

# RURAL TOURISM STRATEGY

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tourism

Department:  
Tourism  
REPUBLIC OF SOUTH AFRICA



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**Addendum One**      Workshop Report

**Addendum Two**      Profile of Nodes

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**ABBREVIATIONS**

<b>ACSA</b>	Airports Company South Africa
<b>APP</b>	Annual Performance Plan
<b>B-BBEE (BEE)</b>	Broad-based Black Economic Empowerment
<b>BRIC</b>	Brazil, Russia, India and China
<b>CBO</b>	Community Based Organisation
<b>CDW</b>	Community Development Workers
<b>COGTA</b>	Department of Cooperative Government and Traditional Affairs
<b>CPP</b>	Community Private Partnerships
<b>CPPP</b>	Community Public Private Partnership
<b>CRDP</b>	Comprehensive Rural Development Programme
<b>CTO</b>	Community Tourism Organisation
<b>CWP</b>	Community Works Programme
<b>DAFF</b>	Department of Agriculture, Forestry and Fisheries
<b>DEAT</b>	Department of Environmental Affairs and Tourism
<b>DETEA</b>	Department of Economic Development Tourism and Environmental Affairs
<b>DM</b>	District Municipality
<b>DRDLR</b>	Department of Rural Development and Land Reform
<b>dti</b>	The Department of Trade and Industry
<b>DBSA</b>	Development Bank of Southern Africa
<b>DTO</b>	District Tourism Organisation
<b>EPWP</b>	Expanded Public Works Programme
<b>FDC</b>	Free State Development Corporation
<b>FDDM</b>	Fezile Dabi District Municipality
<b>FEDHASA</b>	Federated Hospitality Association of South Africa
<b>FIPA</b>	Free State Investment Promotion Agency
<b>FS</b>	Free State
<b>FSGDS</b>	Free State Growth and Development Strategy
<b>FSTA</b>	Free State Tourism Authority
<b>FSTBF</b>	Free State Tourism Business Forum
<b>FSTMP</b>	Free State Tourism Master Plan
<b>FSWIT</b>	Free State Women in Tourism
<b>GCP</b>	Global Competitiveness Programme
<b>GDP</b>	Gross Domestic Product

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<b>ICT</b>	Information and Communications Technology
<b>IDC</b>	Industrial Development Corporation
<b>IT</b>	Information Technology
<b>IDP</b>	Integrated Development Plan
<b>ISRDP</b>	Integrated Sustainable Rural Development Programme
<b>IGR</b>	Inter-governmental Relations
<b>JSIF</b>	Jamaica Social Investment Fund
<b>KZN</b>	Kwa Zulu-Natal
<b>LDM</b>	Lejweleputswa District Municipality
<b>LED</b>	Local Economic Development
<b>LMC</b>	Land Management Committee
<b>LTO</b>	Local Tourism Organisation
<b>MRT</b>	Morocco Rural Tourism Program
<b>MTSF</b>	Medium Term Strategic Framework
<b>NDT</b>	National Department of Tourism
<b>NEF</b>	National Economic Forum
<b>NGO</b>	Non Government Organisation
<b>NHC</b>	National Heritage Council
<b>NHTL</b>	National House of Traditional Leaders
<b>NSDP</b>	National Spatial Development Perspective
<b>NTSS</b>	National Tourism Sector Strategy
<b>PDI</b>	Previously Disadvantaged Individual
<b>PGDP</b>	Provincial Growth and Domestic Programme
<b>PLAAS</b>	Institute for Poverty, Land and Agrarian Studies
<b>PPP</b>	Private Public Partnership
<b>PPT</b>	Pro-Poor Tourism
<b>PSEDS</b>	Provincial Spatial Economic Development Strategy
<b>PTA</b>	Provincial Tourism Authority
<b>RIV</b>	Rastafarian Indigenous Village
<b>RTO</b>	Regional Tourism Organisation
<b>SAHRA</b>	South Africa Heritage Resource Agency
<b>SALGA</b>	South African Local Government Association
<b>SAT</b>	South African Tourism
<b>SATSA</b>	South African Tourism Services Association
<b>SEDA</b>	Small Enterprise Development Agency

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<b>SMME</b>	Small, Medium and Micro Enterprise
<b>SRI</b>	Social Responsibility Initiative
<b>SPD</b>	Spatial Development Plans
<b>STATsSA</b>	Statistics South Africa
<b>TEP</b>	Tourism Enterprise Partnership
<b>TFCA</b>	Transfrontier Conservation Areas
<b>TFPD</b>	Transfrontier Parks Destination (Pty) Ltd
<b>UNDP</b>	United Nations Development Programme
<b>UNESCO</b>	United Nations Educational, Scientific, Cultural Organisation
<b>UNWTO</b>	United Nations World Tourism Organisation
<b>WB</b>	World Bank

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## EXECUTIVE SUMMARY

The National Department of Tourism (NDT) has developed a National Rural Tourism Strategy, a strategy meant to ensure a developmental approach upon packaging rural tourism products and opportunities in South Africa. This approach is also meant to **prioritise spatial nodes** which have a growth potential in order to stimulate growth of the tourism industry in South Africa. The White Paper on the Development and Promotion of Tourism in South Africa (DEAT 1996) contends that prime tourism attractions are not located in the city centres but rather in rural areas. The Comprehensive Rural Development Programme (2009) (CRDP) of the Department of Rural Development and Land Reform states that “between 10 – 15million South Africans live in areas that are characterized by extreme poverty and underdevelopment.”<sup>1</sup> In some of these poverty stricken areas, one can find world heritage sites and other major tourist attractions. This strategy therefore, further reviews product development, tourism marketing, human development, tourism infrastructure and tourism research and information for equal access of tourism opportunities in rural areas.

Firstly, in unpacking the strategy, it should be noted that **section one** deals with the complex and yet dynamic matter of the **lack of definition** for what constitutes “rural” in South Africa. Although there is no legal definition of what comprises a rural area in South Africa, the nature of rural tourism products often involve small-scale operations and culturally-based or farm-based products that can be conducive to the wide participation of both communities and owners of products.

As a key source of information the CRDP of 2009 defines rural areas “as the sparsely populated areas in which people farm or depend on natural resources, including villages and small towns that are dispersed throughout these areas. In addition, they include large settlements in the former homelands, created by apartheid removals, which depend for their survival on migratory labour and remittances.”<sup>2</sup> The false dichotomy of the meaning of rural has created a great deal of ambiguity, nonetheless the NDT’s rural tourism strategy development process is guided by the definition of the CRDP and the key inputs of the national stakeholder consultations. The complexity of rural in South Africa was therefore, sustained through the use of institutional and scholarly definitions.

Section one further outlines the vision and mission, the broad goals and aims of the strategy as well as the rationale and methodology undertaken to develop the strategy. Extensive stakeholder participation formed part of the methodology in the development of this strategy. It is important to note that

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<sup>1</sup> Comprehensive Rural Development Programme, Department of Rural Development and Land Reform, 2009.

<sup>2</sup> Rural Development Framework, 2009



consultations in nine provinces took place. This involved approximately 450 (four hundred and fifty) individuals with representation from 48 (forty eight) District Municipalities.

The vision and the mission for the rural tourism strategy are outlined below.

### **Vision**

*A developed rural tourism economy*

### **Mission**

*To enhance the growth and development of tourism in rural communities particularly in less visited provinces.*

A number of problem areas have been identified in hampering rural tourism development. These include:

- Tourism has been inadequately resourced and funded in rural areas;
- A number of key tourist attractions such as Mapungubwe National Park, a World Heritage Site, are located in rural areas and are not receiving the benefits stemming from the tourism industry;
- The limited involvement of local communities has also been identified as a major constraint in developing tourism in rural areas.

Following from the above-mentioned problematic areas a number of goals and aims were identified as part of the strategy. The strategy aims to address the following objectives:

- To create a platform to share knowledge of best practice, development opportunities and challenges in rural areas for tourism development;
- To facilitate the coordination of rural tourism development initiatives amongst relevant stakeholders;
- To create an enabling environment for rural tourism development to stimulate job creation;
- To identify and recommend strategic areas/nodes for tourism development in rural areas within the sector;
- To guide strategy development within key documentation generated for tourism development and management in South Africa.

The Genesis model, a model which is renowned for inclusivity, diversity and grass root engagement is a useful/excellent instrument which has been used to inform the nodal approach taken in preparing the Rural Tourism Strategy. Nodal development was used as a method of identification, profiling and recommendation for the specific areas with high tourism potential and evident levels of poverty. This aspect should be deemed as the pertinent lead that has prescribed the outcomes and recommendations that will inform the beneficiation model and the implementation plan of this strategy.

Secondly, the policy and regulatory environmental scan was employed in **section two**. This section contends that **policy mandates and relevant legislation** are the formal channels that have informed the development of the strategy. In the development of market intelligence and in an attempt to scan the funding provisioning initiatives by other government departments, the NDT has inspected various state funding institutions which are directly investing in rural development and poverty alleviation. Research conducted in support of the strategy has also confirmed these funding initiatives for development in rural areas of South Africa through a comparative analysis of state funded rural orientated initiatives. This action was intended to determine the estimates of rural development interventions of the government programmes including but not limited to Social Responsibility Implementation (NDT) and the Comprehensive Rural Development Programme (DRDLR) and the War on Poverty Programme of the Presidency (DAFF). These institutional interventions and reports are meant to guide the strategy process and limit the duplication of efforts and funding thereof.

Tourism and agriculture were initially identified as the economic potential pillars for rural development in South Africa. It is in this regard that the NDT in its endeavour and response to rural development prepared the Rural Tourism Strategy. Moreover, in response to the policy mandate and alignment with government's broader strategic priorities, the rural tourism strategy aims to address what is entailed in outcome 4 (create decent employment through economic growth), outcome 7 (develop vibrant, equitable and sustainable rural communities ....) and outcome 11 (relating to regional integration) which refers to the fact that, "Government will support initiatives to seek other forms of economic potential of rural areas including tourism.....and cultural work to ensure rural areas utilize their unique assets, basic resources and characteristics"<sup>3</sup> These three broader government outcomes are the guiding elements of the strategy and the recommendations of the strategy will be informed by the very same government outcomes.

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<sup>3</sup> National Outcomes Targets and Medium Term Spending Priorities.

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According to the United Nations, 75% of the world's poor live in rural areas. South Africa's top tourism destinations including national parks, wilderness areas, mountains, lakes, and cultural sites, are generally located in rural areas. Thus tourism is already an important feature of the rural economy in these specific sites.<sup>4</sup> The aim of promoting tourism is to increase the net benefits to rural people and increase their participation in managing the tourism product. If more tourism can be developed in rural areas, particularly in ways that involve a high level of local participation in decision making and enterprises, then poverty alleviation impacts are likely to be improved.

The NTSS further emphasises that the department will focus on ensuring the "geographic spread of tourism with more emphasis towards supporting tourism growth in rural areas, in particular with more involvement of rural communities."<sup>5</sup> There will therefore be a sustained effort in promoting informed investment in the development of rural tourism products that respond to market needs. Such investments will be supported by the nodal identification, review and profiling of nodes.

Rural Tourism allows rural people to share in the benefits of tourism development, promoting more balanced and sustainable forms of development. This document deems tourism with the capacity of providing an alternative to urbanisation, permitting people to continue a rural family existence, enfranchising both women and the youth. As per the guiding principles of sustainable and responsible tourism development, the rural tourism strategy corresponds with the notion that for tourism to flourish in both urban and rural areas, tourism should be private sector driven, yet government should provide the enabling framework for the industry to flourish and effective community involvement will/should form the basis of tourism growth.

**Section three**, is a discussion on the approach and the direction of the strategy and further explains the dichotomy of the strategic themes and the action plan. This approach moreover seeks to address the five strategic themes which deal with:

- **Product Development**, including but not limited to funding models and innovation schemes;
- **Tourism Marketing**, including but not limited to visitation of less visited areas;
- **Tourism Skills and Development**, including service standards;
- **Tourism Support Infrastructure**, including but not limited to roads and basic services; and
- **Tourism Research and Information**, including tourism market intelligence. Interestingly, all of the above were also reflected as challenges for rural tourism development in Jamaica, a leading country in rural tourism development.

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<sup>4</sup> [www.un.org](http://www.un.org)

<sup>5</sup> National Tourism Sector Strategy, Introduction. Pg6.

**Section four** provides strategic direction towards the implementation of the strategy. This is informed by various recommendations that will form part of the proposals for key intervention areas required. To this end, the NDT has developed a Rural Tourism Strategy which required rural tourism stakeholder consultation to gather comments and inputs with all nine provinces and other critical tourism role-players, i.e. House of Traditional Leaders, South African Local Government Association (SALGA), Provincial Tourism Authorities, State Organs, Provincial Development Agencies, Tourism value chain and Non-Governmental Organisations (NGOs) which were in attendance in all national consultation sessions. The provincial rural tourism stakeholder consultative workshops were utilised as discussion platforms towards refining the rural tourism strategy and providing the status quo in provinces.

In the final instance, based on the Genesis Model for the identification of tourism nodes, the strategy recommends that in the short and medium term **certain identified rural nodes are further developed**. Through a juxtaposition of various programmes as outlined in section two of the strategy, a number of rural nodes were recommended for further development. The nodes are listed on page 12 of the executive summary.

It is important to note that should certain key projects fall outside the scope of the above-mentioned nodes the National Department of Tourism in partnership with the respective provincial tourism departments, will still recommend those projects for future consideration in terms of development and implementation, based on their projected sustainability and feasibility.

<b>Recommended Potential Pilot Rural Tourism Nodes in South Africa</b>		
<b>PROVINCE</b>	<b>PRIORITY NODE FOR SHORT TERM</b>	<b>PRIORITY NODE FOR SHORT/MEDIUM TERM</b>
<b>FREE STATE</b>	1.Thabo Mofutsunyana District	1.Eastern Free State
<b>NORTHERN CAPE</b>	1.Siyanda Region including Riemvasmaak and Mier Kalahari Farms 2.Siyanda/Namakwa including Kgalagadi and Ai Ais Richtersveld TFCA's 3.John Taole Gaetswe District	
<b>GAUTENG</b>		1.Mogale City 2.Hekpoort
<b>KWAZULU-NATAL</b>	1.UMkhanyakude District (Jozini Node)	1.Zululand 2.Ugu District 3.Umzinyathi District 4.Sisonke District
<b>WESTERN CAPE</b>	1.West Coast	1.Central Karoo District
<b>EASTERN CAPE</b>	1.OR Tambo District	1. Joe Gqabi District 2.Chris Hani District 3. Alfred Nzo District and 4. Cacadu District
<b>MPUMALANGA</b>	1.Ehlanzeni District (Bushbuckridge Node)	
<b>LIMPOPO</b>	1.Vhembe District	1.Greater Sekhukhune District 2. Maruleng
<b>NORTH WEST</b>	1.Ngaka Modiri Molema District (Madikwe Node)	

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## 1. SECTION ONE: INTRODUCTION

The world trends of expansion and industrialisation have had an urban centric approach. Subsequently, throughout the urbanisation syndrome, communities in rural areas have observed falling income levels and lesser job opportunities which have, on the contrary, produced strain in urban lifestyles. Due to the growing interest in rural tourism, urban pressures have given rural tourism an opportunity to surface as an option, thus realising the tourism growth potential that it symbolises. South Africa's tourism trends also compliment the worldwide trends towards harnessing rural tourism as an unconventional yet authentic form of tourism.

