



# NATIONAL HERITAGE AND CULTURAL TOURISM STRATEGY

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**tourism**

Department:  
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## ABBREVIATIONS

<b>AWHF</b>	Africa World Heritage Fund
<b>COGTA</b>	National Department of Cooperative Governance and Traditional Affairs
<b>CRL</b>	Commission for the Protection and Promotion of Cultural, Religious and Linguistic Communities
<b>DAC</b>	National Department of Arts and Culture
<b>DASRC</b>	Provincial Department of Arts, Sport, Recreation and Culture
<b>DBE</b>	National Department of Basic Education
<b>DEA</b>	National Department of Environmental Affairs
<b>DHE</b>	National Department of Higher Education
<b>DOE</b>	National Department of Education
<b>DOP</b>	National Department of Sports and Recreation
<b>DRDLR</b>	National Department of Rural Development and Land Reforms
<b>DTI</b>	National Department of Trade and Industry
<b>GIS</b>	Geographic Mapping System
<b>GDP</b>	Gross Domestic Profit
<b>IPAP</b>	Industry Policy Action Plan
<b>MANCO</b>	Management Committee
<b>MINMEC</b>	Committee of Members of Executive Councils responsible for tourism in the provinces and the Minister and Deputy-Minister of Environmental Affairs and Tourism in the central government
<b>MIPTECH</b>	Ministerial and MEC's technical committee of DG's, DDG's, HOD's, CEO's, Chief Directors of National and Provincial Departments and Entities.
<b>MOU</b>	Memorandum of Understanding
<b>MTEF</b>	Medium Term Expenditure Framework
<b>NAC</b>	National Arts Council
<b>NDT</b>	National Department of Tourism
<b>NHC</b>	National Heritage Council
<b>NHCA</b>	National Heritage Council Act 1999
<b>NHRA</b>	National Heritage Resources Act 1999
<b>NHTL</b>	National House of Traditional Leaders
<b>NTSS</b>	National Tourism Sector Strategy
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>PHRA</b>	Provincial Heritage Resource Authority
<b>PPT</b>	Pro-Poor Tourism
<b>SAHRA</b>	South African Heritage Resources Agency
<b>SANParks</b>	South African National Parks
<b>SAT</b>	South African Tourism
<b>SMME</b>	Small Medium Micro Enterprises
<b>TFCA</b>	Transfrontier Conservation Areas
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organisation
<b>UNWTO</b>	United Nations World Tourism Organisation
<b>WTO</b>	World Trade Organisation
<b>WTTC</b>	World Travel and Tourism Council

## STANDARD DEFINITIONS FOR THE PURPOSE OF THIS STRATEGY

### CULTURAL TOURISM:

Refers to cultural aspects which are of interest to the visitor and can be marked as such. This would include the customs and traditions of people, their heritage, history and way of life<sup>1</sup>.

According to the United Nations World Tourism Organisation (UNWTO), cultural tourism includes movements of persons for essentially cultural motivations such as study tours, performing arts and other cultural tours, travel to festivals and other cultural events, visit to sites and monuments, travel to study nature, folklore or art or pilgrimages<sup>2</sup>.

### CULTURE:

Refers to a set of distinctive spiritual, material, intellectual and emotional features of society or a social group. It encompasses, in addition to art and literature, lifestyles, ways of living together, value systems, traditions and beliefs<sup>3</sup>.

### HERITAGE:

According to the South African White Paper on Arts and Culture drafted by the Department of Arts and Culture (1996), heritage is the sum total of wildlife and scenic parks, sites of scientific and historical importance, national monuments, historic buildings, works of art, literature and music, oral traditions and museum collections and their documentation which provides the basis for a shared culture and creativity in the arts<sup>4</sup>.

### HERITAGE RESOURCES:

In terms of the National Heritage Resources Act (1999), it means any place or object of cultural significance, such as the following:

**“Place”:** includes -

- a site, area or region;
- a building or other structure which may include equipment, furniture, fittings and articles associated with or connected with such building or other structure;
- a group of buildings or other structures which may include equipment, furniture, fittings and articles associated with or concerned with such group of buildings or other structures;

1 White Paper on the Development and Promotion of Tourism in South Africa, 1996

2 UN World Tourism Organization, 1985 – There is still no agreement on this definition as critics argue that this is a narrow definition of cultural tourism.

3 UNESCO, 2001, Universal Declaration on Cultural Diversity

4 White Paper on Arts and Culture, 1996

- an open space, including a public square, street or park; and
- in relation to the management of a place, includes the immediate surroundings of a place<sup>5</sup>.

**“Object”**: refers to any movable property of cultural significance which may be protected in terms of any provisions of this Act, including -

- any archaeological artefact;
- paleontological and rare geological specimens;
- meteorites; and
- other objects referred to in section 3 of the Act<sup>6</sup>.

### HERITAGE SITE:

According to the National Heritage Resources Act (1999), a heritage site refers to a place declared to be a national heritage site by the South African Heritage Resources Agency (SAHRA) or a place declared to be a provincial heritage site by a provincial heritage resources authority.

### LIVING HERITAGE:

In terms of both the National Heritage Resources Act (1999) and the National Council’s Act (1999), it means the intangible aspects of inherited culture, and may include -

- cultural tradition;
- oral history;
- performance;
- ritual;
- popular memory;
- skills and techniques;
- indigenous knowledge systems; and
- the holistic approach to nature, society and social relationships.

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5 National Heritage Resources Act, 1999

6 National Heritage Resources Act, 1999

## INTANGIBLE CULTURAL HERITAGE:

According to Article 2 of the 2003 UNESCO Convention on the Safeguarding of Intangible Cultural Heritage, it means the practices, representations, expressions, knowledge, skills - as well as the instruments, objects, artefacts and cultural spaces associated therewith - that communities, groups and, in some cases, individuals recognise as part of their cultural heritage<sup>7</sup>. This intangible cultural heritage, transmitted from generation to generation, is constantly recreated by communities and groups in response to their environment, their interaction with nature and their history, and provides them with a sense of identity and continuity, thus promoting respect for cultural diversity and human creativity. For the purposes of the Convention, consideration will be given solely to such intangible cultural heritage as is compatible with existing international human rights instruments, as well as with the requirements of mutual respect among communities, groups and individuals, and of sustainable development.

## TOURISM INDUSTRY:

All recipients of direct spend incurred by tourists. This includes pre-trip expenditure on travel and booking, travel and en-route expenditure, and all spending at the destination<sup>8</sup>.

## TOURIST:

A person who travels away from home, staying away for at least one night. A tourist can be a domestic tourist (for example, a resident of Johannesburg staying one night in Durban), a regional tourist (a visitor from Zimbabwe spending one or more nights in the Free State) or an overseas tourist (a resident of Germany staying one or more nights in the North-West Province). A tourist travels for different purposes including business, leisure, conference and incentive<sup>9</sup>.

## INTERNATIONAL TOURIST:

A person who travels to a country other than that in which she/he has her/his usual residence, but outside her/his usual environment, for at least one night but less than one year, and the main purpose of whose visit is other than the exercise of an activity remunerated from within the country visited. Due to markedly different travel and expenditure patterns, a distinction is drawn between international tourists from the rest of Africa (called regional tourists) and those from other countries (called overseas tourist)<sup>10</sup>.

## RESPONSIBLE TOURISM:

Tourism that promotes responsibility to the environment through its sustainable use, responsibility to involve local communities in the tourism industry, responsibility for the safety and security of visitors and responsible government, employees, employers, unions and local communities<sup>11</sup>.

7 UNESCO Convention for the Safeguarding of Intangible Cultural Heritage, 2003

8 White Paper on the Development and Promotion of Tourism in South Africa, 1996

9 White Paper on the Development and Promotion of Tourism in South Africa, 1996.

10 White Paper on the Development and Promotion of Tourism in South Africa, 1996.

11 White Paper on the Development and Promotion of Tourism in South Africa, 1996.



## **SUSTAINABLE TOURISM DEVELOPMENT:**

Tourism development, management and any other tourism activity which optimise the economic and other societal benefits available in the present without jeopardising the potential for similar benefits in the future<sup>12</sup>.

Tourism attempting to make a low impact on the environment and local culture, while helping to generate future employment for local people;

## **PREVIOUSLY NEGLECTED COMMUNITIES:**

Population groups that were largely excluded from mainstream tourism activities, in South Africa<sup>13</sup>.

## **PRO-POOR TOURISM (PPT):**

Refers to 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.

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12 White Paper on the Development and Promotion of Tourism in South Africa, 1996.

13 White Paper on the Development and Promotion of Tourism in South Africa, 1996

## EXECUTIVE SUMMARY

Informed by the White Paper on the Development and Promotion of Tourism in South Africa (1996) and the National Tourism Sector Strategy (NTSS) (2011), the National Strategy on Heritage and Cultural Tourism serves to guide and provide strategic direction for the development and promotion of heritage and cultural tourism in South Africa. The strategy provides a framework for the coordination and integration of heritage and culture into the mainstream of tourism.

**SECTION ONE:** The introductory section outlines the key points of departure including the vision and mission, an overview of heritage and cultural tourism, broad goals and aims, rationale and methodology undertaken to develop the strategy.

### THE VISION:

- To realise the global competitiveness of South African heritage and cultural resources through product development for sustainable tourism and economic development

### THE MISSION:

- To unlock the economic potential of heritage and cultural resources through responsibly and sustainable tourism development;
- To raise awareness of the ability of heritage and cultural tourism to contribute towards social cohesion.

The following problematic areas have been identified and served as the basis for the development of the strategy:

- There is poor alignment and integration of heritage and cultural resources into mainstream tourism;
- It is a recurring challenge that heritage and cultural tourism products are underrepresented in marketing South Africa as a tourist destination;
- The value and impact of this segment of tourism has not been fully realised, particularly the economic potential of heritage and cultural tourism products;
- There seems to be fragmentation and disparity between the conservation needs of heritage and the development requirements of tourism. This is due to a lack of comprehensive data and an integrated framework for heritage and cultural tourism products;
- There is lack of mutual beneficiation of revenue streams linking the domains of culture, heritage and tourism, accrued from the commercialisation of heritage and cultural resources through tourism;
- Often heritage resources tend to be misrepresented through uninformed interpretations at tourist venues. This can compromise the integrity and authenticity of heritage and cultural tourism products.

Flowing from the above problematic areas, the following set of goals and aims of the strategy were identified:

- To provide strategic guidance to support the integration and coordination of heritage and cultural resources into mainstream tourism for product development and sustainable tourism;
- To utilise heritage and cultural tourism products, through strategic partnerships and the participation of local communities, to stimulate sustainable livelihoods at community grass-roots levels;
- To provide an opportunity to raise awareness, increase education and profile the conservation needs of heritage and cultural resources for sustainable tourism which is in line with values of respect for culture and heritage as stated in the NTSS (2011).
- To provide an opportunity for the diversification of tourism products and the formalisation of the segment or niche of heritage and cultural tourism, towards contributing to the growth of tourism as outlined in the objectives of the NTSS (2011).

The development of the strategic framework has been subjected to a phased approach and methodology including data collection, data analyses, data presentation, approval of the strategy and dissemination of the strategy.

**SECTION TWO:** This section provides an analysis of the current situation and projects future scenarios for heritage and cultural tourism.

It is apparent that while there is no specific integrated policy framework on heritage and cultural tourism in South Africa, there are several separate policies and legislative frameworks on the arts, culture, heritage and tourism that have a direct and indirect bearing on the strategy. In addition culture, heritage and tourism are a shared competency across three spheres of government, and thus the implementation of the strategy required a clear delineation of the roles and responsibilities of each of the key stakeholders, identified in section two of the strategy.

Currently, as a tourist destination, South Africa is positioned largely around “safari-type” experiences and scenic natural environments which undisputedly constitute an integral part of the biodiversity of heritage resources. The strategy moves from a point of departure that heritage and cultural tourism products are notably the fastest emerging competitive niche or product within domestic and international markets. The Organisation for Economic Cooperation and Development (OECD) Report (2009) also demonstrated that more than 50% of tourist activity in Europe is driven by cultural heritage and cultural tourism in particular.

