
GENERAL NOTICE

NOTICE 1030 OF 2009

DEPARTMENT OF TOURISM

THE DRAFT SOUTH AFRICAN TOURISM PLANNING TOOLKIT FOR LOCAL GOVERNMENT

I, Marthinus Christoffel Johannes van Schalkwyk, Minister of Tourism, commissioned a Tourism Planning Toolkit to assist local governments to assess and organise the potential for tourism at a local level. The Draft South African Tourism Planning Toolkit for Local Government in the Schedule is hereby published to invite comments from Local Government and any other interested persons.

Interested persons are requested to submit written comments to the Director-General: Tourism, for attention:

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Comments must reach the department within 30 days of the date of notice. Comments received after the closing date may not be considered.



MARTHINUS VAN SCHALKWYK
MINISTER OF TOURISM

SCHEDULE

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Compiled by:



A NOTE ON THE USE OF THE NEW ZEALAND TOURISM TOOLKIT

As per the requirements of the Department of Environmental Affairs and Tourism, this draft toolkit makes extensive reference to and use of the New Zealand Tourism Toolkit including utilisation of the model therein as well as contents, case studies, references, checklists and the like. These have been used with

due consideration to adapting the New Zealand content and approach to local South African circumstances. We note that in addition to the use of the New Zealand model we have referred extensively to other models, practices and experiences generated locally and globally and have included a substantial amount of independent content to ensure suitability to our local conditions.



The South African Tourism Planning Toolkit for Local Government

1. TOURISM – An Important South African Industry

1.1 Introduction

The Tourism Planning Toolkit for Local Government was commissioned by the Department of Environmental Affairs and Tourism (DEAT) to promote and support tourism planning at a local level. The Tourism Planning Toolkit for local government outlines a framework for doing basic tourism planning within at local governmental level.

Tourism Planning at Local Government Level – Institutional Arrangements

The local sphere of government has complex and varied institutional arrangements that respond to prevailing local conditions. Firstly, the constitutional responsibility over tourism activities is shared over all three spheres of government which requires a clear delineation of roles and responsibilities. Secondly, tourism clients, service providers and target audiences tend to be confused about the essence of tourism marketing messages. Lastly, local government may not always be clear about their role in developing local tourism especially in terms of maintaining infrastructure and public tourism attractions through the integrated development plans (IDPs).

Therefore, the tourism growth strategy begins to outline possible institutional arrangements that can help to resolve communication and alignment concerns in terms of the strategic planning of tourism activities at a local level.

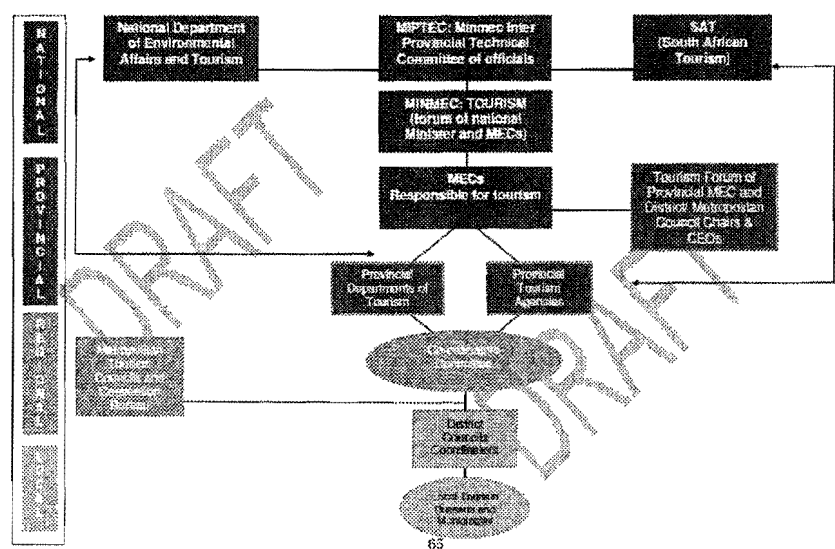


Figure 1: Proposed Institutional Arrangements for Tourism

The implementation of tourism activities in local areas requires a highly nuanced interaction with other spheres of government and private sector players. The tourism toolkit cannot and does not spell out the numerous intergovernmental relations (IGR) and interactions that may be required to achieve the ends of developing and sustaining local tourism activities and destinations. It is recommended that local government apply the principles of cooperative governance and abide to the prescripts of IGR regulations in undertaking local tourism planning and implementation interventions.

That being the case, the tourism planning toolkit is aware of complex relationships that exist between district and local municipalities; local and local municipalities; municipalities and tourism agencies and/or authorities; and between municipalities and provinces. In this context, the tourism toolkit is intended as a common platform for discussion where comparable tools and approaches can be utilised to enhance discussion around tourism planning.

Tourism Planning at Local Government Level – Capacity to Implement

The capacity to implement further complicates the tourism planning task as often smaller municipalities do not have the human and technical resources to undertake effective tourism planning and development.

The lack of or poor capacity to implement can be dealt with in a number of ways, i.e. in many South African municipalities the LED manager is sometimes also the tourism manager. This toolkit is aware that in some cases the tourism function does not exist in some local government institutions. In these cases, this toolkit is written for the person responsible for the function of tourism in a local, district or metropolitan municipality that oversee tourism planning over a particular area.

Tourism Toolkit is a Living Resource

The tourism toolkit is a resource intended for local government support only. Using the toolkit is voluntary and serves to build a basic level of competence at local government level. It is not a legal requirement, but rather a framework through which a municipality can undertake tourism planning.

The tourism toolkit for local government is written as a living and evolving document that will increasingly respond to the particular needs of local government. DEAT is putting in place a process of refining the toolkit via consultation and interaction with the users of the toolkit, i.e. local government.

