



THE KAROO RIVIERA: A CROSS-BORDER TOURISM DEVELOPMENT PLAN FOR THE MIDDLE ORANGE RIVER

By

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Thesis submitted in fulfilment of the requirement for the degree

DOCTOR OF BUSINESS ADMINISTRATION

in the

Faculty of Management Sciences

at the

Central University of Technology, Free State

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Bloemfontein

January 2016



DECLARATION OF INDEPENDENT WORK

I, Johannes Leon Hattingh, ID number [REDACTED] and student number [REDACTED], do hereby declare that this research project submitted to the Central University of Technology, Free State, for the degree DOCTOR OF BUSINESS ADMINISTRATION is my own independent work and complies with the Code of Academic Integrity, as well as with other relevant policies, procedures, rules and regulations of the Central University of Technology, Free State. It has not been submitted before to any institution by myself or any other person in fulfilment (or partial fulfilment) of the requirements for the attainment of any qualification.

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SUMMARY

The Karoo is a semi-arid region situated in the centre of South Africa. Comprising nearly 40% of South Africa's land surface, it attracts more and more tourists due to its unique landscapes, people who inhabit it and fauna and flora. It straddles four provinces and five District Municipalities.

Unlocking the full tourism potential of the Karoo is inhibited by the fact that this large area is managed by the different provinces and the different district municipalities – each with their own agenda for tourism development. The Orange River roughly forms the northern border of the Karoo. It comprises the Upper, Middle and Lower Orange River sections. This study focuses on the Middle Orange River and aptly names it the Karoo Riviera due to its yet unlocked tourism potential.

The study area is divided by three provinces and three district municipalities – each with its own focus on tourism. In order for the study area to maximise its full tourism potential, the three provinces and district municipalities need to cooperate and focus on one single goal for tourism development. By coordinating their efforts and financial resources, the Karoo Riviera can grow to be one of the biggest tourist attractions in central South Africa.

The aim of this study is to identify key factors for tourism development in the study area and draw up a tourism development plan to indicate how tourism can be developed and marketed. The research has indicated that currently no cross border cooperation is in place. The study proposes that cross border cooperation should be embraced whilst a Karoo Riviera Destination Marketing Organisation (DMO) should be established. The role of the DMO will be to act as “driver” for the implementation of the tourism development plan. Furthermore, the study emphasises that buy-in and support should be coerced from the public and private sectors, respectively.



ACKNOWLEDGEMENTS

First and foremost, I would like to thank my Heavenly Father for the guidance, strength and insight that He has given me during the completion of my thesis.

I would like to express my deepest gratitude to my supervisor, Prof. Albert Strydom, for his guidance, encouragement, motivation, determination and commitment in assisting me throughout my study. I could not have done this without him.

I would also like to thank my parents, who have encouraged me to further my studies, never failed to believe in me and provided me with the opportunities to do so. A special thanks to Prof. Desere Kock for her support, words of encouragement, advice and for always believing in me. To Mareli and Leon, who constantly enquired about the progress of the study and added their voice of encouragement – a big thank you.

The National Research Foundation (NRF) and the Central University of Technology, Free State (CUT) are acknowledged for their financial assistance throughout this study.



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CHAPTER 1: INTRODUCTION

1.1 Introductory remarks

The only thing that will redeem mankind is cooperation.

Bertrand Russel

“Karoo” is an ancient Bushman word meaning “dry place”. Straddling four provinces (Western Cape, Eastern Cape, Northern Cape and Free State), the Karoo stretches about 600 km from west to east and 600 km from north to south in South Africa. It is an arid area but with a stark beauty, which appeals to many tourists interested in desert areas as a tourism destination (Atkinson, 2008).

The Orange River, also known as the Gariep, is the largest river in Africa south of the Zambezi. The natural flow of the Orange River constitutes more than 22% of South Africa’s surface water resources. It originates as the Senqu River in the north-eastern corner of Lesotho. It is one of the largest river basins south of the Zambezi and the Orange River basin has a catchment area of approximately 1 million km² (Heath & Brown, 2007).

After leaving Lesotho, the Orange River flows westward for 2 100 km. During its westward journey, it traverses through regions of decreasing rainfall before it finally releases its water in the Atlantic Ocean near Alexander Bay. The rainfall near the mouth is less than 50 mm per annum, whilst at the source in the highlands of Lesotho it is approximately 2 000 mm per year (World Commission on Dams, 2015: 3).

The Orange River is divided into three regions. The Upper Orange/Senqu area covers the Orange River basin upstream of the South Africa/Lesotho border and therefore includes the Lesotho Highlands Water Project (LHWP). This is one of the largest water projects of its kind in the world and resulted from international cooperation between South Africa and Lesotho. Water from the Lesotho catchment area with the Katse Dam as the largest dam in the area, is transferred

via a tunnel and the Ash River to the Vaal River. From here, the water flows into the Vaal Dam, which acts as the largest reservoir for the Gauteng Province. South Africa and Lesotho both benefit from the scheme as South Africa receives water from Lesotho and Lesotho benefits by receiving royalty payments for the water from South Africa (Orange River Project, 2015).

The Middle Orange River system or 'Karoo Riviera' incorporates the area from the Gariep Dam to the Vanderkloof Dam. The Gariep Dam, the largest of South Africa's dams, is a well-known tourism destination and borders on the Free State, Northern and Eastern Cape Provinces. The Vanderkloof Dam, situated about 100 km downstream, borders on the Free State and Northern Cape Provinces (Orange River Project: 2015). The tourism potential of this area is untapped with only a few tourism products owned by private tourism entrepreneurs currently available. See Annexure B for a map of the study area.

There are three main storage reservoirs on the Orange River, namely the Gariep and Vanderkloof Dam on the Orange River inside South Africa and the Katse Dam in Lesotho on the Senqu River. The Gariep Dam forms the largest reservoir in South Africa with a capacity in excess of 5 000 million m³, while the Vanderkloof Dam forms the second-largest reservoir with a storage of over 3 200 million m³. The Vanderkloof Dam is currently the last main storage structure on the Orange River and effectively controls the flow of water along the 1 400 km stretch of river between the dam and Alexander Bay on the Atlantic Ocean (Orange River Project: 2015).