Through the development of the strategy, it has become clear that there is a need to establish a balance between the conservation of heritage and the development of tourism, in the process of the sustainable management of heritage and cultural tourism products. As South Africa is a developing nation with acute needs for broad development and empowerment, it has been a recurring struggle to manage the tension between the protection of heritage resources amid the rapid development and expansion of the tourism sector. A major challenge is the lack of revenue streams accruing to heritage conservation from the commercialisation of heritage resources through tourism activities. In this context, an integrated management approach should address the needs of heritage resources and tourism products, and further establish equilibrium through a shared compact for the mutual benefit of both heritage and tourism.

**SECTION THREE:** Stemming from the data analysis, the situation analysis and the stakeholder consultations, **five key strategic themes** have been identified and are outlined below:

<b>#1 STRATEGIC THEME:</b>	Research, Information and Knowledge Management
<b>#2 STRATEGIC THEME:</b>	Sustainable Development and Management
<b>#3 STRATEGIC THEME:</b>	Marketing, Promotion & Raising Awareness
<b>#4 STRATEGIC THEME:</b>	Cooperation, Partnerships, Institutional Arrangement and Policy
<b>#5 STRATEGIC THEME:</b>	Resource Mobilisation

The implementation of the strategy is applicable nationwide, across the three spheres of government (national, provincial and local government levels) and through strategic partnerships with the public and private sector, as well as community structures.

The following are a set of recommendations for the implementation of the strategy in the short and medium term. The White Paper on the Development and Promotion of Tourism in South Africa (1996) makes specific reference to “emphasise the development of products that offer good potential for development, for example... cultural forms of tourism, ecotourism... and others.”<sup>14</sup>

Research has revealed that a substantial number of the heritage and cultural resources in South Africa, for tourism product development, are located in semi-urban and rural areas. In this regard, the Rural Tourism Strategy has identified demarcated nodes for tourism development which include six of the eight of World Heritage Sites as well as the culture and heritage resources in Transfrontier Conservation Areas (TFCA).

The heritage and cultural tourism strategy recommends the immediate prioritisation of the following programmes and flagship projects, for tourism development in partnership with relevant stakeholders including the Department of Arts and Culture, the Department of Environmental Affairs and relevant provinces:

- The further development and active promotion of the eight World Heritage Sites in South Africa declared by UNESCO as sites of outstanding universal significance, as tourist attractions;

<sup>14</sup> White Paper on the Development and Promotion of Tourism, 1996.

- A number of projects known for their global significance and demonstrated feasibility. These include the National Heritage Monument which is part of the liberation heritage of South Africa; the First Indigenous Peoples Project (KhoiSan) in Graaff-Reinet, the Dinosaur Interpretative Centre in Golden Gate Highlands National Park;
- As this strategy draws synergy with provincial heritage, culture and tourism strategies, it is highly recommended that provinces and local government should identify and prioritise in partnership with the NDT, potential heritage and cultural tourism products for tourism development;
- Sufficient allocation of resources, in terms of funding, human capital and other material resources, by the public and private sector as well as civil society is vital for supporting the implementation of the strategy and its many facets including but not limited to the identified strategic themes, objectives and action.

In terms of the short, medium and long term, a detailed implementation and action plan will be developed to guide the implementation of the strategy.

## SECTION ONE: INTRODUCTION

### 1.1 DEFINITIONS AND SHARED PERSPECTIVES

It has emerged through extensive research that there is no singular, specific definition of either 'heritage tourism' or 'cultural tourism'. As is the case with various definitions and terms of significance, different scholars and experts present a diverse range of definitions which are largely a contestation of any mutually agreed perspective. However, for the purposes of the National Strategy on Heritage and Cultural Tourism the aforementioned standardised definitions will be used. It is worth noting that the title of the strategy i.e. 'National Strategy on Heritage and Cultural Tourism', is informed by the legislative and standardise definitions, and further reflects the collective consensus of stakeholders. The title also underpins the encompassing nature of the strategic framework, to include both aspects of heritage resources and cultural products. The National Heritage Resources Act (1999), the National Heritage Councils Act (1999) and the White Paper on Arts, Culture and Heritage (1996), provide the following typologies and broad categories for both aspects of heritage resources and cultural products:

**Illustration One: Typologies of Heritage and Cultural Tourism Products in South Africa**

NO	TANGIBLE <sup>15</sup>	INTANGIBLE <sup>16</sup>
1.	Historical Buildings and Places	Oral History and Traditions
2.	Declared Heritage Sites	Indigenous Knowledge Systems
3.	Cultural Objects and Collections	Rituals and Cultural Performances
4.	Artefacts and Crafts	Art Performances and Creative Arts
5.	Fine Art	Skills and Techniques
6.	Cultural Landscapes (including natural and cultural aspects of the environment)	Belief Systems
7.	Archaeological evidence	Cultural Festivals
8.	Geological Evidence	Popular Memory
9.	Paleontological Remains	
10.	Sacred and Spiritual Sites	

15 Heritage and cultural tourism products with tangible and often physical characteristics, which are consistent with the definition provided for heritage resources, site, place and object.

16 Heritage and cultural tourism products with intangible and often non-physical characteristics, which are consistent with the definition provided for living heritage and intangible cultural heritage.

## 1.2 VISION AND MISSION

The strategy presents the following vision and mission for heritage and cultural tourism product development in South Africa

### 1.2.1 Vision:

To realise the global competitiveness of South African heritage and cultural resources through product development for sustainable tourism and economic development.

### 1.2.2 Mission:

- To unlock the economic potential of heritage and cultural resources through responsibly and sustainable tourism development;
- To raise awareness of the ability of heritage and cultural tourism to contribute towards social cohesion.

## 1.3 HERITAGE AND CULTURAL TOURISM

The National Strategy on Heritage and Cultural Tourism is informed primarily by the NTSS and the White Paper on the Development and Promotion of Tourism in South Africa (1996). In particular the NTSS makes specific reference to the values of respect of culture and heritage, especially in the context of developing and growing domestic tourism in South Africa.<sup>17</sup> The strategy is aligned to the guiding principles and values of sustainable tourism, sustainable development, social cohesion, public participation and public private partnership. According to the National Heritage Resources Act (1999), heritage resources form an important part of the history and beliefs of communities and must be managed in a way that acknowledges the right of affected communities to be consulted and to participate in the management thereof.<sup>18</sup>

The strategy moves from a point of departure that heritage and cultural tourism products are notably the fastest emerging competitive niche or product within international and most importantly domestic markets. Over the past decade the trends in heritage and cultural tourism are increasingly showing that travellers are seeking authentic and memorable experiences through meaningful interaction with local people and cultures. In September 2002, the World Tourism Organisation (WTO) executive informed a meeting in Belgium that “Cultural tourism is growing faster than most other tourism segments and at a higher rate than tourism worldwide.”<sup>19</sup> The Organisation for Economic Cooperation and Development (OECD) Report (2009) also demonstrated that more than 50% of tourist activity in Europe is driven by cultural heritage and cultural tourism in particular.<sup>20</sup> The United Nations World Tourism Organisation (UNWTO) estimated that cultural tourism accounts for 40% of international tourism.<sup>21</sup> In 2011, the central theme for the World Tourism Day celebration (27<sup>th</sup> September 2011) was ‘Tourism linking Cultures’, where the intrinsic value and benefit of heritage and

17 National Tourism Sector Strategy, 2011, Pg 16

18 National Heritage Resources Act (No 25 of 1999), Section 4, Pg 17

19 UNWTO, 2002, Presentation by WTO regional representative for Europe, Luigi Cabrini, at international conference on ‘Heritage, New technologies and Local development’, in Ghent, Belgium, 11th – 13th September 2002.

20 OECD Report, The Impact of Culture on Tourism, 2009, Pg21

21 UNWTO ,2007

cultural resources is clearly defined in the statement: “Experiencing different ways of life, discovering new food and customs and visiting cultural sites have become leading motivations for travel, and as a result, a crucial source of revenue and job creation, particularly for developing countries.”<sup>22</sup> In particular, this illustrates that cultural tourism provides a unique opportunity for the participation of both tourists and local communities in tourism activities and initiatives, and while tourism continues to thrive on the packaging of local cultures for tourist consumption.

Currently, as a tourist destination, South Africa is positioned largely around “safari-type” experiences and scenic natural environs which undisputedly constitute an integral part of the biodiversity of heritage resources. South Africa, however, also has much more to offer as a cultural landscape endowed with a diverse wealth of exuberant heritage and cultural products in the form of the arts, crafts, festivals, oral history, storytelling and folklore, heritage sites, places of historical and cultural significance, archeological remains, paleontological evidence and geological formations. The gap analysis conducted by South African Tourism (SAT) shows that more tourists prefer cultural and historical heritage than wildlife viewing, yet fewer had experienced it while in South Africa.<sup>23</sup> Even though heritage and cultural products are highly desired by tourists, this cultural diversity is underrepresented and under-performing within the tourism market.

Heritage and cultural tourism products have the potential to make a contribution to the South African economy. According to the strategy document, ‘Mzansi’s Golden Economy’ by the Department of Arts and Culture, government together with civil society has a responsibility to conserve and protect our culture and heritage for current and future generations. Simultaneously, government and civil society also have a responsibility to transmit and present our culture and heritage for social and economic development.<sup>24</sup>

The hosting of the 2010 FIFA Soccer World Cup has boosted the South African economy and the tourism industry through the expansion of tourism and other infrastructure; and moreover through the huge opportunity it presented to showcase South Africa as an important tourist destination to the world. Tourist arrivals reached an all-time high of 8.1 million in 2010, with 1,061,687 more tourist arrivals to South Africa than in 2009. This is a growth of 15.1%, which was driven mainly by South Africa hosting the 2010 FIFA World Cup in June and July 2010. South Africa again outperformed global tourism which grew by 6.7% in 2010.<sup>25</sup>

Despite these successes and the presence of great potential for heritage and cultural tourism, several studies further confirm that the domains of culture, heritage and tourism have always coexisted, with tourism positioning itself as an instrument for the conservation of heritage and cultural products.

This strategy therefore intends to provide a guide to inform the development and implementation of heritage and cultural tourism products across the 3 spheres of Government, for use by the public and private sector.

This strategic document is divided into three sections, namely:

**SECTION ONE: Introduction** - provides an overview including the vision and mission, problem statement, broad goals and aims, rationale and methodology for the development of the strategy;

22 UNWTO, 2011, World Tourism Day Message by Taleb Rifai, UNWTO Secretary-General.

23 www.sat.net - Article: TIPS Stimulating Local Cultural and Heritage Products; 2005. Pg 03. Makes reference to SAT gap analysis.

24 Mzansi’s Golden Economy: Contribution of the Arts, Culture and Heritage to the New Growth Path, Department of Arts and Culture, 2011

25 www.sat.net – In Highlights of Tourism’s Performance in 2010. May 2011, Pg11



**SECTION TWO: Situational Analysis and Comparative Studies** - provides an in-depth analysis of the current situation and projects future scenarios in the domain of heritage and cultural tourism;

**SECTION THREE: Strategic Focus** - outlines an approach for implementation with particular focus on Strategic Themes, Strategic Objectives and Actions, to guide the implementation of the strategy.

- **Custodian of the Strategy**

The National Department of Tourism (NDT) is the custodian of the strategy. It is the lead department to guide and provide strategic direction regarding the development and implementation of the strategy with key strategic partnerships with stakeholders.

- **Key Stakeholders and Partnerships**

The success in the implementation of the strategy is a collective responsibility of the public and private sector, including local communities that are key stakeholders with a direct interest in heritage and cultural tourism. In this regard the establishment of social compact and strategic partnerships with key stakeholders is vital.

- **Public Participation and Community Involvement**

The public and local communities in particular are the key custodians of culture and heritage resources. As such it is crucial to ensure public participation and community involvement in the implementation of the strategy.