In confirming this counter urbanisation syndrome, the World Bank has considered projects in Jamaica and Uganda for rural tourism development with an understanding that "sustainable rural development can make a powerful contribution to four critical goals which include poverty reduction, wider shared growth, household, national and global food security and sustainable natural resource management."<sup>6</sup> In an attempt to achieve the above and through institutional programmes, the World Bank has identified rural tourism as a key intervention method.

In profiling this strategy, much emphasis will be on a broader concept of economic viability which entails impact driven principles of sustainability, responsible tourism and pro poor tourism. This profiling presents a balance between short and long term development objectives, between the needs of the community, the economy and the environment. To accommodate these principles whilst recognising the insufficient funding, the different spheres of government have elevated tourism planning through Integrated Development Plans (IDPs), Spatial Development Plans (SDPs) and Provincial Growth and Development Strategies (PGDP) of the municipalities and respective provinces. There is also an observation that the level of existing rural tourism infrastructure is primarily supported through government aid and incentive schemes such as the Tourism Incentive Programme (dti), Comprehensive Rural Development Plan (DRDLR) and the Social Responsibility Programme (NDT).

At the initial phase of strategy development, various assumptions emerged as key pillars that will sustain the strategy requirements. These assumptions relate to the envisaged political will, cooperation, funding and marketing. Firstly, with reference to political will, the elevation of tourism and rural development as a potential economic sector contributor and the institutional support provided have shaped the business case for rural tourism development in South Africa.

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<sup>6</sup> National Tourism Sector Strategy, 2011, p7.

Another assumption is the disjuncture and lack of collaboration on marketing and funding of tourism initiatives, the rural tourism strategy requires shared funding initiatives and a forceful marketing strategy for implementation by entities like SAT. In the action plan of the strategy a marketing and an incentive driven scheme will be investigated. Management, Shared Responsibility and Commitment are the key requirements that entail successful tools for an inclusive marketing drive that will consider rural tourism offerings and lessen the duplication of efforts.

Lastly, cooperation in interdepartmental departmental initiatives and support interventions by other departments and integrated governance refers to an 'approach in Governance' which involves integrated policy development; integrated strategic planning; integrated budgeting; as well as integrated implementation strategies, monitoring and evaluation. This requires sectors of government to endorse and compliment the required support for tourism development in designated areas.

The subject of rural development, tourism and socio economic development of communities are shared mandates and interests of several other Government Departments, NGO's, Corporate Sector and Community Structures. With the above actors, there will therefore be an immediate impact on the core businesses of public and private tourism structures should rural tourism initiatives be endorsed. Issues often raised are pertaining to pricing, standards, policy and legislative mandates and these require complimentary support of both private and public sector actors.

It is crucial that the Rural Tourism Strategy is aligned to the national priorities, including but not limited to the twelve government outcomes with a particular reference to outcome 4, 7 & 11 as well as the New Growth Path. Based on research from international case studies, private and public sector can mobilise resources to boost community-based tourism initiatives through local investments and other schemes. For the purposes of supporting rural tourism product development and implementation of the strategy holistically, there are several development needs, ranging from training, job creation and infrastructure development that require consideration.

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## 1.1 Definitions and Shared Perspectives

The definition of rural has been the subject of many discussions in the South African policy context and literature. The lack of standardisation around this subject is based on the fact that rural areas are diverse and have a particular historical background. In the past, Statistics South Africa (StatsSA) classified areas proclaimed as municipalities (mostly the cities and 'white' towns and their associated 'townships') as urban, and everything else as rural. In the 2001 census these old boundaries were still used because it allowed comparison with data from previous census reports. In 2006 Stats SA reported that 43% of South Africa's population is rural, however Stats SA is now using wall to wall municipalities and no longer issues reports on rural and urban. As confirmed by the Institute for Poverty Alleviation, Land and Agrarian Studies, this is a typology difficulty which has far reaching implications for development planning in general for South Africa.

Additionally, the Comprehensive Rural Development Framework 2007 of the DRDLR which constitutes guidelines for the development of rural areas in South Africa confirms that, "there is no legal definition for 'rural areas'.<sup>7</sup> Nevertheless, the Rural Development Framework, adopted by the government in 1997, defined rural areas as "sparsely populated areas which people farm or depend in natural resources, including villages and small towns that are dispersed throughout these areas. In addition, they include large settlements in the former homelands, created by apartheid removals which depend for their survival on migratory labour and remittances."<sup>8</sup> In finding meaning, the DRDLR utilises the following indicators:

- Western Cape is using the measure of less than 150 persons per sq km;
- the Comprehensive Rural Development Plan scope of rural;
- the repealed Bantu Self Government Act of 1959;
- recognition of Farm workers on commercial farms;
- the Land Reform Projects; and
- the Rehabilitation of small rural towns.<sup>9</sup>

These instruments have also been also adopted as the rural tourism strategy's focal points.

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<sup>7</sup> Comprehensive Rural Development Programme Framework. 2009. Pg 8.

<sup>8</sup> Department of Land Affairs, 1997, Rural Development Framework,

<sup>9</sup> Comprehensive Rural Development Programme – Department of Rural Development and Land Reform



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Although, there is a lack of consensus when defining rural, this strategy attempts to present a workable definition which contains a context that is in line with the meaning of rural areas in South Africa as recommended above by the DRDL. Nevertheless, rural tourism in the South African context therefore showcases rural life, arts, culture, heritage thereby benefitting local communities and enabling interaction between the tourists and locals for a more enriching experience. It is multi-facet and entails agricultural tourism, cultural tourism, nature tourism, adventure and ecotourism.

Moreover, the institutional and scholarly definitions of the Rural Development Framework 1997, White Paper on Development and Promotion of Tourism in South Africa 1996, National Tourism Sector Strategy 2011, Statistics South Africa and the World Bank, tend to assist the process of defining the meaning of rural and rural tourism in general. In support of this strategy, the National Tourism Sector Strategy as a guiding authority on tourism development has three relevant strategic themes which focus on “tourism growth and the economy, an enhanced visitor experience and sustainability and good governance”, the latter puts emphasis on the issue of geographic, seasonal, rural spread and the promotion of ‘responsible tourism’ practices within the sector and reiterates the relevance of developing rural tourism in South Africa.<sup>10</sup>

South Africa’s past was one where the internal dynamics of rural economies had a severe dependency of rural households on the formal urban based economy through migration. This means that whilst there are major attractions in rural areas including world heritage sites, the population levels of rural areas remain less than those of urban areas and this has an effect on rural tourism development. As an alternative, literature prescribes that many rural poor in Latin America, South Asia and large parts of Africa can depend on some connection to subsistence agriculture within a vibrant economy, created by the very same rural communities who migrate to urban centres. Whilst South Africa has both potential factors of subsistence agriculture, culture and scenic beauty, particularly in the Eastern Cape and Limpopo provinces, these features have not been explored and the comparative economies that can support the inequities in these areas.

In dealing with the development scenario in a developmental state, rural development remains a key concept which is primarily about enabling rural people to take control of their destiny, thereby dealing effectively with rural poverty through the optimal use and management of natural resources. It is a participatory process through which rural people learn over time, through their

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<sup>10</sup> National Department of Tourism, National Tourism Sector Strategy 2011.

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own experiences and initiatives, how to adapt their indigenous knowledge to their changing world and allow this particular knowledge to form part of the tourism products with the context of their own time, space and conditions.

Rural development can be achieved through self-help initiatives as well as through co-ordinated and integrated broad-based agrarian transformation; through strategic investment in economic and social infrastructure that benefits entire rural communities, and not only those involved in agriculture. Therefore the emphasis on agricultural subsidies can be merged with agri-tourism opportunities.

However, there are other forms of tourism which are closely related to the outputs of the rural tourism, notably:

- Sustainable Tourism: tourism attempting to make a low impact on the environment and local culture, while helping to generate future employment for local people;
- Pro-Poor Tourism (PPT): it is tourism that results in increased net benefits for poor people. PPT is not a specific product or niche sector but an approach to tourism development and management. In sustaining the meaning of the two principles, the 'poor' need to be considered, including the skills and cultural offerings of neighbouring communities, land-holders, producers of food, fuel and other suppliers, operators of micro-tourism businesses, craft makers, etc.

These two forms of tourism are strategic principles that form the central part of this rural tourism strategy.

According to pro-poor specialists, "the types of pro-poor strategies are meant to deal with increased economic benefits which have outcomes to boost local employment, wages, boosting local enterprise opportunities and creation of collective income sources which include fees payable, revenue received, shares and equities."<sup>11</sup> Enhanced non-financial livelihood impact in the designated areas is due to capacity building and training. Participation and partnership also assist with the development of community led economies. Also pro-poor partnerships with private sector and increased flow of information and communication to the poor results in improved relations between partners. In conclusion the findings of the linkages between rural

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<sup>11</sup> *Ibid et al*

and tourism can be observed as mitigating elements for those “rural population is extremely susceptible to both severe and chronic poverty.”<sup>12</sup>

The policy relevant area typology for rural development which reflects the need to design appropriate frameworks for the spatial development and governance of marginalised rural and peri-urban settlements in South Africa, sketches the typology for spatial planning and economic development in South Africa. This simply means the strategy exercise responds to the need in the South African policy thinking of, ‘transcending the rigid dichotomy between urban and rural development.’<sup>13</sup>

## 1.2 Institutional and scholarly meanings of rural and rural tourism

The definition of rural tourism has been subjected to many debates in literature without the attainment of a specific and quantifiable agreement. One major item regarding this challenge is based on the fact that literature refers to the notion that “rural areas are heterogeneous.”<sup>14</sup> Contextually, rural tourism was developed as one of the alternatives to potential problems facing tourism development in various countries including South Africa. In guiding the development of a sustainable rural tourism strategy, the strategy is also informed by institutional and scholarly definitions. Whilst referring to rural and rural tourism respectively, various institutions and scholars have expressed the following: the World Bank has adopted several **rural tourism** projects with Jamaica as a case study as “sustainable rural development that can make a powerful contribution to four critical goals of: poverty reduction, wider shared growth, household, national and global food security and sustainable natural resource management.”<sup>15</sup> The Department of Rural Development and Land Affairs refers to **rural** as “sustainable, equitable and vibrant rural communities.”<sup>16</sup> A world renowned scholar on rural development, Singh (1999) refers to rural development as “a process leading to sustainable improvement in the quality of life of rural people, especially the poor.”<sup>17</sup>

<sup>12</sup> Aliber M, (2003) Chronic Poverty in South Africa: Incidence, Causes and Policies. *In World Development*, 31 (3).

<sup>13</sup> Centre for the analysis of South African Social Policy and Institute for Poverty, Land and Agrarian Studies. Concept note : Designing a Policy Relevant Area Typology for Rural Development and Planning,

<sup>14</sup> Viljoen, J & Tlabela, K. Rural Tourism Development in South Africa : Trends and Challenges, HSRC Press, 2007. Pg2.

<sup>15</sup> *Ibid et al*

<sup>16</sup> Comprehensive Rural Development Framework, 2009

<sup>17</sup> Singh, 1999

Internationally, the government of Alberta's rural tourism strengths have been defined as "the 'country experience' which encompasses a wide range of attractions and activities that take place in agricultural or non-urban areas. Its essential characteristics include wide-open spaces, low levels of tourism development, and opportunities for visitors to directly experience agricultural and/or natural environments."<sup>18</sup> Lane (1994) further states that these should be "located in rural areas, which are functionally rural – built upon the rural world's special features of small-scale enterprise, open space, contact with nature and the natural world, heritage, traditional societies and traditional practices. Furthermore, these should be rural in scale – both in terms of buildings and settlements and traditional in character, growing slowly and organically, and connected with local families and will often be very largely controlled locally and developed for the long term good of the area."<sup>19</sup> Jamaica is a renowned country whose rural enterprise tourism products are at an advance state of development and are funded by international donors.

In Jamaica rural tourism enterprise refers to, "an entity engaged in an income-generating, productive activity focused on international and domestic visitors as customers. It is based in a rural community, employs persons residing in rural communities and provides economic benefits aimed at increasing rural household incomes."<sup>20</sup> In understanding the benefits and other incentives that come with tourism, Huang explains that, "tourism encourages conformity to an ideal image of community which can result in growth of community pride which leads to community image" and thus creating an informed community with regards to the relevance and benefits of tourism in their own communities.<sup>21</sup>

Holland *et al* (2003) explain that, "most people know a rural area when they see one, but few agree on its definition" as it is also the case in South Africa.<sup>22</sup> However, Ashley and Maxwell (2001) identify common features of rural areas as; "spaces where human settlement and infrastructure occupy only small patches of the landscape, most of which is dominated by fields and pastures, woods and forests, water, mountain and desert, places where most people spend most of their time on farms, abundance and relative cheapness of land, high transaction costs, associated with long distance and poor infrastructure."<sup>23</sup> Petric (2003) further argues, "that rural

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<sup>18</sup> Roberts & Hall, 2001, citing Pearce, 1989

<sup>19</sup> Lane B. (1994) - What is rural tourism, Journal of sustainable tourism Volume 2, no 7

<sup>20</sup> Jamaica Social Investment Fund: Rural Enterprise Development Initiative – Tourism Sector, July 14, 2009.

<sup>21</sup> Haug in Jamaica Social Investment Fund: Rural Enterprise Development and Initiative – Tourism Sector, July 14, 2009.

<sup>22</sup> Holland J, Burian M & Dixey L, (2003) Tourism in poor rural areas: Diversifying the product and expanding the benefits in rural Uganda and the Czech republic. PPT working paper, No 12. (online) Available from [http://www.propoortourism.org.uk/12\\_rural\\_areas](http://www.propoortourism.org.uk/12_rural_areas).

<sup>23</sup> Ashley C & Maxwell S, (2001) Rethinking rural development. *Development Policy Review*, 19 (4): 394-425.

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areas where rural tourism occurs are difficult to define since the criteria used by different nations vary enormously,” thus introducing a scholarly complexity.<sup>24</sup>

Based on the ranges of definitions and given the variety and number of facts, meanings and norms on rural development, this strategy has adopted the use and classification of ‘rural’ as prescribed in the Comprehensive Rural Development Framework endorsed by the DRDLR which the NTSS also embraces.

### 1.3 Vision and Mission

The vision and mission of the strategy is derived from certain fundamental components of tourism and rural development. The components translate into the envisaged benefit method that seeks to redress communities for tourism purposes, notably their livelihoods and the integration of efforts amongst state actors.

#### 1.3.1 Vision

A developed rural tourism economy

#### 1.3.2 Mission

Enhance the growth and development of tourism in rural communities particularly in less visited provinces.

