

# Challenges facing management and development of tourism in the Eden District, South Africa

A.J. Lamont\* and Prof N. Ferreira<sup>1</sup>  
<sup>\*1</sup>School of Economics, Development and Tourism,  
Faculty of Business and Economic Sciences,  
Nelson Mandela Metropolitan University (NMMU),  
Republic of South Africa  
Telephone number: +27 44 8782108  
E-mail address: [andyjlamont@gmail.com](mailto:andyjlamont@gmail.com)

Corresponding Author\*

## Abstract

The importance of a tourism policy and the extent of delivery cannot be underscored if tourism is considered as a driver of economic development. Its linkage to mainstream activities as listed under the Eden Integrated Development Plan as mandated by the national Constitution sets out the focus on tourism policy. How it is conceptualised by decision-makers has a significant effect on management and ultimately policy development and delivery. The low status of understanding tourism is reflected in the level of engagement which refers to the manner in which decisions are taken. Tourism, because of the low budget allocation and the lack of clarity about its nature and interests, is currently labelled as the Cinderella of service delivery. This study is significant to establish the challenges facing developmental local government in the Eden District in South Africa with a comparative analysis of their engagement in tourism development. It identifies areas of excellence as well as these areas requiring further consideration. It also provides a clearer understanding of where the issues, priorities and opportunities are located for Local Government in relation to tourism. The study followed a quantitative research technique and questionnaires were used to gather primary data from the selected leader town municipalities in the Eden District Municipality. The results of the study showed that there is a general absence of proper management of tourism within the selected local municipalities.

**Key Words:** Development, Challenges, Engagement, Policy, Stakeholders.



Source: [http://www.westerncape.gov.za/image/2012/10/eden\\_district\\_map.jpg](http://www.westerncape.gov.za/image/2012/10/eden_district_map.jpg)

## 1. INTRODUCTION

The development of tourism strategies and plans is normally an outsourced function with no guarantee for quality. Failure may lead to endless and frustrating delays that can have a direct influence on decision-making. Because of the general lack of understanding tourism amongst councillors as well as inadequate skilled staff, additional funds is required for a follow-up process that can have a direct bearing on the effectiveness of local leadership.

Treuren and Lane (2003) combine theories about organisations, institutional structures, stakeholders, economics and sustainability to develop a framework for analysis. Tyler and Dinan (2001a, b) draw from network theory, institutional theory, political theory and chaos theory highlighting the complexity of tourism, which crosses different sectors of the economy and involves a wide range of relationships. John (1998) and Pforr (2005) contend that single approaches fail to explain change, offer partial accounts of political action and lack of analytical capability.

This research reports on the challenges facing local government in the Eden District in respect of tourism management and development. It focuses on various areas of influence and recommends collective approaches to meet the challenge.

## 2. APPROACHES TO TOURISM DEVELOPMENT

In a study of Victorian local governments, Carson, Beattie and Grove (2003) found that the economic conception of tourism dominated among the findings and it was noted that:

- Most local governments considered tourism to be a legitimate area of concern. Tourism units were generally located in the Local economic development division of councils, indicating that tourism was primarily perceived to

be a driver of economic development.

- Integration of tourism within the wider business of council is generally limited. A third of councils responding to their survey claimed that tourism did not feature in any council plans.
- A large majority of councils indicated that they had a tourism strategy, indicating commitments to tourism. However, there appeared to be a lack of integration and understanding about how tourism fitted in with other council roles and responsibilities outside economic development.

Despite the dominance of the economic framing of tourism Richins (2000) found that councillors were the most influential actors in local government decision-making about tourism and that they needed to give more attention to the positive and negative effects of tourism, which include economic benefits. In South Africa tourism in local municipalities continues to be faced with a number of challenges globally, nationally and at local level (S A Tourism Planning, 2009). At local level, poor service levels and negative perceptions towards tourism form a deterrent to greater local participation in the tourism industry.

Developing effective tourism policy is an important part of local government's role in tourism, as it can be used to ensure the success of a tourism destinations, providing a clear vision and idea of where a community is going, what it is seeking to become (Ritchie and Crouch, 2003). In addition to providing direction, it is said that tourism policy fulfils many functions, including setting a framework for the role of the tourism sector and its contributions to the economy and allowing for a better interface between other sectors (Ritchie and Crouch, 2003).

Stakeholder and network approaches reflect concerns that some research is too rational and not applicable to the real world. Stakeholder approaches highlight the "plurality of policy implementation"

(Treuren and Lane 2003:4) Network approaches focus on “policy communities” made up of people who interact within networks. They analyze from the perspective of the people who are involved in the process and recognize that “policy emerges as a result of informal patterns of association” considering the dynamics of “complex relationships” by examining them “as they shift and change” (John 1998:91).

As adapted from (Getz 1987; Inskeep 1991) the following approaches to management and development of tourism can be overlapping.

- An economic spatial approach that regards tourism as a tool for economic development.
- A physical spatial approach that assumes a supply-driven master plan to drive tourism management and development.
- A community oriented approach where the community is in charge of tourism planning.
- An integrated sustainable approach that accepts tourism as multi-sectoral that integrates across governments and policy domains.

In the South African context it would be in relation to the mandatory Integrated and Development Plan that encompasses all the sectors of Local Government.

Tourism will always present challenges to local government because of its changing culture and consumption. Of particular reference is how these challenges are conceptualized by individuals and the structures of power. Traditional views of tourism and conventional approaches to providing broader patterns of leisure and economic development can affect the identity and dynamic nature of tourism. Jackson (1993:215) argues that the issue of consumption and identity becomes even more problematic when advertising begins to recognise “multiple identities within the same individual”. According to (Fieldman 1994, Clarke et al. 2000:8) the apparent association of growth in regions and of industries with conspicuous networking

activity has encouraged suggestions that successful regional economies in the world economic system must be intelligent or learning regions. The development process has its own subtle differences and dimensions that can have profound effect on place. The influence and power of a group can impact on the nature of interest in policy decision. Rights, revenues, responsibilities and relationships can easily reflect the mobility of a system or policy. To account for the level of engagement in tourism local practitioners need to assess their level of engagement to respond to the challenges posed by the development of tourism in a particular region.

Against the afore-mentioned background it is a common understanding that in these times of transformation in particular we must be equipped to be able to meet the problems and challenges of tourism development as they emerge. Whether subtle or extreme, to understand and engage tourism practices we must be able to draw on acceptable insights and disciplines of tourism. Dann (2009:27) argues that “unless issues are problematised – unless we acknowledge that our understanding is incomplete – we will never adequately address issues of tourism development.”

### 3. POLICY AND PLANNING

Stoeglehner (2004) and Bergen (2007) argue that successful planning to accommodate changes associated with tourism development into community plans does not happen by chance, and that the integration of tourism should be implemented as a process, rather than a single event. Robinson and Mzzoni (2005) argue that there are many examples of failed community tourism endeavours, resulting from a gap that exists between “tourism” and “planning”. They note that critics and tourism researchers alike agree that this gap is attributed to tourism often being, “naively and incorrectly viewed as synonymous with “marketing and promotion” (Robinson and Mazzoni,

2005:1). However, effective tourism development and management involves much more than destination marketing. It requires a vested community interest, research to inform planning, planning to inform development, and a serious commitment on behalf of the community and local government to implementation and management of tourism. Within the literature, little attention has been paid to policy regulation and planning models, and Robinson and Mazzoni (2005) suggest that plans to rectify this require the development of “collaborative planning models and systems to direct and guide tourism growth and development in ... communities.