## 1.4 PROBLEM STATEMENT

It is imperative to develop a strategic framework for heritage and cultural tourism, for the following reasons:

- **Firstly**, poor alignment and integration of heritage and cultural resources into mainstream tourism.
- **Secondly**, it is a recurring challenge that heritage and cultural tourism products are underrepresented in marketing South Africa as a tourist destination.
- **Thirdly**, the value and impact of this segment of tourism has not been fully realised, particularly the economic potential of heritage and cultural tourism products.
- **Fourthly**, there seems to be fragmentation and disparity between the conservation needs of heritage and the development requirements of tourism. This is due to a lack of comprehensive data and an integrated framework for heritage and cultural tourism products.
- **Fifthly**, there is a lack of mutual beneficiation of revenue streams linking the domains of culture, heritage and tourism, accrued from the commercialisation of heritage and cultural resources through tourism.
- **Lastly**, often heritage resources tend to be misrepresented through uninformed interpretations at tourist venues. This can compromise the integrity and authenticity of heritage and cultural tourism products.

The absence of a strategic framework for the coordination and integration of heritage and cultural resources into the ambit of tourism has led to a situation whereby the full potential of heritage and cultural tourism products have not yet been fully realised. In this context, the development of the strategic framework on heritage and cultural tourism seeks to address the aforementioned gaps and limitations.

## 1.5 BROAD GOALS AND AIMS

- To provide strategic guidance to support the integration and coordination of heritage and cultural resources into mainstream tourism for product development and sustainable tourism;
- To utilise heritage and cultural tourism products, through strategic partnerships and the participation of local communities, to stimulate sustainable livelihoods at community grass-roots levels;
- To provide an opportunity to raise awareness, increase education and profile the conservation needs of heritage and cultural resources for sustainable tourism which is in line with values of respect for culture and heritage as stated in the NTSS (2011).
- To provide an opportunity for the diversification of tourism products and the formalisation of the segment or niche of heritage and cultural tourism, towards contributing to the growth of tourism as outlined in the objectives of the NTSS (2011).

## 1.6 RATIONALE: WHY HAVE A NATIONAL STRATEGY ON HERITAGE AND CULTURAL TOURISM?

The development of the strategy on heritage and cultural tourism is, first and foremost, informed by the NTSS and the White Paper on the Development and Promotion of Tourism in South Africa (1996). The following further outlines the justification and motivation for the development of a National Strategy on Heritage and Cultural Tourism:

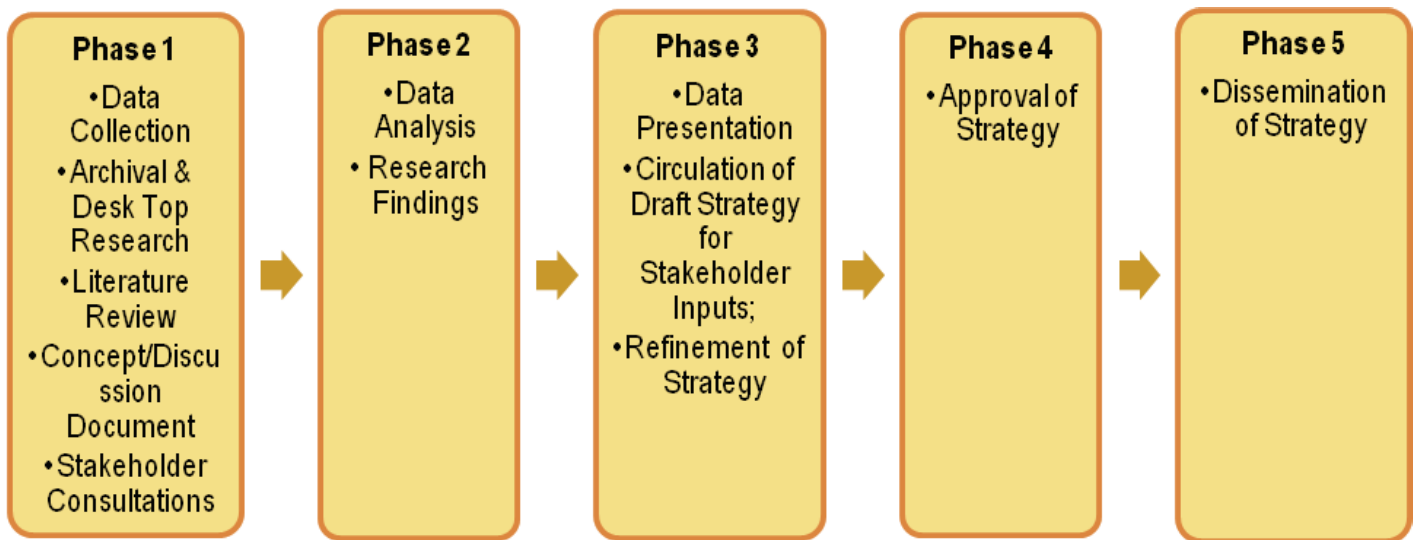
- Need for the integration of heritage and culture into mainstream tourism, for heritage and cultural tourism product development, sustainable tourism and economic development;
- Provide an opportunity for profiling and promoting the diverse heritage resources of South Africa through tourism product development;
- Need to improve the development and representation of heritage and cultural tourism products in the tourism market;
- Opportunity for the diversification of tourism products and the formalisation of the segment or niche market of heritage and cultural tourism through the strategy;
- Need to unlock the economic potential of heritage and cultural tourism products and measure the impact;
- Opportunity to raise awareness of the intrinsic educational and conservational value of culture and heritage for an informed and nuanced understanding of the conservation needs of heritage resources for sustainability.

## 1.7 METHODOLOGY AND APPROACH

The development of the strategic framework of heritage and cultural tourism has been subjected to the following methodology and research process:

### 1.7.1 Summary of Methodology and Research Process

**Illustration Two: Summary of Methodology and Research Process**



### 1.7.2 Phase One: Data Collection

- **Archival and Desktop Research:**

- Preliminary and exploratory research has largely been based on archival and desktop research which provided a body of knowledge and theory for crafting the concept document and strategy framework on heritage and cultural tourism. The concept and strategy framework served as the discussion documents for engaging with stakeholders.

- **Literature Review:**

- A set of publications in the form of journal articles, research papers, presentations and books, which have been outlined in the bibliography, have been extensively reviewed.
- The following key policies and frameworks which have a strong bearing on the strategy, have also been reviewed in-depth:
  - National Tourism Sector Strategy (2011);
  - White Paper on the Promotion and Development of Tourism in South Africa (1996);
  - White Paper on Arts, Culture and Heritage (1996);
  - National Heritage Resources Act (1999);

- National Heritage Councils Act (1999);
- Cultural Institutions Act (1998);
- Other countries' strategies and frameworks:
  - Provincial Tourism Development Master Plans;
  - Cultural Tourism Strategy - Ireland;
  - Heritage Tourism Strategy - Western Australia;
  - Cultural Heritage Tourism Strategy - Sweden;
  - Sapphire Coast Heritage Tourism Strategy - Australia;
  - ATLAS Cultural Tourism in Europe;
  - Cultural Routes in Europe.<sup>26</sup>

- **Parallel Studies:**

- ***Demand Analysis on Heritage and Cultural Tourism Products***

An integral aspect of the development of the strategy has been to conduct research on the demand analysis of heritage and cultural tourism products. The research outlines key findings on the nature and extent of the demand of heritage and cultural tourism product, by tourists, in South Africa (*Annexure Three and Four*).

- ***Mapping of Heritage and Cultural Tourism Products***

The mapping of heritage and cultural tourism products is a Geographic Mapping System (GIS) exercise which seeks to spatially plot and locate existing heritage and cultural resources for the planning and development of tourism products for the implementation of the strategy. The study will feed into the niche tourism master plan (visit: [www.ndt.gov.za](http://www.ndt.gov.za) > applications > tourism master systems plan).

- **Stakeholder Consultations**

- A wide range of stakeholders within the domains of heritage, culture and tourism have been identified and subsequently engaged through consultative stakeholder sessions.
- A draft concept document and strategy framework was presented at a preliminary consultative stakeholder workshop in November 2010 to solicit the comments and support of stakeholders for the development of the Strategic Framework. The workshop of stakeholders agreed on the contents of this draft Strategic Framework, particularly the strategic themes, objectives, SWOT analysis and the content issues outlined in the document (*See Annexure One for stakeholder workshop report*).

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<sup>26</sup> Each of these documents is included in the attached reference list.

- A draft strategy on heritage and cultural tourism was produced and presented at the second stakeholder consultative workshop in June 2011 for further input and comments, which were particularly useful in the refinement of the title of the strategy, definition of terms, strategic themes and objectives.
- A revised draft strategy has been circulated and subject to further peer review by key stakeholders including experts in the fields of heritage, culture and tourism. The revised draft strategy was also circulated internally, within the different branches and directorates of the NDT, for comments and inputs. Furthermore, a progress report on the development of the strategy was presented at a Management Committee (MANCO) meeting in July 2011 and a presentation on the revised draft strategy was delivered at the Governance and Development Working Group Committee meeting in September 2011 for comments and support. The draft strategic framework has been subjected to periodic reviews by experts, both locally and internationally, in order to ensure the quality of the contents of the draft strategy.

1.7.3 Phase Two: Data Analysis

Drawing from the data collection phase, which included archival and desktop research, a literature review, consultative stakeholder sessions, the critical analysis of the gathered data involved the interpretation and verification of data in order to formulate the findings of the research. In particular, as a result of the interpretation of the stakeholder consultations, the following key Strategic Themes and Objectives have been formulated:

**Illustration Three: Strategic Themes and Objectives**

<b>#1 STRATEGIC THEME: RESEARCH, INFORMATION AND KNOWLEDGE MANAGEMENT</b>	
▶ STRATEGIC OBJECTIVE 1:	Audit of existing and potential heritage and cultural tourism products;
▶ STRATEGIC OBJECTIVE 2:	Monitoring and evaluation of the impact and demand of heritage and cultural tourism products;
▶ STRATEGIC OBJECTIVE 3:	Visitor profile and experience
▶ STRATEGIC OBJECTIVE 4:	Trends and best practices
▶ ACTIONS:	What, How, Who and When?

**# 2 STRATEGIC THEME: SUSTAINABLE DEVELOPMENT AND MANAGEMENT**

▶ STRATEGIC OBJECTIVE 1: Identify heritage and cultural tourism products for product development and sustainable management;

▶ STRATEGIC OBJECTIVE 2: Develop an action plan for implementation of identified heritage and cultural tourism products;

▶ STRATEGIC OBJECTIVE 3: Sustainable and integrated management approach to heritage and cultural tourism products;

▶ STRATEGIC OBJECTIVE 4: Skills development and training;

▶ ACTIONS: What, How, Who and When?

**#3 STRATEGIC THEME: MARKETING, PROMOTION AND RAISING AWARENESS**

▶ STRATEGIC OBJECTIVE 1 Towards raising awareness and promotion of heritage and cultural tourism products;

▶ STRATEGIC OBJECTIVE 2: Provide guidance on marketing and promotion of heritage and cultural tourism products;

▶ ACTIONS: What, How, Who and When?

**#4 STRATEGIC THEME: COOPERATION, PARTNERSHIPS, INSTITUTIONAL ARRANGEMENTS AND POLICY**

▶ STRATEGIC OBJECTIVE 1: Environmental scan of heritage and cultural tourism landscape;

▶ STRATEGIC OBJECTIVE 2: Institutional Arrangements and Policy to Support the Implementation of the Strategy across 3 spheres of Government;

▶ STRATEGIC OBJECTIVE 3: Establish partnerships and cooperation with stakeholders;

▶ ACTIONS: What, How, Who and When?

**# 5 STRATEGIC THEME: RESOURCE MOBILISATION**

▶ STRATEGIC OBJECTIVE 1: Identify and Seek Funding Opportunities

▶ ACTIONS: What, How, Who and When?