The toolkit is structured as follows:

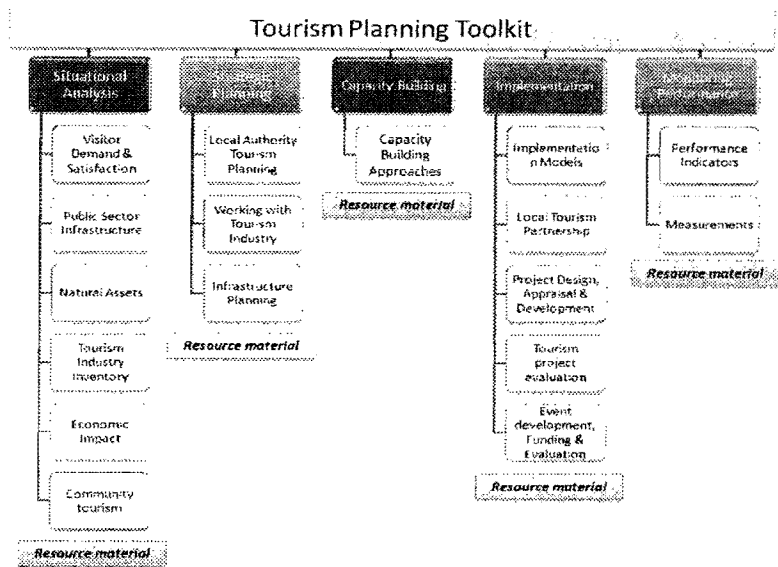


Figure 2: Structure Planning Toolkit

The Local Government Role in Tourism

Developmental Local Government
(Section 152 of Constitution, 1996 sets out Objectives; Section B of the White Paper on Local Government, 1998)

- ===== **Key Roles**
- promote social and economic development
- encourage involvement of community organizations in local governance
- maximising social development and economic growth
- integrating and coordinating
- leading and learning
- ===== **Key Outcomes**
- provision of basic household infrastructure and services
- creation of livable, integrated cities, towns and rural areas
- promoting local economic development

Integrated Development Planning
(Section 25 of the Municipal Systems Act)

All municipalities must produce an IDP outlining the activities of municipality in the medium term. Importantly, **the IDP represents the prioritised resource allocation in line with community priorities to fulfil stated local objectives.**

Local Economic Development
(Section 153 of the Constitution)

A municipality must structure and manage its administration, and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community.

Environmental Development & Management
(Schedule 4A of the Constitution, 1996 Parts 4 & 5; National Environmental Management Act, 1999)

NEMA, 1998; Section 2.(1) Environmental management must place people and their needs at the forefront of its concern, and serve their physical, psychological, developmental, cultural and social interests equitably; LG is bound to **sustainable development** of environmental resources.

Tourism development is a **joint responsibility** of local government with the private sector.

Public Private Partnerships
(PPP Policy Framework; PPP BEE Policy, 2004)

Regulation 16 to the Public Finance Management Act, 1999 (PFMA) is the regulation governing PPPs in South Africa. The formal public – private partnership approach is not always the most suitable route, but partnerships cemented through appropriate agreements are essential.

Figure 3: Policy Shaping Local Government Role in Tourism

The role of local government in tourism in South Africa, is conditioned by the abovementioned obligations of local government and provides a context for intervening in tourism.

According to Richins and Pearce (2002), for effective methods of sustainable tourism development to be developed, the decision making process and influences need to be understood at a local government level. Local government initiatives that can influence tourism development include land use planning, monitoring of related developments and local economic development planning that ensure that outputs are consistent with local needs.

The White Paper on Local Government (1998) explores the role of local governments in South Africa, whose central responsibility it is stated, is to work together with communities to find sustainable ways to meet their social, economic and material needs and improve their quality of life.

Importance of local government in tourism

Local governments exert great influence over the social and economic wellbeing of local communities through traditional responsibilities such as service delivery and regulations. Local governments are not responsible for job creation, but rather are responsible for taking active steps to ensure that overall economic and social conditions of the locality are conducive to the creation of employment opportunities.

As providers of social services, builders of economic infrastructure, regulators of economic activities and managers of the natural environment; local government has many direct instruments to influence the direction of local tourism development.

Tourism – A Business and a Joint Responsibility

Tourism development is a joint responsibility of local government with the private sector. It is predominantly a private sector business whilst public sector facilities, services and amenities are complementary to successful tourism. The role of local government is therefore to attract investors with their capital, undertake planning and provide leadership while the private sector is to attract customers with its capital and the quality of its tourism offering.

It is also important to note that tourism is not a community service, but rather a commercial industry with a clear intent to attract visitors so that they spend their money at destination businesses and services. It is also a highly competitive industry, and customers have to be attracted and encouraged to stay and spend their money locally.

Tourism – An Important Global and South African Industry

Tourism is one of the largest industries globally. In South Africa, tourism is one of the fastest growing industries, and its impact across the wider community and its ability to diversify the economy, as well as its potential to contribute to poverty alleviation, create employment and contribute to the GDP is recognised by the South African government.

Government has consequently identified tourism as one of the priority sectors that can significantly contribute to the Accelerated Shared Growth Initiative for South Africa (ASGISA) targets. Tourism continues to be a growing part of the economy and is currently the largest exporter and has surpassed gold as a foreign exchange earner (Tourism Growth Strategy, 2008).

A New Way of Planning for Tourism

In recent years the international development community has made a paradigm shift from methodologies that are expert or consultant driven to methodologies with facilitation at the core. This paradigm shift still uses consultants, however, but ensures that they are concentrating on building the capacity of local stakeholders to do their own diagnosis and analysis of their local economy, opportunities, constraints and systems. Whereas this trend is cited mainly in Local Economic Development literature, in many ways DEAT can be said to be leading the Tourism sector. The Department is at the forefront by boldly seeking to reinterpret the way tourism planning is undertaken in South African localities.

1.2 SA Local Government's Role In Tourism

Tourism is a local economic development directive that is mandated by the South African Constitution, 1996; and the Tourism Act, 1993.