The banks of the Orange River downstream of Vanderkloof Dam are heavily developed in many areas, principally for irrigation purposes. Both the Gariep and Vanderkloof Dams are used to regulate the river flow for irrigation as well as to produce hydroelectricity during peak demand periods. Very little Orange River water is used for domestic or industrial purposes with the exception of that used in the Vaal River basin (Orange River Project: 2015).

The Lower Orange area refers to the stretch of Orange River between the Orange-Vaal confluence and Alexander Bay or Oranjemund where the river meets the Atlantic Ocean. The area is extremely hot and dry and most of the catchment can

be considered as desert, with annual precipitation dropping to below 25 mm in some areas (Orange River Project:2015). Tourism plays an increasingly important role in this area and many river-based tourism activities such as river-rafting take place in this area.

In the Middle Orange River – the area of study – tourism is not as developed as in the Lower Orange River. In a comparison between the tourism offerings of the area from the confluence of the Orange and Vaal Rivers towards Alexander Bay, the area is well known as a river tourism destination. Various tour operators operate river-rafting tours, 4 x 4 trips and hiking adventures in the area and especially from Augrabies westwards a number of tourism destinations can be found (Unlocking the Ecotourism Potential of the River, 2008: 44-46)

In stark contrast, the middle Orange River system has a much smaller tourism offering, despite the tourism potential available in the area. The Gariiep and Vanderkloof Dams provide a welcome tourism offering in the form of water sport activities on and along the shores of the dams itself, but not as many commercial viable and popular river-rafting operators or similar tourist activities can be found here as in the Lower Orange River system.

Due to the wide geographical spread of the Karoo, the tourism developmental plans need to be addressed at local, district and provincial level. This poses challenges for tourism managers and policy-makers, as cooperation across provincial borders is never easy. Each province has its own Growth and Development Strategy with very little coordination between them (Atkinson, 2008; Atkinson, 2010).

Furthermore, for the Karoo to fulfil its tourism potential, a dedicated tourism development plan needs to be planned and implemented. For such a plan to succeed, successful cross border cooperation is necessary, because without the provinces agreeing to collaboration on this particular tourism development, the proposed development plan will not succeed in the Karoo Riviera. Regional tourism needs to be put in the context of firstly, how effective are governments at cooperating and secondly, how benefits from tourism filter through the economy and not only benefit the class of rural elite (Atkinson, 2008; Atkinson, 2010).

The provincial and municipal demarcations are the guidelines for economic and social planning within South Africa whilst cross border cooperation is the exception to the rule. These political boundaries often do not take into account the historical, geographical, social and economic linkages that are in place between cross border towns and communities. Municipalities need to forge cooperation across borders to optimise tourism development (Atkinson, 2008; Atkinson, 2010; Gupta, and Dada, 2011).

Tourism development in this study is interconnected to the Free State, Northern Cape and Eastern Cape borders and the border itself; in this instance, the Orange River can be an attraction in its own right. There can be advantages to tourism development deriving from cross border collaborative planning efforts, but is often found that there are forces that dampen the success of these efforts (Ioannides, Nielsen, and Billing, 2006). According to the European Commission's programmes, the sustainability of the tourism industry is bound to territorial cohesion, cross border cooperation and networking (Interreg A – cross border cooperation, 2006).

Cross-border collaboration in the tourism industry in South Africa has been implemented successfully by the Transfrontier Conservation Areas (TFCA) initiatives. A Transfrontier Park is defined by the World Bank as a relatively large area where two or more protected areas are collaboratively managed across international borders (World Bank, 1996). The aim is to market these tourism attractions in terms of ecosystems and not in terms of political or geographical boundaries. Examples are the Kgalagadi Transfrontier Park between South Africa and Botswana, the /Ai-/Ais-Richtersveld Park between South Africa and Namibia and the Maloti-Drakensberg Park between South Africa and Lesotho. There are seven TFCAs. while six TFCAs straddle South Africa and its neighbouring countries (Transfrontier Conservation Areas: 2011).

The Kavango Zambezi Transfrontier Conservation Area straddles Angola, Botswana, Namibia, Zambia and Zimbabwe and thus excludes South Africa. The Maloti-Drakensberg Transfrontier Park is the most developed yet. The Maloti-Drakensberg Tourism Route is a tourism development route emerging from this cross border collaboration between three provinces, namely the Free State,

Eastern Cape and KwaZulu-Natal, and two countries, namely South Africa and Lesotho. The /Ai-/Ais-Richtersveld Transfrontier Park straddles the borders of South Africa and Namibia in the Lower Orange River basin. It consists of the 1 625 km² Richtersveld National Park (a World Heritage Site) in South Africa and the 4 420 km² /Ai-/Ais National Park in Namibia (Transfrontier Conservation Areas: 2011).

The question arises if the lessons learnt for successful cross border cooperation in South Africa can be implemented in the Karoo Riviera. This study will aim to identify common denominators of tourism development between the Maloti Drakensberg Route, the /Ai-/Ais-Richtersveld Transfrontier Park and the Karoo Riviera focusing on the local, district and provincial governments and the role they play in the successful development of a tourism node.

1.2 Problem statement

It is generally accepted that provinces have tourism development plans in place. The development and implementation of these plans are only for a particular province and it does not allow cross border integration (Atkinson, 2008). As there are no coordinated efforts amongst provinces it can result in areas (across provincial boundaries) not reaching its full tourism potential. This is in contrast to trans-border cooperation between countries that are usually better coordinated, such as the /Ai-/Ais-Richtersveld Transfrontier Park (between South Africa and Namibia in the Lower Orange River). A lack of cooperation exists in the Middle Orange River between the Northern and Eastern Cape and Free State Provinces (specifically the areas around the Gariep and Vanderkloof Dams) (Atkinson, 2008: 54). Therefore, there is a need to develop a cross border tourism-development plan for the Middle Orange River.

1.3 Expected outcomes

The primary objective of the study is to develop a cross border tourism-development plan for the Karoo Riviera.

Secondary objectives are to:

- Identify critical success factors from other successful cross border tourism-developments.
- Benchmark similar tourism development approaches in other countries/provinces.
- Determine the current tourism products in the area.

1.4 Methodology

Research is a scientific and systematic search to solve particular problems. Research methodology is the general approach the researcher takes in carrying out the research project. It comprises accurately defining the problem and searching for solutions by gathering research data, evaluating the data and making careful conclusions that addresses the research problem (Leedy & Ormrod, 2010: 12).

