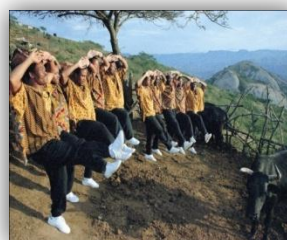tourism

Department:
Tourism
REPUBLIC OF SOUTH AFRICA

FINAL DRAFT NATIONAL HERITAGE AND CULTURAL TOURISM STRATEGY

NATIONAL DEPARTMENT OF TOURISM

Version III

12/14/2011

South Africa

TABLE OF CONTENTS

ABREVIATIONS

DAC – National Department of Arts and Culture

DASRC – Provincial Department of Arts, Sport, Recreation and Culture

NDT – National Department of Tourism

NTSS – National Tourism Sector Strategy

DEA – National Department of Environmental Affairs

DRDLR - National Department of Rural Development and Land Reforms

SAHRA – South African Heritage Resources Agency

SAT – South African Tourism

NHC – National Heritage Council

COGTA – National Department of Cooperative Governance and Traditional Affairs

CRL Commission – Commission for Protection and Promotion of Cultural, Religious and Linguistic Communities

NHTL – National House of Traditional Leaders

DTI – National Department of Trade and Industry

DOE – National Department of Education

DBE – National Department of Basic Education

DHE – National Department of Higher Education

DOP – National Department of Sports and Recreation

UNESCO – United Nations Educational, Scientific, Cultural Organization

UNWTO – United Nations World Tourism Organisation

WTO – World Trade Organisation

NHCA – National Heritage Council Act 1999

NHRA – National Heritage Resources Act 1999

PHRA – Provincial Heritage Resource Authority

SAHRA – South African Heritage Resources Agency

SMME - Small Medium Micro Enterprises

WTTC - World Travel and Tourism Council

STANDARD DEFINITIONS

Cultural Tourism:

Refers to cultural aspects which are of interest to the visitor and can be marked as such, including the customs and traditions of people, their heritage, history and way of life (White Paper on the Development and Promotion of Tourism in South Africa,1996).

According to the UN World Tourism Organisation, 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 (World Tourism Organization, 1985). Critiques argue that this is a narrow definition of Cultural Tourism.

Culture:

It is 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 (UNESCO, 2001)

Heritage:

According to the White Paper on Arts and Culture, 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 (White Paper on Arts and Culture,1996).

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 connected with such
- group of buildings or other structures;
- 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.

"Object": means any movable property of cultural significance which may be protected in terms of any provisions of this Act, including—

- any archaeological artefact;
- palaeontological and rare geological specimens;
- meteorites; and
- other objects referred to in section 3 of the Act;

Heritage Site:

According to the National Heritage Resources Act (1999), it means a place declared to be a national heritage site by 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;

Intangible Cultural Heritage:

According to 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 recognize as part of their cultural heritage. 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 this 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 (White Paper on the Development and Promotion of Tourism in South Africa,1996).

Tourist:

A person who travels away from home, staying away for at least one night. A tourist can be a domestic tourist (for example 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 (White Paper on the Development and Promotion of Tourism in South Africa,1996).

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

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 (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 optimize the economic and other societal benefits available in the present without jeopardizing the potential for similar benefits in the future (White Paper on the Development and Promotion of Tourism in South Africa,1996).

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

Pro-Poor Tourism (PPT):

It is tourism that results in increased net benefits for poor people. PPT is not a specific product or niche sector but an approach to tourism development and management.

EXECUTIVE SUMMARY

Informed by the White Paper on the Development and Promotion of Tourism in South Africa (1996) and the National Tourism Sector Strategy (2010), the National Strategy on Heritage and Cultural Tourism serves to guide and provide strategic direction to 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. Firstly, the introductory section outlines the key points of departure including vision and mission, an overview of heritage and cultural tourism, broad goals and aims, rationale and methodology undertaken to develop the strategy. Secondly, the strategy provides an analysis of current situation and projects future scenarios for heritage and cultural tourism. Thirdly, the strategy outlines a technical approach towards implementation, with identified strategic themes, objectives and actions to serve as a guide to implement the strategy. The identified key strategic themes, strategic objectives and actions are outlined as follows:

#1 Strategic Theme: Research, Information and Knowledge Management

➤ **Strategic Objective 1: Research and documentation of 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.**

#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;**

#3 Strategic Theme: Marketing, Promotion & 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;**
>
> **#4 Strategic Theme: Cooperation, Partnership, Institutional Arrangement and Policy**
>
> > ➢ **Strategic Objective1: 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;**
>
> **#5 Strategic Theme: Resource Mobilisation**
>
> > ➢ **Strategic Objective: Identify and seek funding opportunities**

The application and implementation of the strategy is applicable nationwide, across the 3 spheres of government (national, provincial and local government levels) and through strategic partnerships with the public and private sector, as well as community structures.

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'. 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 standardized definitions will be used. It is worth noting that the title of the strategy i.e. 'National Strategy on Heritage and Cultural Tourism', underpins the encompassing nature of the strategic framework, to include both aspects of heritage resources and cultural products. The National Heritage Resources Act (1999), 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:

Typologies of Heritage and cultural tourism products in South Africa

NO	TANGIBLE	INTANGIBLE
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.	Artifacts 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.	Archeological evidence	Cultural Festivals
8.	Geological evidence	Popular Memory
9.	Paleontological remains	
10.	Sacred and spiritual sites	

1.2 Vision and Mission

1.2.1 Vision:
Realising the global competitiveness of South African heritage and cultural resources through tourism development .