- a) Local government has a significant impact on natural and cultural resources in and around tourism destinations. Local government impacts on tourism products in how they manage their environment and provide services to their communities. Local government has a mandate to plan for, impact upon, improve and monitor tourism development. (NEMA, 1999)

Tourism, among other industries, relies on having these resources in a healthy state.

- b) Local government provides the core utilities and infrastructure on which the tourism industry is based. This includes district and municipal roads, lighting, water and sewerage, public transport systems, signs and, at times, airports and ports. Local government has a role to play in the operation of attractions such as museums, art galleries, sports stadia, convention centres, parks, gardens, events, tours, and other amenities.
- c) Collectively, this represents a multi billion rand investment of public money. It also means that local government is perhaps the largest 'tourism operator' in the country
- d) Local government alongside other governmental actors enable regional marketing and provides visitor information by cooperating with Provincial Tourism Authorities (PTA) and providing visitor information desks.

Guidelines for 'Sustainable Tourism Development' as proposed by tourism planning literature (Hall, 1997; Hall, 2000) indicate that:

- 1) Local government planning should be strategic
- 2) Local government's tourism planning should ensure a quality visitor experience
- 3) Local government's tourism planning should be co-ordinated with management efforts of other sectors and with community stakeholders
- 4) Local government planning should ensure tourism development respects the scale and character of the host location
- 5) Local government's tourism planning should facilitate stakeholder participation and be accountable to stakeholders
- 6) Local government's tourism planning should be efficient and effective
- 7) Local government's tourism planning should include monitoring and be adaptive and educational

1.3 Why Local Government Should Invest In Tourism

Local government has several reasons for investing in Tourism. Firstly, tourism provides local communities with important opportunities to nurture, celebrate and present their culture to the world. This, in turn, adds differentiation to South Africa as a destination.

Tourism improves the value of, and benefits from, national parks and other protected natural areas. It helps drive local government investment in infrastructure and leisure facilities. This investment helps meet the needs of residents and visitors alike, creates jobs and improves business viability

Table 1: Why Government Invests in Tourism
Tourism Contribution to GDP (direct and indirect)

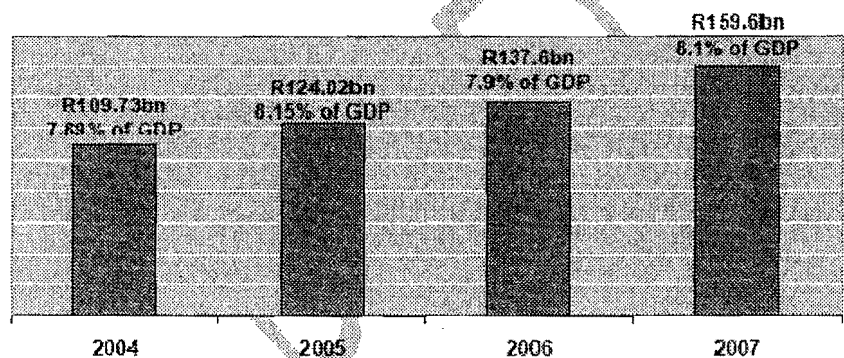


Figure 4: Why Government Invests in Tourism (what is the source?)

International and domestic tourism statistics indicate the scale and growth of the industry from year to year. It is clear that that local government should invest in Tourism in order to benefit from this industry.

Specific areas of tourism expenditure where local government economic development activities can include:

- Events
- Cultural tourism
- Local tourism agencies
- Tourism promotion and attraction
- Tourist information centres

1.4 Potential Benefits of Tourism

Tourism can benefit many sectors of the community.

Economic

- A significant catalyst for economic growth and employment
- Increases demand for other non tourism businesses
- Provides supplementary incomes to those seeking second jobs, part time hours, unsocial hours
- Encourages upgrading and re-use of derelict land and buildings
- Brings expenditure from external sources into the local market
- Can be a source of foreign exchange earnings

Social/Cultural Environment

- Protects and provides a source of income for natural and built heritage

- Enhances the image of an area, attracting commercial investment outside the tourism industry as well, by demonstrating to potential investors that the place is a good and viable location
- Leads to the creation and maintenance of local amenities
- Draws attention to the need to protect the natural environment and encourages a more rigorous analysis of the importance of the local eco-system
- Supports and helps to maintain local services, such as shops and restaurants
- Provides re-skilling, training and employment opportunities
- Encourages residents to stay and spend leisure time
- Supports a programme of events, arts, sports and other culture
- Helps to build distinctive communities, thus increasing local pride and self confidence
- Provides opportunities for social inclusion
- Encourages cultural diversity

1.5 Tourism Challenges

Tourism offers enormous potential as a catalyst for economic and social development and a drive towards sustainable tourism. Despite continued growth of tourism in South Africa, the industry has struggled to generate employment and development opportunities to local communities. (WTTC, 2002)

Tourism in local municipalities continues to be faced with a number of challenges globally, nationally and at local level, such as:

- Demand can be seasonal and variable over a weekly cycle, which impacts significantly on employment. Tourism destinations can rise and fall in popularity driven by external and internal factors such as political unrest, natural catastrophes, demand and supply side problems. Thus, communities or businesses that are dependent on tourism industries are often vulnerable.
- An economic downturn, as is currently prevailing, in source countries can lead to a reduction in visitors, which impacts on South Africa businesses in the short or long term depending upon the severity of downturn. For example, while the industry grew by up to 13.5% in 2006 from 2005, by comparison, the industry grew by 4.3% in 2007 from 2006 (SA Tourism, 2008). Decline in growth rate can be attributed to current global economic uncertainty.
- At a local level, poor service levels, and negative perceptions towards tourism is a deterrent to greater local participation in the tourism industry, if not managed correctly
- Tourist activities also tend to attract large numbers of tourists to a site and this can be detrimental to environmentally sensitive areas
- Tourism is a diverse sector so co-ordination is complex, fluid and ongoing. There also continues to be a lack of integration and co-operation between tourism stakeholders. Tourism industries at a local level also tend to be fragmented or lacking in tourism expertise
- Poor coordination by local governments in terms of support and promotion of tourism activities. Additionally, many local governments lack the structures to help plan and manage tourism
- A lack of skills, or quality training in tourism planning and management – particularly at a local level can limit growth
- Primary tourism nodes exist(e.g., Gauteng, Western Cape, KZN) and therefore not all regions benefit from the industry