The research design is the plan according to which the research intends to obtain information about particular phenomena. There are two types of research designs, namely qualitative and quantitative. Qualitative research aims to examine phenomena from a variety of angles and to construct a rich and meaningful picture of the complex and multifaceted situation. Quantitative research presents data in terms of numbers and statistics (Leedy & Ormrod, 2010: 12). This investigation employed a qualitative research design. This was necessary to capture the rich experiences of the respondents.

Semi-structured interviews were conducted with product owners/managers and tourism officials in the Gariep and Vanderkloof Dam area. Appointments were made with the various respondents beforehand and each interview took about 45 minutes to complete. The researcher personally travelled to collect the necessary data. Where personal interviews could not take place, questionnaires were sent to respondents. This was the case with the tourism officials. The data obtained from the interviews were used to compile a cross-border tourism plan for the Middle Orange River.

A questionnaire was provided to all the product owners in a personal interview by the researcher. All three the District Municipalities were consulted and interviews with the relevant tourism officers were conducted. On the provincial side, interviews were held with all the Marketing Managers and the Tourism Development Managers of the relevant Tourism Marketing Authorities of the Free State, Eastern and Northern Cape. To provide insight from the national Department of Tourism, an interview with the Chief Director; Product and Enterprise Development, Department of Tourism was held. The research methodology for the study is described in detail in Chapter 5.

The process of compiling a comprehensive cross border tourism-development plan is discussed in detail in Chapter 2. Identifying tourism interests and conducting an inventory and assessment of the study area's tourism resources was key. This was done by means of the interviews conducted with the product owners and the government officials. The researcher was able to compile an inventory of the tourism products. The study area (see Annexure B) included the tourism product owners next to the Orange River starting from the Gariep Dam with the surrounding towns of Bethulie, Oviston, Venterstad, Norvalspont, Gariep Dam village, the Orange River between the Gariep Dam, and Vanderkloof Dam and the Vanderkloof Dam village itself.

The Northern Cape Provincial Development and Resource Management Plan/Provincial Spatial Development Framework (PSDF), White Paper on Northern Cape Tourism, Provincial Growth and Development Strategy 2004-2012, Pixley ka Seme Integrated Development Plan (IDP) and the Frances Baard Integrated Development Plan were consulted. The Free State Provincial Spatial Development Framework (PSDF) Phase 1 and 2 Reports, Free State Tourism Master Plan 2010/11–2013/15, the Free State Growth and Development strategy, Xhariep District: NSDP Alignment Study Report Two: 20130 Xhariep Indicative Development Framework report and the Xhariep District: NSDP Alignment Study: Draft situational Analysis and Alignment Report were consulted. With regard to the Eastern Cape, the Eastern Cape Tourism Master Plan 2009-14 and the Joe Gqabi (Ukhahlamba) District Municipality Tourism Marketing and Development Plan have been consulted. As overall guideline, the White Paper on the Development and

Promotion of Tourism in South Africa of 1996 was also included whilst the South African Tourism Planning Toolkit for Local Government of 2009 and the National Tourism Sector Strategy of 2011 were also consulted.

During the analysis and synthesis stage of the tourism development plan, the identification of major opportunities and problems or constraints for developing tourism in the area were identified from information gained from the survey stage. This information provides the focus for the recommendations on developing of tourism in the region. The identification of opportunities and constraints for tourism development formed an important part of this stage. This information provided the foundation for determining future tourism development in the region (Inskeep, 1991: 53).

Following from the analysis and synthesis was the plan formulating stage. The tourism development plans applicable to the Karoo Riviera already in existence were closely studied and common denominators identified and expanded upon in the new plan. The role government plays and sustainable development were key indicators in this stage (Inskeep, 1991: 54).

The recommendation stage refers to the enhancements of economic benefits with the implementation of the tourism development plan. A tourism marketing guideline emanates at this stage (Inskeep, 1991: 54).

1.5 Limitations

Limitations to this study were insufficient feedback from product owners in the study area regarding the questionnaire. Furthermore, product owners were not all interested in the cross-border collaboration theme, as they had previously had negative experiences about the concept stemming from previous contact with political tourism development offices. Little research has been done locally about cross border tourism-development initiatives and it is still a new concept.

1.6 Chapter classification

Chapter 1: Introduction

The background, motivation and goals as well as the method of investigation are discussed in this chapter.

Chapter 2: An overview of the tourism development process

The tourism development process needs to be understood. In this chapter, the process will be unpacked.

Chapter 3: International and national success stories on cross border tourism development.

Preliminary research has shown a number of examples of successful cross-border tourism developments in South Africa and in Europe. This chapter will identify successful cross border developments and their reasons for being successful.

Chapter 4: Tourism strategies in the Free State, Northern and Eastern Cape in relation to riverine tourism development.

The purpose is to identify the current status quo with regard to the Middle and Lower Orange River systems and understand the present policy environment. The tourism strategies of the different provinces relating to tourism development along the Orange River will thus be investigated. Around the Vanderkloof Dam, which borders the Eastern and Northern Cape, there is no initiative as at the Gariep Dam as yet. The tourism focus of the Northern Cape Provincial Growth and Development Strategy 2004–2012 maintains that the areas with already established tourism resources should be used to attract more tourists, which could then be used to lever capital investment in other areas (Northern Cape Provincial Government, 2004).

Chapter 5: Research Methodology

Chapter 5 provides the methodology applicable to this investigation. It details the research design, population, data collection instrument and data collection

procedures. It also explains the pilot study that was performed before the commencement of the main investigation.

Chapter 6: Study area and empirical results

The initial part of the chapter documents the study area followed by the empirical results of the investigation.

Chapter 7: Conclusions and recommendations: A cross border tourism development plan

A conclusion and recommendations will be provided based on the literature and research on cross-border tourism development and cooperation in the case study. The study provides authorities with a best-practice scenario and tourism development plan on successful tourism development for the Middle Orange River system.



CHAPTER 2:

AN OVERVIEW OF THE TOURISM DEVELOPMENT PROCESS

2.1 Introduction

Some of the characteristics of a developing country include a low level of living, lack of services, income inequality, a high rate of unemployment, a high level of favouritism and nepotism in government, and a lack of education and accessibility to basic services (Tosun, 2005: 337-340). One of the ways in which governments can address these problems is by developing their emerging tourism sectors to obtain the necessary economic growth (Weibing & Xingqun, 2006: 206). Novelli and Hellwig state that tourism “entails a multitude of socio-economic impacts on a destination” and that 80 percent of the 56 countries with a poverty reduction strategy cite “tourism as one option for economic growth, employment and poverty reduction” (Novelli & Hellwig, 2011: 206).