1.7.4 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, which are consistent with the following structure of this strategy framework:

**Illustration Four: Strategic Framework**

ABBREVIATIONS   STANDARD DEFINITIONS   EXECUTIVE SUMMARY		
SECTION ONE: Introduction	SECTION TWO: Situation Analysis	SECTION THREE: Strategic Focus
1. Definitions and shared perspectives	1. Key stakeholders	1. Approach in developing strategy
2. Vision and Mission	2. Supply analysis	2. Strategic themes
3. Problem Statement	3. Analysis of existing products	3. Strategic objectives and interventions
4. Broad Goals and Aims of strategy	4. Demand analysis	4. Challenges and barriers
5. Rationale	5. SWOT analysis	5. Conclusion and recommendations for implementation and action plans
6. Methodology and Approach	6. International best practice	
	7. Economic impact assessment	
	8. Statistics and tourism intelligence	
	9. Policy analysis	
	10. Institutional implications	
	11. Legal implications	
	12. Challenges and barriers	

1.7.5 Phase Four: Approval of the Strategy

The strategy is subject to the formal approval processes by NDT management and endorsement by MIPTECH and MINMEC.

1.7.6 Phase Five: Dissemination of the Strategy

The strategy will be circulated in the public domain and it will be disseminated across the three spheres of government, via electronic media.

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

### 2.1 KEY STAKEHOLDERS

The NDT is the custodian of the strategy and will provide guidance and coordination regarding the implementation of the strategy. Currently there are several stakeholders that are involved and have a direct and indirect interest in the domains of culture, heritage and tourism in South Africa. The key stakeholders identified below have a mandatory role and responsibility over the management of heritage and cultural tourism products. In this regard, the implementation of the strategy will rely on a concerted effort and a shared responsibility of stakeholders in the public and private sector that are involved in the management of heritage and cultural tourism. Culture, heritage and tourism are a shared competency across the 3 spheres of government, and thus the implementation of the strategy requires a clear delineation of the roles and responsibilities of each of the key stakeholders, identified below.

#### 2.1.1 Stakeholder Mandatory Roles and Responsibilities

**Table One: Roles and Responsibilities of Various Entities and Agencies**

INSTITUTION	MANDATORY ROLE AND RESPONSIBILITY
<b>National Department of Tourism (NDT)</b>	A national government department responsible for the growth and development of tourism through the provision of sound policy and regulatory environment, information and coordination of the cooperative approach across all spheres of government. <a href="http://www.tourism.gov.za">www.tourism.gov.za</a>
<b>South African Tourism (SAT)</b>	A statutory body and an agency of the NDT that is responsible for marketing South Africa as a visitor destination. It owns the South African tourism-marketing brand under which the global tourism campaign is managed. <a href="http://www.southafrica.net">www.southafrica.net</a>
<b>Provincial Tourism Organisation and Authorities</b>	The Provincial Tourism Organisations play an intermediary role between tourism operators, national tourism bodies and local and national government. They are responsible for promoting their provinces to domestic and international visitors. here are currently 9 Provincial Tourism Organisations funded by their respective provinces Western Cape, <a href="http://www.tourismcapetown.co.za">www.tourismcapetown.co.za</a> Eastern Cape, <a href="http://www.ectourism.co.za">www.ectourism.co.za</a> Northern Cape, <a href="http://www.northerncape.org.za">www.northerncape.org.za</a> Kwa-Zulu Natal, <a href="http://www.tourism-kzn">www.tourism-kzn</a> Gauteng, <a href="http://www.gauteng.net">www.gauteng.net</a> North West, <a href="http://www.tourismnorthwest.co.za">www.tourismnorthwest.co.za</a> Free State, <a href="http://www.fstourism.co.za">www.fstourism.co.za</a> Limpopo, <a href="http://www.golimpopo.com">www.golimpopo.com</a> Mpumalanga, <a href="http://www.mpumalanga.com">www.mpumalanga.com</a>
<b>Tourism Enterprise Partnership</b>	An entity responsible for supporting the development and growth of small, micro and medium enterprises in the sector. <a href="http://www.tep.co.za">www.tep.co.za</a>



<b>Tourism and Hospitality Education and Training Authority (THETA)</b>	An entity responsible for supporting the development and growth of small, micro and medium enterprises in the sector. <a href="http://www.tep.co.za">www.tep.co.za</a>
<b>Tourism and Hospitality Education and Training Authority (THETA)</b>	An entity responsible for ensuring that standards are in place with respect to issues relating to training and development in the tourism and hospitality sectors. THETA also provides leadership within the industry on matters relating to skills and training needs by identifying current and future skills needs, developing strategic plans to assist the industry to meet those needs, and promoting training that will meet the needs of employers and employees. <a href="http://www.theta.org">www.theta.org</a>
<b>Department of Arts and Culture (DAC)</b>	The White Paper on Arts, Culture and Heritage (1996), sets out government policy for establishing the optimum funding arrangements and institutional frameworks for the creation, promotion and protection of South African arts, culture, heritage and the associated practitioners. It is inspired by the best traditions of democratic societies the world over, where these features are valued in themselves and are treasured for their contribution to the quality of life. <a href="http://www.dac.gov.za">www.dac.gov.za</a>
<b>National Heritage Council (NHC)</b>	A statutory body and an agency of DAC which is responsible for the development, promotion, protection, funding, transformation and coordination of national heritage for the present and future generations (National Heritage Council Act of 1999). <a href="http://www.nhc.org.za">www.nhc.org.za</a>
<b>South African Heritage Resources Agency (SAHRA)</b>	The objective of SAHRA is to coordinate the identification and management of the national estate (heritage resources). <a href="http://www.sahra.org.za">www.sahra.org.za</a>
<b>Provincial Heritage Resources Authorities</b>	The Provincial Heritage Resources Authorities including AMAFA KwaZulu Natal, have the responsibility for the management of heritage resources at provincial level and also assist local authorities within the province when necessary. Noting that not all provinces have functioning authorities yet.
<b>National Arts Council (NAC)</b>	The NAC is responsible for the development, promotion and support of the arts. <a href="http://www.nac.org.za">www.nac.org.za</a>
<b>Iziko Museums</b>	In terms of the Cultural Institutions Act, Iziko Museums is responsible for the collection, conservation and safe management of national heritage collections of declared museums of the southern region of South African. <a href="http://www.iziko.org.za">www.iziko.org.za</a>
<b>Ditsong Museums</b>	In terms of the Cultural Institutions Act, Ditsong Museums is responsible for the collection, conservation and safe management of national heritage collections of declared museums of the northern region of South African. <a href="http://www.ditsong.org.za">www.ditsong.org.za</a>
<b>Africa World Heritage Fund (AWHF)</b>	The African World Heritage Fund (AWHF) is a non-governmental organisation with a mission to support the implementation of the UNESCO World Heritage Convention (1972) on the African Continent. The AWHF works for the effective conservation and protection of Africa's natural and cultural heritage, and to increase the presence of African sites on the UNESCO World Heritage List. <a href="http://www.awhf.net">www.awhf.net</a>

<b>Department of Environmental Affairs (DEA)</b>	According to the White Paper on Environmental Management Policy (1997), the Department of Environment Affairs is responsible for environmental management and the setting of a national environmental strategy and action plans. <a href="http://www.environment.gov.za">www.environment.gov.za</a>
<b>South African National Parks (SANParks)</b>	An agency of the DEA which is responsible for the management of a system of parks which represents the indigenous fauna, flora, landscapes and associated cultural heritage of the country. Of all the national parks, most have overnight tourist facilities, with an unrivalled variety of accommodation in arid, coastal, mountain and bushveld habitats. <a href="http://www.sanparks.org.za">www.sanparks.org.za</a>
<b>Ezemvelo KZN Wildlife</b>	A provincial authority that is responsible for the conservation of the biodiversity within KwaZulu Natal for the people of South Africa. <a href="http://www.kznwildlife.com">www.kznwildlife.com</a>
<b>Department of Cooperative Governance and Traditional Affairs (CGTA)</b>	The accountability and responsibility allocated to CGTA by Government, in terms of the Constitution of the Republic of South Africa, 1996, is to co-ordinate and support policy development, policy implementation and provide support to service delivery within and between the spheres and tiers of government. <a href="http://www.dplg.gov.za">www.dplg.gov.za</a>
<b>Local Government</b>	South Africa's local government is made up of 5 metros, 46 district councils and 232 local municipalities. Local government must make decisions about and set directions for promoting the social, cultural, environmental and economic well being of their communities. Their role in the tourism sector is that they manage assets such as public land, and they provide important infrastructure. They also represent host communities. Nationally, the South African Local Government Association (SALGA) represents local councils. <a href="http://www.salga.org.za">www.salga.org.za</a> The department of Cooperative Governance and Traditional Affairs (COGTA) is responsible for policy and regulations for local government. <a href="http://www.cogta.gov.za">www.cogta.gov.za</a>
<b>National House of Traditional Leaders (NHTL), including Provincial Houses of Traditional Leaders</b>	In terms of the National House of Traditional Leaders Act of 1997 (Act No 10 of 1997) (the NHTL Act) as amended, NHTL has the mandate to represent and advance the aspirations of Traditional Leaders and their rural communities at national level. The Act stipulates the objects and functions of the House, among others, as follows: To promote the role of traditional leadership within a democratic constitutional dispensation. <a href="http://www.nhtl.gov.za">www.nhtl.gov.za</a>
<b>Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities (CRL Commission)</b>	According to the Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities Act 2002, the CRL Commission has a responsibility (amongst others) to promote respect for and further the protection of the rights of cultural, religious and linguistic communities; and also to promote the rights of communities to develop their historically diminished heritage. <a href="http://www.crlcommission.org">www.crlcommission.org</a>

<p><b>Other Government Agencies that influence tourism directly or indirectly</b></p>	<p>Department of Foreign Affairs, <a href="http://www.dfa.gov.za">www.dfa.gov.za</a>                  Department of Health, <a href="http://www.doh.gov.za">www.doh.gov.za</a>                  Department of Higher Education, <a href="http://www.education.gov.za">www.education.gov.za</a>                  Department of Home Affairs, <a href="http://www.dha.gov.za">www.dha.gov.za</a>                  Department of International Relations and Cooperation, <a href="http://www.dirco.gov.za">www.dirco.gov.za</a>                  Department of Labour, <a href="http://www.labour.gov.za">www.labour.gov.za</a>                  Department of Mineral Resources, <a href="http://www.dmr.gov.za">www.dmr.gov.za</a>                  Department of Rural Development and Land Reform, <a href="http://www.rdlr.gov.za">www.rdlr.gov.za</a>                  Department of Science and Technology, <a href="http://www.dst.gov.za">www.dst.gov.za</a>                  Department of Sports and Recreation, <a href="http://www.srsa.co.za">www.srsa.co.za</a>                  Department of Trade and Industry, <a href="http://www.dti.gov.za">www.dti.gov.za</a>                  Department of Transport, <a href="http://www.dot.gov.za">www.dot.gov.za</a>                  Government Communications and information System, <a href="http://www.gcis.gov.za">www.gcis.gov.za</a>                  International Marketing Council, <a href="http://www.imc.co.za">www.imc.co.za</a>                  South African Police Station, <a href="http://www.saps.gov.za">www.saps.gov.za</a>                  Statistics South Africa, <a href="http://www.statssa.gov.za">www.statssa.gov.za</a>                  Council for Geosciences, <a href="http://www.geoscience.org.za">www.geoscience.org.za</a>                  Human Sciences Research Council, <a href="http://www.hsrc.ac.za">www.hsrc.ac.za</a>                  National Research Foundation, <a href="http://www.nrf.ac.za">www.nrf.ac.za</a>                  The State Theatre, <a href="http://www.statetheater.co.za">www.statetheater.co.za</a>                  Artscape, <a href="http://www.artscape.co.za">www.artscape.co.za</a>                  Playhouse, <a href="http://www.playhousecompany.com">www.playhousecompany.com</a>                  Business and Arts South Africa, <a href="http://www.basa.co.za">www.basa.co.za</a>                  Ifa Lethu, <a href="http://www.ifaletu.org.za">www.ifaletu.org.za</a>                  National Film and Video Foundation, <a href="http://www.nfvf.co.za">www.nfvf.co.za</a>                  Performing Arts Network of South Africa, <a href="http://www.pansa.org.za">www.pansa.org.za</a>                  Pan South African Languages Board, <a href="http://www.pansalb.org.za">www.pansalb.org.za</a></p>
<p><b>Industry Associations</b></p>	<p>These represent the interest of industry in South Africa and work to maintain the standards of different sectors within the tourism industry. Industry organisations include:                  Association of South African Travel Agents (ASATA), <a href="http://www.asata.co.za">www.asata.co.za</a>                  Federated Hospitality Association of Southern Africa (FEDHASA), <a href="http://www.fedhasa.co.za">www.fedhasa.co.za</a>                  Coach Operators Association of South Africa (COASA), <a href="http://www.coasa.co.za">www.coasa.co.za</a>                  Board of Airline Representatives of South Africa (BARSAs), <a href="http://www.barsa.co.za">www.barsa.co.za</a>                  Southern Africa Tourism Services Association (SATSA), <a href="http://www.satsa.com">www.satsa.com</a>                  Timeshare Industry of South Africa (TISA), <a href="http://www.tisa.org.za">www.tisa.org.za</a>                  Restaurant Association of South Africa (RASA), <a href="http://www.rasa.co.za">www.rasa.co.za</a>                  Marketing Association Afrique (MAA), <a href="http://www.association.co.za">www.association.co.za</a></p>

It is crucial to note that the aforementioned organisations are governed by different and sometimes overlapping mandates. In this regard, there is a need for integration and coordination of heritage and cultural tourism in South Africa. It is for this reason that the strategic objectives of this strategy outlines issues such as policy alignment, cooperative governance, partnerships and institutional arrangement, as key areas for intervention in the implementation of the strategy.