- Employment tends to be seasonal
- Requires facilities and activities for all types of weather
- Popular tourism destinations can lead to increased cost of living for local residents (e.g. land, housing, food, services)
- Increased traffic during peak tourist seasons can lead to congestion, delays and other externalities
- Pollution
- Negative impacts on cultural and natural heritage resources
- Increased crime
- Increased taxes (Why is this a challenge? It could also be an economic benefit)
- Leakage of revenue and dependence on imported goods and services
- Over-dependence on tourism as a prime economic activity.
- Is very competitive and increasingly sophisticated??

Additionally, there are challenges within the South African local government structures that continue to pose challenges to the tourism development process. These are:

- Tourism requires ongoing investment from local government in the face of massive infrastructure backlogs – particularly in rural areas (former black areas/homelands)
- Limited capacity to collect revenue as a result of non-payment of rates and taxes
- High levels of unemployment within local communities
- Low level of capacity in local government
- Response time to local economic development is still slow
- Places strain on transport infrastructure, particularly roads and parking
- Limited fiscal resources
- National tourism strategies are hard to co-ordinate with local governments, thus there is a need for a co-coordinated tourism toolkit for local government
- Functions of national governments often delegated to local governments.
- Can be an unattractive sector for people entering the labour market because of unsocial hours, seasonal/part time work
- Can place additional pressure on sensitive local environments and therefore needs effective visitor management

Despite the challenges, tourism is an industry that is often the most capable of meeting local development needs in a sustainable manner. There are options for local economic development in the tourism value chain as supported by instruments such as the Tourism BEE Charter and Scorecard.

1.6 Purpose of the Tourism Planning Toolkit

The intention of the toolkit is to clarify how to complete a basic tourism plan within a South African local municipality. The Tourism Planning Toolkit for Local Government is an important contribution towards advancing competence in tourism planning at a local level and sets a minimum standard for such plans.

Furthermore, the South African Tourism Planning Toolkit for Local Government aims to increase local government's involvement in tourism:

- To provide and manage visitor related infrastructure
- To engage communities in planning for tourism which is socially, culturally, economically and environmentally sustainable
- To take a lead role in destination management by forming partnerships with key stakeholders
- To facilitate regional tourism marketing and continue with enabling and operational roles in product development

Specifically the purpose of the Tourism Planning Toolkit is to:

- Describe the 'enablement' and 'management' roles that local government plays in tourism
- Provide research and management systems to obtain information, prepare strategic tourism plans and monitor their effectiveness
- Assist local authorities in their strategic and financial planning
- Ensure appropriate investment in infrastructure and services for tourism
- Enable the development of Tourism Plans involving local communities
- Enable local input to provincial and national tourism strategies
- Describe how the current legislation can be used for sustainable tourism development
- Provide examples of good practice
- Provide links to existing reports and resources covering the main topics
- Provide a resource to enable issues to be discussed and resolved at the local level

The Tourism Planning Toolkit provides access to a linked suite of tools that focuses on strategic tourism planning, especially tourism destination management. These additional resources have appropriate links throughout the Tourism Planning Toolkit.



**The South African
Tourism Planning
Toolkit
for Local Government**

2. TOURISM AND LOCAL GOVERNMENT – A BRIEF BACKGROUND

2.1 Developmental Local Government

Development facilitation relates to the creation of conditions for development to flourish and includes planning, land administration, local economy and environmental management.

The objectives set out in Section 152 of the Constitution for local governments are as follows:

- provide democratic and accountable government
- ensure the provision of sustainable services to local communities
- promote social and economic development
- provide a safe and healthy environment
- encourage involvement of community organizations in local governance

The characteristics of developmental local government identified in the White Paper on Local Government (Section B of the White Paper on Local Government, 1998) are:

- maximising social development and economic growth
- integrating and coordinating
- democratizing development
- leading and learning

The White Paper lists three key outcomes:

- provision of basic household infrastructure and services
- creation of livable, integrated cities, towns and rural areas
- promoting local economic development

2.2 Integrated Development Planning

The Municipal Systems Act (Section 25 of the Municipal Systems Act) deals with Integrated Development Planning which describes a single, inclusive and strategic plan that guides and informs all decisions with regard to management and development of the municipality. The Integrated Development Plans (IDPs) are central to the planning process, around which the full range of municipal functions are coordinated and integrated with provincial and private sector initiatives. Although much effort has been directed at entrenching IDPs in local government, in that each municipality is now maintaining such a plan, the quality

of these plans is variable and they are often not financially or operationally viable. In addition, new legislation requires sector development plans for water services, transport and waste management which must also link into the IDP.

2.3 Economic Development

The mandate to promote Local Economic Development (LED) is covered in Section 153 of the Constitution where it states that:

A municipality must structure and manage its administration, and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community.

The White Paper obligates local government to pursue this development through its core functions and the IDP. Its role is to provide an enabling environment, rather than being responsible for economic growth and job creation. While it is theoretically possible for municipalities to play a major role in economic development, there are serious capacity and funding constraints.

In the case for the South African Tourism Planning Toolkit, it is felt that an appropriate tourism planning framework necessarily draws on the approaches being used in LED. LED tends to have a more distinctive pro-poor orientation and the degree of national state endorsement of local-level action is particularly noteworthy (Rogerson, 2003; Nel, 2001).

In the South African context, LED usually refers to actions initiated at the local level, typically by a combination of partners, to address particular socio-economic problems or to respond to economic opportunities. In the South African case it is now a local government mandate, but can also occur as result of private or community-level initiative.

Partnerships are critical in the application of local economic development.