Viljoen and Tlabela (2007) state that tourism thus has the potential to promote development, whilst Van der Merwe (2012) indicates that tourism has the potential to extract economic value from tourism resources. It is important to note that tourism should be part of the overall plan and development strategy of a country (Timothy, 1998: 52; Inskeep, 1991: 28). The World Trade Organization (WTO) and United Nations (UN) Conference on Trade and Development (UNCTAD) identified the development of tourism as an important factor for ten of the least developed countries (LDCs) to reach “economic advancement of developing countries through industrialisation, export development and rising living standards” (McIntyre, 2011: 6)

However, Weibing and Xingqun (2006) found in their study on Globalization of Tourism and Third World Tourism Development, that tourism development has not contributed to economic growth in the countries affected by their study. They demonstrate that without appropriate planning and management, tourism development does not support Third World countries. They designed a toolkit to address the problems that Third World Countries experience and made the following suggestions:

- establish alliances/partnerships amongst Third World Countries;
- enclaving of tourism should be restricted;
- governments should take greater effort to create jobs; and
- empower communities and avoid overdependence on tourism.

With proper tourism development planning, these problems can be overcome (Weibing & Xingqum 2006: 207-209).

2.2 Definition of a tourist

There are numerous definitions on what is a tourist. The White Paper on Tourism (Department of Environmental Affairs and Tourism (DEAT), 1996) identifies a tourist as

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.

Leiper (1979: 396) defines a tourist as

a person making a discretionary, temporary tour which involves at least one overnight stay away from the normal place of residence, excepting tourism made for the primary purpose of earning remuneration from points *en route*.

The United Nations World Tourism Organization (UN-WTO) as quoted in George 2011, defines a tourist as “a visitor whose visit is for at least 24 hours, and whose purpose of visit may be classified under one of the following three groups:

- leisure and holidays;
- other tourism purposes – including studying or health reasons;

- business and professional (a trip undertaken with the purpose of attending a conference, exhibition, event, or as part of an incentive trip.” (George, 2011: 5).

Of interest to note is that the term *visitor* is used as an all-encompassing term to incorporate the terms *tourist* and *excursionist*. This implies that a tourist is a temporary visitor staying at least 24 hours in the country visited and the purpose of whose journey can be classified as:

- leisure (i.e. recreation, holiday, health, religion, or sport);
- business;
- family;
- mission (travelling for religious purposes); and
- meeting.

Excursionists are temporary visitors staying less than 24 hours in the destination visited and not making an overnight stay (including travellers on cruises) (Inskeep, 1991: 19).

2.3 The definition of tourism

Numerous definitions exist regarding what tourism is. Both George (2011: 3) and Keyser (2011: 5) define tourism according to the United Nations World Tourism Organization (UN-WTO) as the activities of persons traveling to, and staying in, places outside their usual environment for not more than one consecutive year for leisure, business and other purposes whilst they do not earn any form of remuneration at the place visited.

According to Page and Connell, the first attempt to define tourism was by the Committee of Statistical Experts of the League of Nations in 1937 (Page & Connell, 2009: 12). Progressing from that is one of the earliest definitions of tourism by Hunziker and Krapf (1942, as cited in Darbelly and Stock, 2012: 443) that “tourism is the relationship and phenomena that stem from the sojourn of

strangers to a place; if through the sojourn no establishment for paid word is founded”.

The World Tourism Organization’s International Conference of Travel and Tourism in Ottawa in 1991 defines tourism as

the activities of a person travelling outside his or her usual environment for less than a specified period of time and whose main purpose of travel is other than the exercise of an activity remunerated from the place visited (Page & Connell, 2009: 12; Goeldner, Ritchie & McIntosh, 2000: 16; Cooper, Fletcher, Gilbert & Wanhill, 1999: 8).

Adding to this definition the Tourism Society’s definition is the following:

Tourism is deemed to include any activity concerned with the temporary short-term movement of people to destinations outside the places where they normally live and work, and activities during their stay at these destinations (Bennet *et al.*, 2011: 4-5).

In addition, Bennet *et al.* also argue that tourism involves a number of elements:

- activities concerned solely with aspects of daily life outside the normal routines of work and social commitments;
- travel and transportation to and from the destination;
- activities engaged in during the stay at the destination; and
- facilities provided to cater for the needs of tourists (Bennet *et al.*, 2011: 5).

According to Sharpley and Telfer, tourism is an encompassing framework through a complex relationship between the

nature of tourism development, the consequences of development in destination areas, the nature of local development and the environment external to the tourism system (Sharpley & Telfer, 2002: 3).

It is important to note that studies on tourism definitions also distinguish between different kinds of tourism, i.e. international and domestic tourism. Furthermore, tourism is also dissected into the tourist industry who provides goods and services to tourists, governments and host communities. Internal tourism, national tourism and in-bound and outbound tourism are also an integral part of the definition of tourism (Page & Connell, 2009: 3-14; Goeldner *et al.*, 2000: 16; Bennet, *et al.*, 2011: 2-4.).

The White Paper on Tourism of 1996 (DEAT, 1996) provides the following definition of tourism: “all travel for whatever purpose, that results in one or more nights being spent away from home”. The Domestic Tourism Growth Strategy 2012–2020 (2011) defines tourism as:

the activities of persons travelling to and staying in places outside their usual environment for not more than one consecutive year for leisure, business and other purposes not related to the exercise of an activity remunerated from within the place visited.

Tourism is also seen by many as a means of stimulating local economic development and is often described as the new source for wealth creation in underdeveloped countries (Novelli, Morgan & Nibigira, 2012: 1448). It is thus clear that a number of different definitions of tourism exist. These definitions, however, have one thread in common and that is that they incorporate travelling to and from a destination for a specified period and the consumption of activities at the destination itself.

The fact that there are numerous definitions for tourism and tourists underlines the difficulty in providing an all-encompassing definition for the main role-players of tourism. It is important for this study to take cognisance of what tourism and a tourist is, as the main aim of the development of a tourism development plan is to provide a road map for the development of a certain area to attract tourists and to fulfil the need of tourists visiting that area of proposed development. It is thus fitting that the study should investigate the term *tourism development*.

