	01	
Infrastructural development	02	
Business awareness	03	
Creation of Jobs	04	
Education	05	
Other	06	

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Ref: mrt/ms/2010

1 February, 2010

To whom it may concern

Dear Sir /Madam

RE: REQUEST TO CONDUCT RESEARCH: MS P. S. GCWENSA

The above-named student, Ms Pretty-Girl Smangele Gcwensa [910478] is a *bona fide* part-time student of the Department of Recreation and Tourism at the University of Zululand. She is registered for the Master's in Recreation and Tourism [MRT]. As part of her academic programme, she is required to conduct a research study on an appropriate research topic. The accompanying questionnaire is part of her research project seeking to establish the perceived operation of the Black Economic Empowerment [BEE] in the study area of her choice: The iLembe District Municipality. The actual title of her research study is:

Tourism Spatial Development Framework and Black Economic
Empowerment in the iLembe District
Municipality: Policy and Practice.

This research inquiry is undertaken mainly for academic purposes among the iLembe District Municipality communities and stakeholders associated with tourism. It is hoped that the findings of the research investigation will make a meaningful contribution to the fields of tourism, as well as the relative understanding of the operation of policies, activities and opportunities associated with the BEE-related initiatives.

All information collected from you, your organisation or the iLembe District Municipality environment, through the interview or questionnaire, shall be kept in strict confidence, possible. The Department of Recreation and Tourism shall assume no responsibility for the interaction between the researcher and respondents that goes bad or sour.

Your assistance in this regard will be highly appreciated.

Yours faithfully

_____

Lindisizwe M. Magi (Prof)
Department of Recreation & Tourism
University of Zululand

CC. Ms P.S. Gcwensa