1.2.2 Mission:
- Unlock the economic potential of heritage and cultural resources through sustainable tourism development;
- Raising 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 National Tourism Sector Strategy (2010) and the White Paper on the Development and Promotion of Tourism in South Africa (1996). In particular the National Tourism Sector Strategy (2010) makes specific reference to the values of respect of culture and heritage, especially in the context of developing and growing domestic tourism[1]. The strategy is aligned to the guiding principles and values of sustainable tourism, sustainable development, social cohesion, public participation and public private partnership.

The strategy moves from a point of departure that heritage and cultural tourism products are notably the fast emerging competitive niche or product within domestic and international 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 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".[2] The OECD report (2009) also demonstrate that more than 50% of tourist activity in Europe is driven by cultural heritage and cultural tourism in particular[3] . While the UN World Tourism Organisation estimated

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[1] National Tourism Sector Strategy, 2010, Pg 16
[2] 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).
[3] OECD Report, 2009

that cultural tourism accounts for 40% of international tourism[4]. In 2011 the central theme for the World Tourism Day celebration (27th September 2011) was 'Tourism linking Cultures', were the intrinsic value and benefit of heritage and 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"[5]. In particular, this illustrate 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, South Africa as a tourist destination is positioned largely around "safari-type" experiences and scenic natural environments. Even though South Africa 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 desired cultural and historical heritage than wildlife viewing, but fewer had experienced it while South Africa[6]. Even though heritage and cultural products are highly desired by tourists, but this cultural diversity is underrepresented and under-performing within the tourism market.

The hosting of the 2010 FIFA Soccer World Cup has boosted the South African tourism industry through the expansion of tourism and other infrastructure and 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%, 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[7].

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[4] UNWTO,2007

[5] UNWTO, 2011, World Tourism Day Message by Taleb Rifai, UNWTO Secretary-General.

[6] www.sat.net

[7] www.sat.net

Despite these successes and a 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 conservation of heritage and cultural products.

This strategy 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;

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: Technical Approach for Implementation of the Strategy – 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 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 who are key stakeholders with a direct interest on 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 has become 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 the mainstream tourism; **Secondly**, it is a recurring challenge that heritage and cultural tourism products are underrepresented within the tourism market. **Thirdly,** the value and impact of this segment of tourism has not been fully realized, particularly the economic potential of heritage and cultural tourism products. **Fourthly,** there seem to be fragmentation and disparity between the conservation needs of heritage and the development requirements of tourism as a result of a lack of comprehensive data and an integrated framework of heritage and cultural tourism products. **Fifthly,** there are imbalances regarding the lack of mutual beneficiation of revenue streams, between the domains of culture, heritage and tourism, accrued from the commercialization of heritage and cultural resources through tourism. **Lastly,** often heritage resources tend to be misrepresented through uninformed interpretation during tours and this compromise the integrity and authenticity of heritage and cultural tourism products.

As a result of a lack of a strategic framework for the coordination and integration of heritage and cultural resources into the ambit of tourism, the full potential of heritage and cultural tourism products has not yet been fully realized. 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 the mainstream of tourism for product development and sustainable tourism;

- To utilize heritage and cultural tourism products, through strategic partnerships and the participation of local communities, to stimulate sustainable livelihood at community grass-roots levels;
- To provide an opportunity to raise awareness, education and profile the conservation needs of heritage and cultural resources for sustainable tourism in line with values of respect for culture and heritage as stated in the NTSS (2010).

- To provide an opportunity for diversification of tourism products and formalization of the segment or niche of heritage and cultural tourism, towards the growth of tourism as consistent with the objectives of the NTSS (2010).

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 National Tourism Sector Strategy (2010) 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 tourism mainstream, 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 tourism market;
- Opportunity for diversification of tourism products and formalization 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 education and conservation 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

Phase 1		Phase 2		Phase 3		Phase 4		Phase 5
•Data Collection •Archival & Desk Top Research •Literature Review •Concept/Discussion Document •Stakeholder Consultations	→	•Data Analysis • Research Findings	→	•Data Presentation •Circulation of Draft Strategy for Stakeholder Inputs; •Refinement of Strategy	→	•Approval of Strategy	→	•Dissemination of Strategy
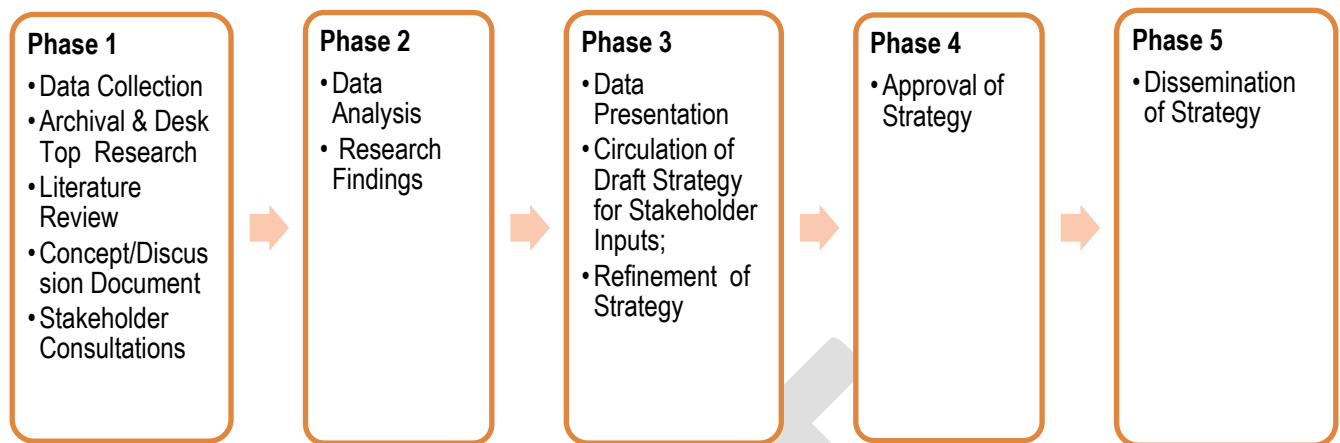
1.7.2 Phase One: Data Collection