## 2.2 LEGISLATIVE APPROACH TO STAKEHOLDER ROLES AND RESPONSIBILITIES

Section 6 of the White Paper on the Development and Promotion of Tourism in South Africa outlines the following approach to the management of tourism in South Africa:

### Sec 6.1 Role of national government Coordination

- i. coordinate and liaise with international, regional and provincial governments with regard to all aspects of tourism development;
- ii. coordinate the tourism-related efforts of all government departments and related government institutions;
- iii. coordinate and liaise with NGOs, labour and community organisations, training institutions, universities and other bodies related to the development of the tourism sector .

### Planning and policy-making

- i. formulate, monitor and update a national tourism policy and strategy, in collaboration with relevant stake-holders;
- ii. develop integrated national tourism plans in collaboration with relevant stakeholders.

### Sec 6.2 Role of provincial government

- i. the provincial government has a critically important role to play in the development and promotion of the tourism industry of South Africa. The provincial tourism organisations are key players in the tourism industry. Schedule 6 of the Constitution makes specific provision for tourism to be a provincial responsibility;
- ii. The provincial government has responsibility for all of the functions indicated at the national government level (facilitation, co-ordination, regulation, monitoring and development promotion) with a few exceptions, additions and modifications. Provincial tourism organisations will formulate tourism policies which are applicable to their areas, in accordance with the national policy. They will also be partners in the implementation of relevant national policies, strategies, and objectives;
- iii. the provincial government, through provincial tourism organisations, have responsibility for marketing and promoting their destinations. As is the practice in many other countries, provincial government should have responsibility to market the province to the domestic market in competition with other provinces.

### Sec 6.3 Role of local government

At the local government level, specific provincial functions of policy implementation, environmental planning and land-use, product development, marketing and promotion are further supported. Specific functions of the local government include:

- i. responsible land-use planning, urban and rural development;
- ii. control over land-use and land allocation
- iii. provision and maintenance of tourist services, sites and attractions, e.g. camping and caravan sites, recreational facilities (parks, historical buildings, sports facilities, theatres, museums, etc.) and public services;
- iv. provision of road signs in accordance with nationally established guidelines

- v. market and promote specific local attractions and disseminate information in this regard;
- vi. control public health and safety;
- vii. facilitate the participation of local communities in the tourism industry;
- viii. own and maintain certain plant, e.g. ports and airports ;
- ix. provide adequate parking, also for coaches;
- x. facilitate the establishment of appropriate public transportation services, e.g. taxi services;
- xi. license establishments in accordance with national framework;
- xii. promote and financially support the establishment of local publicity associations /community tourism and marketing organisations to facilitate, market, coordinate and administer tourism initiatives.

Local government should not provide services that can be provided by the private sector.

As noted, the exact role of the local authorities in each province will be determined by local conditions as well as skills and financial resources.

### Sec 6.10 Role of conservation agencies

National and provincial conservation agencies play an important role in developing and managing state conservation land for tourism purposes. In this regard, their roles are as follows:

- i. ensure the protection of biological diversity in South Africa, within the network of protected areas and other areas which contribute to nature conservation and tourism;
- ii. proactively integrate areas under their control into the tourism resource base by providing controlled access to and use of protected areas to the public and commercial tourism operators ;
- iii. where appropriate, provide tourist facilities and experiences in areas under their control, in a responsible manner;
- iv. promote the diversity of tourism experiences offered within and adjacent to protected areas ;
- v. offer a range of tourism experiences which remain accessible to the average South African;
- vi. facilitate and support the establishment of biosphere reserves, conservancies and community owned reserves;
- vii. where appropriate, facilitate and support the establishment of partnership tourism ventures between communities, private business and conservation agencies inside or adjacent to protected areas;
- viii. promote and provide opportunities for local entrepreneurs to integrate their operations with tourism activities inside protected areas;
- ix. assist tourism authorities in the conduct of environmental tourism awareness programmes ;
- x. contribute to the development of policies and plans for the tourism industry.

## 2.3 TRENDS AND DEVELOPMENTS

The recognition of heritage and cultural tourism for product development, as a global phenomenon, resonates with the fierce competitiveness of tourism in the global economy and within South Africa. Traditionally, the tourism market has largely focused on the nature-based attractions - i.e. natural environment, wildlife and wilderness, and paid little attention

to cultural products and heritage resources. In this regard, the value of cultural heritage and cultural products has not yet been fully realised and measured in terms of their impact on the economy, development and empowerment of local communities in South Africa. The existing statistics, since the first democratic elections in 1994, seem to demonstrate that there is an increased interest in cultural tourism with particular focus on the local histories, cultures, traditions and a broad range of heritage resources both tangible and intangible heritage.<sup>27</sup>

SAT data indicates that cultural products are highly desired by tourists, however they are under-performing relative to its potential.<sup>28</sup> This is also due to underrepresentation of the cultural diversity of heritage in the marketing of tourism products. Interest in South African cultural products varies between foreign tourists but is generally high, with 85% of American tourists, 77% of Europeans and 60% of Asian being interested in exploring the culture of South Africa. Product usage patterns indicate that the cultural product is in high demand, but questions around quality of the products have been raised by the industry.<sup>29</sup>

However, there is still a recurring challenge due to the disparities in the diverse needs for both heritage and tourism. The commoditisation of cultural heritage through tourism activities has revealed that the domain of tourism tends to thrive on the packaging of heritage resources for tourist consumption only for the purposes of tourism growth and development and not necessarily for the conservation of cultural heritage resources. On the other hand, the heritage sector has been primarily concerned with the protection of heritage with little commitment to socio-economic opportunities resulting from the uses of heritage resources. This lack of synergy reduces any opportunity for mutual beneficiation for heritage conservation as well as tourism development.

Moreover, it has also been noted that sometimes the benefits accrued from heritage and cultural tourism activities are not accessed equally by the local communities whose cultural heritage has been commercialised for tourism purposes. Although the economic benefits of heritage and cultural tourism tend to be disproportionate and uneven in a particular locality, this segment of tourism has the potential to generate a significant number of decent jobs which are vital to combat the huge unemployment rate in South Africa.

Heritage and cultural tourism provides a unique opportunity for cultural exchange and transmission of cultural knowledge between local communities and tourists, as well as to increase the participation of local communities in the tourism industry. There is also a need to consider the ethical issues regarding the commodification of culture and heritage resources in the process of exchanging these resources through tourism activities.

The following SWOT Analysis unpacks several issues that have a direct and indirect bearing on heritage and cultural tourism products.

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27 [www.sat.net](http://www.sat.net) – Refer to patterns of international and domestic arrivals in monthly reports 2006 - 2010

28 TIPS Stimulating Local Cultural and Heritage Products; 2005. Pg 03. Makes reference to South African Tourism

29 TIPS Stimulating Local Cultural and Heritage Products; 2005. Pg 02. Makes reference to South African Tourism

## 2.4 SWOT ANALYSIS

The SWOT Analysis on the following page outlines the current situation in South Africa in order to project future scenarios regarding the prospects of heritage and cultural tourism products in relation to the implementation of this strategy.

**Illustration Five: Summary of Swot Analyses**



## 2.5 SUPPLY AND DEMAND ANALYSIS OF HERITAGE AND CULTURAL TOURISM PRODUCTS

### 2.5.1 Heritage and Cultural Tourism Supply

The supply of cultural and heritage resources at local and international levels are abundant and can be geographically spread across different localities. In most locations in the world where there are tourist destinations, one finds cultural heritage resources and assets which are a supply to the tourist destination, and service tourism product development. Even though there is a supply of heritage and cultural tourism products in the world, the continuous protection, maintenance and sustainable management of heritage resources, for the present and future generations still remains a challenge.

The following maps illustrate the supply of registered and mapped heritage and cultural tourism products in South Africa:



Map One: A Sample of Declared National Heritage Sites



Map Two: A Sample of the 8 Proclaimed World Heritage Sites in South Africa



## 2.5.2 Heritage and Cultural Tourism Demand: Demand Analysis

Preliminary research has revealed that there is a demand for heritage and cultural tourism products in South Africa. However, there is a need to determine the nature and extent of the demand for heritage and cultural tourism products, before deciding whether to develop tourism in a specific area. There is generally very little information on typical visitor profiles, market influences or market potentials for the different culture and heritage related market segments.

The Global Competitiveness Report (2009), however, shows that there is an emerging interest in cultural heritage, where foreign tourists would prefer to participate interactively with local cultures and take part in township tours and homestays. This has become a common trend in South Africa. The demand for cultural heritage and cultural tourism prevails and needs to be recorded periodically to maintain updated statistics. There is still a lack of research and up-to-date reliable data as well as poor information management on heritage and cultural tourism. Access to documented and up-to-date information on heritage and cultural tourism is often difficult to secure. Yet, it should be noted that in the process of developing this strategy, a small scale research project was commissioned to determine the nature of the demand of heritage and cultural tourism. The research process involved both a quantitative and qualitative study, where literature was reviewed from archival sources and empirical data was gathered using full scale field methods, including interviews and site visits to selected (by sampling) tourism venues and products in South Africa. The following were the key findings of the study (*Annexure 3 and 4*):

### 2.5.2.1 Key Findings of the Research

Generally, there is a keen interest amongst both international and domestic tourists to visit heritage and cultural tourism products. Despite this, a substantial number of products are not well marketed to attract high volumes of a number of tourists. A total of 39 cultural tourism products and 41 heritage tourism products such as the 8 World Heritage Sites in South Africa, heritage sites, cultural villages and centres were visited based on their national significance and strong bearing on tourism. Initially, ten interviews were scheduled to take place at each product therefore a total of 800 questionnaires were to be completed. However due to the limited number of consumers visiting the products, a total of 576 questionnaires were completed. Convenience sampling was used to gather information from 271 respondents who were available at cultural tourism products, and 305 respondents who were available at heritage tourism products at the time of the study.

- **A Summary of key findings**

The findings reveal the following:

- Consumers of heritage and cultural tourism products are concentrated at the younger, middle and elderly adult ages.
- Most heritage and cultural consumers have a high educational attainment;
- Previously disadvantaged race groups (Black, Coloured and Indian/Asian) are less likely to visit both heritage and cultural tourism products.
- The word of mouth (through a friend, family or relative) was cited as the major influence by both domestic and international consumers.