### 1.4 Problem Statement

The Rural Development Framework of the DRDLR explains that “between 10–15million South Africans live in areas that are characterised by extreme poverty and underdevelopment.”<sup>25</sup> There are a number of factors which limit the effectiveness of the tourism industry in terms of playing a more meaningful role in the national economy. Some of the key constraints are identified by the White Paper – Tourism Development of South Africa, 1996 and are also major constraints for rural tourism development. The limitations place emphasis on the fact that, “ **tourism has been**

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London: Blackwell.

<sup>24</sup> Petric L (2003) Constraints and possibilities of the rural tourism development with special stress on the case of Croatia. Finland: University of Jyvaskyla.

<sup>25</sup> Comprehensive Rural Development Framework 2009. Pg9.

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inadequately resourced and funded, there is limited integration of local communities and previously neglected groups into tourism, inadequate tourism education, training and awareness and lastly lack of infrastructure, particularly in rural areas.”<sup>26</sup> A number of key tourist attractions are located in rural areas and are not receiving the benefits stemming from the tourism industry. Some of these key attractions are world heritage sites, such as Mapubungwe, which are located in deep rural locations.

The limited involvement of local communities has also been identified as a major constraint in developing tourism in rural areas. Another major problem facing the South African tourism industry is the poor involvement of local communities and previously neglected groups within the industry. The tourism industry, perhaps more than any other sector, provides a number of unique opportunities for involving previously neglected groups. This will require a formal assessment tool for rural tourism to thrive, that should include but not be restricted to transport - taxi services, tours, trips, airport company and other transfers, attractions to township experiences, apartheid and struggle history museums, traditional culture and history, entertainment, music, dance, theatre and story-telling events, etc. The above operators are products that have the opportunity and means to operate in rural areas. These insights therefore, contain a construct that informs the business case for the Rural Tourism Strategy.

## **1.5 Broader goals and aims of the Strategy**

The broader goals and aims of the strategy listed below remain influential inserts from the NTSS which are prescribed as clusters and actions. These form part of the strategic interventions that are supported with the objectives and main actions of the strategy.

The strategy aims to address the following objectives;

- Create a platform to share knowledge of best practice, development opportunities and challenges in rural areas for tourism development;
- Facilitate the coordination of rural tourism development initiatives amongst relevant stakeholders;
- Create an enabling environment for rural tourism development to stimulate job creation and local economies;

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<sup>26</sup> White Paper – Tourism Development of South Africa, 1996

- 
- To identify and recommend strategic areas/nodes for tourism development in rural areas within the sector;
  - To guide strategy development within key documentation generated for tourism development and management in South Africa.

## **1.6 Rationale: Why develop a Rural Tourism Strategy for South Africa**

The NDT's rationale for the development of the Rural Tourism Strategy is a direct response to government outcomes namely: (4) create decent employment through inclusive economic growth, (7) develop vibrant, equitable, sustainable rural communities contributing towards food security for all; and (11) creating a better South Africa and contributing to a better and safer Africa in a better world. In addition, the NTSS addresses three strategic themes which reflect (1) tourism growth and the economy; (2) enhanced visitor experience; (3) sustainability and good governance referring to means of addressing the issue of geographic, seasonal and rural spread. The emphasis is particularly on the distribution of tourists across the country for an increase in the share of bed nights spent in least visited provinces from 3,8% in 2009 to 10% in 2020.

The rural concentration of poverty and unemployment; neglect of the rural in policy and plans, depopulation and migration (see table 1 attached); falling incomes and lesser job opportunities (see table 2 attached); promotion of village tourism (a Jamaican model and the Wild Coast – Eastern Cape); and improvement of products and infrastructure, including programmes that are implemented by SRI, TEP and other interventions; form the basis of the formulation of this strategy.

## **1.7 Methodology and Approach**

This methodology explains the approach directing the data collection which included project initiation activities such as desktop research. In collective engagement sessions, various stakeholders have guided the process (see stakeholder consultation report attached). A system of selective programming, beyond the municipal boundaries and borders, which is referred to as nodal development, also supported the mapping exercise. This was done through the recognition of the previous work implemented in the field i.e. Global Competitiveness Programme (GCP) nodes, Presidential poverty nodes and CRDP nodes. The strategy therefore depends on the formal approval requirements of the National Tourism Department.

The strategy is largely based on the core tenants of the NTSS. When it comes to rural tourism development, the NTSS has been greatly influenced by the interventions of the DRDLR's Comprehensive Rural Development Programme, the War on Poverty which is a program of the Presidency currently implemented by DAFF, the Community Works Programme (CWP) that is a ward based job creation programme of the Department of Local and Provincial Government and many other intervention schemes including the DTI's tourism incentive scheme.

The strategy is presented in a phased approach which comprises of the following:

- Phase One: unpacks the data collection method;
- Phase Two: discloses data analysis that has introduced nodal development as a primary technique of intervention;
- Phase Three: data presentation with the purpose of illustrating the form and character of the strategy;
- Phase Four: data approval processes that informs the formalisation of the strategy ;and
- Phase 5: the dissemination strategy.

### 1.7.1 Phase One: Data Collection

#### a) **Scope of the Strategy (Genesis Model)**

Whilst scoping the strategic framework, the Genesis Model was adopted as the most suitable model that responded to the primary intentions of the strategy's scoping phase. The Genesis Model is a methodology selected to define strategic intent and the specific activities needed to realise the strategy development in a locality or region, in a cluster, value **chain or node** This model was chosen on the basis that it covers the most challenging parts of a strategy process which includes the following;

- Mobilising and engaging local stakeholders;
- Developing a common vision for a desired future and charting the way to achieve it through provincial recommendations;
- Formulating a framework to align future planning and the more effective allocation of resources;



- 
- Identifying and prioritising objectives that are within the provincial tourism development frameworks and master plans;
  - Developing a monitoring and evaluation framework.

#### **b) Archival Research**

The following data gathering systems and tools have been utilised extensively in form of literature reviews of various pertinent documents which included policy frameworks, national legislation and case studies for modelling. The review prioritised the **NTSS** (2010) for its authority and direction and the White Paper on the Promotion and Development of Tourism in South Africa (1996), for historical and legislative guidance. Subsequent to the approach of a developmental state various sources attracted the analysis of rural tourism best practices in South Africa and globally, particularly the Jamaican model which is seamless and pertains to both tourism and rural development combined. In defining what is rural in South Africa, the Comprehensive Rural Development Programme of the DRDLR clarifies that there is no legal definition for rural areas in South Africa.

The three tiers of government's policy imperatives are fundamental, this maintains the link between the District Municipality's Integrated Development Plans (IDP) with local economic development plans which included tourism in most local municipalities. The sector plans of public entities including tourism master plans which confirm the short and long term plans of the key implementing stakeholders. Due to all this interaction and the consolidation of authoritative documents, nodal identification, selection and profiling remain significant aspects.

#### **c) Stakeholder Consultations**

Using a model that takes into account community involvement made it necessary to hold stakeholder consultations. , Rural Tourism Strategy consultation sessions were therefore convened in all nine provinces of South Africa between June and July 2011. The aim of these sessions was to seek inputs and comments from various stakeholders. Stakeholders also provided insights for nodal selection. In order to fulfil the planning role for the rural tourism strategy, models, methods and the nodal approach were identified with the aim of utilising the socio-economic data for the completion of the strategy. These sessions gave result to the review of literature survey, the interaction with

intergovernmental structures and the verification of the selected nodes. Nodes were thus identified, selected, profiled and mapped.

During the months of June and July 2011, the NDT hosted nine Rural Tourism Consultation Workshops with the attendance and representation of 441 participants from the House of Traditional Leaders, Provincial Departments, Public Entities, SIDA, National Empowerment Fund and Independent Development Corporation (IDC). The issues discussed were incorporated into a Consultation Report (see report attached)

The post consultation sessions comprised the following activities:

- Observations and modelling of other countries' best models;
- Baseline Analysis. Based on Statistics SA;
- Assessment of supportive infrastructure and tourism incentive schemes;
- Broad – tiered sector specific (Socio-Economic Analysis);
- International best practice–benchmarking to India (Rural Areas);
- Interaction with Knowledge Management Centres and Academic Institutions (PLAAS).

## 1.7.2 Phase Two – Data Analysis

### (a) Nodal Development

Despite the complexities of defining what constitutes 'rural' in South Africa, the Department of Local Government and Provincial Government and STATsSA prescribed an outcome orientated demarcation which refers to urban, peri–urban e.g. informal settlements near and around major metropolitan areas and rural and semi-rural geo-types e.g. settlements of displaced farm workers in commercial farmlands and growing informal settlements around small towns in former homeland areas.<sup>27</sup> (see map attached). Through this map it has become evident that South Africa is indeed predominantly rural. In order for the NDT to maintain the principles of sustainability and responsible tourism, the strategy has

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<sup>27</sup>

Concept Note, Designing a Policy – Relevant Area Typology for 'Rural Development' and Planning – *Transcending the urban –rural divide*, Concept Note, Centre for the Analysis of South African Social Policy & Institute for Poverty, Land and Agrarian Studies.

adopted a nodal development methodology. By focusing on certain nodes it is believed that the likelihood of achieving sustainability is higher than just following an ad hoc approach.

In 2001, the former state President of South Africa Mr. T. Mbeki announced in the State of Nation Address an initiative to address underdevelopment in the most severely impoverished areas in South Africa – it was estimated that almost 10 million people live in these areas.<sup>28</sup> The Presidential Poverty Nodes were described by the Department of Cooperative Governance and Traditional Affairs as the “spatial manifestation of the second economy”. These areas were “characterised by underdevelopment, contributing little to the Gross Domestic Product (GDP), absorbing the largest percentage of the country’s population, incorporating the poorest of the rural and urban poor, structurally disconnected from both the First World and the global economy, and incapable of self generated growth.”<sup>29</sup> .

The following areas in South Africa were identified as high Poverty Rural Nodes by the Presidency Office:

- **Free State:** Thabo Mofutsunyana District Municipality (Maluti-A-Phofung Local Municipality);
- **Eastern Cape:** OR Tambo District Municipality (Mhlontlo Local Municipality), Joe Gqabi District Municipality, Chris Hani District Municipality, Cacadu District Municipality;
- **KwaZulu-Natal:** UMkhanyakude District Municipality, Zululand District Municipality, UMzinyathi District Municipality, UGu District Municipality and Sisonke District Municipality (UMzimkhulu Local Municipality);
- **Limpopo:** Vhembe, Greater Sekhukhune District Municipality and Maruleng;
- **Northern Cape:** Kgalakgadi and Riemvasmaak;
- **Mpumalanga:** Bushbuckridge; and
- **Western Cape:** Central Karoo.

These were **juxtaposed** with the Global Competitiveness Study Report maps of the National, the Provincial Master Plans and Provincial Growth and Development Plans, The

<sup>28</sup> *State of Nation Address, 2001*

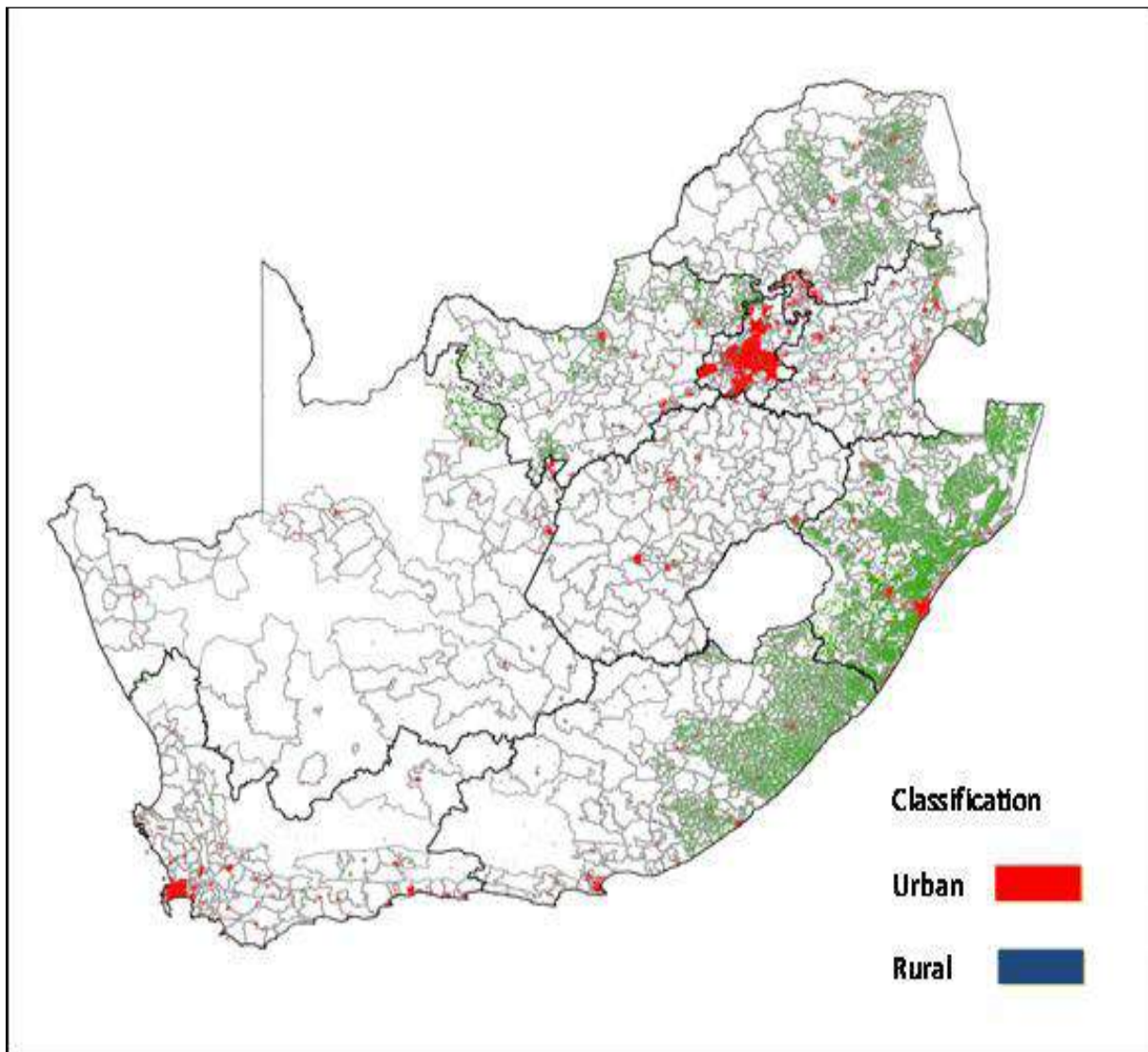
<sup>29</sup> Department of Cooperative Governance and Traditional Affairs Programme of Action 2005

Comprehensive Rural Development Programme Maps of the DRDLR, Community Works Programme maps of the Department of Local and Provincial Government, the War on Poverty Programme implemented by the DRDLR and DAFF (Addendum. Addendum A provides an overview of government interventions by all actors mentioned above).