- **Archival and Desk Top Research:**
    - o Preliminary and exploratory research has been largely based on archival and desk top research which provided a body of knowledge and theory in crafting the concept document and strategy framework on heritage and cultural tourism (see attached documents). The concept and strategy framework served as the discussion documents for engagement with stakeholders.

- **Literature Review:**
    - o 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;
    - o The following key policies and frameworks with a strong bearing on the strategy, have been reviewed in-depth:
        - ▪ National Tourism Sector Strategy (2010);
        - ▪ 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);
        - ▪ Other country 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;

- ATLAS Cultural Tourism in Europe;

- Cultural Routes in Europe;

- **Parallel Studies:**

  o **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. Given the nature and scope this specific research, the Chief Directorate: Enterprise and Product Development has since commissioned the Research Directorate of the NDT to pursue this study (see attached research proposal).

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

    ▪ The mapping of heritage and cultural tourism products is a GIS exercise which seeks to spatially plot and locate existing heritage and cultural resources for planning and development of tourism products for purposes of implementation of the strategy. The study is pursued by the Chief Directorate: Enterprise and Product Development and will feed into the niche tourism master plan.

- **Stakeholder Consultations**

  o A wide range of stakeholders within the domains of heritage, culture and tourism have been identified and subsequently engaged through stakeholder consultative sessions (see attached list of Stakeholders).

  o A draft concept document and strategy framework was presented at a preliminary stakeholder consultative workshop which was organized in November 2010 to solicit the comments and support of stakeholders for the development of Strategic Framework (Concept document and strategy framework attached). 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 attached stakeholder workshop report).

o A draft strategy on heritage and cultural tourism was produced and presented at the second stakeholder consultative workshop in June 2011 (see attached stakeholder workshop report) for further input and comments, which have been particularly useful in the refinement of the title of the strategy, definition of terms, strategic themes and objectives.

o 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 MANCO 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 commentary and support. The draft strategic framework has been subjected to periodic reviews by experts, both locally and internationally, in order to provide quality assurance to the contents of the draft strategy.

1.7.3 Phase Two: Data Analysis

- Drawing from the data collection phase, which includes archival and desk top research, literature review, stakeholder consultative sessions, a critical analysis of the gathered data involves an interpretation and verification of data in order to formulate 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:

#1 STRATEGIC THEME: RESEARCH
➤ 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 OBJECTIVE1: 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: 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, consistent with the following structure of this strategy 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	

- Consolidation of inputs and refinement of the final draft National Strategy on Heritage and Cultural Tourism for endorsement and approval.

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 dissemination of the strategy will be circulated in the public domain, across the three spheres of government, through print and electronic media.

2. SECTION TWO: SITUATIONAL ANALYSIS AND COMPARATIVE STUDIES

2.1 Key Stakeholders

The National Department of Tourism (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 management of heritage and cultural tourism products. In this regard, the implementation of the strategy will rely on a consorted effort and a shared responsibility of stakeholders in the public and private sector, 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 roles and responsibilities of key stakeholders, identified below.

2.1.1 Stakeholder Mandatory Roles and Responsibilities

Institution	Mandatory Role and Responsibility
National Department of Tourism (NDT)	It is a national government department responsible for growth and development of tourism through provision of sound policy and regulatory environment, Information and coordination of the cooperative approach across all spheres of government. www.tourism.gov.za
South African Tourism (SAT)	A statutory body and an agency of the NDT that is responsible for marketing South Africa as visitor destination. It owns the South African tourism-marketing brand under which the global tourism campaign is managed. www.southafrica.net
Provincial Tourism Organisation and Authorities	They 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. There are currently 9 Provincial Tourism Organisations funded by their provinces. Western Cape, www.tourismcapetown.co.za Eastern Cape, www.ectourism.co.za Northern Cape, www.northerncape.org.za Kwa-Zulu Natal, www.tourism-kzn Gauteng, www.gauteng.net North West, www.tourismnorthwest.co.za Free State, www.fstourism.co.za Limpopo, www.golimpopo.com Mpumalanga, www.mpumalanga.com