Ritchie and Crouch (2003:167) note that tourism planning falls into three broad categories, including “supply development strategies, demand development strategies, and organisational structure strategies”. Each influences tourism development in different ways, however Ritchie and Crouch (2003) suggest that, as tourism develops, local governments must adopt specific strategies to determine the community’s direction and long-term goals. However, Churugsa et al (2007) suggest that strategies cannot exist in isolation of effective tourism policy. Ritchie and Crouch (2003) state that an attractive and well-functioning destination does not exist by chance and requires a well-planned environment in which tourism development is both facilitated and encouraged. Tourism policy is the key to this process.

Ritchie and Crouch (2003 : 149) define tourism policy as: A set of regulations, rules, guidelines, directives and development/promotion objectives and strategies that provide a framework within which the collective and individual decisions directly affecting tourism development and the daily activities within a destination are taken. They suggest that tourism policy is developed essentially to create a supportive environment for tourism, which ensures the maximum benefit to stakeholders in a community while minimizing negative impacts (Ritchie and Crouch, 2003). Dredge (2008)

suggests that, if done correctly, tourism policy can be a tool for local governments to ensure that the tourism agenda is more fully integrated into councils’ areas of responsibility, and that tourism is less likely to be sidelined when more pressing issues such as infrastructure needs and waste management take precedence over tourism. Churugsa et al. (2007) support this notion, stating that policy, regulation, and legislation help define the role of local government in tourism planning. Furthermore, tourism policy can assist local governments in supervising other relevant sectors in support of tourism development working to ensure its implementation (Churungsa et al., 2007). Ritchie and Crouch (2003) argue that a strategic or policy-driven approach to the planning and development of a destination’s economic, social goals can provide a guiding light to the direction form and structure of tourism development within a community.

Developing effective tourism policy is an important part of local government’s role in tourism, as it can be used to ensure the success of tourism destination, providing a clear vision and idea of where a community is going, or what it is seeking to become (Ritchie and Crouch, 2003). In addition to providing direction, it is said that tourism policy fulfils many functions, including setting a framework for the role of the tourism sector and its contributions to the economy, and allowing for a better interface between other sectors (Ritchie and Crouch, 2003). When looking at the factors that affect policy development, Stevenson, Airyey, and Miller (2008) identify six areas of influence, which include low status, lack of clarity, uncertainty, lack of consensus, lack of congruence, and complexity. In addition, Stevenson et al. (2008) suggest that in many areas, there is lack of clarity over the role of local government in the development and delivery of tourism policy. They suggest this lack of clarity may be due to tourism’s relative disconnection from broader government policies, as well as its relative marginality as a discretionary service (Stevenson et al. 2008). Furthermore, uncertainty about the

change in the local government environment is said to be a challenge, as the uncertainty about how new governments will engage in tourism policy development (Stevenson et al. 2008), (Ritchie and Crouch, 2003).

Having a lack of consensus and congruency also plays a role, noting that policy is typically enacted in a contested arena with different stakeholders and decision-makers holding different boundaries and mandates (Dredge, 2006), Ritchie and Crouch (2003:147) provide a similar perspective, noting that, if policy is ill-conceived and poorly implemented, the efforts of many can be misdirected, ill-supported and ultimately wasted. Conversely, no matter how brilliant a policy and its associated planning and development, it can collapse like the proverbial house of cards if daily management and operational tasks are not performed effectively and efficiently.

In order to achieve effective and sustainable tourism development, governments need to have a strong commitment to implementation as well as consistent engagement within the local community. This commitment goes far beyond resourcing, and that governments need to be involved at all levels of the planning process, ensuring that tourism policy meets the needs of both the local authority and the local community. In addition to these functions, Ritchie and Crouch (2003) suggest tourism policy and local government decision-making are key elements of destination competitiveness, including the types and levels of taxation, financing for tourism initiatives, transportation access and infrastructure, and industry image and credibility.

#### **4. CO-ORDINATION AND COMMITMENT TO IMPLEMENTATION**

Crucial To the success of tourism within any municipality is the extent to which local governments follow through on planning initiatives (SATC, 2006). Even with the considerable interest for tourism development at the local level, many informed observers have highlighted

problems with the implementation of tourism initiatives. Berman and West (1995) suggest traditional administrative functions such as budgeting and human resources are control-orientated impediments to tourism development, and argue that there is a need for long-term commitment to implementation. According to Berman and West (1995), factors that may compromise the implementation process include the “ever-changing political context of public management, as well as turnover by top management” (Berman and West, 1995: 1). McClain and Lee (1996), as cited in Bramwell and Lane (2000: 254), provide a similar perspective, noting that “implementation efforts suffer from an over-reliance on rational comprehensive planning models, a tendency to discount non-scientific forms of knowledge, and an inattention to policy processes that promote the development of shared understandings among diverse stakeholders”. Moreover, similar to Berman and West (2000), they attribute implementation challenges to institutional limitations. For tourism policy and planning to be realized, Ritchie and Crouch (2003) highlight three strategies to ensure a plan’s implementation. These include:

- Identifying the individuals or groups that will take responsibility for each major dimension of the plan,
- Determining the initial financial requirements, and
- Providing a preliminary timeline for the launch of all major initiatives and programs that support the community’s vision.

South Africa has 278 local authorities, 44 district municipalities and 8 metropolitan areas. Tourism is a cross-cutting policy issue that requires multi-disciplinary and multi-sectoral treatment. Its impacts and management implications often extend across the entire span of council functions. Accordingly, in order to achieve sustainable tourism, its location within a council’s organisational structure and the way it is managed and transcends internal organisational boundaries is important

(Dredge 2001a). In Italy the tourism industry is mostly managed by private for-profit firms, but even influenced by non-profit entities' and governmental agencies' action, necessary to enhance the level of services offered to customers (Anderson and Getz, 2009). Tourism is frequently studied as a "mixed industry" (Kapur and Weisbrod, 2000), where both public and private agents offer necessary and useful services for tourists' satisfaction. A good way to stimulate the overall industry development could be to provide public-private partnerships to gain more effective and efficient production of tourist services and let tourism demand grow (Anderson and Getz, 2009: 855). The predominance of small businesses involved in tourism industry (Middelton 1994) makes it more and more relevant for the intervention of public sector and the adoption of strategic attitudes in managing the destination (Ashworth et. al., 2000; Van der Berg, Costa, Gotti, 1996).

Many theoretic analysis (Boris, 2010; Spackman, 2002, Rhodes, 1997) and empirical studies (Dredge, 2006) address the public-private partnership as a credible solution for the delivery of public services in the 21<sup>st</sup> century.

## 5. THE LOCAL CONTEXT

According to the Local Government: Municipal Systems Act, 2000 as amended, (section 23 (1) (a-c) local government planning is to be developmentally orientated. In order to achieve this objective, all municipalities must undertake developmentally orientated planning to obtain three purposes:

- that municipalities strive to achieve the objectives of local government set out in the Constitution;
- that municipalities give effect to their developmental duties set out in the Constitution;
- that municipalities, with other organs of state, contribute to the progressive realisation of the (social-economic)

fundamental rights contained in the Constitutes.

In terms of the Constitution of the Republic of South Africa, 1996, section 153 (1), there are three Categories of municipalities, namely, Category A; Category B; and Category C. A municipality that has exclusive municipal executive and legislative authority in its jurisdiction falls under Category A and a general term for a Category A municipality is a metropolitan municipality; Category B municipalities are municipalities that share municipal executive and legislative authority in specific area with a Category C municipality within whose area such Category B municipalities fall. A Category B municipality is also referred to as a local municipality. The Constitution determines that Category C municipalities are municipalities which have municipal executive and legislative authority in areas that include more than one municipality. The general term for Category C municipality is a District municipality. The Emakhazeni Local Municipality is constituted in terms of the Constitution of the Republic of South Africa, 1996 and Municipal Structures Act, 1998 as a Category B municipality.