- Most consumers expected to increase their knowledge about the product and to experience the different offerings when visiting the products.
  - Almost all consumers were satisfied with heritage and cultural tourism products they visited.
  - Prices at products should be affordable to influence more visits by domestic consumers.
  - Management of heritage and cultural tourism products requires improvement especially in marketing the products using the different mediums available for both domestic and international consumers.
- **Socio-demographic characteristics of consumers of Heritage products**

The survey results indicated that culture and heritage tourism products attract more international consumers, with an emerging keen interest amongst domestic consumers. The results also showed that a diverse representation of international consumers from different countries visited these products at the time of the study. The following are variables of the socio-demographic characteristics of consumers of heritage products:

- **Age**

With reference to the age of the consumers of heritage tourism products, the majority (26.9%) were young adults between the ages of 21 to 30 years, followed by 25.2% between the ages of 31 to 40 years, 18% between the ages of 41 and 50 and 22.3% above the age of 50. Fewer consumers (6.9%) were under the age of 21. Similarly, the majority of consumers of cultural tourism products were young adults (30.3%) between the ages of 21-30, followed by 24.7% were between the ages 31 to 40 years, 19.2% were between the ages 41 and 50 and 19.2% were above the age of 50. Fewer consumers (6.6%) were under the age of 21.

- **Gender**

Of the total consumers visiting heritage tourism products, slightly more than half notably 53.9% were male, and 46.1% were female. On the other hand, there was a good representation of both male (48.3%) and female (49.8%) consumers visiting cultural tourism products.

- **Race**

With regards to race of domestic consumers of heritage tourism products, two thirds (66.2%) were White, 21.3% were Black and less than 10% were Indian/Asian (7.5%) and Coloured (4.3%). The results for cultural products are very similar. There were 46.5% White consumers, 38% Black and less than 10% were Indian/Asian (8.1%) and Coloured (6.3%).

- **Education**

The education profile of consumers of heritage tourism products shows that, 21.4% of consumers had a high school education and 66.2% had either a college, technikon or university education. Similar results were observed for cultural tourism products, 33.2% had a high school education, and 63.5% had a college, technikon or university education. These results show the relatively high educational attainment of the consumers visiting the products.

- **Perception and Expectation of Consumers of Heritage and Cultural Tourism Products**

- ***Knowledge of the products***

The results show that most of the consumers who completed questionnaires at either the heritage and/or cultural tourism products knew about the products prior to their visit. Knowledge of the product through a friend or family relative was cited as the major source by both domestic and international visitors as influencing their decision to visit the product. The internet and the product being part of a travel package were cited mostly by international consumers as reasons influencing their visit.

- ***Expectations of visiting the product***

A number of reasons, serving as motivation, for visiting heritage tourism products were recorded. The two most cited reasons/motives for visiting products relate to an interest in learning more about the history of South Africa and a desire to experience the beautiful landscapes and scenery offered at some of the products. Most consumers of cultural tourism products recorded that the reasons/motives for visiting cultural products were for a cultural experience and to learn more about the different cultures in South Africa.

- ***Satisfaction with products***

Almost all consumers were satisfied with the heritage and cultural tourism products they visited. Less than 10% of consumers were dissatisfied with the products they visited.

- ***Consumers' recommendation for the improvement of products***

Consumers of both heritage and cultural tourism products recommended that the promotion and marketing of products could be significantly improved. Consumers also suggested that the prices for visiting the products be more affordable as this would encourage more domestic tourists to visit the products. Consumers of cultural products in particular also recommended that government should assist the products either through funding or through the upgrading of infrastructure to the product, for example, roads and signage.

- **Experience at Products**

- ***Services offered at the product***

Consumers of both cultural and heritage tourism products were asked about their experience of the products in relation to the safety, affordability, customer service, information provided, accessibility, quality exhibit/displays, and authenticity of the products, restaurant/cafe and gift shop. Most of the consumers expressed positive responses regarding their experience of the above variables. The majority felt that the products were safe and accessible. Furthermore, the cost to experience the products was seen as affordable. Consumers also mentioned that the information provided at the products was sufficient. However, in products where a restaurant and cafe shop were available, some consumers felt that the services offered at these facilities could be improved.

- **Revisit and recommendation of product**

The results show that almost all consumers of both heritage and cultural tourism products would recommend the products to others and would revisit the products in the future.

## 2.6 POLICY ANALYSIS AND LEGAL IMPLICATIONS

It is apparent that while there is no specific integrated policy framework on heritage and cultural tourism in South Africa, there are several separate policies and legislative frameworks on the arts, culture, heritage and tourism that have a direct and indirect bearing on the strategy. These are namely the following:

- White Paper on the Development and Promotion of Tourism in South Africa ,1996);
- White Paper on Arts, Culture and Heritage, 1996;
- National Heritage Resources Act, 1999;
- National Heritage Councils Act, 1999;
- National Arts Councils Act 1997;
- Culture Promotion Act 1998
- Cultural Institutions Act,1998;
- National Film and Video Foundation Act, 1998.

The White Paper on the Development and Promotion of Tourism in South Africa (1996), states that, apart from its biodiversity South Africa also has a unique cultural diversity. Also in terms of the National Heritage Resources Act (1999), Heritage resources contribute significantly to research, education and tourism and they must be developed and presented for the these purposes in a way that ensures dignity and respect for cultural values.<sup>30</sup>

## 2.7 ECONOMIC IMPACT AND PROJECTED GROWTH

There is some debate regarding the exact size and growth of tourism, although it clearly is one of the largest industries in the world. According to records in NTSS, the tourism industry contributed almost 10% of the global Gross Domestic Product (GDP) (9.6% in 2008) and accounts for more than 225 million jobs around the world. The global tourism industry has shown significant growth in the last 3 decades. The total number of international arrivals has increased by an average of 4.4% per annum from about 278 million in 1980 to 922 million in 2008. The World Travel and Tourism Council (WTTC) estimated that tourism generated 192 million jobs and \$3.6 billion in GDP in 1999, which is 12% of the world total. WTTC forecasted continued growth, with annual rates of 3% between 1999 and 2010 for the world as a whole. In short, the economic impact of tourism is not only significant but it is still growing.

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30 National Heritage Resources Act (No.25 of 1999), Section 5, Pg 17

South Africa attracted 9.6 million foreign arrivals generating R74.2 billion in foreign exchange earnings (i.e. Total Foreign Direct Spend excluding capital expenditure).<sup>31</sup> It was also noted that in the same year, South Africans undertook 32.9 million domestic tourism trips (approximately 13.9 million people taking on average 2.4 trips) which yield R25.8 billion in domestic consumer spending (i.e. Total Domestic Direct Spend).<sup>32</sup> The total contribution (both direct and indirect) of the tourism sector to South Africa's GDP in 2008 was estimated to be R 198.5 billion.<sup>33</sup>

The Industry Policy Action Plan (IPAP) notes that, due to the nature of tourism activity and the requirement for personal services, tourism is a highly labour intensive sector. Employment growth is dependent on a number of factors including volume and value of demand, utilisation/occupancy rates, standard/quality of facilities and services, and seasonal demand patterns <sup>34</sup>

Despite the broad impact of tourism on the South African economy, the actual contribution of heritage and cultural tourism to the country's economy still needs to be carefully and further examined. This is amongst the reasons for focusing on the strategic theme and objectives on research, information and knowledge management, as keys areas of intervention in the implementation of this strategy. However, tourism's economic impact is significant and still growing.

## 2.8 FUNDING AND RESOURCE MOBILISATION

Heritage resources and cultural products are generally under-funded in South Africa; they tend to compete for the same resources as national imperatives of the country such as infrastructure development, job creation and poverty alleviation, amongst others. As a result, the annual government allocation of resources is often insufficient for the effective promotion and conservation management of heritage resources. In this context, tourism presents the opportunity of unlocking the economic potential of heritage resources and cultural products through the packaging and commercialisation of these products for tourist consumption. Even though there are great prospects for this, there seems to be a lack of investment opportunities by business and private sector into heritage and cultural tourism. This is mainly due to the seasonal nature of tourism. A major problem limiting tourism development is the unavailability of finance on favourable terms over a long period of time for investment in tourism development.<sup>35</sup> In this regard, the issue of funding and resource mobilisation, particularly through fundraising, remains crucial for the effective management of heritage and cultural tourism. The availability of such finance to develop and promote the tourism industry is critically important for the further growth and development of the industry. It has been recommended that a number of policy guidelines should guide the increased financial commitment to the development of tourism in South Africa.<sup>36</sup>

31 www.sat.net – Annual Tourism Report 2008 and 2009

32 www.sat.net – Annual Tourism report 2008 and 2009

33 www.sat.net – Annual Tourism report 2008 and 2009

34 Industry Policy Action Plan (2010/11 – 2012/13).Pg 81

35 White Paper on the Development and Promotion of Tourism in South Africa, 1996

36 White Paper on the Development and Promotion of Tourism in South Africa, 1996

## 2.9 STATISTICS AND TOURISM INTELLIGENCE

According to statistics which have been recorded in the NTSS, the number of foreign arrivals increased from just more than 3 million in 1993 to more than 9.5 million in 2008. Of the 9.5 million, 7.4 million are from Africa and more recent data indicates that some 1.7 million are same-day visitors. This expansion and growth has largely been driven by business and personal interests, as well as discretionary income.

In 2009, there were 880 million international arrivals throughout the world with the number of international arrivals forecasted to grow at around 3-5%. Despite the global recession, South Africa attracted 1.1% of international arrivals with around 9.9 million visitors in 2009. During the global economic crisis, lower worldwide arrivals were recorded with only 2% of arrivals in 2008 compared to the 6% growth recorded in 2007. This situation persisted during 2009 and has gradually picked up in the latter part of 2009 into 2010. During the 2010 FIFA Soccer World Cup there was an increased number of tourists visiting South Africa. Experts predict that in 2015 the number will reach 13.5 million visitors with international visitors representing 25% of tourists to SA and domestic tourists representing 75%. International visitors spent R79.2 billion (78%) and domestic tourists spent R22.4 billion (22%) between 2009 - 2010. In terms of tourists' yields, expenditure is weighted towards international visitors. Tourism represents about R189.4 billion (7.9%) of the GDP and the direct and indirect employment of 919 000 people or 7% of the country's workforce.<sup>37</sup>

## 2.10 DEVELOPMENT OF INDUSTRY AND ENTREPRENEURSHIP

Heritage and cultural tourism has provided opportunities for a wide range of Small Medium Micro Enterprises (SMME's) in the arts and craft industries, cultural landscapes, heritage sites and cultural festivals. Several businesses and entrepreneurs have been established in the above sectors. Their core business relates to the packaging of cultural heritage and cultural tourism products for tourist consumption. However, experts have noted that there is a great need for the improvement of the quality of heritage and cultural tourism products in terms of product development.

## 2.11 ECONOMIC MULTIPLIER EFFECT (DIRECT, INDIRECT AND INDUCED INCOME)

Heritage and cultural tourism can have a wide spread ripple effect in terms of the economic spin-offs and benefits. Much of the employment and associated income involves foreign exchange earnings. In addition, while it varies greatly across destinations and regions, tourism generally provides for local business and entrepreneurship as well as jobs of various types (from unskilled to skilled, part-time to full-time) for both genders. In this respect, heritage and cultural tourism has a significant multiplier effect in terms of the wide spread nature of the economic opportunities it can offer. The value and significance of heritage resources are often acknowledged but not integrated into tourism business models.

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<sup>37</sup> National Tourism Sector Strategy, 2011, with reference to SAT reports 2006 – 2010.

## 2.12 SKILLS DEVELOPMENT AND TRAINING

The report on the skills audit compiled by DAC, clearly illustrates the significant deficiency of skills and qualifications in the fraternity of heritage conservation and management in South Africa.<sup>38</sup> To address this challenge, DAC recently published another call for bursaries for culture and heritage studies in January 2012. Similarly, in the tourism sector there is still a need for skills development and the improvement of the quality of skills. However, skills development and training in heritage and tourism must be matched with the availability of employment opportunities to absorb the skilled labour force.