Tourism Enterprise Partnership	An entity responsible for supporting the development and growth of small, micro and medium enterprises in the sector. www.tep.co.za
Tourism and Hospitality Education and Training Authority	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. www.theta.org
Department of Arts, Culture and Heritage (DAC)	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. www.dac.gov.za
National Heritage Council (NHC)	A statutory body and an agency of the 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) www.nhc.org.za
South African Heritage Resources Agency (SAHRA)	The objective of SAHRA is to co-ordinate the identification and management of the national estate (heritage resources) www.sahra.org.za
Africa World Heritage Fund (AWHF)	The African World Heritage Fund (AWHF) is a non-governmental organization 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. www.awhf.net
Department of Environmental Affairs (DEA)	According to the White Paper on Environmental Management Policy (1997), the Department of Environment Affairs is responsible for environmental management and setting of a national environmental strategy and action plans. www.environment.gov.za
South African National Parks (SANParks)	An agency of the DEA which is responsible to manage 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. www.sanparks.org.za
Department of Cooperative Governance and Traditional Affairs	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. www.dplg.gov.za
Local Government	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. www.salga.org.za The department of Cooperative governance and Traditional Affairs (COGTA) is responsible for policy and regulations for local government . wwww.cogta.gov.za
National House of Traditional Leaders (NHTL), including Provincial Houses of Traditional Leaders	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. www.nhtl.gov.za
Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities (CRL Commission)	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; also to promote the right of communities to develop their historically diminished heritage. www.crlcommission.org
Other Government Agencies that influence tourism directly or indirectly	Department of Home Affairs, www.dha.gov.za Department of Trade and Industry, www.dti.gov.za Department of Rural Development and Land Reform, www.rdlr.gov.za Department of International Relations and Cooperation, www.dirco.gov.za Department of Sports and Recreation, www.srsa.co.za

	Department of Higher Education, www.education.gov.za
	Department of Health, www.doh.gov.za
	Department of Foreign Affairs, www.dfa.gov.za
	Department of Transport, www.dot.gov.za
	Department of Labour, www.labour.gov.za
	Statistics South Africa, www.statssa.gov.za
	South African Police Station, www.saps.gov.za
	International Marketing Council, www.imc.co.za
	Government Communications and information System, www.gcis.gov.za
	Department of Science and Technology, www.dst.gov.za
Industry Associations	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), www.asata.co.za Federated Hospitality Association of Southern Africa (FEDHASA), www.fedhasa.co.za Coach Operators Association of South Africa (COASA), www.coasa.co.za Board of Airline Representatives of South Africa (BARSA), www.barsa.co.za Southern Africa Tourism Services Association (SATSA), www.satsa.com Timeshare Industry of South Africa (TISA), www.tisa.org.za Restaurant Association of South Africa (RASA), www.rasa.co.za Marketing Association Afrique (MAA), www.association.co.za

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

iii. 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.

iv. 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.

v. 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 and as a global phenomenon resonates with the fierce competitiveness of tourism in the economy of the world and within the South Africa. Traditionally, the tourism market has largely focused on the nature-based-attractions – ie natural environment, wildlife and wilderness, and paid little attention on cultural products and heritage resources. As a result the value of heritage and cultural tourism has not been fully realised and measured in terms of its impact to 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 for cultural tourism with particular focus on the local histories, cultures, traditions and a broad range of heritage resources both tangible and intangible heritage.(Provide evidence).

However there is still a recurring challenge due to the disparities in the diverse needs for both heritage and tourism. The commoditization 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 without regard of the socio-economic opportunities resulting from the uses of heritage resources. In this regard there seem to be a lack of synergy in structural alignment regarding a mutual beneficial association between heritage and tourism.

Also it has 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 commercialized for tourism purposes. Although the economic benefits of heritage and cultural tourism tend to be disproportionate and uneven in a particular locality, but this segment of tourism has the potential to generate a significant number of decent jobs vital to combat the huge unemployment rate.

Cultural heritage and cultural tourism provides a unique opportunity for the participation of local communities in the tourism industry. Consideration of ethical issues regarding the commodification of cultural heritage. Neglect of heritage resources in rural areas and notwithstanding the fact that 6 of the 8 World Heritage Sites are in rural areas. Also noting that the substantial cultural production of craft works and artifact, as well as rituals and cultural practices/performances occur in the country side.

SAT data indicate that cultural products are highly desired by tourists, but that they are under-performing (relative to its potential), also due to underrepresentation. 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 have been raised by the industry.

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

2.4 SWOT Analysis

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

Strenghts:

- Political Support;

- Key Stakeholder endorsement from Heritage Tourism consultative session;

- Keen interest and appreciation of heritage & cultural tourism products;

- Strong linkages between domain of culture, heritage and tourism

- Government sensitive to protection of heritage & cultural tourism

er

Weaknesses:

- Full potential of Heritage Tourism not recognised;

- Lack of Policy Guideline on Heritage & Cultural Tourism

-Inadequate institutional & administrative support to implement the Strategy;

- Lack of skills & Capacity;

- Exclusion of some cultural heritage in mainstream of tourism

Heritage and Cultural Tourism

Opportunities:

- An integrated and coordinated approach to heritage & cultural tourism;

- Unlocking the economic potential of heritage & cultural tourism;products,

- Funding & resource mobilisation opportunities;

- Promotion and raising awareness of heritage & cultural tourism products;

- Enhanced stakeholder support ;

- Enhanced political will and support;

  Diversification and expansion in tourism products and s

Threats:

- Resistance to strategy by broad stakeholders including grass roots communities and private sector;

- Unclear structural and institutional arrangement for support at National, Provincial and Local levels of Government;

- Unclear funding and other resources to support the development and implementation of the Strategy at National, Provincial and Local levels of Government;

- Poor conservation of heritage resources

- Potential instability in politics especially at local government levels;

2.5 Supply and Demand Analysis of Heritage and Cultural Tourism Products

2.5.1 Heritage and Cultural Tourism Supply

The supply for cultural heritage at local and international levels is often in abundance and could be geographically spread across different localities. In every location in the world where there are tourist destinations there are often cultural heritage resources and assets which are a supply to the tourist destination, and in the service of tourism product development. Generally there is a supply of heritage and cultural tourism products in the world, however the challenge still remains with the continuous protection, maintenance and sustainable management of heritage resources, for the present and future generations.