**(b) Nodal Selection**

**Nodal Selection** for this strategy was also characterised by a number of factors which influenced the selection process. The process included summaries of snapshots and key developmental challenges. This research also included spatial development, demographic information and the economic sector information per node. Much emphasis was placed on the economic profiling and tourism opportunities in the respective areas. For the identification of tourism potential, current projects identified for interventions by the state were highlighted.

In implementing all of the above, the strategy sought after the models of the Department Provincial and Local Government, the GCP and the Social Responsibility Implementation Programme of the NDT. As previously stated, South Africa is essentially rural and the strategy's intent is not to develop each and every area that is deemed rural in South Africa as this would not be sustainable, however, nodal development will be adopted as a more suitable approach. The outcomes of the nodal identification activities are listed on page 73. It should be noted that some nodes have been developed as future recommendations.



**Map One:** Classification of urban and rural in South Africa as per The Department of Provincial and Local Government and Statistics South Africa 2005. Urban areas are red, protected areas are green and the rest of the map indicates what constitutes rural in South Africa.

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**(c) Area Node Summary**

According to the GCP, in South Africa there are no nodal parameters for research, which indicates that there are no node parameters for tourism in South Africa. The strategy therefore looked at the approach that other countries like United Kingdom has in establishing workable nodal definitions for tourism. Various models were compared. The systematic indicators discussed previously which includes high poverty levels in areas with tourism potential, remains interchangeable with other forms of poverty intervention levels and economic development patterns, however, specific tourism nodes subscribe to but are not restricted to the following patterns;

- Nodes are comfortable, mixed use, pedestrian and transit-oriented local areas that include places to live, places to work, and places to shop and get other services. (social)
- In some areas gateways from one district to another or various exit points from one province to the other informs the nodal characteristics. (inter regional)
- A node has a recognisable neighbourhood identity which could be traditional or modern based in terms of its offerings from wood carving to horseback ride villages. (socio economic)
- Within the node there is some accessible public green space. In former homelands, these spaces were utilised as ploughing fields which are suffering soil erosion. (terrain)
- For tourism to prosper, nodes are meant to be safe places where walking is encouraged, the difference of spatial usage between pedestrians and motor vehicles is minimised. (planning)
- Significant places of employment must be located within the node hub> This relates to the gateways to provinces and major parks like the Kruger National Park etc. (economic)
- As the density or occupancy of a node increases, the number and variety of public facilities offering amenities to residents will require an increase. (provisioning)

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**(d) Key Economic Development Problems for Nodal Selection in South Africa**

The study has consulted widely with departments and institutions that have utilised nodal profiling as a suitable approach for achieving certain developmental requirements. This was primarily observed with the Department of Provincial and Local Government where their experiences were deemed to be the same as that of tourism.

- Insufficient and unreliable economic data. Without good intelligence on economic challenges and opportunities, the Presidential poverty nodes are unable to trigger the required economic responses.
- A project-specific approach to development. While it is important to focus resources, a project-specific approach limits strategic focus and fails to capitalise on nodal-wide competitive advantages.
- Deficiencies of economic inputs into nodal plans and their implementation. Insufficient economic input into Provincial Growth and Development Strategies, integrated development plans and nodal business plans increase “the probability of designing over-ambitious and un-implementable plans”.

**1.7.3 Phase Three: Data Presentation**

The presentation of data which flows from the data analysis has been packaged and presented in both narrative and graphic formats. Maps, in particular, are presented to provide geographic imagery and are supported by tables.

**1.7.4 Phase Four: Approval of Strategy**

Based on the approval of the NTSS process, various stages of approval were adopted and these included an action plan which highlighted the significance of rural tourism. As the NTSS has already been approved at institutional level, the determination of the NDT to pursue various strategies which emanate from NTSS clarifies the path of Management approval only.

**1.7.5 Phase Five: Dissemination of Strategy**

The strategy has undergone regulatory steps for consensus, input and recommendations. Some of the steps have lapsed including the national consultation on the Rural Tourism Strategy,

presentations to provinces, to Governance Working Groups, the Provincial Economic Development Committee and the Ministerial Committees.

### Segment One

The strategy derived its origin from the following authoritative sources in the field of both tourism and rural development;

The National Tourism Sector Strategy which informs the mandate of the National Department of Tourism and that of the Rural Tourism Strategy,

- Comprehensive Rural Development Programme of the Department of Rural Development and Land Reform, which provides guidance for the meaning of rural in South Africa,
- War On Poverty and Zero Hunger scheme of the Department of Agriculture, Fisheries and Forestry whose focal point is on small scale farming remains relevant'
- The Social Responsibility Implementation Programme of the NDT which supports rural tourism initiatives.

#### Outcomes:

- ISRDP Nodes consulted
- Presidential Poverty Nodes consulted
- CRDP Nodes consulted
- Global Competitiveness Study reviewed

### Segment Two

In validating the desk top research several consultations patterns were adopted substantiation;

- Provincial consultations through the Provincial Economic Development Committee facilitated by the NDT,
- The Governance Working Group,
- National Provincial Consultation sessions were held in all nine provinces,
- A consultation report was developed and shared amongst participants,

#### Outcomes:

- National Tourism Strategy Consultation Report developed
- Nodes identified
- Profiling of Nodes

### Segment Three

In all the steps taken, especially those of various consultations, project recommendations were obtained and will require substantiation;

- Nodes were identified
- Nodes were profiled
- For mapping of nodes , a nodal based verification process was initiated
- Provincial nodes were extended into an average of three per province.

#### Outcomes:

Nodes extended to NC, Kgalagadi, Riemsvanmaak, Regterveld, WC , Central Karoo and West Coast , EC, Ukhahlamba, OR Tambo, Chris Hani , North West , Madikwe, Limpopo, Sekhukhune, Maruleng, KZN; Umkhanyakude, Zululand, Mzinyathi, Ugu, MzimkhuluGauteng; Mogale City, Hekpoort, FS; Maluti – Aphofung, Clarens, Ficksburg .

*Illustration 1: Summation of the Methodology Activities*



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## 2. SECTION TWO: SITUATIONAL ANALYSIS AND COMPARATIVE STUDIES

### 2.1 Policy and Programme Analysis

South Africa's policy and programmes are primarily based on the electoral mandate and key authoritative documentation. These vary with regards to terms and fundamental policy review throughout South Africa's democratic era. Tourism is also influenced by these policies and has its own policy frameworks for development.

#### 2.1.1 The Electoral Mandate

In an attempt to respond to the national government priorities, the NDT has established a reply mechanism in the form of a Rural Tourism Strategy. This is one response to the Medium Term Strategic Framework (MTSF) (2009-2014) and is informed by the electoral mandate. The electoral mandate states that; "The national government's mandate underscores the need to create a nation united in diversity, working together to weave the threads that will result in the creation of a democratic, non-racial, non-sexist and prosperous society. Indeed, now is the time together to do more, better."<sup>30</sup>

The priority areas to give effect to the above strategic objectives are:

- more inclusive economic growth, decent work and sustainable livelihoods;
- economic and social infrastructure;
- rural development, food security and land reform;
- access to quality education;
- improved health care;
- the fight against crime and corruption;
- cohesive and sustainable communities;
- creation of a better Africa and a better world;
- sustainable resource management and use; and

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<sup>30</sup> Minister in the Presidency (Planning), *Together doing more and better: Medium Term Strategic Framework A Framework to Guide Government's Programme in the Electoral Mandate Period (2009 – 2014)*, July 2009

- a developmental state including improvement of public services

The basic thrust of MTSF 2009 – 2014 is to improve the conditions of life of all South Africans and contribute to building a better Africa and a better world. The MTSF outlines 10 strategic priorities. The CRDP also arises from the strategic objective number 7: *comprehensive rural development strategy linked to land and agrarian reform and food security*.

Strategic priority 3 specifically speaks to the prioritisation of tourism within South Africa's planning: Explore and support non-farm economic activities refers to the statement that "Government will support initiatives to seek out other forms of economic potential of rural areas including tourism.....and cultural work to ensure rural areas utilise their unique assets, basic resources and characteristics". In implementing these priorities there is a need to increase people's control over their own lives and livelihoods; to promote community action and overcome dependency; and to bottom-up & community based linkages that will ensure integrated development planning. There are important implications for this type of planning, as ownership of development is owned by everyone, hence the adoption of the Genesis Model when planning for this strategy.

### 2.1.2 Tourism White Paper South Africa, DEAT 1996

According to White Paper on Development and Promotion of Tourism (1996) compiled by DEAT, "Local government tourism represents the third sphere of public sector tourism. While national and provincial tourism organisations are chiefly responsible for the design and implementation of tourism strategies and national and international marketing campaigns, it is the lesser-known local government authorities that often shoulder the responsibility for promoting and supporting the local tourism products."<sup>31</sup>

Local government has a crucial role to play in providing leadership and the necessary planning to make sure that their communities and local businesses get the most out of tourism and to minimise any negative effects tourism might have. Just as a visitor's holiday can be enhanced or spoiled by the behaviour of local residents, so too can residents have their lives enriched or degraded depending on how well the tourism experiences are managed."<sup>32</sup>

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<sup>31</sup> White Paper on Development and Promotion of Tourism, DEAT 1996.

<sup>32</sup> Ibid.

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### 2.1.3 National Spatial Development Perspective (NSDP)

- The NSDP was developed to provide a framework in which infrastructure investment and development spending programmes will support the national government objectives of economic growth, employment creation, sustainable service delivery, poverty alleviation and eradication of historic inequalities.

#### **Interpretation**

- Interventions that inform the Rural Tourism Strategy must be based on the principles of the NSDP such as economic growth, poverty alleviation etc .The Rural Tourism Strategy should attempt to reflect some spatial projects as reflected and identified in NSDP and Provincial Growth and Domestic Programmes PGDP development areas.

### 2.1.4 Municipal IDPs

- The Municipal Systems Act 32 of 2000. Chapter 5 refers to “Integrated Development Planning”.
- Municipal IDPs should be aligned to the NSDP and the PGDP.

#### **Interpretation**

- The interpretation of the NSDP in relation to the Rural Tourism Strategy should reflect spatial projects as reflected and identified in Municipal IDPs, NSDP and PGDP development areas. In this strategy, this will be achieved through the nodal identification exercise. Profiling of nodes will also be achieved for mapping purposes. Mapping will therefore reflect the spatial and contextual identity of the nodes.

### 2.1.5 Inter-governmental Relations (IGR) Framework, Act of 2005

- In the Republic of South Africa, government is constituted as national, provincial and local spheres of government which are distinctive, interdependent and interrelated.
- All spheres of government must observe and adhere to the principles of IGR framework 2005.

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## **Interpretation**

- The NDT should foster partnership across (both horizontally and vertically) all spheres of government for integrated strategic planning and intervention programmes for rural development.

### **2.1.6 Traditional Authorities Act of 2000**

The relationship of traditional authorities with government organs should be clearly stated not only for conforming reasons but for compliance that is informed by developmental requirements of the state. A traditional authority shall in the exercise of its powers and the performance of its duties and functions under customary law or as specified in this Act give support to the policies of the government, regional councils and local authority councils and refrain from any act which undermines the authority of those institutions. A conducive business environment is a key ingredient to the creation of vibrant local economies across South Africa. District and local municipalities have a lead role to play in ensuring that local business environments create the opportunities for shared economic growth and development for rural development. Some prime tourism locations are governed by traditional leaders who are entrusted to take decisions on behalf of the rural constituencies.

### **2.1.7 National Tourism Sector Strategy (NTSS)**

The NTSS also highlights the issue of seasonality and geographic spread as challenges that make it difficult to spread the benefits of tourism. In supporting the geographic spread of tourism, with more emphasis of supporting tourism growth in rural areas and enhancing the supply of rural tourism products, the NDT will focus more weight towards supporting tourism in rural areas, with the involvement of rural areas.

#### **2.1.7.1 Tourism Growth and Development – Supply**

With reference to niche product development and rural tourism's strategic gaps, the NTSS refers to the reality that many rural areas with tourism potential are not being developed.<sup>33</sup> This determines the relevance of the direction stipulated by the Spatial Development Initiatives and identifies the priority areas for tourism infrastructure investment. The NTSS indicates that this will

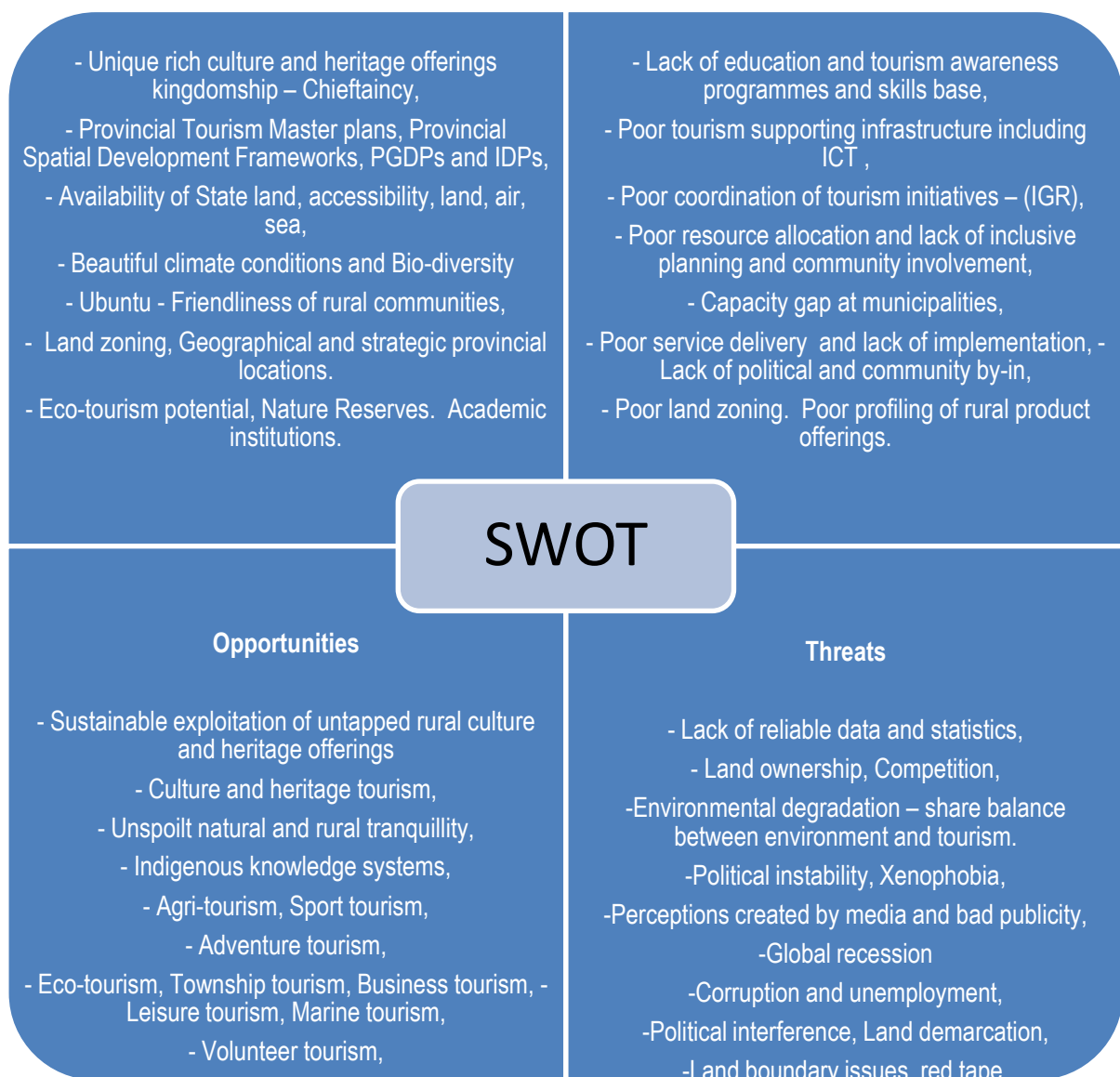
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<sup>33</sup> National Department of Tourism, National Tourism Sector Strategy

guide provinces, municipalities and the private sector in terms of product and experience development. Niche product development and rural tourism were identified as key actions that are meant to support the action orientated NTSS.