2.4 Definition of the term *tourism development*

There is no single definition of development. Tucker argues that the definition is highly contested as “an essentially Western way of conceiving and perceiving the world” (Tucker, 1999: 1). Telfer is of the opinion that to manage the potential of tourism development successfully, one needs to understand “the nature of development itself and what role, if any, tourism can play in promoting development” (Telfer, 2005: 189). According to Sharpley, development is a “process through which a society moves from one condition to another” (Sharpley, 2009: 23). Donellan described development as “a qualitative concept that entails complex social, cultural and environmental changes” (Donellan, 2005: 23).

The National Framework for Sustainable Development sees development as the result of qualitative improvement in human wellbeing. This is made possible through access to infrastructure and services, education and enhanced skills, empowerment as well as health care and welfare support (National Framework for Sustainable Development). The White Paper on Tourism (DEAT, 1996) asks the question why tourism should be seen as the engine of growth – indirectly relating this to the development of tourism. Eighteen reasons are then discussed as why the development of tourism is deemed important. Some to be highlighted are:

- tourism is a generator of jobs;
- tourism is labour intensive;
- tourism creates entrepreneurial opportunities; and
- tourism brings development to rural areas (DEAT, 1996).

According to Page and Connell (2009), the development process entails the “different stages through which an area or location progresses, usually associated with the social and economic improvement of a locality or country” (Page & Connell, 2009: 641). Goeldner *et al.* (2000: 515-517) relate planning equal to development and argues that the two must be used in tandem. The whole process of tourism planning and development and the execution thereof will determine the success of a tourism destination area. It is also argued that tourism development must include a number of actions, i.e. zoning, infrastructure, etc. and that the

policy formulation process should not be negated in tourism development. Goeldner *et al.* also provide a number of different goals tourism development should adhere to:

- Providing a framework for raising the living standard of the people through the economic benefits of tourism;
- Developing an infrastructure and providing recreation facilities for visitors and residents alike;
- Ensuring types of development within visitor centres and resorts that are appropriate to the purposes of those areas;
- Establishing a development programme consistent with the cultural, social and economic philosophy of the government and the people of the host country area; and
- Optimising visitor satisfaction (Goeldner *et al.*, 2000: 520).

In a similar way of thought, Cooper *et al.* discuss tourism development as part of the tourism development planning process. They incorporate international, national and regional/local tourism planning in this school of thought and provide a detailed tourism development planning process. Tourism development is also linked to the public and private sector and the profit/loss objective. Cooper *et al.* advocate the moving away from a Tourism Master Plan to the tourism development plan as they indicate:

development is infinite and takes place in an ever-changing environment. Therefore, development plans should attempt to facilitate the desired objectives while taking into account the changing factors that influence not only the objectives but also the means of achieving them. (Cooper, *et al.*, 1999: 199)

Keyser (2011: 10) provides a detailed discussion on tourism development and reaches the following conclusion: “Development is signalled by progress in relation to the objectives of:

- Increasing the availability and widening the distribution of basic life-sustaining goods such as food, shelter, health and protection;
- Raising average levels of living including, in addition to higher incomes, the provision of more jobs, better education, and greater attention to cultural and humanistic values, all of which will not only enhance material well-being, but also generate greater individual and national self-esteem; and
- Expanding the range of economic and social choices available to individuals and nations by freeing them from servitude and dependence not only in relation to other people and countries but also to the forces of ignorance and human misery.”

Development can thus essentially be seen as growth in tourism and tourism products. According to Inskeep (1991: 38), for tourism to be developed, various categories of components of tourism need to be identified. He identifies the following six components of tourism development:

- Tourist attractions and activities. This includes natural, cultural, and special features that attract tourists.
- Accommodation. It includes all accommodation types which tourists use for staying overnight during their travels.
- Other tourist facilities and services. This includes tour and travel operations, restaurants, arts and crafts and banks.
- Transportation. Includes services that are related to land, water and air transportation.
- Other infrastructure. This will include water and sanitation, electricity and telecommunications.
- Institutional elements. This is the element necessary to develop and manage tourism – education and planning, policies, and organisational structures.

According to the White Paper on Tourism (DEAT, 1996), product development plays an important role in the development of tourism in South Africa. Thirteen

guidelines were highlighted in developing the products of South Africa. Some of these are emphasising of the diversity of tourism products, sustainable tourism development, fostering community-based tourism products, encouraging emerging domestic tourism markets and creating opportunities of tourism development that offer potential for cultural and eco-tourism development. The main thread that stands out is the role communities play in tourism development. Therefore, responsible and sustainable tourism should be high on the agenda when developing tourism (DEAT, 1996).

2.5 The tourism development process in perspective

2.5.1 Introductory remarks

The tourism development process is the principle strategy of a tourist destination. It follows a two-pronged approach whereby the tourism industry focuses on providing competitive products, and the pricing and marketing thereof. On governmental level, the government is responsible for the necessary infrastructure, regulatory matters and assistance in promotion (Sheng, 2011: 672). The South African National Tourism Sector Strategy of 2011 also emphasises the important role that government plays in tourism development in the South African context (National Tourism Sector Strategy, 2011). The main goal of a Tourism Development Strategy as part of the development process is to maximise the economic benefits of tourism and provide guidelines for economic and social growth and development (Verdinehjad *et al.*, 2011: 805; National Tourism Sector Strategy, 2011).

It is important to note that the three general goals for the development of tourism are:

- An increase in the economic value of tourism;
- Improvement in the quality of life of people; and
- The protection and responsible utilisation of natural resources (Keyser, 2011; Cooper *et al.*, 1999; Goeldner *et al.*, 2000).

For tourism development to be successful it will need the coordinated efforts between two or more levels of government when the different levels of government are national, provincial, district and municipal levels (Timothy, 1998: 55). Hall also realises the importance of cooperation and states:

coordination is necessary both within and between the different levels of government in order to avoid duplication of resources in the various government tourism bodies and the private sector and to develop effective tourism strategies” (Hall, 1994: 33).

Timothy (1998: 53) also points out the importance of “cooperation between government agencies, different levels of government, between equally autonomous polities [sic] at various administrative levels and between private and public sector”.