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

- A sample of declared national heritage sites -

Heritage Sites in Southern Africa

- A sample of proclaimed 8 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. However there is a need to determine the nature of the demand for heritage and cultural tourism products, before deciding whether to develop tourism in a specific area. Little information exists generally on typical visitor profiles, market influences or market potentials for the different culture and heritage related market segments. However research by the Global Economic Competitiveness shows that there is an emerging interest in cultural heritage, were foreign tourists would prefer to participate interactively with local cultures and take part in township tours and homestays, as it has been a common trend in South Africa (Footnote).

The demand in cultural heritage and cultural tourism prevails and needs to be recorded periodically to maintain updated statistics. There is still lack of research, up-to-date reliable data and 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.

2.6 Policy Analysis and Legal Implications

It is clear that there is no specific policy framework on heritage and cultural tourism. However there are several separate policies and legislative frameworks on the arts, culture, heritage and tourism that have a direct and indirect bearing to 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 states that, apart from its biodiversity South Africa also has a unique cultural diversity. There exists little knowledge about the cultural resources within the environment and consequently the unconscious destruction of these natural assets poses a major threat (Footnote, section 5).

2.7 Economic Impact and Projected Growth

There is some debate regarding the exact size and growth of tourism, but it clearly is one of the largest industries in the world. The tourism industry is contributing almost 10% of the global GDP (9,6% in 2008) and accounting for more than 225 million jobs around the world. The global tourism industry has shown significant growth in the last 3 decades, and the total international arrivals 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 billion2 in GDP in 1999, which is 12%

of the world total. WTTC forecasts continued growth, with annual rates of 3% between 1999 and 2010 for the world as a whole. In short, 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 with national imperatives of the country such as infrastructure development, job creation and poverty alleviation, amongst others (foot note – Environmental scans by SAHRA and NHC).As a result, the annual allocation of resources is often insufficient for effective 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, however there seem to be a lack of investment opportunities by business and private sector into heritage and cultural tourism, due mainly 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 to invest in tourism development (White paper on the development and promotion of tourism in South Africa – 1996). In this regard, the issue of funding and resource mobilization, particularly through fundraising, remains crucial for effective management of heritage and cultural tourism. The availability of finance to develop and promote the tourism industry is critically important for the industry's further growth and development. A number of policy guidelines should guide the increased financial commitment to the development of tourism in South Africa(White paper on the development and promotion of tourism in South Africa – 1996).

2.9 Statistics and Tourism Intelligence

According to statistics, 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%. South Africa attracted 1.1% of international arrivals with around 9.9 million visitors in 2009, despite the global economic recession. During the global economic crisis there

lower worldwide arrivals recorded with only 2% of arrivals in 2008 compared to 6% growth recorded in 2007. This situation persisted during 2009 and has gradually picked up in the latter part of 2009 into 2010. During 2010 FIFA soccer world cup there were 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. Expenditure is weighted towards international visitors in terms of tourists yields. Tourism represents about R189.4 billion (7.9%) GDP and direct and indirect employment of 919 000 people or 7% of the country's workforce.

2.10 Development of Industry and Entrepreneurship

Cultural heritage and cultural tourism has provided opportunities for a wide range of SMME's in the arts and craft industries, cultural landscapes and heritage sites and cultural festivals. Several business and entrepreneurs have been established in the above sectors and 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 improvement of the quality of heritage and cultural tourism products in term of product development.

2.11 Economic Multiplier Effect (Direct, Indirect and Induced Income)

Heritage tourism provides a wide spread and ripple effect of the economic spin-offs and benefits. Much of the employment and associated income involves foreign exchange earnings. In addition, though there is wide variability across destinations and regions, tourism generally provides for local business and entrepreneurship, jobs of various types (from unskilled to skilled, part-time to full-time) and for both genders. In this regard heritage and cultural tourism has a significant multiplier effect in terms of the wide spread of economic opportunities. The value and significance of heritage resources are often acknowledged but not integrated into the economic and business model of tourism.