2.4 Environmental Development

Although Schedule 4A of the Constitution lists the environment as a national and provincial function, a number of functions in Part 4B and 5B may be considered environmental in nature. These include municipal planning, regulation of air and noise pollution, and various services such as storm water management, water and sanitation, refuse and solid waste disposal, beaches, parks and other recreational facilities. Despite most municipalities having limited environmental management capacity (e.g. only a few have dedicated staff or budgets), the National Environmental Management Act, 1999 requires that they incorporate measures prescribed in the provincial integrated environmental plans and produce an integrated waste management plan.

2.5 Making a Tourism Destination Viable

Local government have a role alongside the private sector owners/operators to ensure that tourism destinations remain viable business venture. A tourism destination's ability to attract tourism revenue is influenced by a number of factors such as:

- Political constraints and incentives (such as policies regarding local and foreign investments)

- Resources, facilities and conveniences such as attractions, transportation, access, hospitality, pricing, medical and other services)
- Market characteristics (such as visitor preference, disposable income, proximity to destination)
- Political stability', expertise of human resources and the ability of decision makers (both in the public and private sectors) to market and promote the destination effectively.

2.6 Role of Local Governments in Tourism

The role of local government in tourism in South Africa, thus, is conditioned by the abovementioned obligations of local government and provides a context for intervening in tourism.

According to Richins and Pearce (2002), for effective methods of sustainable tourism development to be developed, the decision making process and influences need to be understood at a local government level. Local government initiatives that can influence tourism development can include land use planning, monitoring of developments and local economic development planning that ensure that development is consistent with local needs.

The White paper on local Government (1998) explores the role of local governments in South Africa, whose central responsibility is to work together with communities to find sustainable ways to meet their social, economic and material needs and improve their quality of life.

Through traditional responsibilities of the Local government, namely service delivery and regulations; local governments exert great influence over the social and economic wellbeing of local communities. Local governments are not responsible for job creation, but rather are responsible for taking active steps to ensure overall economic and social conditions of the locality are conducive to the creation of employment opportunities.

As providers of social services, builders of economic infrastructure, regulators of economic activities and managers of the natural environment; local government has many direct instruments to influence the direction of local development.

Tourism development is therefore a joint responsibility of local government with the private sector. It is predominantly a private sector business whilst public sector facilities, services and amenities are complementary to successful tourism. The role of local government is therefore to attract investors with their capital, undertake planning and provide leadership while the private sector is to attract customers with their capital

It is also important to note that tourism is not a community service, but rather a commercial industry with a clear intent being to attract visitors so that they spend their money at destination businesses and services. It is also a highly competitive industry, and customers have to be attracted and encouraged to stay and spend their money locally.

2.7 Local Government Ways of Intervening in Tourism

Local governments can therefore foster and build its commitment to tourism development in a number of ways:

- Raising awareness about tourism benefits at a local level, (e.g. SA Tourism Welcome Campaign)
- Work with stakeholders to align the locality's destination marketing and management (e.g. functions of Joburg Tourism)
- Promote partnerships between public and private sectors
- Development and implementation of policies that promote sustainable tourism development (LED/IDP)
- Promotion of more mixed tourism developments with targets at the lower-end of the range of hotels (and services) that would allow for the growth of a more local ownership.
- Assist in training – in building local capacity to manage tourism at the local level
- Support public education programmes which encourage responsible consumption in tourism
- Build political will to meet development targets
- Increase funding, or support to local NGO's (civil society) to enable them to engage with communities in dialogue on tourism.
- Facilitate (by promoting and assisting) existing business and new enterprises with required resources (such as information, land use matters, training)
- Act as a catalyst for new business development
- Ensure appropriate infrastructure is available to facilitate the development of businesses and industry
- Local governments are custodians of many natural resources frequented by tourists and locals (e.g. parks, beaches,
- Consolidate visitor information centre that (focus on destination marketing, visitor information)

2.8 Tourism Stakeholders

The following is a list of stakeholders in tourism:

- DEAT www.deat.gov.za
- Provincial and Local government/tourism departments
- SA Tourism – Marketing SA internationally www.southafrica.net
- Tourism Grading council – To provide a framework and processing for grading across all relevant sectors of the tourism industry (not just hospitality) www.tourismgrading.co.za
- SANPARKS - The focus for SANParks in the first decade of democracy has been to make national parks more accessible to tourists in order to ensure conservation remains a viable contributor to social and economic development in rural areas. www.sanparks.org
- TEP - The Tourism Enterprise Partnership (TEP) is a public-private partnership between the Department of Environmental Affairs and Tourism and the Business Trust. TEP facilitates the growth and development of small, micro, and medium-sized enterprises (SMMEs) in the tourism economy, resulting in income generating opportunities and sustainable job creation. This is

achieved by assisting SMMEs to identify business opportunities and to equip themselves to take advantage of these business opportunities. www.tep.co.za

- FEDHASA - The Federated Hospitality Association of South Africa, (FEDHASA) a member driven organisation, is registered as a section 21 Company, (Registration No. 05/34000/08) and functions both as a Trade Association and an Employers' Association Fedhasa has been representing the South African Hospitality Industry on a local, Provincial, national and global level to protect the interests of all stakeholders of the industry, thereby enabling members to achieve their objectives. www.fedhasa.co.za
- SATSA - The Southern Africa Tourism Services Association (SATSA) is the member driven association representing the private sector of the incoming tourism industry in Southern Africa. SATSA represents the key players and principles within the industry including:
 - Transport providers
 - Tour operators or Destination Management Companies
 - Accommodation suppliers
 - Brokers
 - Adventure Tourism providers
 - Business Tourism providers
 - Tourism services providers
- ASATA - ASATA is a non-profit association that has represented the interests of the South African travel agents www.asata.co.za
- TBCSA- The Tourism Business Council of South Africa (TBCSA) is the voice of the tourism business sector involved in tourism. The TBCSA was established in February 1996 by leading tourism businesses. Its primary purpose is to engage with all stakeholders in developing macro strategies that create an enabling environment for tourism development. The TBCSA does not replace the trade associations. Trade associations, representing their members interests are members of the TBCSA www.tbcsa.org.za
- FTTSA - Fair Trade in Tourism South Africa (FTTSA) is a non-profit organisation that promotes sustainable tourism development. FTTSA awards the use of special label to qualifying businesses as a way of signifying their commitment to Fair Trade criteria including fair wages and working conditions, fair purchasing, fair operations, equitable distribution of benefits and respect for human rights, culture and environment. www.fairtourismsa.org.za
- THETA – The Tourism Hospitality and Sport Education Training Authority www.theta.org.za
- **Provincial Tourism Authorities**, namely
 - KwaZulu-Natal Tourism Authority www.zulu.org.za
 - Mpumalanga Tourism Authority www.mpumalanga.com
 - North West Parks and Tourism Board www.tourismnorthwest.co.za
 - Eastern Cape Tourism Authority www.ectourism.co.za
 - Western Cape Tourism Authority www.capetourism.org
 - Limpopo Tourism Authority www.golimpopo.com