## 6. DEMARCATION OF THE STUDY

The study was confined to the Eden District of the Western Cape Province of South Africa, in particular to the four leader towns of George, Mossel Bay, Oudtshoorn and Knysna. The Eden District is divided into two areas called the Garden Route and the Klein Karoo. The two areas are divided by the Outeniqua Mountains.

The Eden District is situated halfway between the two harbour cities of Cape Town and Port Elizabeth and is the third largest district in the Western Cape Province with a total area of 23 332km<sup>2</sup> with its headquarters based in George.

The area north of the Outeniqua Mountains is called Klein Karoo and the area south of the mountain range is called the Garden Route. Eden is therefore a

district of contrasts. The Garden Route in the south borders on the Eden ocean with its lakes, forests and dairy farming while the Klein Karoo has a semi-desert climate. The district has a population of 501 908.

According to the Eden Integrated Development Plan (IDP 2012 02017:63) the Eden economy has managed to remain relatively stable despite upswings and downswings at intervals. The Gross Geographic Product (GDP) from 1995 – 2010 was 4.7% and has slightly risen to 5%. However, during 2008 – 2009 the GGP dropped from 5.6% year on year to 0.1% which is an indication that the economic activity in 2009 declined without

any growth. This decline resulted in a limited economic stimulation in various sectors.

The following table highlights the various GGP growth-rates for each town (municipality) in the district that eventually led the Provincial Government to declare the towns of George, Mossel Bay, Knysna and Oudtshoorn as the “leader towns” where development should be actively promoted in order for these towns to become the “engine room” of the Western Cape Province. George is also the town with the second highest development potential in the Western Cape Province (Eden IDP, 2012:184).

Table1 : GGP Growth Rates

TOWNS	Rands (‘ million)	Growth Rate (2001-2010)
Eden	R 17,669	4.96%
Kannaland	R 645	5.64%
Hessequa	R980	0.58%
Mossel Bay	R 4,483	7.02%
George	R 5,936	7.26%
Oudtshoorn	R 2,131	4.03%
Bitou	R 1,345	3.96%
Knysna	R 2,148	5.93%

Source :Quantec, 2011

The Eden Integrated Development Plan Report (2012) acknowledges the importance of tourism as one of the economic pillars of the Eden District. It specifically refers to the leader towns of George, Mossel Bay, Oudtshoorn and Mossel Bay. The Eden District Municipality in 2008 engaged a private company to develop a tourism and marketing strategy for the district that

eventually rejected the document. On 28 February 2012 at a meeting with stakeholders it was agreed that another marketing and tourism strategy be developed. This has not been executed because of a lack of funding.

The following table provides information on “Unfunded Projects” for tourism as reflected in the IDP Report (2012).

Table 2: Unfunded Projects in the Eden District

Description	Capital/ Operational	Budget 2012/2013	Budget 2013/2014	Budget 2014/2015	IDP STRATEGIC OBJECTIVE
Arts and Culture Heritage Development Programme	Opex	200,000.0 0	200,000.0 0		Grow the district economy
Arts and Culture SMME Incubator Programme	Opex	200,000.0 0	200,000.0 0		Grow the district economy
Basic Entrepreneurship Training for Tourism SMME's	Opex	250,000.0 0	250,000.0 0		Grow the district economy
Tourism Development – ABSA Eden Cater Care Training	Opex	200,000.0 0	200,000.0 0		Grow the district economy
Tourism Development Festivals		200,000.0 0	200,000.0 0		Grow the district economy
Tourism Development – Tour Guide Training	Opex	200,000.0 0	200,000.0 0		Build a capacitated workforce and communities
Tourism Awareness Campaigns	Opex	250,000.0 0			Build a capacitated workforce and communities
Tourism Clean Up Campaign – Responsible Tourism	Opex	250,000.0 0	250,000.0 0		Health and socially stable communities
Tourism Development Initiatives	Opex	250,000.0 0	250,000.0 0		Build a capacitated workforce and communities
Welcome Campaign		150,000.0 0			Grow the district economy
District Cultural Forum	Opex	250,000.0 0			Grow the district economy

Source : Eden IDP Report 2012-2016:269

The research has therefore, in view of all the aforementioned circumstances led to use the approach by the Provincial Government in their Spatial Development Framework Report, to concentrate on the four leader towns namely George, Mossel Bay, Knysna and Oudtshoorn.

## **7. ARTICULATION OF THE RESEARCH FINDINGS**

An important consideration for local government when trying to establish their performance and tourism related responsibilities would therefore be to consider the following capacity dimensions: as adapted from the South Australian Tourism Council (SATC, 2006): Sub-sections 7.1 to 7.4 will be analysed and discussed later in the section.

### **7.1 Governance**

For the establishment of performance there is a need for collaborative relationships amongst role-players and their perspectives on the practices of tourism policy and planning various approaches to conceptual frameworks and challenges within and beyond the boundaries of the government context.

### **7.2 Institutional requirements**

Operational requirements, training, allocation of resources and responsibilities are the necessary requirements for sound operation. It is necessary to meet the required needs, address the issues and impacts associated with tourism and provide the required support.

### **7.3 Integration**

This indicator looks at the level of integration within council with respect to tourism – from the perception of the industry as a priority to the incorporation of tourism within key Council plans. This is an important dimension of tourism capacity as it demonstrates a strategic view of the industry, rather than narrowing its focus to a single officer or unit.

### **7.4 Resource provision**

The provision of resources, and perceived value for investment, indicates the priority Councils' accord to tourism, however this does not in itself guarantee sustainably managed tourism.

In order to collect adequate information regarding quality and quantity both primary and secondary research was undertaken. The secondary research focussed on a comprehensive literature review, with the intent to identify existing research that would be relevant to this study. This also provides and illustrates a perspective on the fundamental approach of local government and its role in tourism development. The secondary research further aimed to examine local government's influence over tourism in a wide range of areas. The secondary research was conducted by means of reviewing publications from an external range of sources.

The primary research was undertaken by utilising a self-administered questionnaire to explore local government's engagement in tourism development. The South Australian study of Local Government Engagement in Tourism (2006) was used to help guide the data analysis. Areas of influence (categories) were incorporated into the questionnaire. All the leader towns completed their questionnaires which were referred to the statistician for analysis.

For the purpose of analysing the findings of the survey, each question within the survey was allocated to an area of influence (category) rather than analysing the question in sequential order, to allow for discussion of the overall level of local government engagement for each indicator. Open-ended questions were incorporated into the categories to which they were most relevant. The director of the statistics department validated the questions and indicated excellence in notable elements which makes it ideal for data collection. The research instrument was divided into two sections namely Section A – Organisation's Details and Section B – Organisation's engagement in tourism.