## 2.2 SWOT Analysis

During the consultation workshops, participants were requested to highlight various factors that have an effect on the development of rural tourism in their respective provinces. This was completed through a SWOT analysis (see attached workshop report d). The illustration below contains a synopsis of the respective provincial inputs. These are critical issues that inform the recommendations:



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*Illustration 2: SWOT Analysis***2.3 Overview of Rural Development Initiatives in South Africa**

There is a high degree of connection with government programmes that have defined economic growth implications, namely the Integrated Sustainable Rural Development Programme (ISRDP), Expanded Public Works Programme (EPWP), CRDP and Community Works Programme (CWP) which targets to support the poor areas.

**2.3.1 Rural Comprehensive Programme: DRDLR**

The DRDLR has developed the CRDP. The CRDP requires active participation by all stakeholders starting from ward level. Rural people and their communities are expected to take the centre stage in the improvement of their own quality of life. The design of the Programme is predicated on lessons learnt from pilot sites notably. Muyexe Village, Giyani and Riemvasmaak in the Northern Cape

**2.3.2 Agri-tourism**

The linkage between tourism and agricultural sectors has given rise to another segment of tourism known as Agri-tourism. Agri-tourism is a component of rural tourism which attracts visitors to farms or agricultural operations. It is comprised of agricultural and other business enterprises which offer something for visitors (tourists) to see, do, and buy. Agri - tourism is tourism which encompasses a wide range of attractions and activities that take place in non-urban areas.

**2.3.3 War on Poverty: Department of Social Development**

“The War on Poverty programme is an instrument of coordination, alignment, support and supervision of anti-poverty initiatives in order to make as much possible impact on poor households and communities in the short term, to halve poverty by 2014, and to eradicate poverty in the long term.”<sup>34</sup>

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<sup>34</sup> Medium Term Strategic Framework

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### **2.3.4 Community Works Programme: COGTA**

The CWP was initiated by the Second Economy Strategy Project (an initiative of the Presidency located in the Trade and Industrial Policy Strategies (TIPS) – a policy research NGO). In 2007, a pilot programme to test the approach was implemented under the auspices of a partnership between the Presidency and the Department for Social Development, who constituted a Steering Committee and provided oversight. As a result of initial performance during the pilot phase, the CWP was accepted in 2008 as a new element within the second phase of the EPWP, and was provisionally located within its new ‘non-state’ sector. In 2009, as further lessons from the pilot emerged, it became clear that the CWP could achieve significant scale, and could also contribute to a number of key strategic goals of government. To go to scale, it was necessary to establish the CWP as a fully-fledged government programme, with access to full programme funding. Accordingly, the decision was taken to locate CWP within the Department of Co-operative Governance and Traditional Affairs (COGTA) from 1 April 2010.

### **2.3.5 EPWP: Department of Public Works**

The purpose is to facilitate the development of tourism infrastructure projects under the EPWP through the use of labour intensive methods targeting the unemployed, youth, women the disabled and Small, Medium and Micro Enterprise (SMMEs) within the Social Responsibility Implementation Unit with intentions of; creating jobs through labour intensive manners, using public funds to increase employment, previous minimum 30% labour intensity, investment of R1,5 billion over the past 7 years ranging from cultural villages, tourist centres, hiking trails etc and lastly provide a comprehensive management service to initiate and implement projects.

### **2.3.6 IGR: Intergovernmental Engagements**

This relates to departmental initiatives and support interventions by other departments. Integrated Governance refers to an ‘approach in Governance’ which involves integrated policy development; integrated strategic planning; integrated budgeting; integrated implementation strategies, monitoring and evaluation. For government, it involves all sectors of society through formal and informal structures.

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## 2.4 Land Tenure Systems in Rural Areas

The issue of land is a contentious matter in South Africa. It is also believed that for economic prosperity land is the most crucial asset for the peoples of the country. However, certain complexities present themselves in different forms including the land owned by the people and governed by traditional authorities. This also impacts on privately owned land and the support of various tourism initiatives.

The Green Paper on Land Reform, which is currently under discussion, refers to principles of land reforms as being three-fold; “deracialising the rural economy, democratic and equitable land allocation across race, gender and class and a sustained production discipline for food security.”<sup>35</sup>

### 2.4.1 Traditional Authority Areas

In Traditional Authority Areas, there is a need to break the cycle of poverty and resulting environmental degradation by promoting sustainable livelihoods. This involves supporting initiatives that will, amongst others, enhance agricultural productivity and access to markets (pastoralism and cultivation), while promoting land care, sustainable harvesting of natural resources for household and medicinal purposes, land-use planning for traditional community areas to ensure protection of natural and cultural resources from biodiversity conservation and agricultural production. This in turn presents opportunities for food security which increases the food value chain for tourism consumption.

### 2.4.2 Privately Owned Land

The issue of land is clouded by major contradictions and contestations in South Africa. This is a highly emotive issue which includes land owned by missionaries etc. With regards to private lands, there is a need to promote responsible and sustainable land-use through a number of mechanisms. One option is through promoting various conservation incentives and conservation stewardship agreements. Another option is to integrate biodiversity and cultural features into the various local and provincial planning and development frameworks and associated decision-making processes. The private sector can mobilise resources to boost community-based tourism initiatives through some sort of local investment. The DRLDR has formed a Land Management

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<sup>35</sup> Green Paper on Land Reform, 2011, Department of Rural Development and Land Reform, p4.



Commission (LMC) “with powers to subpoena anyone and any entity, private and public to appear before it and answer questions relating to its landholding or land interest. The LMC can also enquire about any land question out of its own initiative or at the instance of interested parties.”<sup>36</sup> Upon formalisation, the LMC existence can clear various complex matters on privately owned land for tourism

## 2.5 Key Stakeholders

The Provincial Stakeholder Rural Tourism Strategy Consultation process managed to convene several stakeholders which were classified according to the three tiers of government and those that are active in the sector. Interestingly, funding institutions such as the Small Enterprise Development Agency (SEDA) and IDC attended most of the workshops including research consultancies like Grant Thornton. As a way forward towards the development of the strategy the stakeholders below will form part of the working groups towards the finalisation of the strategy. (see report attached).

- National and Provincial House of Traditional Leaders;
- Funding Government Institutions- (IDC and, DBSA, National Economic Empowerment Fund);
- South African Local Government Association (SALGA) and District and Local Municipalities;
- DRDLR, Community Development Workers (CDW), Institutions of higher education and learning (academics);
- Representatives from the Provincial Department of Economic Development and Tourism, Department of Local Government and Traditional Affairs, Department of Agriculture and Rural Development, Department of Social Development, Department of Roads and Transport, Department of Public Works, Department of Land Affairs, Department Forestry and Water Affairs and Department of Social Development, State Agencies / Parastatals – Programme Heads;
- NGOs and CBOs (Tourism Associations), Business Chambers and Tourism Product Owners.
- Provincial Tourism Authorities and Provincial and Local Economic Development Agencies.
- Tourism stakeholders (Local Tourism Organisations (LTOs), District Tourism Organisations (DTO)).

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<sup>36</sup> Ibid, p6

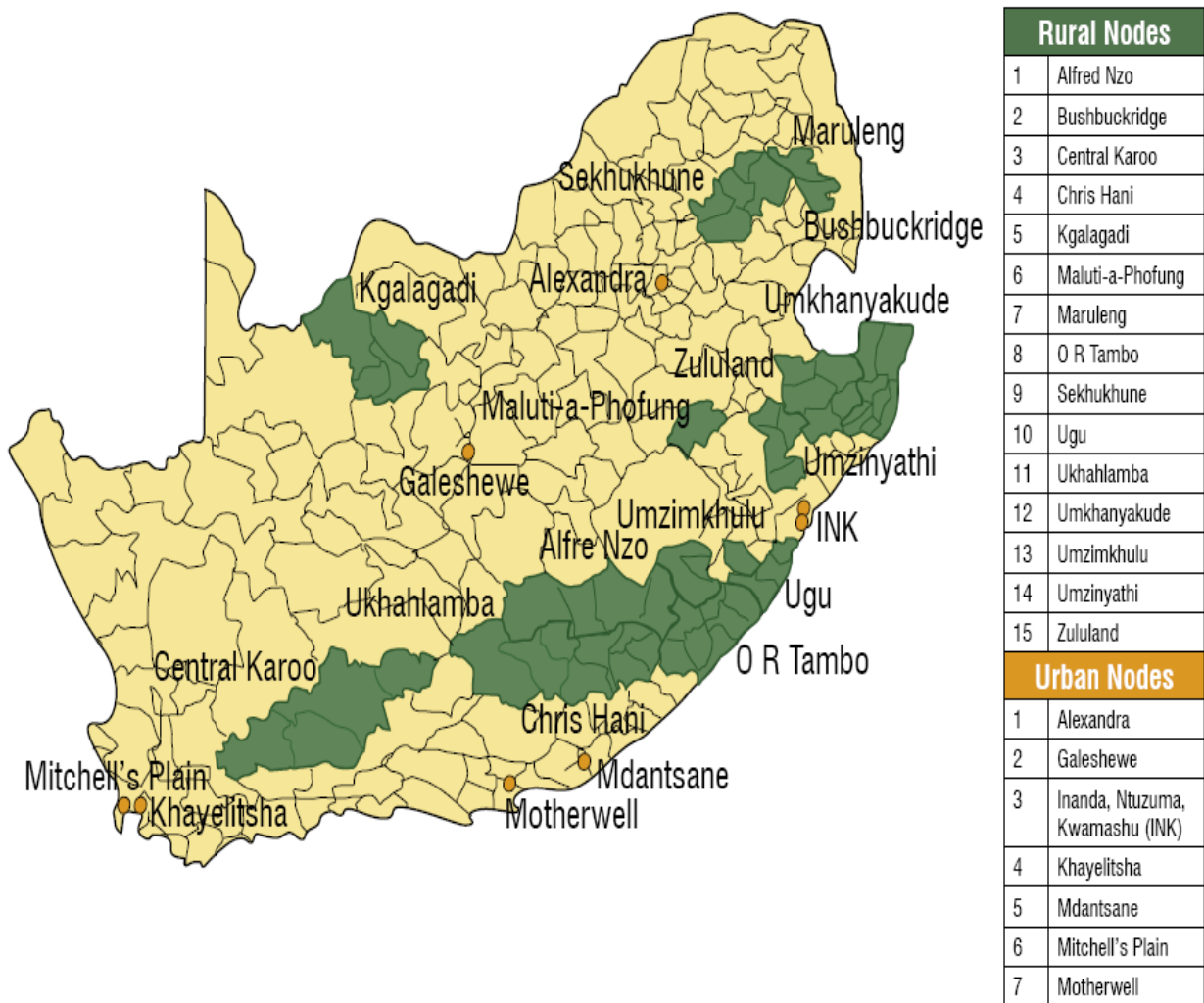
- Tourism Managers / Local Economic Development (LED) Managers from Local and District Municipalities.

## **2.6 Supply and Demand Analysis**

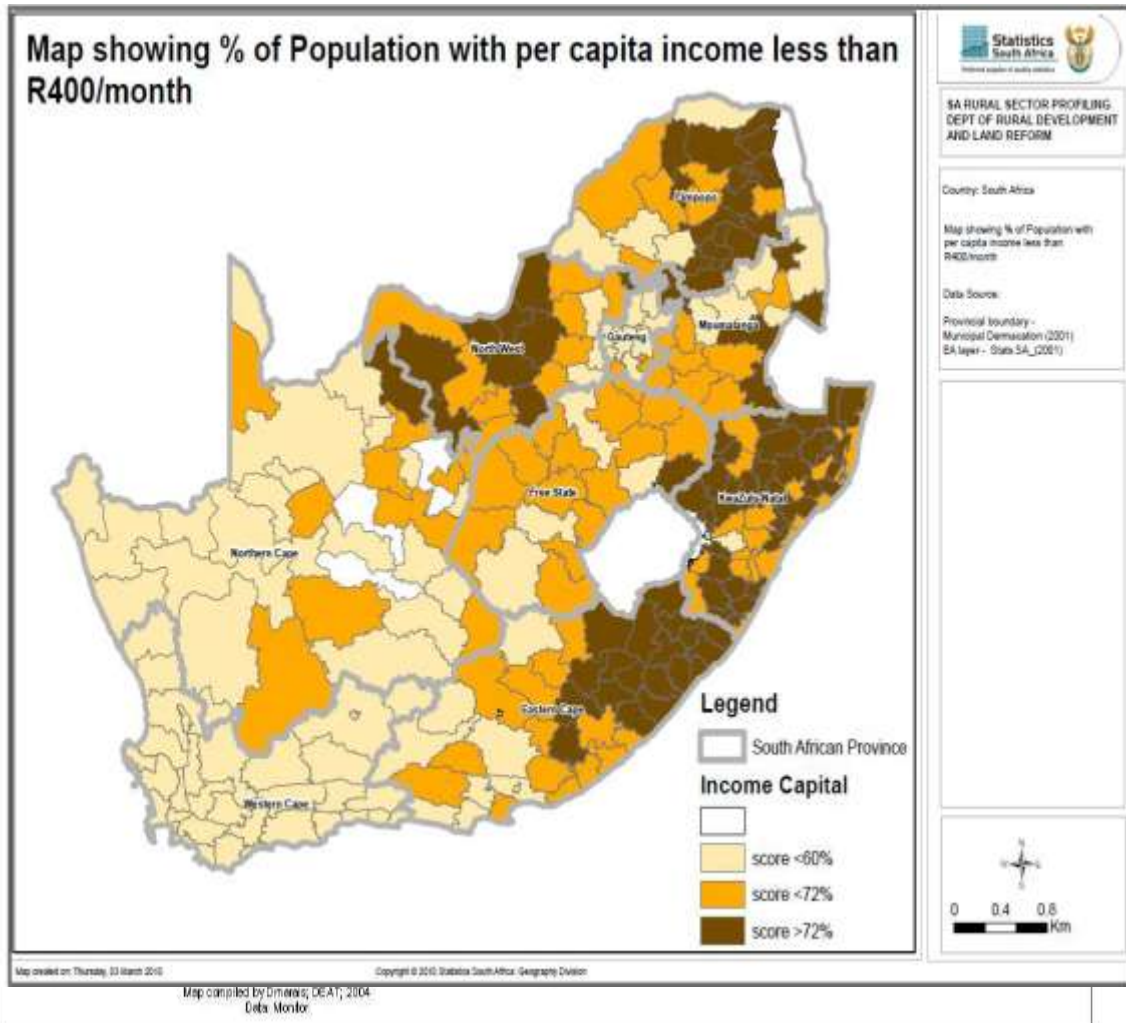
In formulating the foundation for the development of the strategy, both rural and tourism are the key priorities identified for economic development in South Africa. There is therefore no necessity for a business case as these two priorities are requirements for the development patterns and planning in South Africa, thus no economic impact assessment was done. In terms of the supply analysis, a breakdown of tourism supply, tourism potential and a comparative analysis of the other state entities for each of the nodes were developed. The table below matches the identified tourism product and infrastructure gaps in South Africa's nine provinces. This exercise is meant to demonstrate the inabilities and abilities of the nine provinces in developing rural areas for tourism development. The following maps provide key insights into socio economic, tourism potential and government interventions.