2.12 Skills Development and Training

The report on the skills audit compiled by the Department of Arts, Culture and Heritage (DAC), clear illustrate the significant deficiency of skills and qualifications in the fraternity of heritage conservation and management, in South Africa (Footnote DAC skills audit report). To address this challenge, the DAC recently published a call for bursaries for culture and heritage studies. Similarly in the tourism sector there

is still a need for skills development and 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.
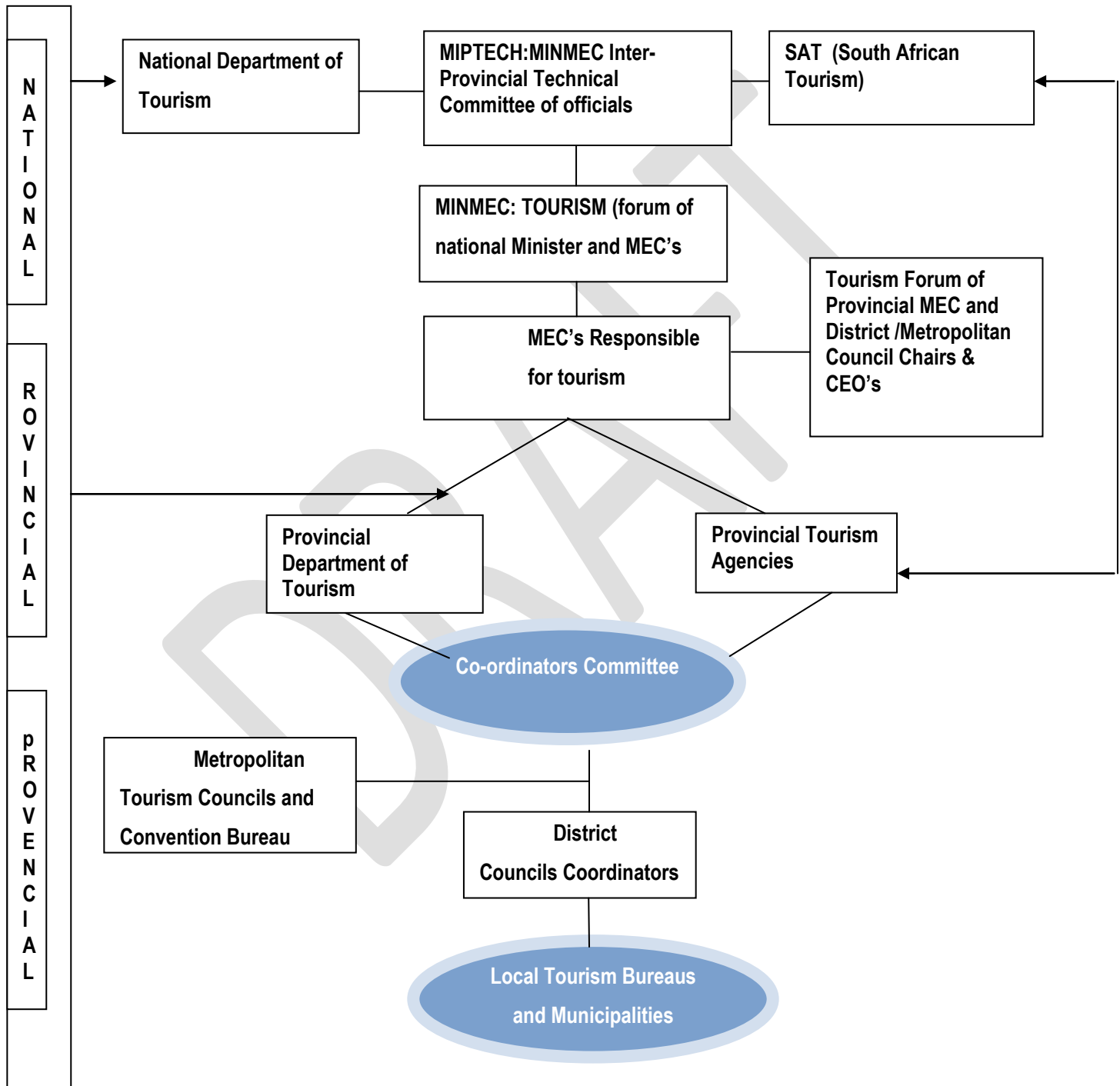
2.13 Social Impact of Heritage and Cultural Tourism

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. But conversely, tourism can damage heritage when not well managed. Also uncontrolled and unethical tourism practices have had 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 the consciousness amongst tourists of the conservation value of heritage resources for sustainability. Tourism can be used effectively in the service of heritage conservation, as without tourism there would be no or little public interest and appreciation of heritage. There is a crucial opportunity for the social and symbolic uses of cultural heritage and cultural tourism products in Nation Building and Social Cohesion.

2.14 Institutional Implications

It has been noted that several public and private sector institutions entrusted with the responsibility for the management of culture, heritage and tourism often operate in isolation from each other, even if their mandates tend to overlap. The National Heritage Council, has observed the disparity   in the prevalent fragmentations within the cultural heritage landscape, where institutions operate individually in silos without any regard for exchange of information and synergy in programmes. There is significant lack of synergy in programmes of heritage and cultural tourism due to lack institutional arrangement and strategic partnerships. Of paramount importance there has been a lack of proper structural alignment, amongst institutions, that could be enabling to a conducive environment for integration, coordination, partnerships and cooperative governance. 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 (2010) has proposed the following framework for organizational and institutional arrangement for tourism management in South Africa:

Institutional Arrangement

Proposed Institutional Structure for Tourism in South Africa, in terms of the National Tourism Sector Strategy (2010). 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).