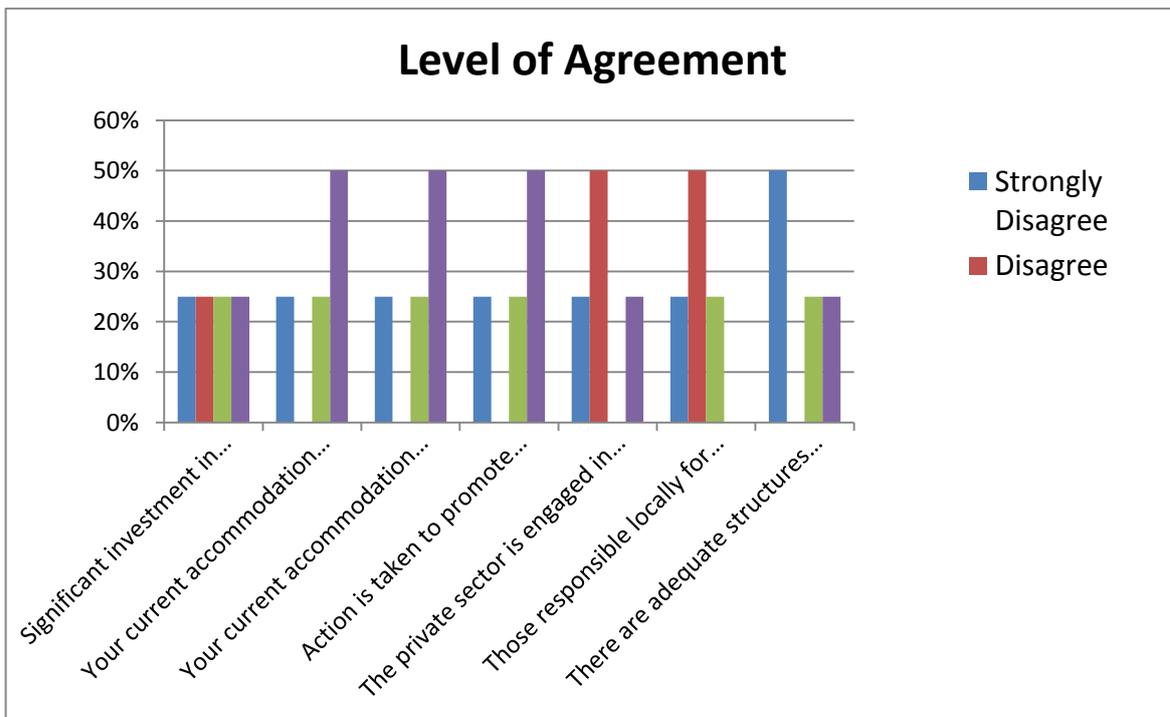
## **GOVERNANCE**

Half of the tourism organisations operate as a Section 21 Company, while the rest operate as a tourism organisation within

the local government authority. All the tourism organisations receive their funding from the local authority. In the case of those with Section 21 status, the allocation of funds is not subject to government procurement policies. All decisions are taken by the Management Committee consisting of a majority of representatives from the private sector, tourism-related organisation and NGO's. In the event of

those residing directly under municipalities their governance is subject to Council committees that adhere to Council procurement policies as prescribed under Section 70 or section 80 of the Municipal Structures Act. The policy restrictions can be avoided by placing tourism under the Department of the Municipal Manager where items on spending are not controlled by Councillors.

Figure 1



The majority of respondents confirm that there is no significant investment in tourism-related infra-structure while half concur that the current accommodation is acceptable. There is agreement amongst

more than half of the respondents that those responsible for tourism governance have insufficient experience and skills and there is not enough engagement with the private sector.

Figure 2

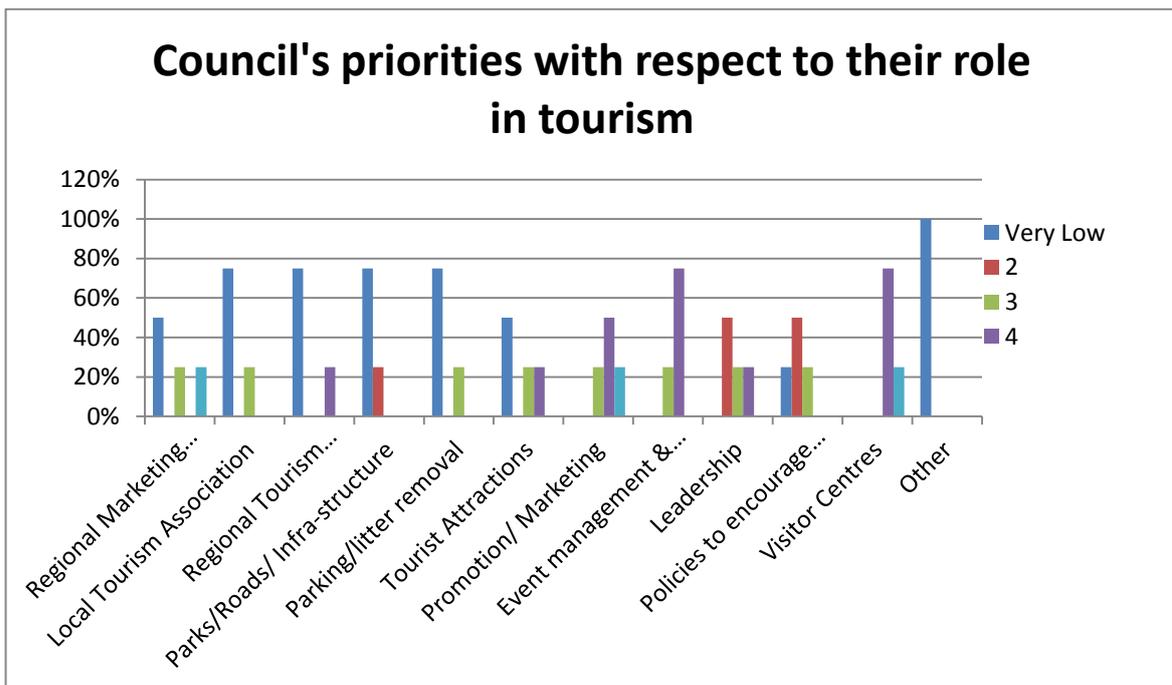
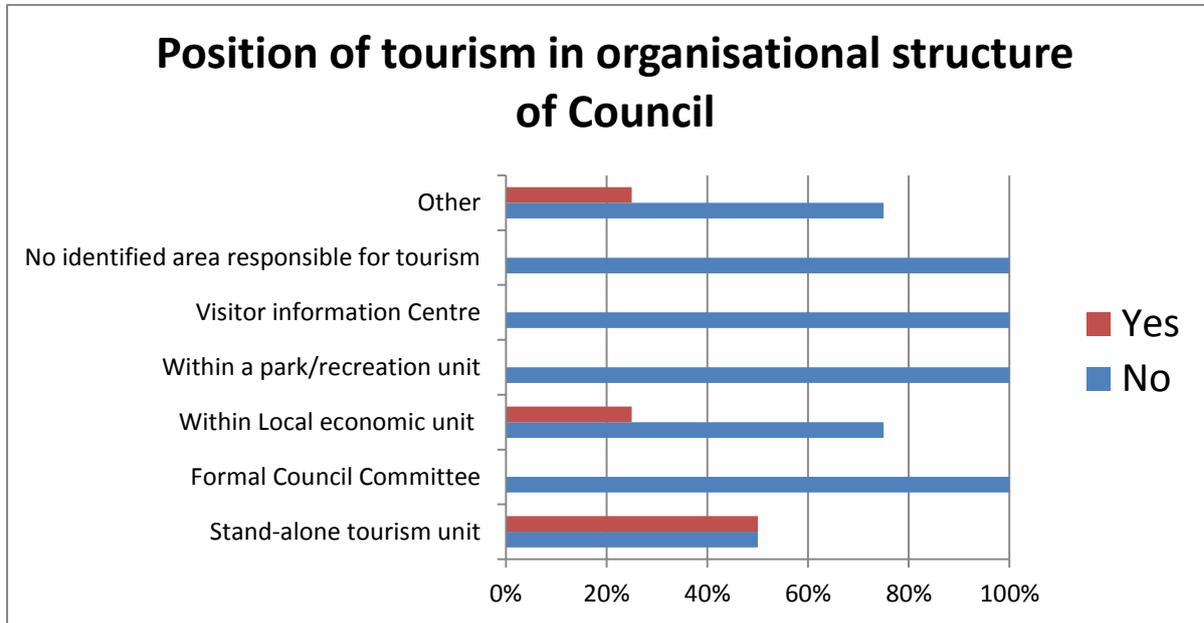
As outlined in the introductory paragraph the following figure confirms the situation regarding the position of tourism in the organisational structure of the municipal

council. The existing neglect regarding Visitor Information Centres and recreation units points to poor control. The fact that there is no formal council committee that

deals with tourism is indicative of poor governance. The following table highlights Councils' priorities with respect to their role in tourism. Leadership and policies to

encourage sustainable tourism are basic requirements for governance. These however suggest that there is a need for improvement in governance.