To increase the economic value of tourism, unscrupulous tourism developers can be market led in developing attractions, facilities and services that could lead to the degradation of the environment and communities in order to gain short-term benefits. Countering this phenomenon product-led development should be encouraged in ways where the minimum impact on local communities and the host environment should be evident. This could lead to improvement of quality of life and protection and responsible utilisation of natural resources (Inskeep, 1991: 30-31; Swarbrook, 2009: 301- 302).

Inskeep also adds two more important points regarding tourism development in stating that an overdependence upon tourism should be cautioned against and that “all the potential economic sectors, based on the resources of the area, should be considered for development with tourism integrated into the multi-sectoral economy” (Inskeep, 1991: 30).

Tourism development thus deals with the planning for tourism in a way that is not negative to the host community and environment and to the mutual benefit of both. It includes the position that the developer and development must take in cognisance of the role of all the role-players in the proposed area of development and includes governmental and all regulatory aspects in the sphere of commitment.

Planning is an essential component of tourism development. Inskeep (1991: 39) provides a detailed plan of the components of a tourism development plan in Figure 1.

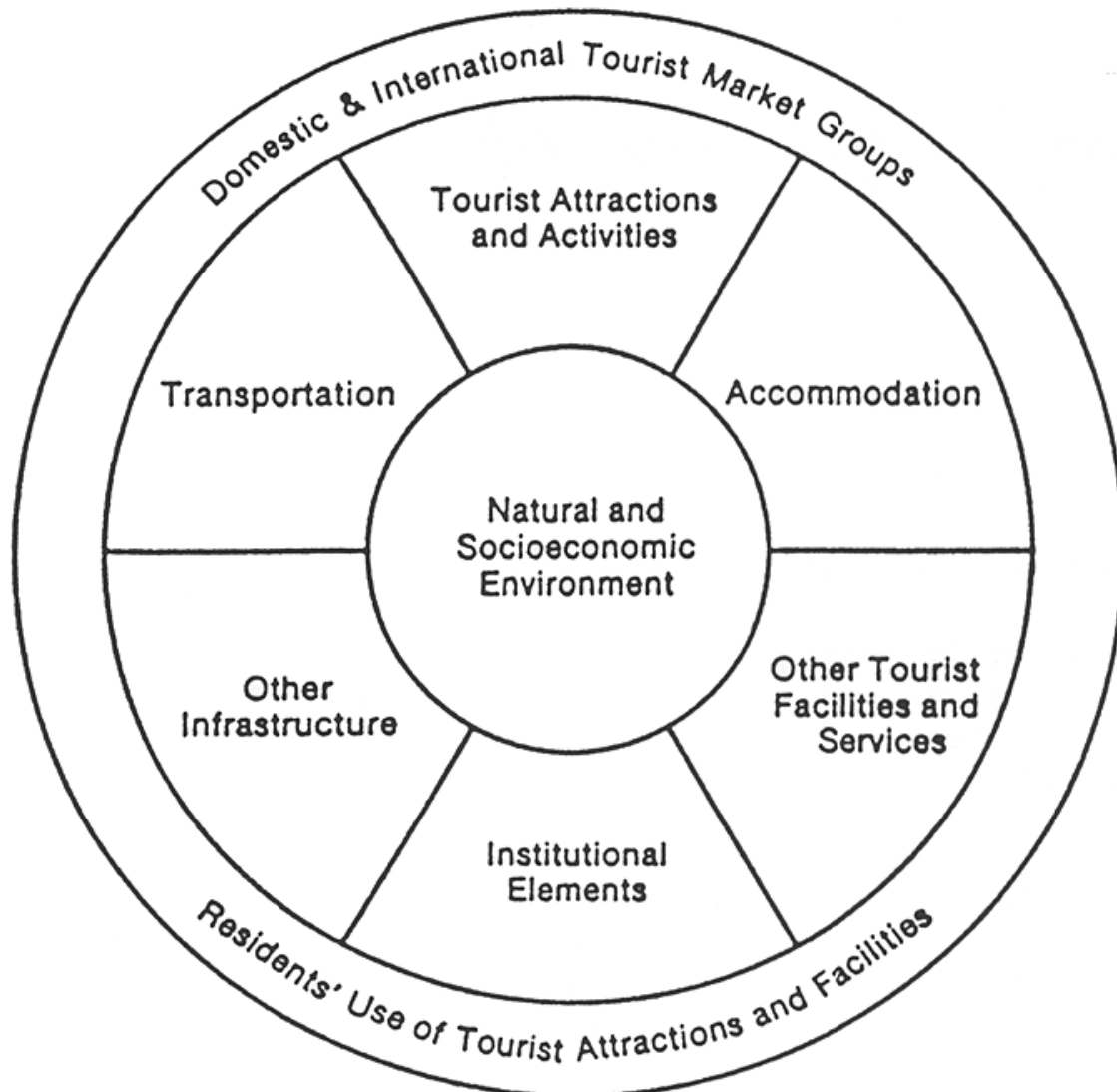


Figure 1: Components of a tourism plan (Inskeep, 1991)

In Figure 1, the six components of the tourism plan are indicated radiating from the natural and socio-economic environment. The natural and socio-economic environment demarcates the area from which the six components of the tourism plan emanate, whilst the residents' use of the tourist facilities and domestic and international tourist market groups indicates the groups who use the six identified tourism products.

The six tourism products are:

- Tourist attractions and activities – the natural and cultural features which attract tourists to a specific area;
- Accommodation – the facilities used by tourist for overnight purposes, i.e. hotels and guest houses;
- Other tourist facilities and services – these are the ancillary services used by tourists, i.e. restaurants, tour and travel agents, souvenir shops, banks and tourist information offices, to name but a few;
- Transportation – all transport activities associated with the movement of tourists, i.e. by land, water and air;
- Other infrastructure – the supporting infrastructure like electricity, water, sewage, telecommunications and solid waste disposal; and
- Institutional elements – this includes training and education, marketing strategies and legislation, regulations and policies (Inskeep, 1991: 38-40).

From the components of a tourism plan, it leads to the basic planning process for a tourism development plan and Inskeep provides a concise and important basic planning process model. The South African Tourism Planning Toolkit for Local Government (2010) focusses on local government whereas this study focusses on the role provincial government play in tourism development as the study area covers three provinces.