2.15 Heritage and Cultural Tourism Management

There is a need to establish a balance between the conservation of heritage and the development of tourism, in the process of 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. Of paramount importance, there is a huge gap in mutual beneficiation between the domains of heritage and tourism, where it would appear there is no or little benefits in revenue streams accruing heritage conservation in the commercialization of heritage resources through tourism activities. In this context an integrated management approach should address the need of heritage resources and tourism products, and further establish an equilibrium through a shared compact for mutual beneficiation for both heritage and tourism.
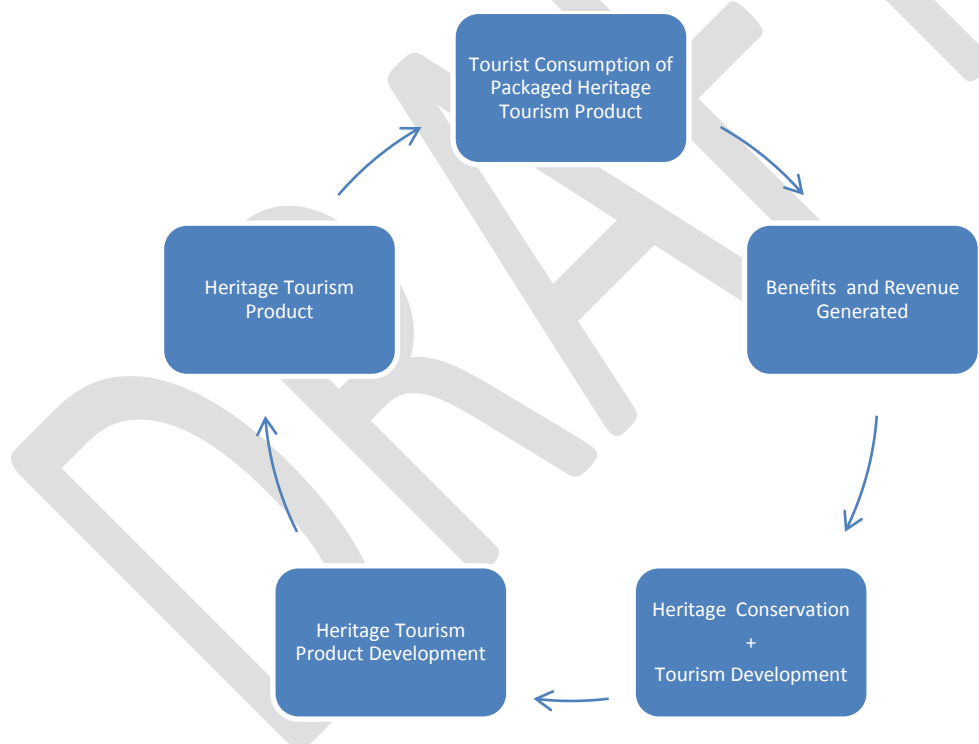
An Integrated and Sustainable Heritage and Cultural Tourism Management (Mutual Beneficiation Model)

2.15.1 Cultural Resource Management as outline 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:

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 space 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 to the negotiated benefit of all interested parties within the communities.
iii. access to management of cultural resources should be as broad as possible within specific communities and should promote co-operation between all affected parties.
iv. landuse planning and development projects for tourism should include 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 and over-develop the known attractions
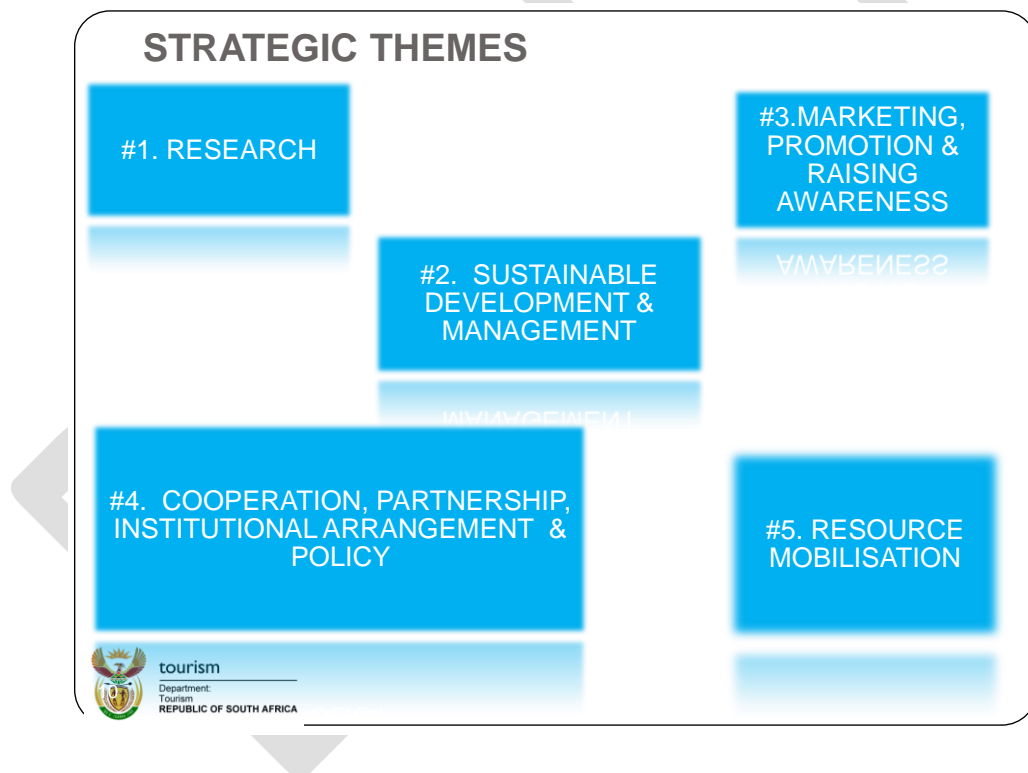ii. where appropriate, deregulate the industry to encourage wider access by the previously neglected groups