Figure 3



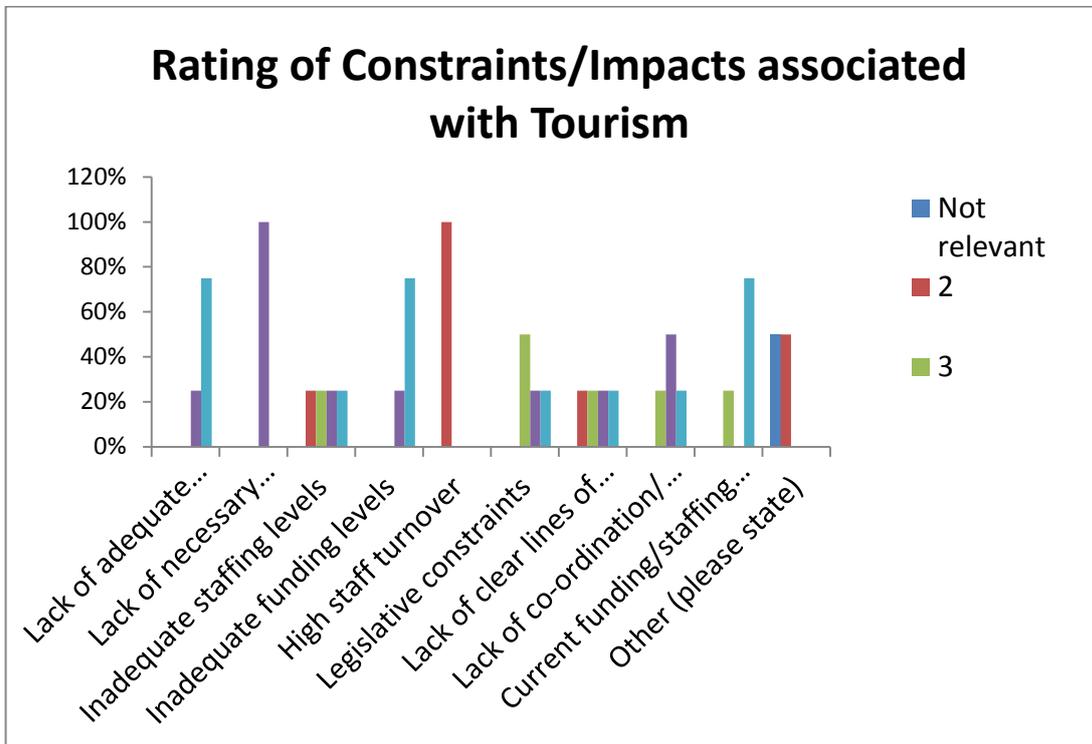
There is a strong tendency to promote events which could be improved if Council improves the budget spending on these items.

Another aspect of governance that should be taken into account is the effect of constraints or impacts associated with tourism. These constraints normally also

affect the staff in the execution of their duties. It also reflects how Council

perceives tourism as a development industry.

Figure 4



Results of this indicator suggest that the lack of adequate and reliable data and inadequate funding levels constitute the poor level of tourism development as it is not addressed by the local government authority.

Involvement with the tourism industry and its diverse stakeholders is therefore considered as a critical force to tourism development at local level. Informed decisions made by councillors in essence determine which tourism development initiatives take priority.

### OPERATIONAL REQUIREMENTS

This area of influence refers mainly to the preparedness of staff to produce results through meeting the needs and impacts related to tourism. Action depends on how well equipped they are and the support needed from the private sector. From the results there is a clear indication of no support from local government and the private sector that relates to study opportunities and any incentives to stimulate improvement of their qualifications. A major barrier to their excellence is therefore a lack of training and experience as a consequence of the poor support from Council and involvement of the private sector.

Figure 5

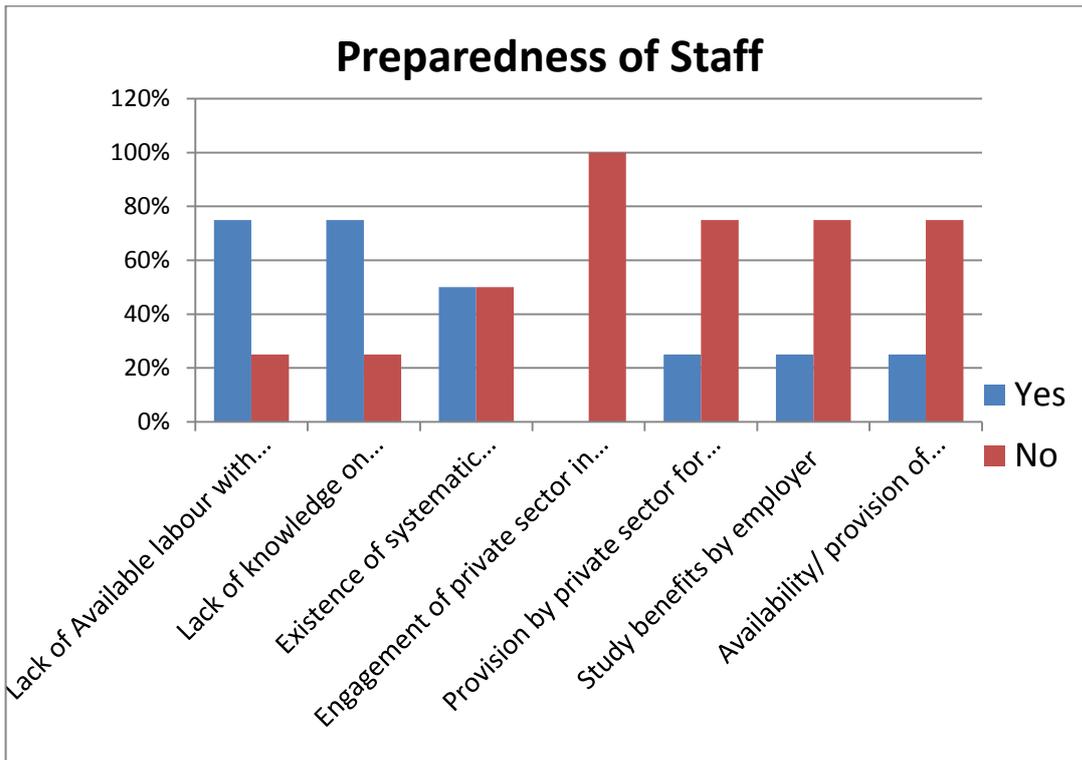
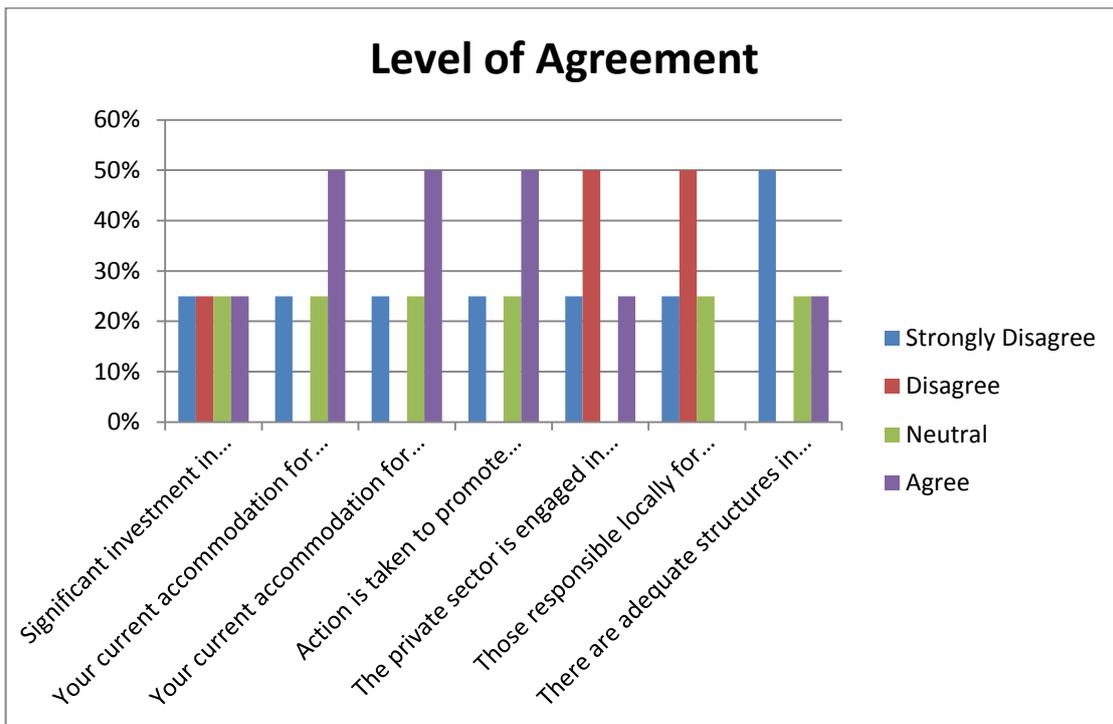