## Presidential poverty nodes

In 2001, the State President Mr. Thabo Mbeki announced an initiative to address underdevelopment in the most severely impoverished areas (Presidential poverty nodes) in South Africa. It is estimated that these nodes (rural and urban) are home to around 10 million people.



**Map Two:** Presents the Presidential Poverty nodes of 2001, an initiative to address underdevelopment in areas with chronic poverty in South Africa. These areas were classified as Presidential poverty nodes and there is an estimation that the node; both urban and rural accommodate up to 10 million. Interestingly a significant percentage of the areas identified are linked to rural tourism products that were developed by state programmes or that have been identified for interventions.



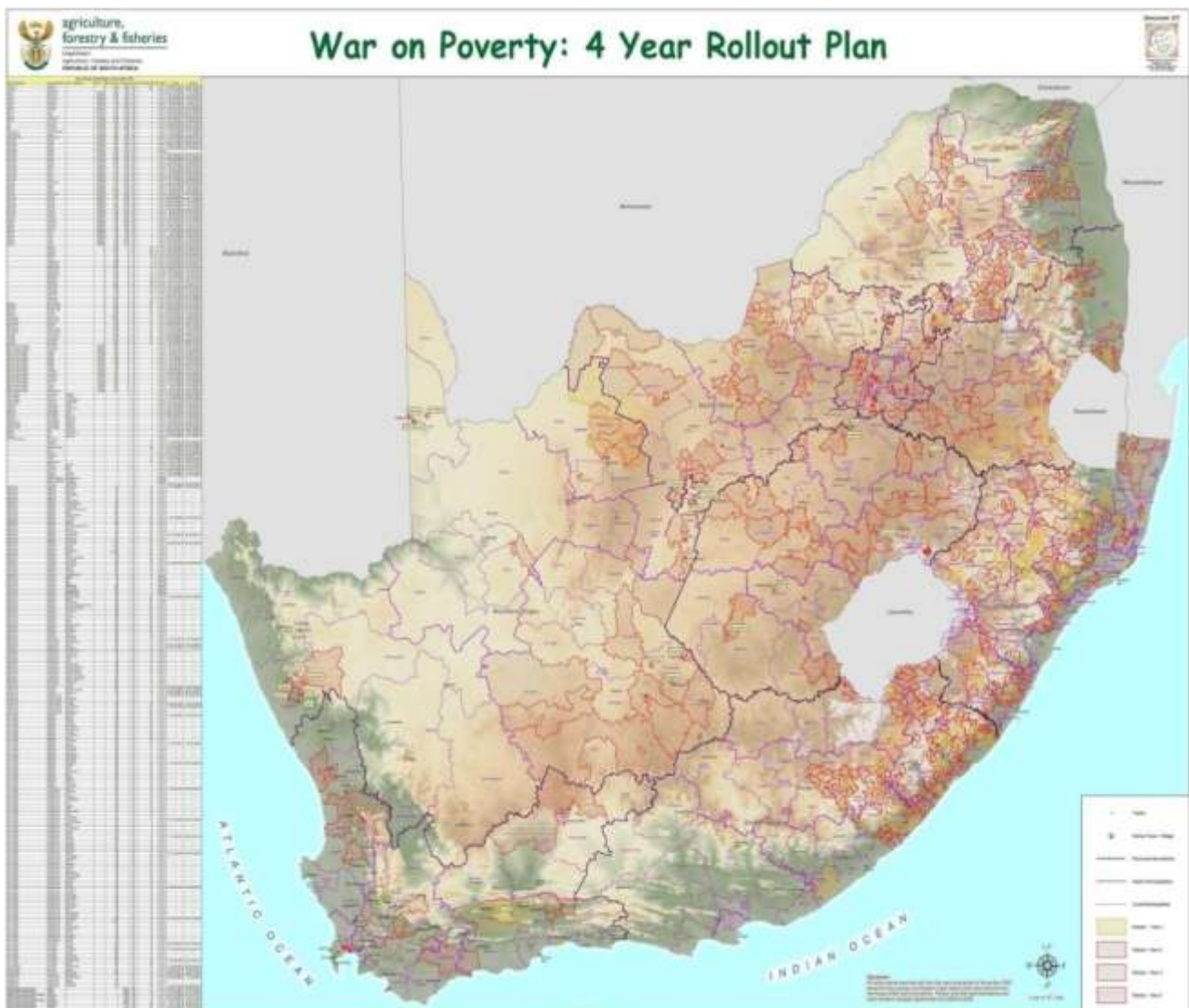
**Map**

**Three:** *The Global Competitiveness Programme Study contains tourism initiatives in the nodal areas that have been influenced by the results of the study. The GCP identified the need for the development of a tourism product platform that is innovative and which is responsive to tourist’s desired experiences. The GCP also focused on product development, developed a framework that allows for the identification of high priority areas for tourism development and product infrastructure needs in the respective areas.*

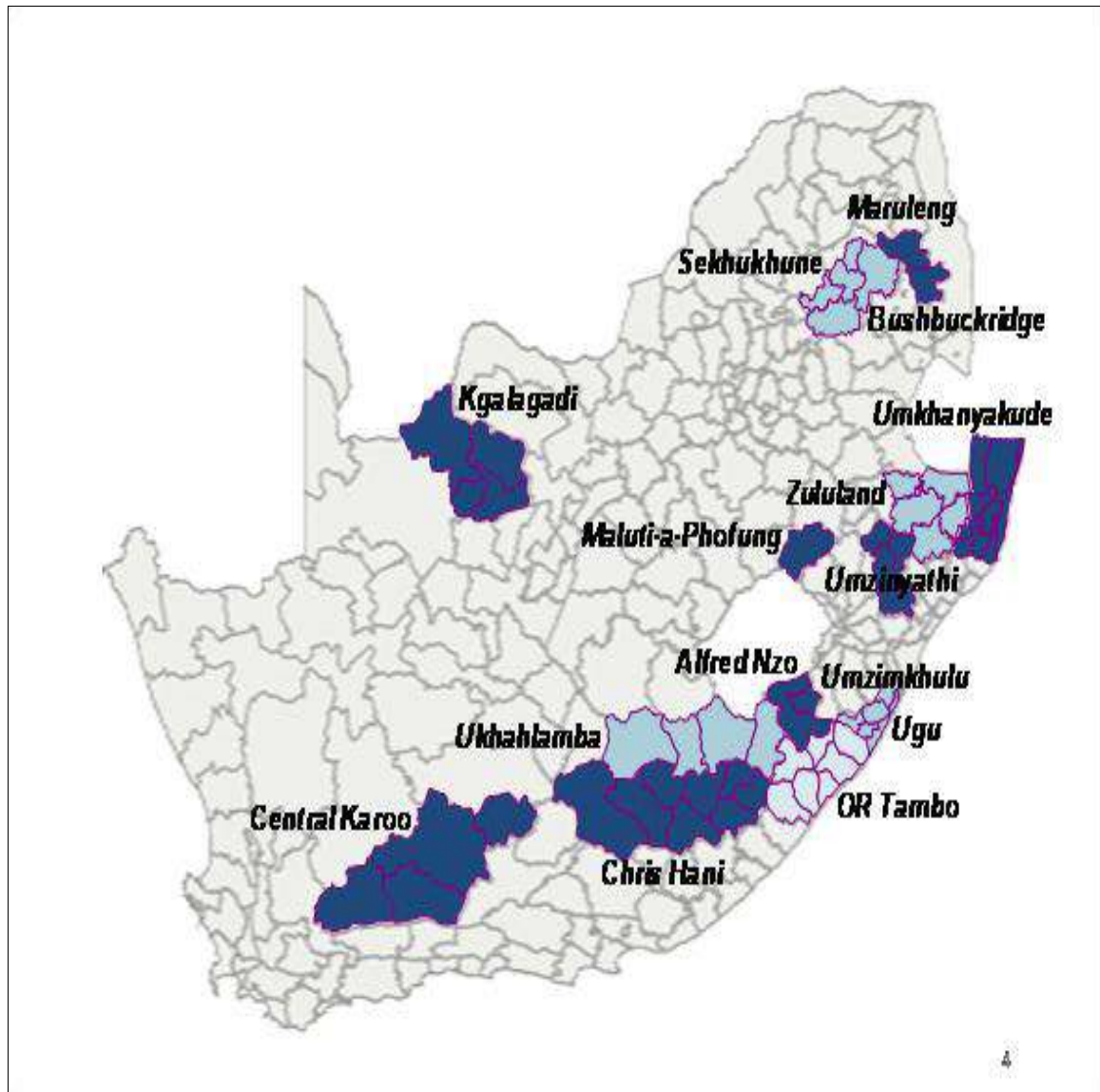
**Map Four:** *Map showing a percentage of population with per capita income less than R400 a month in South Africa. This is South Africa's rural sector profiling of the Department of Rural Development and Land Reform. The map is an illustration which informs the socio economic status of South Africans and their migration patterns.*

Prov 2006 – 2011	PROVINCE IN 2011											
	EC	FS	GP	KZN	LP	MP	NC	NW	WC	OUT MIGRATION	IN MIGRATION	NET MIGRATION
EC	-		82 400	75 400	9 100	11 500	3 300	28 000	103 400	327 200	115 500	-211 600
FS	7 400	14 100	55 600	5 700	9 500	6 200	5 000	23 200	9 400	122 000	92 600	-29 400
GP		-	-	59 200	34 900	42 900	7 900	49 700	49 100	309 300	673 700	364 400
KZN	33 100	32 400	118 200	-	6 300	17 200	1 800	7 900	17 300	196 100	197 900	1 800
LP	18 100	8 600	165 700	5 500	-	26 300	800	25 500	4 800	237 400	96 300	-141 000
MP	6 400	5 300	99 800	15 300	16 900	-	5 200	11 500	5 800	164 900	120 700	-44 200
NC	11 600	3 900	11 700	1 900	2 900	2 500	-	10 900	13 100	61 500	43 000	-18 500
NW	4 800	6 900	100 000	21 600	12 100	10 600	9 300	-	3 300	177 100	161 000	16 000
WC	30 100		40 300	13 300	4 500	3 500	9 600	4 300	-	111 500	206 100	94 600

*Illustration 3: Migration trends per province.*



**Map Five:** Map illustration of the War on Poverty, a four year rollout plan of the Department of Agricultural, Forestry and Fisheries. This is a ward based poverty alleviation intervention model that was juxtaposed against the GCP and CRDP.



**Map Six:** Illustration of the SIRDP Nodes which have presented significant guidance for South Africa's rural development landscape

## 2.7 Rural Tourism and Information and Communications Technology (ICT)

One of the principal hindrances to the development of rural tourism in South Africa is the lack of communication material and infrastructure. This results in revenue loss where tourism is taking place. The START-Net concept generated by the University of Pretoria and the North Carolina State University attempted to offer individuals in poor rural communities a way to attract tourists to local businesses in the areas. START-Net was conceptualised as a virtual marketplace, parallel to real village markets that reconcile transactions between networks of micro-entrepreneurs and their markets (i.e. independent tourists and some tourism providers). The



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system functions in a similar manner to more common online tourism booking sites however it allows micro-entrepreneurs to participate with the use of the simplest cell phones thus making it accessible to virtually anyone worldwide.

A report indicated that vulnerable communities are often able to produce appealing tourism services and products because these activities are an extension of their traditional practices (e.g., tracking wildlife, making crafts, engaging in cultural activities). The findings of the report suggest that many of the rural poor are very entrepreneurial, sometimes running several micro-ventures catering to people in their community. They do, however, face a number of challenges, for instance, they have difficulty in accessing capital as well as customers with sufficient income. Moreover, they do not have ways to capture business from the tourism industry even if tourists pass right by or through their community. In addition, the data also revealed that most individuals own and use cell phones. These findings provide preliminary validation for the proposed plan of fostering dignifying and sustainable rural livelihoods with the help of an Information Technology (IT) system accessible through cell phones.

## **2.8 International Best Practice**

This strategy has also studied various international models which are output driven and contain special remedies for primarily poverty alleviation and the subsistence of communities. These models as discussed below and provide a lead to various countries' approaches towards rural and tourism development. The Asian model refers to mere poverty relief schemes for employment purposes; the African model focuses on culture related interventions that seek to diversify tourism offerings; the European model was designed as a response to industrialisation; while the Millennium Development Goals are meant to harmonise urban stresses.

Whilst India forms part of the countries listed for development by major development co-operation, it remains a lead country with regards to pro-poor innovation schemes within a striving economy's plans to eradicate the high levels of poverty. As part of the Brazil, Russia, India and China (BRIC) multilateral, the following certain lessons that were learnt from the study : the National Rural Employment Guarantee Act was promulgated in India in 2005 and gives every rural household in India a legal right to 100 days of work a year, provided by the state at local level. More than 55 million people are now participating in the scheme, with profound impacts on rural poverty which is deeply entrenched next to rural tourism attractions.

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Another form of intervention is the Gram Panchayat programme where participants register with the Gram Panchayat and the local government structure and are then provided with a job card. When they apply for work, the local state must provide work within 15 days, or pay them an unemployment benefit instead. This is a model which could be linked to the EPWP projects in South Africa. A key feature of the scheme is that the national government pays the costs of employment, yet if work is not provided, the local state must foot the bill for the unemployment benefit. The State's funding schemes are in place however due to chronic poverty; these could be able to find meaning within tourism attractions. The United Nations Development Programme (UNDP) and European Union funding models exist with a facilitator and beneficiary clear cut model. The line is drawn to ensure that no agents, other than the state, intercept the grant funding to communities. In Indonesia, the agro-industrial collapse and diversification of remote agricultural land led to adventure tourism which includes the viewing of rice planting and rubber tapping agro for economic activities. In addition, Korea offers a structured programme of farm stays and home stays. The provision of employment schemes assist the Asian model at different levels of development as these attractions are among rural communities and close by to prime tourism attractions.