2.5.2 The tourism planning process

This process consists of the following:

- Study preparation. The decision to proceed with the study is taken here. This will include the terms of reference (TOR) and how the project will be organised.
- Determination of development objectives. This is done in a preliminary fashion as feedback from the plan formulation phase might result in modification of the goals and objectives.
- Surveys. It includes a survey and inventory of the existing situation as well as the characteristics of the development area.

- Analysis and Synthesis. Analysis of the survey information and synthesis of the analysis – these form the basis for the next two phases. Analysis indicates the analysis of the information received from the survey. The interpretation thereof is the result of this process.
- Plan formulation. Formulation of the development policy and physical plan – it will be based on evaluation and preparation of alternative policies.
- Recommendations.
- Implementation. Implementation of the plan and related recommendations.
- Monitoring. Continuous monitoring and feedback (Inskeep, 1991: 28).

Goeldner (2000: 517-518), on the other hand, proposes the following as his planning process:

- Define the system. For Inskeep (1991: 28) the first step includes the decision to go ahead with the study. Goeldner differs from Inskeep in that the scale, size, character, market and purpose need to be defined.
- Both Goeldner and Inskeep agree on step two regarding the formulation of objectives.
- Data gathering of Goeldner and the survey of Inskeep complements each other as the third building block of the process.
- Step four is identical to Inskeep, namely analysis and synthesis.
- Preliminary planning as the next step is supported by Goeldner. Inskeep also includes the plan formulation as his fifth step, but Goeldner focuses on the preliminary aspect of this plan. This includes financial plans, site surveys and land-use plans. For Inskeep this process also includes the formulation of a development policy and physical plan.
- The next step for Goeldner is to approve the plan. It is here where the role-players peruse the plans and determine cost estimations for the project. Changes can be made to the plan in this stage according to information received from the previous steps. Only then does it lead to the final plan as the next step. For Inskeep this step includes the formulation of

recommendations. This includes the staging, zoning, regulations and land-use plans. According to Inskeep recommendations on promotion, education and training can also be made in this stage (Inskeep, 1991: 50).

- Goeldner identifies the seventh phase as the final plan. After discussions with all role-players, the development plan is finalised in this phase. Inskeep already does the implementation of the plan as his seventh stage by this stage.
- Implementation is the last phase for Goeldner, while Inskeep concludes that monitoring should be the final step. (Goeldner, 2000: 517-518; Inskeep, 1991: 28).

Boniface and Cooper (1996) have a different view on the planning process. They identified the importance of the fact that it should be based on research, involving the local community and implemented by the public sector together with the private sector. They identify the following six questions to be asked:

- What type of tourist will visit?
- What is the scale of tourism?
- Where will the development take place?
- Which controls will be placed upon development?
- How will development be financed?
- What will be government's role? (Boniface & Cooper, 1996: 18-19)

The thin line through these basic planning processes is the fact that information gathering, analysis, formulation and implementation are the most important factors to keep in mind in the formulation of the tourism development plan. The tourism development plan is thus the road map of the tourism developer.

2.5.2.1 Study preparation

Study preparation indicates that local or regional government has decided to develop tourism or grow an established development. A decision is thus taken to prepare a tourism plan. From there the project Terms of Reference (TOR) and the

selection of a study team develop. The study team will include the relevant interested parties, i.e. government, private sector and local community in the drafting of the tourism development plan. Ideally, it will include representatives from four groups of specialists, i.e. marketing specialists, technical services, planners and economists. The TOR should be written out so that results and inputs are clearly indicated. It should preferably include a time framework, kind of development and staging of the project (Cooper *et al.*, 1999: 211; Inskip, 1991: 49-51).

Cooper have identified study recognition and preparation as the first phase. This entails that government and the private sector acknowledge the importance of tourism development and creates awareness thereof (Cooper *et al.*, 1999: 208). Goeldner indicates that the gathering of information must be the first step in the tourism development plan. The question is asked “where are we today?” and an inventory and assessment of the tourism area’s resources, services and infrastructure should be undertaken in this stage (Goeldner *et al.*, 2000: 521).

2.5.2.2 Determination of objectives

The determinations of objectives are important in developing tourism, as they are the determinants of the policy and plan. Short- and long-term goals can be identified and special care should be taken to minimise negative effects towards host communities and the environment (Inskip, 1991: 50). Cooper *et al.* have identified the following number of commonly found goals in tourism development plans:

- To develop a sector that is of high quality;
- To encourage the use of tourism for both cultural and economic change;
- To distribute the economic benefits of tourism;
- To preserve cultural and natural resources as part of tourism development;
- To appeal to a broad cross-section of international (and domestic) tourists;
- To maximise foreign exchange;
- Attract high spending ‘up-market’ tourists;

- Increase employment opportunities; and
- Aid peripheral regions by raising incomes and employment (Cooper *et al.*, 1999: 208-209).

Goeldner emphasises the question “where do we want to go?” as part of this stage. The role of the community in this stage is also emphasised (Goeldner *et al.*, 2000: 521).

2.5.2.3 Data gathering

Qualitative and quantitative data collecting forms an integrated part of the survey. Inskip (1991) has identified thirteen specific areas upon which surveys have to be done:

- External tourist travel patterns. Identifying the visiting patterns of tourists according to frequency of travel to this destination, time of visitation (seasonality) and duration of stay.
- Past and present tourist arrivals. The need to establish the number of tourist arrivals is important to ascertain the popularity or not of the destination.
- Existing and potential tourist attractions. Identifying established tourist attractions and planned tourist accommodation and other facilities.
- Existing and planned transportation and other infrastructure. Identifying current and future transportation and other infrastructure.
- Existing land use and tenure patterns. Identifying the purpose of land use in the study area.
- Existing and potential economic patterns. Identifying the role the economy plays in the study area.
- Existing physical, economic and social plans. Identifying the governmental planning documents available, if any in order to align the study with those documents.
- Environmental characteristics and quality. Identifying the important aspects around the environment – it might not include an environmental impact assessment study.

- Socio-cultural patterns and trends. Understanding the socio-economic conditions of the study area will provide insight into the way the host communities live.
- Present investment policies and availability of capital. Providing ways to procure developmental capital and investment policies if the need arises.
- Existing government and private sector tourism organisations. Identifying all relevant tourism organisations in the study area.
- Existing tourism legislation and regulations. All relevant tourism rules and regulations need to be identified (Inskeep, 1991: 50).