Figure 6



In terms of their commitment to proper governance there is not sufficient co-operation from local government as well

as for the provision of adequate office accommodation.

Poor accommodation and governance are not conducive to sustainable tourism practice especially implementation of a tourism strategy/plan.

### INTEGRATION

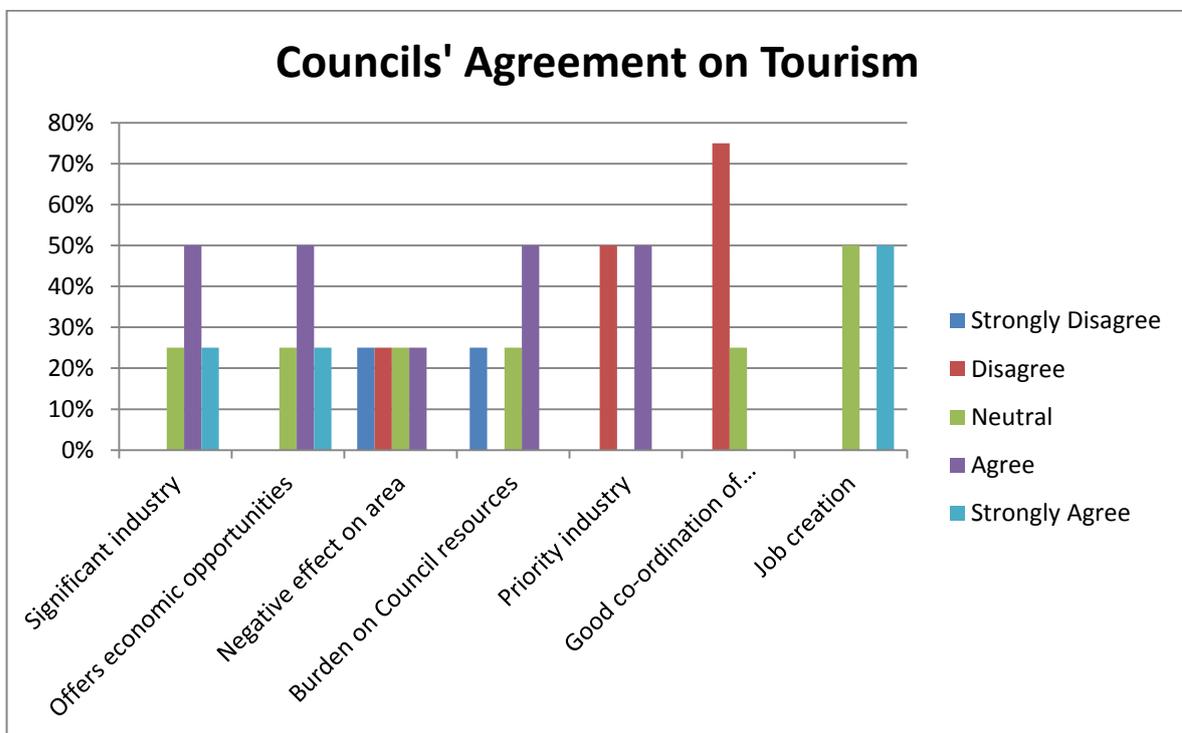
Integration requires a strategic view in terms of the capacity of the industry with reference to Council's tourism responsibilities. There is a need for linking stakeholders to tourism themes, projects and events. Marketing responsibilities for instance are those of local government and are closely integrated with the work of the economic development office. Through the expertise and investment network of the local economic development office, local governments can market their communities not only to

potential visitors but also to foreign investors.

As tourism policy is often subordinate to or unsuitably combined with other policies, local governments should involve the tourism industry stakeholders in infrastructure and mobility planning, as these areas have major impacts on the success or failure of local tourism initiatives (Connely, 2007). Integration is an important dimension of tourism capacity as it demonstrates a strategic view of the industry rather than narrowing the focus to end up with one individual or only a unit.

The following figure provides insight as to how Council perceives tourism as an integral part of their strategic approach to development.

Figure 7



With regard to integration the findings show that there is no real co-ordination of responsibilities although tourism is regarded as a significant industry.

There is still the notion of tourism being a burden on Council's resources as perceived by half of the respondents with a further 50% believing that tourism has a negative effect on the area. These

understandings have a negative effect on service delivery which can influence the co-operation and participation of stakeholders. It can jeopardise their interest in major events and therefore have a negative influence on public events.

### RESOURCE PROVISION

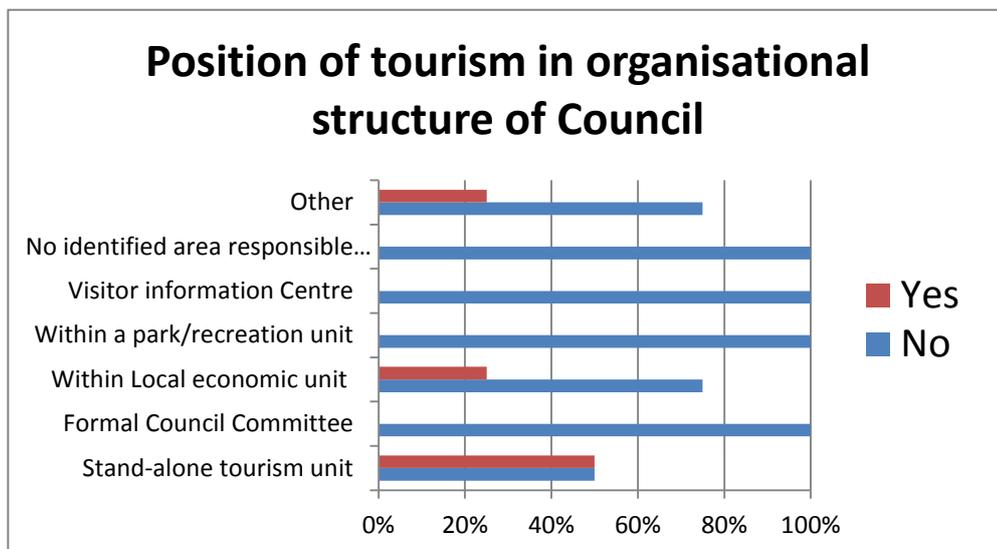
The provision of resources is closely linked to the area of operational requirements and some of the aspects are therefore dealt with under that category.