Morocco provides us with market retention strategies and regulatory frameworks that can be adjusted for the South African model. For instance, millions of visitors flock into Morocco each year, thus making tourism a major source of revenue and employment as the sector employs about 4.5% of the labour market. Despite this and despite the presence of a wealth of cultural and natural attractions, Morocco has yet to reach its full tourism potential through developing tourism in the rural areas of the country. The Morocco Rural Tourism Programme (MRT), the UNDP and the Ministry of Tourism crafted a National Strategy for Rural Tourism Development in 2003 with the objective of improving the quality of life of the rural people; providing of a good experience to the tourist and maintaining the quality of the environment. Similar to South Africa's National Department of Tourism's NTSS. This therefore, is a determination by the state and the international monetary and development institutions to ensure that rural tourism is the foundation of tourism development.

Uganda contains a large scale of community participation in cultural tourism with much emphasis on handcraft development.

South Africa's rural tourism is viewed as a means to eliminate poverty and initially took off with Ostrich farming in Oudsthoorn, Western Cape province. The establishment of wine farm tours

has also been a highlight as at least 300 farms receive about 500,000 visitors per annum. However a structured approach is required for these communities and some privately owned projects that have not taken off and now are termed 'white elephants'.

In France, rural tourism dates back to 1951 with camping and caravans providing the most popular forms of accommodation. Since the 1970's rural tourism in Great Britain has been observed by citizens from polluted and industrialised urban areas as an opportunity for the enjoyment of unspoiled environments. The Republic of Serbia remains a significant model with the country's development of a "Joint Programme which contributes specifically to the United Nations Development Assistance Framework with an outcome of sustainable development plans that effectively responds to the needs of the people, communities and the private sector while promoting rural development and environmental protection"<sup>37</sup>.

Within the European legal framework, rural tourism in Italy depicts an exceptional model. Rural Tourism and Agri-tourism are defined by two separate legislative acts and are characterised by separate administrative, commercial and fiscal disciplines. Rural Tourism in Italy is defined as a "tourism activity aimed to protect rural areas and cultural, historical, craft and gastronomical resources that these are based on."<sup>38</sup> Therefore in this model, the rural tourism dealers might not be agriculture operators since the law does not require a connection between tourism and agricultural activities. Agri-tourism is however, "defined as accommodation and restoration of services that are provided by agricultural" and the tourism activity can be regarded and directly connected to agriculture activity. The second outcome in the Spanish MDG focuses on developing a National Rural Tourism Master Plan, which will bring together the public, private and civil society tourism stakeholders to create a plan that addresses the needs of rural tourism.

### 2.8.1 Case Studies

#### (a) Rural Tourism Case Studies: Domestic and International

Tourism is arguably Jamaica's largest segment of the economy. "In 2009, the direct employment in the tourism sector was estimated to be at 75 000 persons while indirect employment generated by tourism in Jamaica was estimated to exceed 200 000 jobs.

<sup>37</sup> A paper on Sustainable Tourism for Rural Development- Spanish Millennium Development Goals Achievement Fund for Development and Private Sector.

<sup>38</sup> Dettori DG, Paba A & Pulina M, 2004, *European Rural Tourism: Agrotouristic firms in Sardinia and their life cycle*. Working Papers.

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Jamaica's tourism is divided into an accommodation sector for the stay-over tourists and a day excursions sector for day cruise visitors.<sup>39</sup> Like in South Africa, poverty in Jamaica presents certain challenges, however the mere fact that tourism is a priority in both countries demonstrates a significant statement that rural tourism is recognised as a potential instrument for tourism development. In their World Bank Projects for development funding, Jamaica identified tourism for income generation as an intervention which is meant to benefit rural based tourism products including small and medium farms for poor communities.

Whilst focusing on the target products, the influence of the host communities remains a significant contribution. In Charles Town, a Maroon Community Project is one of the four remaining Maroon community sites in Jamaica. It is located in Buff Bay, Portland along the Spanish River. Main attractions include a museum, performing arts centre and a river park picnic area. They also sell homemade wines and jerky barbeque. The project is considered to be under developed, however official tours are available. They are also not registered with the Jamaican Tourism Board. Lessons from this project are of key importance as this is a community led initiative that sells heritage, leisure and arts in their own rural landscapes.

South Africa's rural tourism projects are primarily located in the Eastern Cape and KwaZulu-Natal. In the southern part of the Drakensburg and at the junction of EC and KZN, the Mehlooding Trail offers a rich and diverse natural and cultural heritage activity. The old-fashioned and welcoming town of Matatiele, 70km from Kokstad, forms the perfect gateway to the trail half way between Underberg and Rhodes. The route traverses spectacular mountainous foothills and rural villages and features visits to ancient rock-art, sparkling streams, indigenous trees, medicinal plants, craft projects as well as top of the world views.

Another project in Jamaica which has attracted the attention and funding of the Jamaica Social Investment Fund is the Rastafarian Indigenous Village (RIV) which has developed a strong brand identity based on the Rastafarian culture, which is closely aligned with the Jamaican 'brand'. This project builds on the curiosity and growing visitor awareness and acceptance of this alternative lifestyle made famous by Bob Marley and reinforced in popular culture through the strong destination branding. Unlike a number of cultural

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<sup>39</sup> Jamaica Social Investment Fund: Rural Enterprise Development Initiative – Tourism Sector, July 14, 2009.

villages in South Africa, the RIV has demonstrated that heritage can be packaged as a tourism experience only as it is placed in its location of origin to provide a sustainable attraction known for its authenticity. The location identified for this project is therefore a key draw card for local tour operators and tourists. Its proximity to two of Jamaica's most important resorts centres, Montego Bay and Negril, make it an easy day trip and a stay-over as well. The RIV is one of the few places that markets itself as an "experience". This element is lacking in most attractions in South Africa. An additional lesson for this project is that its management team is strongly orientated towards marketing and standards and this has a high impact on the improvement of the tourism product and visitation levels.

In South Africa, whilst there is no consensus on the meaning of rural and rural tourism, other terms such as ecotourism, cultural tourism etc are in use. However, Petric (2003) argues that "rural tourism should be the wish to give visitors personal contact with a taste of physical and human environment of the countryside and as far as possible, allow them to participate in the activities, traditions and lifestyles of the local people."<sup>40</sup> Through its Poverty Alleviation Fund, the National Department of Environmental Affairs has provided support to the KhoiSan Village tourism project in the Eastern Cape, the Lilani Hotsprings project in KwaZulu-Natal and the Siyabonga Craft Centre etc. These are infrastructure related projects aimed at creating jobs. Unlike the Jamaican Indigenous Village, standards and marketing in these projects remain a major challenge as they are marketed as tourism products and not necessarily 'experience' orientated products. The Basotho Cultural Village in Eastern Free State remains one of the key products of note, however, the livelihood ceases to exist once tourists jump into the bus and leave the area.

DEAT allocated R6.5 million as part of the poverty alleviation fund connected to the !Ae! Hai Kalahari Heritage Park Agreement to build !Xaus Lodge. However, many researchers have referred to this as a development mistake made by government and its agencies. The !Xaus Lodge presents the following developmental lessons for future development: local context, cultural, environmental and market interest. Finlay (*n.d*) indicates that, "politics determined location referring to both Mier and Khomani heritage land."<sup>41</sup> Numerous challenges became apparent after the completion of infrastructure development and these were: location far off the tourist route, substandard construction, noisy expensive

<sup>40</sup> Petric L (2003) *Constraints and possibilities of the rural tourism development with special stress on the case of Croatia*. Finland: University of Jyväskylä.

<sup>41</sup> Finlay K & Dyll – Myklebust L, *Action (Marketing) Research and Paradigms in Partnership: A critical analysis of !Xaus Lodge*, Chpt 10, Dec 2010.

fuel intensive generator as the only electricity supply, salty water, roofing and walkways were poorly designed and had to be rebuilt, delay in inauguration, bad roads, Mier and Khomani owners had largely written off the project which had been neglected for five years and state funders had also lost interest. On 24<sup>th</sup> of January 2007, the Transfrontier Parks Destination (Pty) Ltd (TFPD) signed a contract with the Joint Management Board as the operating company. The contract runs for 20 years with the TFPD awarded the right of refusal. The community representative organisations receive monthly rentals based on turnover. Almost all lodge employees are drawn from the local communities. The lodge symbolises co-operation between the principal parties to assist the promotion of the eco-tourism facilities and establish a facility which will generate income and contribute to the alleviation of poverty in the region.

## 2.9 Challenges and Barriers in developing the strategy

There are several barriers that were observed during the primary research stages which have been noted below:

- Insufficient and unreliable economic data. Without high-quality data on economic challenges and opportunities, the rural tourism nodes are unable to trigger the required economic responses, which include job creation, poverty alleviation and sustainable livelihoods;
- A project-specific approach to development. While it is important in focusing resources, a project-specific approach limits strategic focus and fails to capitalise on nodal-wide competitive advantages which promote regional integration and shared resources;
- Deficiencies of economic inputs into nodal plans and their implementation. Insufficient economic input into Provincial Growth and Development Strategies, Integrated Development Plans and nodal business plans increases “the probability of designing over-ambitious and un-implementable plans”<sup>42</sup>;
- The lack of flexible, user-friendly and market-friendly national funding facilities. Notwithstanding the value of the municipal infrastructure grant and the revised equitable share allocation for nodal development and the Social Responsibility Implementation Programme, there is no direct mechanism for stimulating private sector resource flows into the various poverty nodes;

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<sup>42</sup> Republic of South Africa, Department of Provincial and Local Government and Business Trust - *Expanding economic opportunity in the Presidential Poverty nodes*, 2007.

- Limited economic productive capability in the nodes frustrates the creation of internal demand for economic goods and services. This relates to education and training, capital for business development, economic and social infrastructure, marketing information and appropriate technologies. It was suggested that human resources providing hands-on support for economic development is far more important than deploying more planning interventions as a response to unemployment.

## **2.10 Institutional Implications**

In the implementation of the Genesis Model, key forms of engagement were adopted and have a direct impact on the community led economies, partnerships and funding agents which came to the party. The strategy therefore seeks solid partnerships with sister departments and development funding institutions.

The agreement between the NDT and the DRDLR on areas of co-operation was crafted. The internal tourism development funding section, the Social Responsibility Implementation, is part of the Governance Working Group of the NDT which seeks to consolidate tourism development efforts in provinces. The strategy will follow internal approval processes therefore embracing commitments from the structures.

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### **3. SECTION THREE: STRATEGIC FOCUS**

It should be recognised that tourism strategies can make an effective contribution to rural development and maximise the economic benefits when sustainable tourism management strategies are employed. The aim of this rural tourism strategy is to assist with a balanced rural development of an area, not to convert products into resort complexes dependent solely on the travel trade but to focus on the development of rural economies and the improvement of people's lives. This Rural Tourism Strategy is about the promotion of community development through the promotion of sustainable livelihoods for the sustainable use of products.

The strategy is designed so that there is a link between the Genesis methodology and the Differentiation Model which both possess pragmatic means in dealing with community based developmental approach. All other government departments have, on different levels, designed interventions to explore development through rural development initiatives. The NDT is expected to deliver in this terrain in a unique and yet impact driven manner. Given the character and frame of rural tourism products and projects in South Africa, it is crucial to distinguish rural tourism from all other forms of development in the following manner; tourism potential and land cover data which will enable the classification of each land parcel within integrated and sustainable Rural Development Nodes and former homeland areas. Planned transport and infrastructure networks are meant to inform investment decisions and socio-economic data for poverty levels and need in rural areas. The crux of this strategy relies on the assessment of poverty indicators through the measurement of the multiple deprivations linked to population estimates, the growth domestic product of the particular provinces and the disposable income of the identified communities.

#### **3.1 Rural Tourism Strategy Emphasis**

Furthermore, the emphasis is based on the observation that local communities in rural areas should work together and with other external role-players to improve their lives. The state's role is to create an enabling environment inspired by recommendations emanating from the NSDP, ASGISA, government, business, labour and civil society which have formed a partnership in which government policies, strategies and interventions are cooperatively shaped. Moreover, the purpose of the strategy is to lay a broad and consultative plan on the promotion, development and management of sustainable rural tourism products in South Africa. The strategy outlines recommendations and pillars for building partnerships for product development, tourism marketing, human resource development, tourism infrastructure, tourism research and



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information, fostering a national stewardship in order to create high quality visitor experiences, conserves resources, and strengthening local economies throughout the identified rural planning areas.

### 3.2 Strategic Themes and Objectives

As a result of the provincial consultative process, interaction with key stakeholders, the documentation review and a situational analysis the following various common indicators were identified and classified as strategic themes:

- Product Development, including but not limited to funding models and innovation schemes;
- Tourism Marketing, including but not limited to visitation of lesser visited areas;
- Tourism Skills and Development, including service standards;
- Tourism Support Infrastructure, including but not limited to roads and basic services;
- Tourism Research and Information, including Tourism Market Intelligence.

#### 3.2.1 Detailed Outline of the Proposed Interventions and Actions

##### # 1 Strategic Theme One: Product Development

In both international and domestic tourism development, Product Development has been a major highlight and point of concern. Due to the major backlog that South Africa's industry has observed over the years, South Africa's tourism sector has also identified product development as a deprived area that requires improvement. The White Paper also claims that, "communities and previously neglected groups, particularly those in rural areas that have not actively participated in the tourism industry possess significant tourism resources."<sup>43</sup> The South African landscape of 2006 has developed over 40 years. Tourism development started off being domestic. Although in the mid 1980's South Africa received approximately 50000 international visitors and 2004, South Africa had received up to 5.9 million international tourists<sup>44</sup> All this growth is not necessarily apparent yet requires a comprehensive product development plan.

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<sup>43</sup> Viljoen J & Tlabela K, 2007, Rural Tourism Development in South Africa: Trends and Challenges, HSRC Press, pg 7.

<sup>44</sup> Ibid, Rural Tourism Diversification in South Africa, Pg7.

- **Strategic Objectives**

As the demand for product development increases, this strategic objective endeavours to align industry arrangements and institutional partnerships with strategic intent. The expectation therefore directs all efforts to the augmentation of the value and volume of products that showcase unique tourism assets.

- **Strategic Interventions**

Key strategic interventions are required for focusing on strategic partnerships including those of international funders and investors. This is informed by the pledge made by government to support investors in rural communities and in less developed geographic areas.

- **Main Actions**

The NDT's commitment to the design of the Rural Tourism Strategy and the approval of the implementation plan will enhance the action plans. In obtaining tangibles, feasibility studies for 4 provincial pilots will improve the outlook of the rural tourism landscape in South Africa.