- Gauteng Tourism Authority www.gauteng.net
- Northern Cape Tourism Authority www.northerncape.org.za
- Free State Tourism Authority www.freestatetourism.gov.za



**The South African
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3. THE LINK BETWEEN THE TOURISM PLANNING

3.1 Toolkit And Local Government Planning

The diagram below indicates the location of the municipal tourism plan under the existing policy environment as informed by the Municipal Systems Act (2000) and indicates where a tourism strategy could fit in that process.

A tourism strategy is one of a number of specific strategic plans developed by the municipality to provide direction when the Integrated Development Plan (IDP) is being prepared annually. The Tourism Toolkit identifies the essential information requirements for a tourism strategy. The Tourism Toolkit also provides tools to enable local authorities to address specific issues that are relevant to their region, i.e. involving the district and provincial spheres.

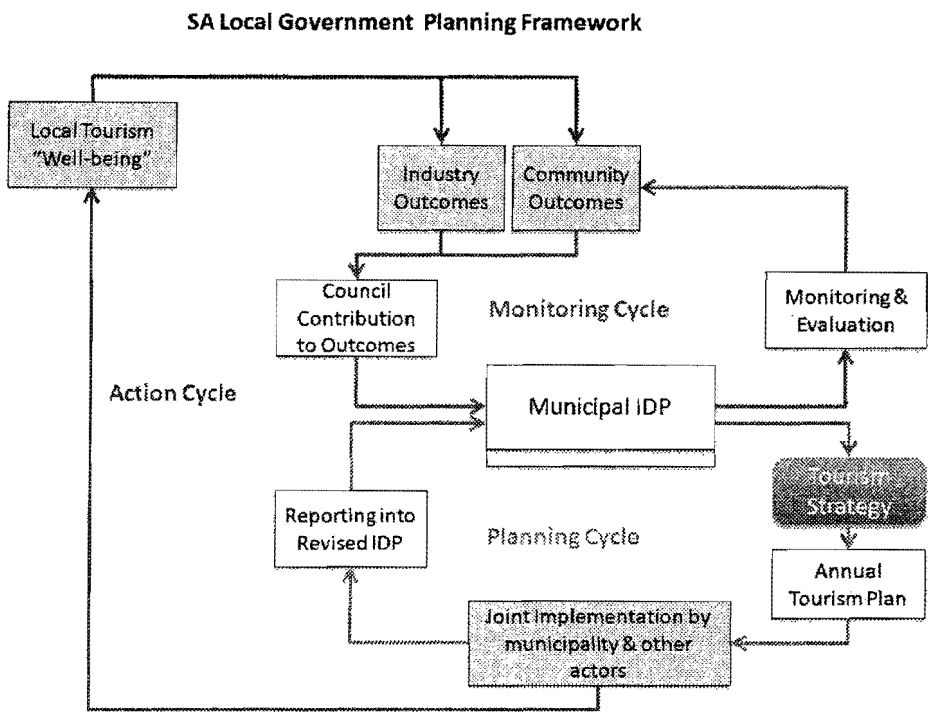


Figure 5: South African Local Government Planning Framework

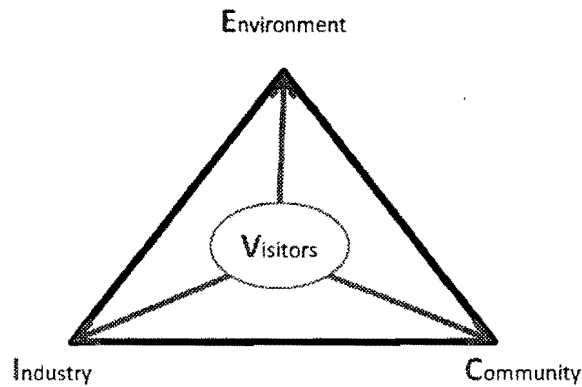
3.2 How to Use the Tourism Planning Toolkit

Tourism Planning Toolkit is designed for use by local and district municipalities; and provincial tourism organs tasked with the responsibility either wholly or partly for destination management in their area.

The Toolkit can be used by local government in three distinct ways:

- 1. To tackle specific issues that may arise associated with the development and management of tourism;
- 2. In a broader sense, to develop a tourism strategy that is one of a series of plans that local government must produce to assist in their strategic planning and ultimately the funding of key projects; and
- 3. By driving coordination and cooperation by those involved in the tourism planning process by identifying the processes and the products required to do tourism planning.

An international model (VICE) that acts as a template for identifying key groups of stakeholders is equally appropriate for South Africa. It is included here to identify the key dimensions of a tourism strategy.



A successful tourism strategy needs to identify how to:

- Welcome, involve and satisfy **Visitors**
- Achieve a profitable and prosperous **Industry**
- Engage and benefit host **Communities**
- Protect and enhance the local **Environment**

The model can be used to check the future viability of tourism decisions:

- How will this issue/decision affect the visitor?
- What are the implications for the industry?
- What is the impact on the community?
- What is the environmental effect?