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

3.3 Strategy Flow

STRATEGY FLOW

- STRATEGIC THEMES

- STRATEGIC OBJECTIVES

- ACTIONS

tourism
Department:
Tourism
REPUBLIC OF SOUTH AFRICA
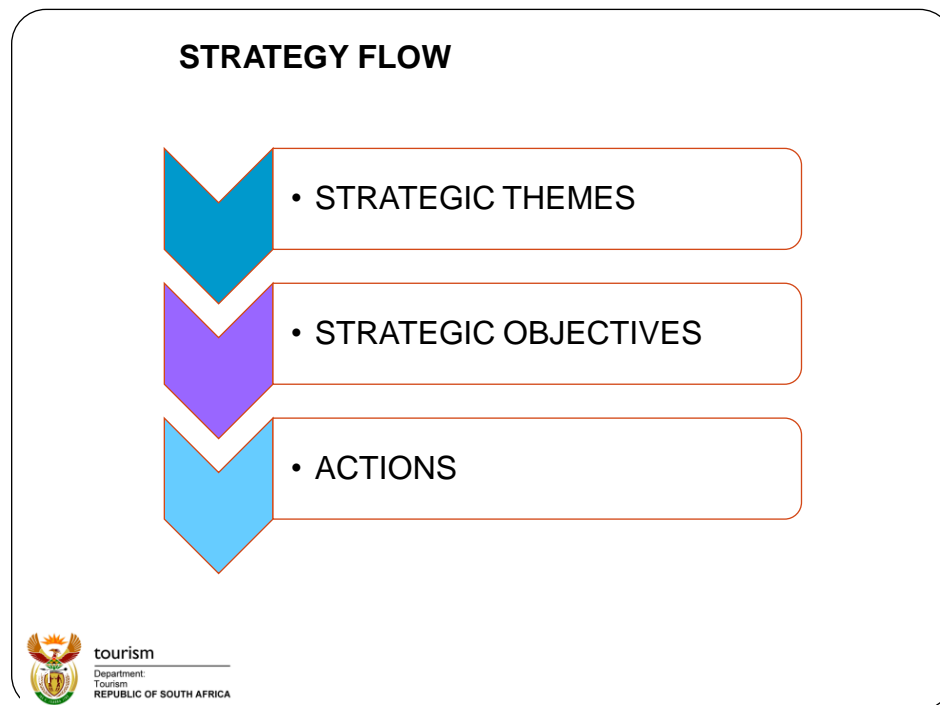
3.4 A Detailed Outline: Strategic Themes, Strategic Objectives and Actions

 # 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 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 information and knowledge economy for the purposes of 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 on 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 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 monitoring and evaluation to inform the planning and implementation of initiatives.

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

   Appropriate and constant researched 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 planning and implementation of appropriate interventions.

Strategic Theme: Research, Information & Knowledge Management	Strategic Objective	Actions
	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 planning and implementation of initiatives.	1. Set appropriate measurable indicators and 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.
	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 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 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 effective implementation of this strategy there is a need for relevant and adequate skills development and training, especially taking cognizance that this sector is still developing.

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	1. develop and implement a

	management approach to heritage and cultural tourism products	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 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 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 of 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 effective marketing and promotion of heritage and cultural tourism products.

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 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 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.

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
	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.
	3. Establish partnerships and	1. Establish partnerships with

	cooperation with stakeholders in order to achieve a shared responsibility and cooperation amongst stakeholders	stakeholders for cooperation in implementing the strategy

#5 Strategic Theme: Resource Mobilisation

An integral aspect of the challenges and recommendations of the outcomes of the stakeholder consultative session, relate to the lack of funding and resource mobilization 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 mobilization are imperative towards providing resources for the support of heritage and cultural tourism products.

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 mobilization 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, medium and long term period. 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" (Footnote).

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 nodes for tourism development which include a series of World Heritage Sites, culture and heritage resources in Transfrontier Conservation Areas (TFCA).

In line with the medium term expenditure framework (MTEF) the National Department of Tourism (NDT) has identified and prioritized the following programmes and flagship projects, for tourism development in partnership with relevant stakeholders:

- 8 World Heritage Sites declared by UNESCO as sites of outstanding universal significance, in South Africa;

- The National Heritage Monument, which is part of the liberation heritage of South Africa. The NDT has development a feasibility study and business plan for this project. The White Paper on the Development and Promotion of Tourism in South Africa (1996) make specific reference to "highlight previously neglected areas of tourism development as a result of political influences, for example, struggle-related monuments and attractions" (Footnote);

- The 1st Indigenous Peoples Project (KhoiSan) in Graaf-Reinette, has been identified is a potential heritage and cultural tourism project. A feasibility study and business plan has been produced for implementation;

- The Dinosaur Project (Golden Gate Highland National Park) is a potential paleonological and archaeological tourism initiative. With the support key strategic partnership, a feasibility study and business plan has been produced for implementation;

The NDT will engage in strategic partnerships with key stakeholders such the Department of Arts and Culture (MOU has been initiated and is still pending) and others.

As this strategy draws synergy with provincial strategies, it is highly recommended that provinces and local government should identify and prioritise 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, and 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.

-End