<u>Theme One</u>  <u>Product</u>  <u>Development</u>	<b>Strategic Objectives</b>	<b>Strategic Interventions</b>	<b>Main Actions (Recommendations)</b>
	1. Ensure institutional arrangements are in place to facilitate strategic partnerships	<ul style="list-style-type: none"> <li>• Develop strategic partnerships for rural tourism product development</li> </ul>	Design and implement the rural tourism strategy
	2. Improve and increase the value and the volume of the products offerings in provinces to showcase unique tourism asset	<ul style="list-style-type: none"> <li>• Product enhancement of high poverty nodes</li> <li>• Development of tourism products in areas not defined as high tourist attractions</li> <li>• Product expansion by developing new iconic products linked to SRI</li> </ul>	Approve and implement strategy Develop a feasibility study for 4 provincial pilots per annum Link iconic products with investors <b>Product Enhancement Plan of high priority areas_</b>

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*Illustration 4: Strategic Theme: One***# 2 Strategic Theme Two: Tourism Marketing**

- **Strategic Objectives**

Tourism marketing is a very contested and competitive terrain with global actors having obtained high rankings than South Africa. For the international and domestic market to be receptive of South Africa's rural tourism offerings there should be alignment of institutional initiatives between the NDT, SA Tourism and other marketing agencies.

Research demonstrates that domestic tourism has been neglected for a long time. Therefore, the greater market share of overall tourism initiatives should be primarily biased towards domestic tourism development. In this endeavour the bias should be applied through targeted marketing linked to South Africa's domestic markets for rural tourism benefit.

- **Strategic Interventions**

Given the intricate market share, South Africa's markets rely on SA Tourism's infiltration of the known and unknown market. These to some extent lack alignment with the core outputs of the NDT. To a certain degree, trade linkages are not necessarily to the benefit of the rural enterprises but can be seen as benefactors of the prime rural tourism products such as the Kruger National Park and Addo National Park. These therefore require strategic interventions of rural tourism 'experiences' through the redesigning of certain projects and partnerships with the relevant marketing agencies.

- **Main Actions**

The challenges presented within the tourism marketing landscape are even more severe when we move towards rural tourism marketing planning. The channels between the NDT and SAT, other marketing agencies and SAT, including international trade, should be further developed. This should be informed by sought after experiences supplemented by research and international multilaterals of the NDT. Therefore, a demand driven marketing campaign for rural tourism should be agreed upon.

<b>Theme Two</b> <b>Tourism</b> <b>Promotion &amp;</b> <b>Marketing</b>	<b>Strategic Objectives</b>	<b>Strategic Interventions</b>	<b>Main Actions (Recommendations)</b>
	1. .Ensure institutional alignment with respect to marketing in the country's rural and heritage products in rural areas.	<ul style="list-style-type: none"> <li>• Align provincial marketing with national marketing strategies and interventions through SAT marketing initiatives and campaigns.</li> <li>• Establish linkages with trade for marketing purposes.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop clear communication channels with SA Tourism.</li> </ul>
	2. Marketing of tourism products in the province to attract a greater share of domestic, international and interprovincial tourists to the province should be mainstreamed.	<ul style="list-style-type: none"> <li>• Develop communication strategy for media relations to reinforce positive messages about the provinces and the country.</li> </ul>	<ul style="list-style-type: none"> <li>• Conduct research into target markets and sought after experiences. International multilaterals to be focal points.</li> </ul>
	3. Attract tourists to the provinces through targeted marketing linked to their needs, with a focus on rural areas In particular.	<ul style="list-style-type: none"> <li>• Develop packages of rural tourism experiences for target markets through niche market strategies.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop packages of experiences to meet these demands</li> <li>• Marketing of packages to target markets.</li> </ul>

**Illustration 5: Strategic Theme: Two**

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### # 3 Strategic Theme Three: **Human Resource Development**

- **Strategic Objectives**

Whilst tourism is private sector driven, various levels of skills are required to enhance the 'experience' and promote repeat visits. These vary from product to product. However, scarce skills and the acknowledgement of the shortage of chefs in SA has prompted the NDT to collaborate with hospitality schools and other programmes which include service excellence training for unemployed youth in SA. These are all public- private capacity building related schemes which require supplementary initiatives for rural tourism products as their needs are quite unique.

- **Strategic Interventions**

The introduction of tourism within the basic education sector has created some form of awareness at preliminary levels of education. On the other hand, the higher education outputs are not necessarily complimenting the mandate of the state organs meant for tourism development, particularly rural tourism.

- **Main Actions**

Whilst, the tourism curriculum is severely disjointed in terms of the work place and industry demands, the state and the industry recognise this gap. Actions required include but are not limited to capacitating youth through sector involvement and the contribution of educational institutions in curriculum development that is responsive to market demands and not reactive.

<b>Theme Three</b>	<b>Strategic Objectives</b>	<b>Strategic Interventions</b>	<b>Main Actions (Recommendations)</b>
<p><b>Human Resource Development</b></p>	<p>1. Ensure capacity development of all persons working within the tourism sector to warrant a skills base and sustenance of industry standards.</p>	<ul style="list-style-type: none"> <li>• To build capacity, manage planning and policy development of the sector.</li> <li>• Promote tourism education in schools in the province</li> <li>• Strengthen the role of industry in tourism training.</li> </ul>	<ul style="list-style-type: none"> <li>• Lobby the Department of Basic Education to increase attention to career guidance on tourism in schools</li> <li>• Lobby the Department of Higher Education to enhance the tourism curriculum for relevance in the work scenario.</li> <li>• Develop ABET training courses for the tourism sector</li> <li>• Establish work experience programme for youth and product owners in rural areas, linking current products, with educational institutions</li> </ul>

*Illustration 6: Strategic Theme Three*

**# 4 Strategic Theme Four: Tourism Infrastructure Development**

- **Strategic Objectives**

Infrastructure inequalities in South Africa are informed by apartheid spatial planning and the need to redress such gaps. However these range from the lack of basic services in rural areas including roads and transport to electricity. In elevating state orientated initiatives which comprise the EPWP and the Comprehensive Rural Development Programme of the DRDLR and are quite significant for rural tourism development, the NDT should formalise planning co-operation. These are first and foremost rural based but lack alignment with tourism routes and other developments.

- **Strategic Interventions**

The development of meaningful institutional linkages between the state departments and other relevant sector agencies including Airport Company South Africa (ACSA) is a prerequisite for networks. These linkages should be inspired by the intergovernmental relations and the public-private relations.

- **Main Actions**

Ailing economies due to the under-development of infrastructure, including the airport operations, affect rural tourism directly. These deficiencies have the potential to restrict routes and marketing. The development of the tourism infrastructure working group will consequently inspire the envisaged growth patterns in rural areas.

<b>Theme Four Tourism</b>	<b>Strategic Objectives</b>	<b>Strategic Interventions</b>	<b>Main Actions (Recommendations)</b>
<b>Infrastructure</b>	1. Enhance and sustain the infrastructure linkages to tourism products and facilities.	<ul style="list-style-type: none"> <li>• Facilitate the provision of greater air access for the provinces which are struggling</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitate the development and servicing (including flights) of Mafikeng, Port St John's airports etc.</li> </ul>
	2. Promote integration of tourism and infrastructure provision through integrated planning	<ul style="list-style-type: none"> <li>• Develop institutional linkages between tourism and infrastructure provision departments / entities</li> </ul>	<ul style="list-style-type: none"> <li>• Develop tourism infrastructure working group championed by SRI.</li> </ul>

*Illustration 7: Strategic Theme Four*

### # 5 Strategic Theme Five: **Tourism Research & Information**

- **Strategic Objectives**

A demand and supply driven economy alleviates a lack of provisioning and contributes to informed planning and tourism development prototype. The reliability of tourism research and information further enhances market intelligence on market preferences and trade relationship thereof.

- **Strategic Interventions**

Due to the inconstancies and gaps that exist within tourism market intelligence, setting partnerships with knowledge production institutions and internal endeavours can offer a variety of options for market intelligence development. These partnerships have the potential to restrict fluctuating data but can also uniquely contribute to marketing initiatives directed at rural tourism development in particular.

- **Main Actions**

Given the gap in the production of tourism information, the determination of national and unique methodologies will create a credible depository for tourism information. This initiative will also support rural tourism awareness, marketing and the green economy initiatives of the product owners.

<u>Theme Five</u> <u>Tourism</u> <u>Research &amp;</u> <u>Information</u>	<b>Strategic Objective</b>	<b>Strategic Interventions</b>	<b>Main Actions</b> <b>(Recommendations)</b>
	<p>1. Precise and frequent tourism research is conducted nationally to assess the profile of visitors and their preferences and demands.</p>	<ul style="list-style-type: none"> <li>• Create relations with research institutions and utilize the internal institutional capacity to conduct research per new and old markets.</li> </ul>	<ul style="list-style-type: none"> <li>• Create linkages with research units, nationally and provincially, in particular with higher learning institutions.</li> <li>• Determine national and unique methodologies for data collection in support of rural tourism development.</li> </ul>

*Illustration 8: Strategic Theme Five*

There is a lesson that can be learnt from the Jamaica Social Investment Fund in 2009, which convened a workshop which was meant to assist the process of development and the need for a greater involvement between government agencies, private sector, and NGO's in the development and promotion of Rural Tourism in Jamaica. The issues identified were the following; "Marketing and Marketability, Financing, Management Capabilities, Training, Accessibility to the sites by



patrons.”<sup>45</sup> These pointers resemble the very same strategic themes identified by the Rural Tourism Strategy.

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<sup>45</sup> Jamaica Social Investment Fund, July 2009, pg12.

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## **4. SECTION FOUR: IMPLEMENTATION AND MONITORING AND EVALUATION**

### **4.1 Action Plan for Implementation Including Roles and Responsibilities**

A detailed action plan will be developed and will outline the roles and responsibilities of sector players including the NDT.

Given the South African scene regarding tourism and the intervention of rural development and social development support from national government, various issues for the success of the rural tourism strategy should be included. These will form part of the institutional requirements for planning and provisioning. Some of the elements which were given priority status by the planning and inputs from various stakeholders pinpointed the following points:

Community involvement remains a key component in the planning and provisioning for rural tourism development. This therefore requires structured networks and collaborative agreements between the public and private sector actors for instance, the partnerships of People and Parks of the Department of Environmental Affairs and the Social Responsibility Implementation (SRI) EPWP's partnerships with communities under traditional leadership and community owned land.

### **4.2 Expected Outputs of the Strategy**

Given the tourism mandate, principles, guidelines and the Differentiation Model, this strategy should have the following outcomes:

- Provide comprehensive knowledge of tourism development opportunities in rural areas;
- Identification of support of rural poverty reduction schemes with emphasis on international tourism best practices;
- Prescribe strategic areas for government to assist the eradication of poverty within the sector through an action plan;
- Revisit the outcomes of the Global Competitiveness Programme Report which recommends what should be taken into account for positioning SA as a leading tourist destination; and
- Develop an action plan which adheres to the NTSS & GCP recommendation.

### 4.3 Identified Risks and Mitigation

Risks Description	Mitigation
1. Lack of consensus on definition of rural in South Africa.	Utilisation of the Rural Development Framework and the Comprehensive Rural Development Plan of the DRDLR
2. Poor profiling of rural offerings	Consult SAT and other marketing structures
3. Inadequate funding for tourism development at local level	The joint utilisation of SALGA, NDT, COGTA, Tourism Support Plan and the SRI.
4. No audit of tourism infrastructure	A national audit of the tourism infrastructure to be developed.
5. Urban bias marketing	SAT and marketing organizations to include nodes.
6. Limited air and rail access to rural areas	Interaction with Department of Transport, Transnet and ACSA.
7. Land claims and restitution	Implementation of the DRDLR MOU.
8. Lack of intergovernmental approach	Establishment of a links with DRDLR and DAF
9. Skills shortage	Human Resource Development strategy implemented and SRI Implementation

**Illustration 9:** Identified Risks and Mitigation

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#### 4.4 Recommendations and Way Forward

Despite the lack of consensus on the definition of rural in South Africa, the strategy has come to a conclusion that the majority of the country is rural. As a finding, the strategy has elevated nodal development which was aligned to the principles of sustainability and responsible tourism. Through a juxtaposition of various programmes including GCP, CRDP, CWP, War on Poverty, the following nodes were recommended for further development OR Tambo District, Thabo Mofutsunyana District (Maluti-a-Phofung node), UMkhanyakude District (Jozini node), Ehlanzeni District (Bushbuckridge node), Siyanda Region including Riemvasmaak and Mier Kahalahari Farms, Siyanda/Namakwa including the Kgalagadi and |Ai-|Ais/Richtersveld TFCAs, John Taole Gaetswe District, Ngaka Modiri Molema District (Madikwe node), West Coast District.

The above proposals are not the panacea to the overall rural tourism development constraints but concerted efforts to curtail challenges of meaningful and output related partnerships between the government, industry and communities. The inadequate articulation of the opportunities and policy imperatives including incentives and regulations presents a short changed approach within the means of improving the lives of the people in the tourism value chain.

In summary, the real problem in the formation of a strategy that seeks to improve state planning for rural tourism development and advancement of the agenda to improve rural people's lives through tourism and subsequently rural development is the inadequate knowledge and alignment of interventions, lack of outcome driven economic support and lack of beneficiation models and incentivised schemes to improve the rural economies.

To this end, this strategy will be followed by an action plan outlining the implementation strategy and the identification of a number of priority actions to be implemented by the NDT. In conclusion, for tourism to find a rightful place in rural communities there is a need to forge genuine partnerships with relevant stakeholders and a need to recognise that one needs to be prepared to invest considerable effort in making sure that these partnerships work. It will be further argued that more research and development is necessary to help ensure the success of the implementation of the rural tourism strategy. However, a successful management of rural tourism strategy alone would not be able to solve all rural regeneration, other integrated government intervention programmes will be necessary to stimulate rural economic growth, skills development and job creation.

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**ADDENDUM A***Illustration10: Identified and Recommended Nodes*

PROVINCE	PRIORITY NODE FOR SHORT TERM	PRIORITY NODE FOR SHORT/MEDIUM TERM
FREE STATE	1.Thabo Mofutsunyana District	1.Eastern Free State
NORTHERN CAPE	1.Siyanda Region including Riemvasmaak and Mier Kalahari Farms 2.Siyanda/Namakwa including Kgalagadi and Ai Ais Richtersveld TFCA's 3.John Taole Gaetswe District	
GAUTENG		1.Mogale City 2.Hekpoort
KWAZULU-NATAL	1.UMkhanyakude District (Jozini Node)	1.Zululand 2.Ugu District 3.Umzinyathi District 4.Sisonke District
WESTERN CAPE	1.West Coast	1.Central Karoo District
EASTERN CAPE	1.OR Tambo District	1. Joe Gqabi District 2.Chris Hani District 3.Alfred Nzo District and 4.Cacadu District
MPUMALANGA	1.Ehlanzeni District (Bushbuckridge Node)	
LIMPOPO	1.Vhembe District	1.Greater Sekhukhune District
NORTH WEST	1.Ngaka Modiri Molema District (Madikwe Node)	