The provision and direction of adequate resources as well as support to tourism-related organisations are strategic elements of any tourism plan. The aforementioned are important considerations for the application of funds for tourism priorities. In support of the strategic

importance of planning and policy development, funding allocations are important if we consider the success of tourism plans.

Funding mechanisms and strategies should be encouraged to improve project initiatives while incorporating additional planning tools to enhance the capacity of local government. The effectiveness of good relationships with product owners and developers should therefore always be on the development agenda.

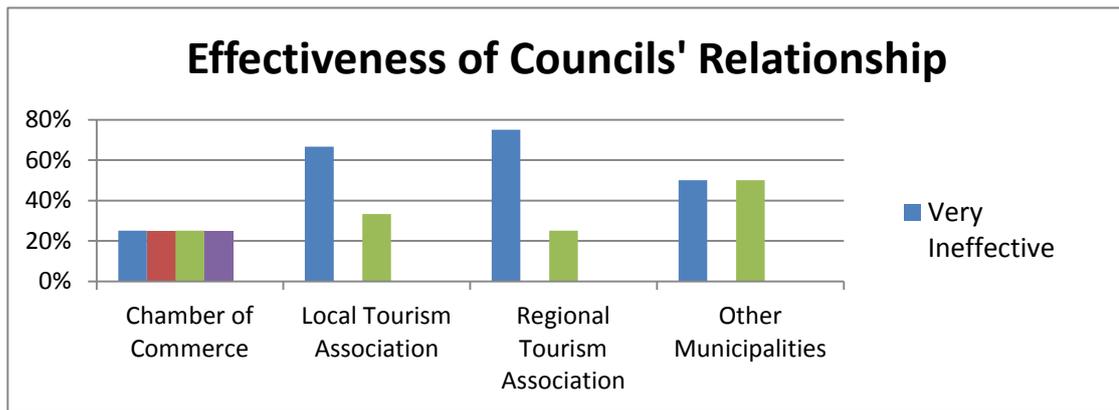
Figure 8



With regard to the above indicators it is clear that Council is poorly represented if at all. Half of the respondents with tourism as a stand-alone unit operate as a Section

21 Company with no Council control. In general it can be concluded that all other developments in Council take precedence over tourism initiatives.

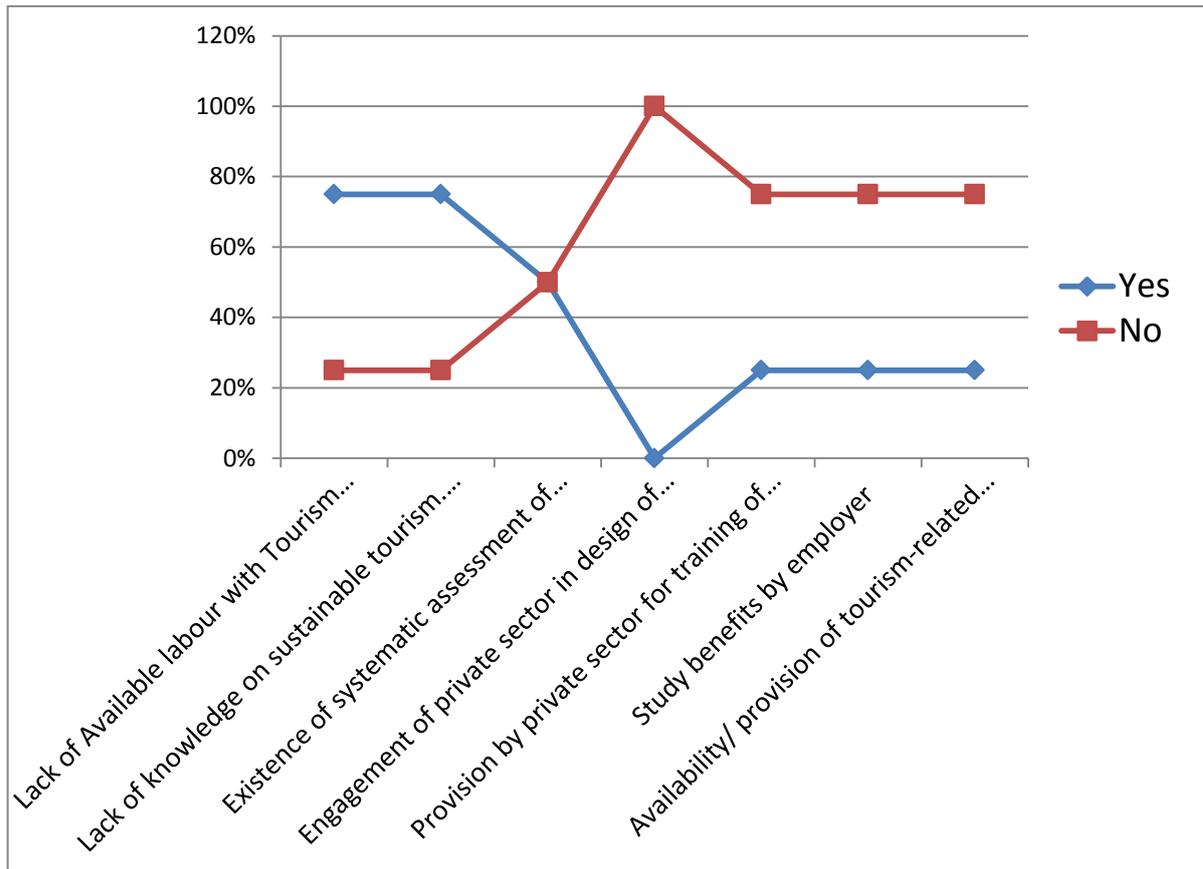
Figure 9



Besides the position of tourism in their organisational structure, their relationship with tourism-related bodies especially other local tourism organisations is ineffective which affects the local and regional promotion of tourism in the district. There is no significant role when

we look at the position of the Chamber of Commerce. Involvement with the tourism industry and its various stakeholders is considered as a critical component for effective tourism development at local level as it promotes partnerships with communities.

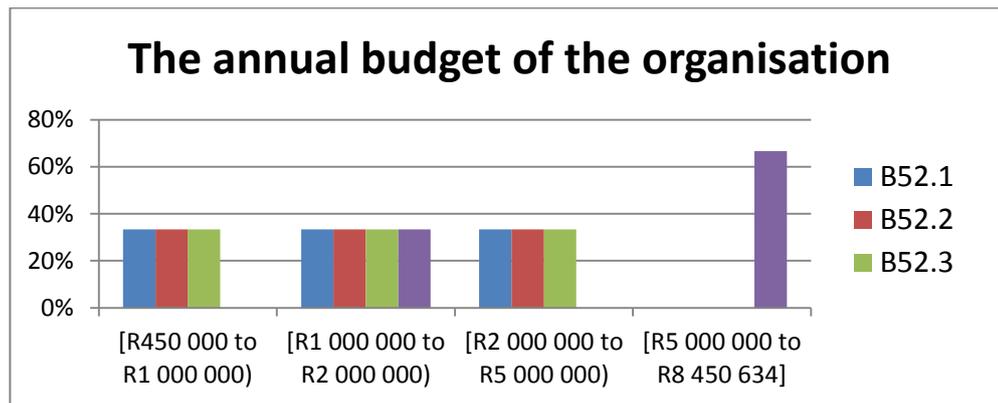
Figure 10 Effectiveness of relationships with organisations/groups with respect to tourism development and management



The implementation of a tourism policy, plan and strategy depends on the competency level of staff employed. From the results there is a clear indication that the majority of staff cannot perform the work and no incentives exist for staff to improve their qualifications. This inadequacy makes it difficult for them to liaise effectively with the private sector and the promotion of events is impacted upon as well as management and development of tourism.