Unless there is a positive answer to all four questions the decision and its outcomes are likely to be unsustainable. The VICE model is used as a check throughout the Toolkit to ensure that the needs of the key stakeholders are met.

The South African Tourism Planning Toolkit is structured as follows:

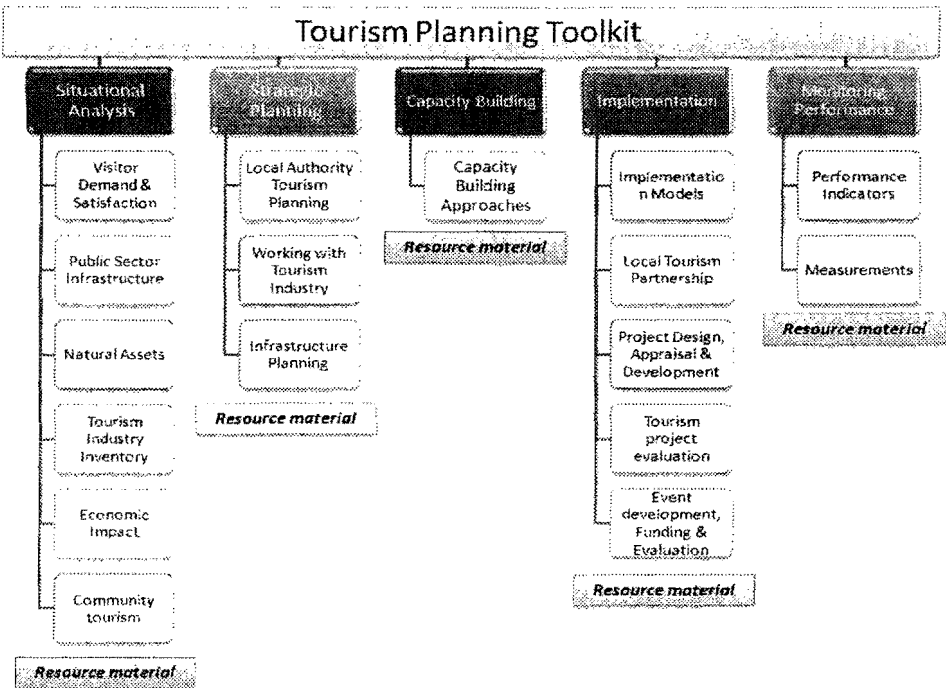
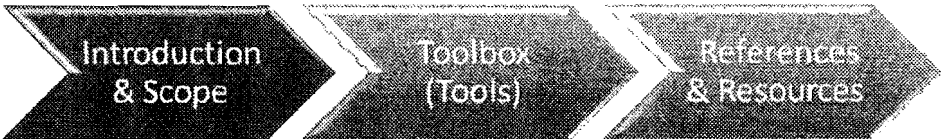


Figure 6: Structure of South African Tourism Toolkit for Local Government

Each Toolbox has three sub-sections, namely:



How to Use the Tourism Planning Toolkit

- a) Identify which part of the tourism planning process you are in.
- b) Complete each product using the tools contained in the toolboxes.
- c) Use references and resources provided to increase your understanding.
- d) Consolidate all products into a Tourism Strategy.



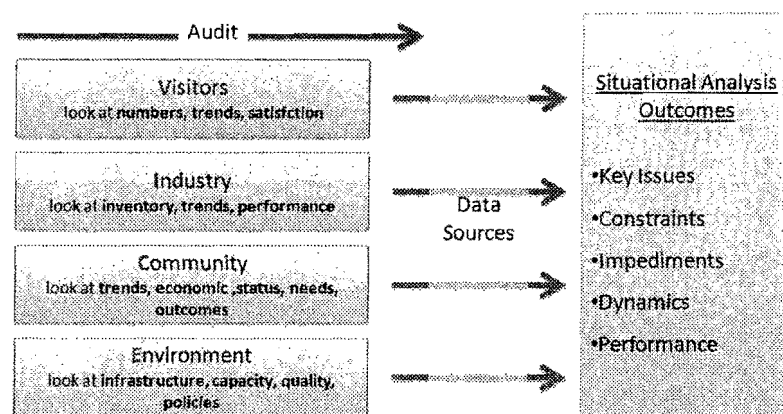
The South African Tourism Planning Toolkit for Local Government

4.4. SITUATION ANALYSIS TOOLKIT

4.1 Contents of This Toolbox

This section will be the starting point for many. It introduces the need for data collection and analysis to understand what is currently happening in respect of tourism in a municipality and how the industry and community are responding to changes in the tourism sector. It will identify the current status of, and issues surrounding tourism in the area. The diagram below identifies the major dimensions for the Situation Analysis using the key areas of Visitors, Industry, Community and Environment. Examples are provided of data requirements in each area.

Situation Analysis



The checklist provides an overview of the key tourism information required by local authorities involved with tourism planning and which will be developed further in the sections to follow. Complete the checklist by ticking the appropriate boxes to confirm which information you have available, which you do not have and which you have partially or are unsure about.

This toolbox answers the following question:

- *What information do I need to know and why?*

The checklist provides an overview of the key tourism information required by local authorities involved with tourism planning and which will be developed further in the sections to follow. Complete the checklist by ticking the appropriate boxes to confirm which information you have already available, which you do not have and which you have partially or are unsure about.

Checklist - Key Tourism Information for Local Authorities

Information	Yes	No	Unsure/ Partially
1. The number and type of visitors to the area			
2. The economic benefits provided for your area by visitors			
3. The number and range of accommodation facilities in the area			
4. The number of attractions and activities in the area			
5. The forecast number of visitors to the area for the next five years			
6. The impact on accommodation and attraction requirements from the forecast visitor increases/decreases			
7. The views of visitors on the quality of their experience to the area			
8. The views and opinions of residents in respect to the current levels of tourism in the area			
9. The views and opinions of residents in respect to the forecast levels of tourism in the area			
10. The capacity of current infrastructure and services to cope with existing and future demand from visitors			
11. The impact of visitors on the environment			
12. The level of satisfaction of the tourism industry with maintenance and development of tourism infrastructure and services in the area			

If you have answered 'No' or 'Unsure/Partially' to any of the above you will need to access available resources and potentially undertake surveys identified in this section of the Toolkit to obtain the base information required to prepare a strategic plan or address specific issues.