## 2.13 SOCIAL IMPACT OF HERITAGE AND CULTURAL TOURISM

Tourism also generates a variety of other impacts, both positive and negative. For example, it can help keep traditions alive and finance the protection of cultural heritage resources, as well as increase visitor appreciation of heritage. As noted by UNESCO, cultural tourism can encourage the revival of traditions and the restoration of sites and monuments.<sup>39</sup> Conversely, tourism can damage heritage when not well managed. In particular, uncontrolled and unethical tourism practices have had an adverse impact on culture and heritage management, and the broader societal values. The promotion of responsible tourism strategies is crucial in this regard to raise awareness and consciousness amongst tourists of the conservation value of heritage resources for sustainability. Tourism can be used effectively in the service of heritage conservation. Without tourism there would be less public interest and appreciation of heritage. There is a crucial opportunity for the social and symbolic uses of heritage and cultural tourism products with regards to nation building and social cohesion.

## 2.14 INSTITUTIONAL IMPLICATIONS

It has been noted that several public and private sector institutions that are responsible for the management of culture, heritage and tourism often operate in isolation from each other, even if their mandates tend to overlap. The NHC has observed the disparity in the prevalent fragmentations within the cultural heritage landscape, where institutions operate individually in isolation without any regard for the exchange of information and the synergy of programmes. There is a significant lack of synergy in terms of heritage and cultural tourism programmes. This is due to a lack of institutional arrangements and strategic partnerships. Of paramount importance to the fragmentation in institutional arrangements, there has been a lack of proper structural alignment for integration, coordination, partnerships and cooperative governance amongst institutions. The Intergovernmental Relations Framework (2005) provides a framework for cooperative governance and coordination in the implementation of government policy, legislation and programmes across the 3 spheres of government. In relation to the Intergovernmental Relations Framework (2005), the National Tourism Sector Strategy (2011) has proposed the following framework for organisational and institutional arrangement for tourism management in South Africa:

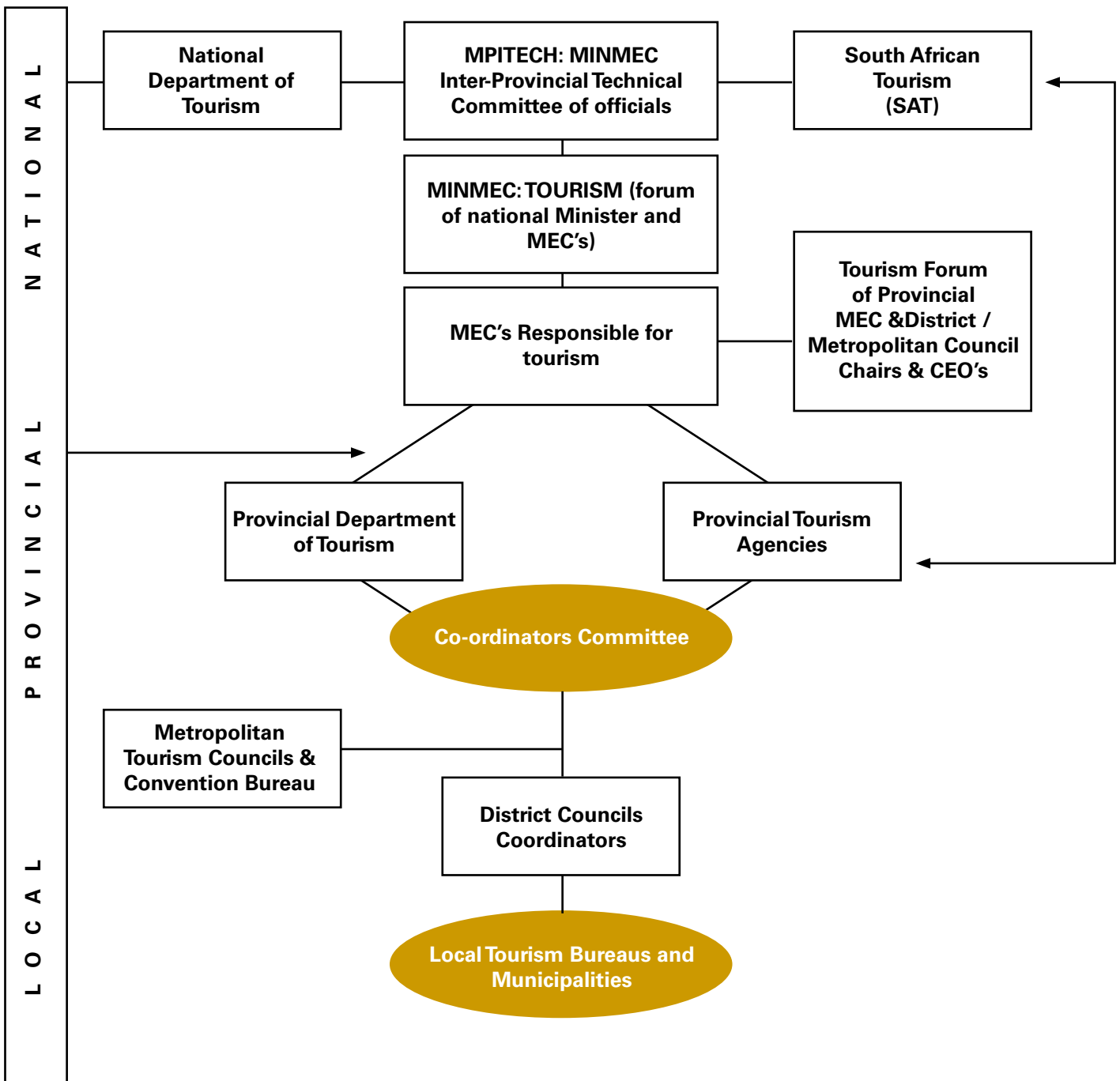
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38 Department of Arts and Culture report on the Skills Audit of Culture and Heritage: 2007 - 2008

39 UNESCO 1972 Convention on World Heritage Sites

The following diagram is the proposed Institutional Structure for Tourism in South Africa, in terms of the NTSS (2011).<sup>40</sup> The Intergovernmental Relations Framework (2005) makes provision for cooperative governance and coordination of policy, legislation and programmes across the 3 spheres of government (national, provincial and local government levels).

**Illustration Six: Proposed Institutional Structure for Tourism in South Africa**

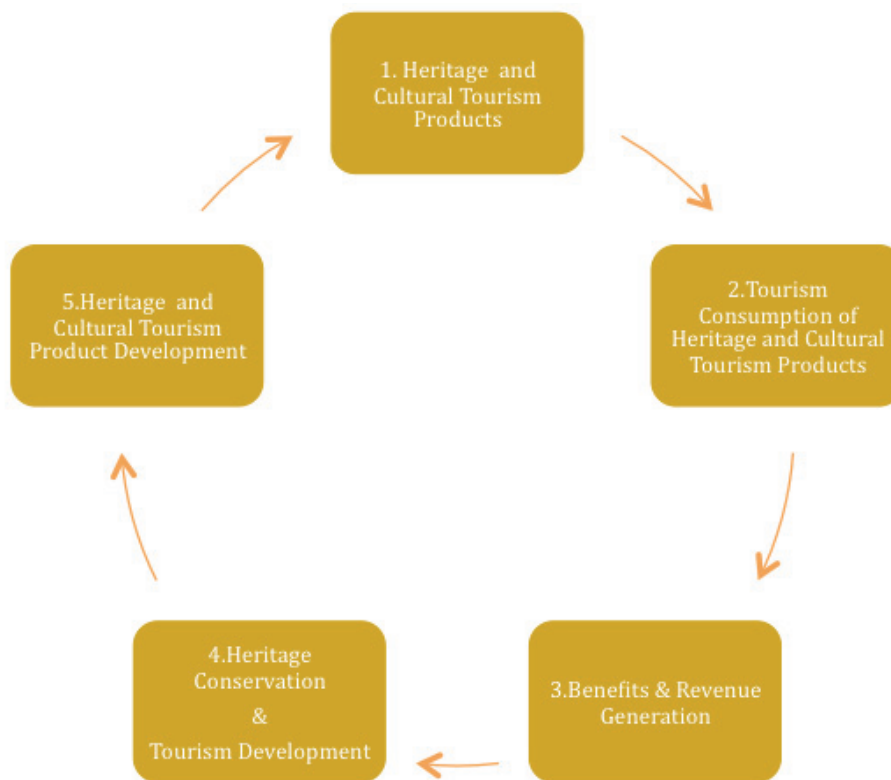


40 National Tourism Sector Strategy (NTSS: 2011)

## 2.15 HERITAGE AND CULTURAL TOURISM MANAGEMENT

In terms of the National Heritage Resources Act (1999), Heritage resources have lasting value in their own right and provide evidence of the origins of South African society. Moreover, given that they are valuable, finite, non-renewable and irreplaceable they must be carefully managed to ensure their survival.<sup>41</sup> There is a need to establish a balance between the conservation of heritage and the development of tourism, in the process of the sustainable management of heritage and cultural tourism products. As South Africa is a developing nation with acute needs for broad development and empowerment, it has been a recurring struggle to manage the tension between the protection of heritage resources amid the rapid development and expansion of the tourism sector. A major challenge is the lack of revenue streams accruing to heritage conservation from the commercialisation of heritage resources through tourism activities. In this context, an integrated management approach should address the needs of heritage resources and tourism products, and further establish an equilibrium through a shared compact for the mutual benefit of both heritage and tourism.

**Illustration Seven: An Integrated and Sustainable Heritage and Cultural Tourism Management Model**



### 2.15.1 Cultural Resource Management as outlined by Legislation

Section 5.7 of the White Paper on the Development and Promotion of Tourism in South Africa (1996) outlines the following approach to cultural resource management:

<sup>41</sup> National Heritage Resources Act (No. 25 of 1999), Section 5(a), Pg 16



According to the White Paper, the cultural environment includes much more than museums and unique archaeological sites. It also includes mission settlements, sites of slave occupation, urban spaces used for ritual purposes, rock art sites, rock formations and natural landscapes which have national and international cultural significance. The government is committed to effectively managing and conserving the cultural resources of South Africa. The following guidelines should apply:

- i. ensure tourism takes note of cultural heritage resources within specific communities and environments;
- ii. cultural resources should be managed for the negotiated benefit of all interested parties within the communities;
- iii. access to the management of cultural resources should be as broad as possible within specific communities and should promote co-operation between all affected parties;
- iv. land-use planning and development projects for tourism should include the effective protection and sustainable utilisation of cultural resources.

### 2.15.2 Heritage and Cultural Tourism Product Development

Section 5.8 of the White Paper on the Development and Promotion of Tourism in South Africa (1996) makes provision for the following outline for product development:

In further developing the tourism product of South Africa, the following guidelines should apply:

- i. emphasise the diversity of the product of South Africa and not over-market nor over-develop the known attractions;
- ii. where appropriate, deregulate the industry to encourage wider access by previously neglected groups;
- iii. emphasise the development of products that offer good potential for development, for example cruise tourism, Afro-tourism, sports tourism, cultural forms of tourism, ecotourism, conference and incentive travel, wildlife safaris, hunting and others;
- iv. foster the development of community-based tourism products;
- v. foster innovation and creativity in the products being developed;
- vi. developments should be promoted that are appropriate to the structures and strategies of provincial governments and local communities. Every attempt should be made to ensure that local peoples and cultures are not over-commercialised or over-exploited;
- vii. encourage the sensitive and sustainable development of underdeveloped, environmentally sensitive areas;
- viii. highlight previously neglected areas of tourism development as a result of political influences, for example, struggle-related monuments and attractions;
- ix. encourage both new and existing suppliers of tourism products to provide facilities (accommodation, attractions and other services) for the disabled;
- x. consider the role of the private sector in the provision of tourism facilities and services at national parks and protected areas.