If resources are to be classified in terms of importance then the budget of the organisation ranks top of the list. As the funding comes from the local authority it is easy to generalise. The allocation of funding over the past three years shows no marked increase. It can be deduced that no evaluation took place to support any significant increase or demand. The allocation of funds has a direct bearing on planning and development.

Figure 11



Connell et al. 2009, describes tourism as a non-discretionary service, primarily because resourcing issues dictate that tourism is not a major area of focus for local governments, as mandated priorities of local government such as delivery of services to local people take precedence over tourism initiatives in communities.

## 8. CONCLUSION

Studies like these are necessary to inform and assist practitioners of local government in their effort to fully engage in tourism management and development as part of their mandate received when they made themselves available for election as councillors. The development of an Integrated Development Plan (IDP) which is mandatory under the Constitution of South Africa provides an ideal opportunity to ensure local government's engagement in tourism. The IDP is the principal strategic planning instrument which concerns the most critical development needs and opportunities of the municipal area as well as the most critical governance needs of the organisation. By incorporating tourism into their strategic management plan in line with the annual update of the IDP, a level of commitment could be maintained in the event of political transition.

As this study specifically examined the existing level of local government engagement in tourism, future research should explore the degree to which tourism is addressed in local government

plans. Secondly, another area that should be reviewed would be the level of co-ordination between tourism and other local government service areas such as Expanded Public Work Plans and how planning and decision-making contribute to cross-pollination of tourism development.

## References

- Anderson, T.D. and Getz, D., 2009. Tourism as a mixed industry: Differences between private, public and not-for-profit festivals. *Tourism Management*, 30:847 – 856.
- Ashworth, G.J., Graham, B. and Turnbridge, A., 2000. *A geography of Heritage: Power, Culture and Economy*. London : Arnold.
- Bergen, K., 2007. Ucluelet – Malaspina research alliance : a best case example retrieved from Tourism Research Innovation Project Case Study : <http://www.trip-project.ca/resources.php?pages+cs>. Accessed [22/11/2013].
- Berman, E.M., West J.P., 2005. Responsible Tourism Risk-Taking. *Academic journal article from Public Administration Review*, 58, No. 4.
- Borris, C., 2010. Public-private partnerships in the 21st Century. *ERA Forum*, 11:379 – 389.

- Bramwell and Lane, 2000. Tourism Collaboration and Partnerships: Politics, Prices and Sustainability. *Channel View Publications*, Clevedon.
- Carson, D., Beattie, S., and Grove, B., 2013. Tourism Management Capacity of Local Government : *Analysis of Victorian Local Government*, Paper presented to CAUTHE, Coffs Harbour.
- Carson, D.L., 2008. Community engagement: beyond tokenism. *In Cite*, 29 (3) 10.
- Churungsa, W., Mcintosh, A.J., Simmons, D., 2007. Sustainable tourism planning and development: understanding the capacity of local government: *Ontario Research Council on Leisure*, 453 – 473.
- Dredge, D., 2001a. From Workers' Paradise to Leisure Lifestyles : *Cultural and structural dynamics of tourism policy networks in Lake Macquarie*, New South Wales, Australia, University of New Castle, New South Wales.
- Dredge, D., 2006. 'Local Government Tourism Planning and Policy-making in New South Wales: *Institutional development and historical legacies, current issues in Tourism*, 4 (2 – 4), 355 – 380.
- Dredge, D., and Jenkins, J., 2003. "Federal State Relations and Tourism Public Policy, New South Wales, Australia", *Current Issues in Tourism*, vol. 6 (5), 415 – 443.
- Eden Integrated Development Plan (IDP) 2012-2017:63, George : Eden District Municipality.
- Elliot, J., 1997. Politics of Tourism. London : *Routledge*.
- John, P., 1998. Analysing Public Policy. London and New York : Continuum.
- Kapur, B., and Weisbod, K., 2001. The role of government and non-profit suppliers in mixed industries. *Public Finance Review*, 28(4) 120 -135.
- McClain, R.J., and Lee, R.G. 1996 Adaptive Management : Promises and Pitfalls. *Environmental management*. 20, 437 – 438.
- Middelton, V., 1996. Marketing in travel and tourism. Book (*ISBN 0750609737*). 2<sup>ND</sup> edition pp 393.
- Pfarr, C., 2005. Three Lenses of Analysis for the study of Tourism Public Policy: A case from Northern Australia. *Current issues in Tourism*. 8 (4) 323 – 343.
- Rhodes, R., 1997. Understanding Governance: Policy Networks, *Governance, Reflexivity and Accountability*, *Open University Press*.
- Richins, H., 2004. Influences on local government tourism decision-making : A study of authoritative opinion. *The Journal of Tourism Annals of Tourism Research Studies*, 11(2), 2-14.
- Ritchie, J.B., 2003. *The competitive destination a sustainable tourism perspective*. Wallingford Oxfordshire : CABI Publishing.
- Robinson, D.W., and Mazzoni, F., 2005. Bridging the tourism planning gap: creating a regional rural tourism planning alliance for communities-in-transition on Vancouver Island. Paper presented at the Eleventh Canadian Congress on Leisure Research, Nanaimo, B.C. : <http://lin.ca/Uploads/ccrlr/cclrl-125.pdf>. [[Accessed 14/06/2013].
- SATC South Australian Tourism Council. 2006.
- South Africa, 1998. Constitution of the Republic of South Africa Act 108 of 1996. Pretoria : Government Printers.
- South Africa, 1998. Local Government: Municipal Structures 117 of 1998. Pretoria : Government Printers
- South Africa, 1998. The white Paper Local Government. Pretoria : Government Printers

South Africa, 2000. Local Government Municipal Systems 32 of 2000. Pretoria : Government Printers

South Africa, 2003. Local Government Municipal Finance Management 56 of 2003. Pretoria : Government Printers

South African Tourism Act 3-2014. Pretoria : Government Printers.

South African Tourism Planning 2008. [www.info.gov.za/aboutsa/tourism.htm](http://www.info.gov.za/aboutsa/tourism.htm). [Accessed 4Q4/2013]

South African Tourism Planning, 2009. [www.info.gov.za/aboutsa/tourism.htm](http://www.info.gov.za/aboutsa/tourism.htm). [Accessed 4Q4/2013]

South Australia Tourism Commission, 2006 July, Local Government's engagement in tourism. Tourism South Australia. <http://www.tourism.sa.gov.au/webfilers/tourismpolicy/LGEIT.finalREPORT.pdf>,

Spackman, M.M. 2002. Public-private partnerships: lessons from the British approach. *Econ.Syst*, 26:283 – 301

Stevenson, N., Airey, D., and Miller, 2008. Tourism policymaking: The policy makers' perspectives. *Annals of Tourism Research*, 35 (3), 732 – 750.

Stoeglehner, G., 2004. Integrating strategic environmental assessment into community development plans – a case study from Australia – *European Environment*, 14(2), 58-72.

Stoper, M., 1997. The regional world: territorial development in a global economy. *New York, Guilford Press*.

Treurend, G. And Lane, D., 2013. The tourism planning process in the context of organised interests, industry structure, state capacity, accumulation and sustainability. *Current issues in Tourism* 6 (1), 1 – 22.

Tyler and D., and Dinan, C., 2001a. The Role of Interested Groups in Emerging Tourism Policy Network. *Current Issues in Tourism*. 4 (2-4) 214-253.

Tyler and D., and Dinan, C., 2001b. Trade and Associated Groups in England's Emerging Tourism Policy Network. *Current Issues in Tourism* 4 (2-4) 214-253.

Van der Berg, J.P., Costa, and G. Gotti. 1996. Tourism in European Heritage Cities. *Annals of Tourism Research*, 23 (2) : 306 – 321.