4.2 VISITOR DEMAND TOOLBOX

4.2.1 Introduction and Scope

Understanding the number of visitors and their use of infrastructure/amenities while visiting South Africa and its regions (visitor demand), is essential to enable effective planning for tourism by local authorities, Provincial Tourism bodies and businesses which focus on the tourism industry. This section provides Tools that enable you to check what you know about visitors to your area and ways to obtain data on the current and future numbers of visitors to your area.

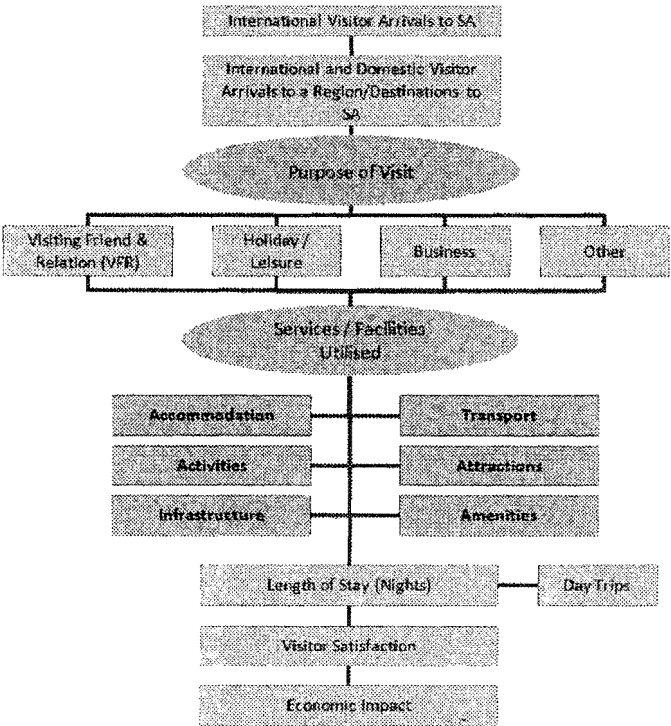
4.2.2 Benefits of Using This Toolbox

An essential starting point in understanding the needs of visitors is to have a clear definition of what is meant by the visitor industry. In general terms the visitor industry is understood to include international and domestic overnight and day excursionists. These three categories can be further refined in specific groups as the shown below:

- International – overnight, day trips
- Domestic – overnight, day trips
- Local – day trips

Without visitors there wouldn't be a tourism industry, so it is critical that in the first instance you understand the characteristics and behaviour of visitors to your area, so that you are informed and able to address specific issues that exist or may arise in the future. As well as the traditional visitors who visit tourist attractions and undertake activities (e.g. wine tasting, shark cage diving, rafting), the visitor market also includes families going to another city for a day to attend a sporting event, attending conferences and visiting relations. The definition of 'visitor' is very broad. The diagram on the following page indicates the demand components and helps you to answer the questions of who comes, why they come, what services they utilise, how long they stay, their level of satisfaction with their visit and the economic benefit generated.

Visitor Demand Model for a Destination



Understanding visitor demand will provide you with essential data that will enable you to plan for future tourism infrastructure needs and develop destination management strategies with confidence.

Toolbox Resources

The table below helps you to identify the specific information required for visitors to your area. Complete the checklist by ticking the appropriate boxes to confirm which information you have already available, which you do not have and which you have partially or are unsure about

Checklist - Visitor Characteristics and Behaviour Information Information	Yes	No	Unsure/ Partially
1. Trends in visitor arrivals (international) and domestic tourism			

Checklist - Visitor Characteristics and Behaviour Information Information	Yes	No	Unsure/ Partially
2. The number of international and domestic visitors to your area			
3. The country that international visitors come from			
4. The regions in South Africa that domestic visitors come from			
5. The reason they are visiting the area			
6. The transport used to reach the area			
7. The type of accommodation they are staying in			
8. The attractions visited and activities undertaken by visitors in the area			
9. How long they stay in the area			
10. The number of day trips to the area (as distinct from those who stay overnight)			
11. Seasonality visitor profile for the area			
12. International and domestic visitor forecasts for the area			

If you have answered 'No' or 'Unsure/Partially' to any of the above you will need to access available resources and potentially undertake surveys identified in this section of the Toolbox to obtain the base information required to prepare a strategic plan or address specific issues.

South Africa Tourism and Statistics SA provide statistics on all provinces.

Table 1: Method of Developing Visitor Profile for Smaller Local Authorities and Destinations

Information Required	Method	Benefits
Accommodation Data	Develop a monthly survey for accommodation operators in your area to include: <ul style="list-style-type: none">• Number of rooms• Number of rooms sold per month• Origin of visitors• Length of stay	<ul style="list-style-type: none">• Provides base data on who visits and over time will indicate trends, peaks and troughs• Can provide feedback to operators which they can use to benchmark their position• Assists in marketing the area to specific visitor/ market types

For further information you can refer to the following documents either on the web or in the attached References Folder:

- 1) Draft 2010 Soccer World Cup Tourism Organising Plan – Nov 2005 (Source DEAT)
- 2) Tourism Growth Strategy to 2013 Draft Edition
- 3) <http://www.southafrica.net/satourism/research/research.cfm>
- 4) The Global Competitiveness Report 2008-2009
<http://www.weforum.org/documents/GCR0809/index.html>
- 5) Bee Charter and Base study
- 6) 'Development and Promotion of Tourism in South Africa' White Paper:
<http://www.info.gov.za/whitepapers/1996/tourism.htm>