### 3. SECTION THREE: STRATEGIC FOCUS

#### 3.1 STRATEGIC THEMES, OBJECTIVES AND ACTIONS

There are a set of Strategic Themes, Strategic Objectives and Actions that have been identified which are primarily informed by the outcomes of the stakeholder consultative sessions and the situational analysis. Of paramount importance, these Strategic Themes, Objectives and Actions present a strategic focus and a set of priorities for the implementation of the strategy. These are as follows:

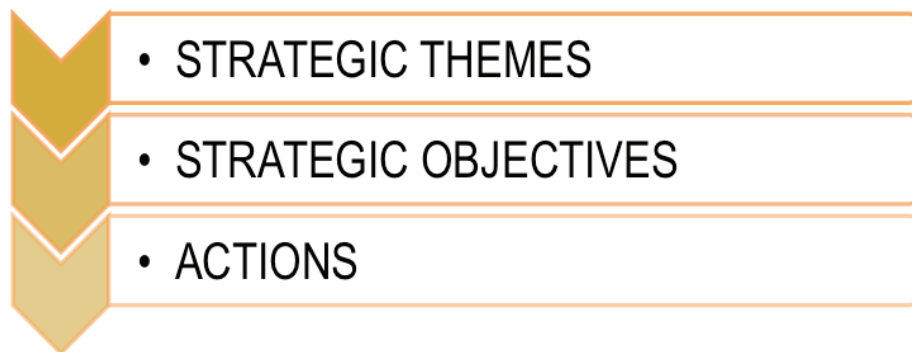
#### 3.2 A SUMMARY OUTLINE

**Illustration Eight: Strategic Themes**



### 3.3 STRATEGY FLOW

Illustration Nine: Strategic Flow



### 3.4 A DETAILED OUTLINE: STRATEGIC THEMES, STRATEGIC OBJECTIVES AND ACTIONS

#### # 1 STRATEGIC THEME: Research, Information and Knowledge Management

Research, Information and Knowledge Management has been identified as one of the fundamental outcomes of the strategy development process due to the recurring challenge of lack of accessible and availability of basic data, archival material, databases and other sources of information on heritage and cultural tourism products. In this regard, research has been flagged as a common indicator (strategic theme) for continuous research and knowledge production towards the contribution to the information and knowledge economy for the purposes of the planning and development of heritage and cultural tourism products. The research agenda will be pursued primarily through the following strategic objectives:

- **Strategic Objective: Audit of existing and potential Heritage and Cultural Tourism Products**

Informed by the strategic theme of research, this strategic objective underpins the need for a comprehensive audit of heritage and cultural tourism products across the three spheres of government in order to present documentation on tourism products for planning and implementation.

- **Strategic Objective: Monitoring and Evaluation of Impact and Demand of Heritage and Cultural Tourism Products**

This strategic objective will focus on the continuous monitoring and evaluation of the impact as well as the demand of heritage and cultural tourism products. There is a need to set appropriate measurable indicators and produce periodic reports/records of the monitoring and evaluation to inform the planning and implementation of initiatives.

- **Strategic Objective: Visitor Profile and Experience**

Appropriate and constant research information or data supply on visitor profile is critical to gain an informed understanding of the needs of visitors (customers/clients/tourists) in order to meet their expectations through product development, and enhance the visitor experience of heritage and cultural tourism products.

- **Strategic Objective: Trends and Best Practices**

Continuous research and data supply should present information on the current trends and best practices for the planning and implementation of appropriate interventions.

**Table Two: Strategic Theme One**

	STRATEGIC OBJECTIVE	ACTIONS
<b>STRATEGIC THEME: RESEARCH, INFORMATION &amp; KNOWLEDGE MANAGEMENT</b>	1. Audit of existing and potential heritage and cultural tourism products, and documentation of information for planning and implementation purposes.	1. Conduct a comprehensive audit of heritage and cultural tourism products. 2. Documentation and compilation of information.
	2. Monitoring and evaluation of impact and demand of heritage and cultural tourism products, to inform the planning and implementation of initiatives.	1. Set appropriate measurable indicators to monitor performance and assess impact. Produce periodic reports on monitoring and evaluation.
	3. Visitor profile and experience, to inform planning regarding the needs and expectations of visitors.	1. Constant research and provide data supply on visitor profile and experience on heritage and cultural tourism.
	4. Trends and best practices for benchmarking and planning purposes	1. Constant research and data supply on current trends and best practices.

**# 2 STRATEGIC THEME: Sustainable Development and Management**

This strategic theme has emerged as a critical priority to address the challenges pertaining to a lack of a balanced and integrated approach to the sustainable development and management of heritage and cultural tourism products. The following strategic objectives have been identified as interventions in this regard:

- **Strategic Objective: Identification of heritage and cultural tourism product for development and sustainable management**

In order to unlock the opportunities available, there is a need to identify potential heritage and cultural tourism products/attractions for current and future development and sustainable management.

- **Strategic Objective: Development of an action plan for implementation of identified heritage and cultural tourism products**

Appropriate action plans should be developed in the short, medium and long term for the implementation of identified heritage and cultural tourism products.

- **Strategic Objective: Sustainable and integrated management approach to heritage and cultural tourism products**

As identified in the situational analysis, there is a crucial need for a sustainable and integrated management approach to heritage and cultural tourism products, to ensure that the conservation needs of heritage resources and development requirements of tourism are taken into account.

- **Strategic Objective: Skills development and training**

In order to ensure and achieve the effective implementation of this strategy, there is a need for relevant and adequate skills development and training, especially taking cognisance that this sector is still developing.

**Table Three: Strategic Theme Two**

STRATEGIC THEME: SUSTAINABLE DEVELOPMENT AND MANAGEMENT	STRATEGIC OBJECTIVES	ACTIONS
	1. Identification of heritage and cultural tourism products for development and sustainable management.	1. Identify potential heritage and cultural tourism products for current and future development and sustainable management.
	2. Development of an action plan for implementation of identified heritage and cultural tourism products.	1. Appropriate action plans should be developed in the short, medium and long term for the implementation of identified heritage and cultural tourism products.
	3. Sustainable and integrated management approach to heritage and cultural tourism products.	1. Develop and implement a sustainable and integrated management approach to heritage and cultural tourism products, to ensure that conservation needs of heritage resources and development requirements of tourism are taken into account.
	4. Skills development and training for effective management	1. Develop appropriate skills and training for effective implementation of the strategy.

**# 3 STRATEGIC THEME: Marketing, Promotion and Raising Awareness**

This strategic theme focuses on the need for marketing, promotion and raising awareness of heritage and cultural tourism products, in the absence of effective and robust marketing plans and strategies. The following strategic objectives have been identified for the implementation of this strategic theme:

- **Strategic Objective: Raise awareness and promotion of heritage and cultural tourism products**

It remains crucial to raise awareness, publicity and education in order to attain a high level of consciousness, appreciation and support for heritage and cultural tourism products.

- **Strategic Objective: Provide guidance on marketing and promotion of heritage and cultural tourism products**

There is a need for well informed interventions for the effective marketing and promotion of heritage and cultural tourism products.

**Table Four: Strategic Theme Three**

STRATEGIC THEME: MARKETING, PROMOTION AND RAISING AWARENESS	STRATEGIC OBJECTIVE	ACTION
	1. Raise awareness and promotion of heritage and cultural tourism products to support tourism products.	1. Develop and implement effective initiatives for raising awareness, publicity and education.
	2. Provide guidance on marketing and promotion of heritage and cultural tourism products.	1. Develop and implement initiatives for effective marketing and promotion of heritage and cultural tourism products.

**# 4 STRATEGIC THEME: Cooperation, Partnership, Institutional Arrangements and Policy**

The rationale behind this strategic theme relates to addressing the lack of cooperation, partnerships, institutional arrangements and policy alignment. Noting that heritage and cultural tourism products are a shared competency across the three spheres of government, therefore the successful implementation of this strategy will rely on cooperative governance, strategic partnerships, effective institutional arrangements and policy alignment.

- **Strategic Objective: Environmental scan of heritage and cultural tourism landscape**

It is important to conduct an environmental scan of the heritage and cultural tourism sector in order to determine issues, players and institutions involved in the sector, and also to achieve an informed and effective engagement with stakeholders, institutions as well as alignment and compliance with relevant policies.

- **Strategic Objective: Institutional arrangements and policy to support implementation of strategy across the three spheres of government**

It is pivotal to ensure cooperative governance through formal institutional arrangements, as well as alignment and compliance with relevant policies for the support of the implementation of the strategy across the three spheres of government.

- **Strategic Objective: Establish partnerships and cooperation with stakeholders**

The establishment of partnerships with stakeholders is of paramount importance in order to achieve a shared responsibility and cooperation amongst stakeholders.

**Table Five: Strategic Theme Four**

STRATEGIC THEME: COOPERATION, PARTNERSHIP, INSTITUTIONAL ARRANGEMENTS AND POLICY	STRATEGIC OBJECTIVES	ACTIONS
	1. Environmental scan of heritage and cultural tourism landscape to inform planning and implementation.	1. Conduct an environmental scan of heritage and cultural tourism landscape.  2. Develop and implement appropriate plans and initiatives to ensure cooperation, partnership, institutional arrangement, and policy and strategy alignment.
	2. Institutional arrangements and policy to support implementation of strategy across the three spheres of government.	1. Establish cooperative governance through formal institutional arrangements, as well as alignment and compliance with relevant policies and strategies.
	3. Establish partnerships and cooperation with stakeholders in order to achieve a shared responsibility and cooperation amongst stakeholders.	1. Establish partnerships with stakeholders for cooperation regarding roles and responsibilities in implementing the strategy.

**#5 STRATEGIC THEME: Resource Mobilisation**

An integral aspect of the challenges and recommendations of the outcomes of the consultative stakeholder session, relate to the lack of funding and resource mobilisation to support heritage and cultural tourism. This strategic theme will be addressed through the implementation of the following strategic objective:

- **Strategic Objective: Identify and seek funding opportunities**

Funding opportunities and resource mobilisation are imperative towards providing resources for the support of heritage and cultural tourism products.

**Table Six: Strategic Theme Five**

STRATEGIC THEME: RESOURCE MOBILISATION	STRATEGIC OBJECTIVES	ACTIONS
	1. Identify and seek funding opportunities in order to support heritage and cultural tourism products.	1. Seek funding sources and establish resource mobilisation initiatives to support heritage and cultural tourism products.

### 3.5 RECOMMENDATIONS

The following are a set of recommendations for the implementation of the strategy in the short and medium term. The White Paper on the Development and Promotion of Tourism in South Africa (1996) makes specific reference to “emphasise the development of products that offer good potential for development, for example... cultural forms of tourism, ecotourism... and others.”<sup>42</sup>

Research has revealed that a substantial number of the heritage and cultural resources in South Africa, for tourism product development, are located in semi-urban and rural areas. In this regard, the Rural Tourism Strategy has identified demarcated nodes for tourism development which include six of the eight of World Heritage Sites as well as the culture and heritage resources in Transfrontier Conservation Areas (TFCA).

The heritage and cultural tourism strategy recommends the immediate prioritisation of the following programmes and flagship projects, for tourism development in partnership with relevant stakeholders including the Department of Arts and Culture, the Department of Environmental Affairs and relevant provinces:

- The further development and active promotion of the eight World Heritage Sites in South Africa declared by UNESCO as sites of outstanding universal significance, as tourist attractions;
- A number of projects known for their global significance and demonstrated feasibility. These include the National Heritage Monument which is part of the liberation heritage of South Africa; the First Indigenous Peoples Project (KhoiSan) in Graaff-Reinet, the Dinosaur Interpretative Centre in Golden Gate Highlands National Park;
- As this strategy draws synergy with provincial heritage, culture and tourism strategies, it is highly recommended that provinces and local government should identify and prioritise in partnership with the NDT, potential heritage and cultural tourism products for tourism development;
- Sufficient allocation of resources, in terms of funding, human capital and other material resources, by the public and private sector as well as civil society is vital for supporting the implementation of the strategy and its many facets including but not limited to the identified strategic themes, objectives and action.
- Sufficient mechanisms and instruments must be put in place at various levels of operation to monitor and evaluate the implementation of the strategy.

In terms of the implementation of the heritage and cultural tourism strategy on the medium and long term a detailed implementation and action plan will be developed.

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