Cooper *et al.* also identify the survey as the third part in the tourism development strategy. This implies a survey and data collection process. The question must be asked, “what data are available?” indicating the existing stance of the tourism scenario (Cooper *et al.*, 1999: 209-210). Goeldner again emphasises the role of the community in this phase whereby development cannot take place without community engagement and participation (Goeldner, 2000: 521).

2.5.2.4 Analysis and synthesis

The analysis and synthesis phase is done both quantitatively and qualitatively on the survey information. Some items to investigate are (Inskeep, 1991: 50, 77):

- Types of tourist attractions. It is important to identify the types of tourist attractions in order to ascertain what kind of tourism destination the study area are i.e. adventure, cultural or natural tourist attraction.
- Determine the carrying capacity. Inskeep defines this as “the maximum number of people who can use a site without an unacceptable alteration in the physical environment and without an unacceptable decline in the quality of experience gained by visitors” (Inskeep, 1991: 144). Establishing the carrying capacity is thus of importance to indicate in the tourism development plan in order to indicate the maximum number of development that can take place.
- Strengths and weaknesses for developing of tourism in the area. Identifying the strengths and weaknesses of the study area will indicate which aspects

of tourism need more developmental support to reach its potential for tourism growth.

- Infrastructural needs. For development to take place successfully, the necessary infrastructure needs to be present. Identifying the possible infrastructure needs during the analysis and synthesis phase will assist in creating awareness and rectifying thereof.
- Environmental impacts. Tourism development has an impact on the environment. It is important to quantify this impact in order to address it to have as little impact as possible.
- Financial policy and capital. Identifying the financial strengths and weaknesses will assist in the profitability of the project.
- Effectiveness of tourism organisation structures. Tourism organisations represent tourism product owners. If they do not function according to their mandate, it can be said that industry participation is not part of the development programme (Inskeep, 1991: 50, 77).

Cooper *et al.* also include the abovementioned items but also add the following ones to be included:

- Tourist characteristics/travel patterns. The holiday preferences of tourists in the study area.
- Education and training needs and provisions. The specific needs of the tourism-product owners in the study area with reference to tourism-related training and education.
- Socio-cultural characteristics. Identifying the demography of the study area.
- Relevant legislation and regulation. This heading is included under the data-gathering heading of Inskeep (Cooper *et al.*, 1999: 210; Inskeep, 1991: 50). The importance of the above research as identified by Cooper lies in the fact that it provides extra informational research adding to the effectiveness of the analysis and synthesis stage of the tourism development plan.

Adding to this step is Goeldner *et al.*, who have identified brainstorming by tourism organisations as a very important mechanism for developing and enhancing tourism (Goeldner *et al.*, 2000: 522).

2.5.2.5 Policy and plan formulation

The next step in the tourism development process according to Inskeep is the policy and plan formulation process. The goal should be that the policy and plan should “best meet the objectives, optimise economic benefits, reinforce positive and minimise negative environmental and socio-cultural impacts” (Inskeep, 1991: 170).

Some of the policies must be environmental, socio-cultural, investment, organisational and legislative policies. Adding to that will be the marketing and economic policy (Inskeep, 1991: 50).

Cooper *et al.* add that the analysis of secondary data and primary data must also include the following:

- Asset evaluation – examining existing and potential stock of assets;
- Market analysis – issues to be addressed are global, regional and country specific market trends by type of tourism activity and a study of developments in competitive markets;
- Development planning – this involves the timing of the development plan; and
- Impact analyses – this should cover the effects that development will have on the host community, environment, economic implications and the integration of these in the plan (Cooper *et al.*, 1999: 210-211).

2.5.2.6 Recommendations

The recommendation phase should follow next. This should include inter alia a tourist promotion programme, educational and training programme, final structure plan, implementation techniques, environmental impact and quality controls and

investment incentives (Inskeep, 1991: 50). This phase includes the “where do we want to go” approach method mentioned by Goeldner *et al.* (2000: 522).

2.5.2.7 Implementation and monitoring

The last step in the tourism development plan is the implementation and monitoring phase. This involves the plan review, adoption of plan, adoption of legislation and regulations, integration into public and private sector development policies, continuous monitoring, adjustments to plan and programme as needed and finally periodic format review and revision (Inskeep, 1991: 50).

Goeldner *et al.* advocate that the question of how do we get there must now be answered (Goeldner *et al.*, 2000: 522). It includes the development of action programmes, including timelines and task assignment. Regular evaluation of progress should take place. Revisions of the plan may also be necessary to adjust to practical realities (Goeldner *et al.*, 2000: 523-524).

2.6 Challenges to consider as part of the tourism planning and development process

The National Tourism Sector Strategy (NTSS) of 2010 posed several challenges for tourism development, which should be kept in mind during the tourism development process. These challenges are presented in the form of themes and focus primarily on the strategic objectives, targets, cluster and thrusts of government. The strategic objectives and targets are:

Theme 1: Tourism growth and the economy:

- To grow the tourism sector's absolute contribution to the economy;
- To provide excellent people development and decent work within the tourism sector;
- To increase domestic tourism's contribution to the tourism economy;
- To contribute to the regional tourism economy.

Theme 2: An enhanced visitor experience:

- To deliver a world-class experience;
- To entrench a tourism culture among South Africans;
- To position South Africa as a globally recognised tourism destination brand.

Theme 3: Sustainability and good governance:

- To achieve transformation within the tourism sector;
- To address the issue of geographic, seasonal and rural spread;
- To promote “responsible tourism” practices within the sector;
- To unlock tourism economic development at a local government level.

The strategic clusters and thrusts of the NTSS are:

Cluster 1: Policy, strategy, regulations, governance and monitoring and evaluation:

- Research, information and knowledge management

Some of the more important gaps are that no national research framework exists resulting in duplication of research. A proper tourism database also is not in existence. In order to rectify this, it is proposed that research capacity be expanded and a tourism asset database be implemented.

- Policy and legislative framework

Gaps identified are the fact that the Tourism Act of 1993 does not support the implementation of the Tourism White Paper of 1996, misalignment between spheres of government and integration of tourism with other sectoral policies is poor. To address this awareness campaigns can be embarked upon, environment conducive to tourism development be created and tourism frameworks need to be formalised.

- Collaborative partnerships

Lack of communication, strained and fragmented relations between public and private sectors are the major problems highlighted. To address these problems, the revitalisation of tourism forums in towns and at local level is envisaged.

Intergovernmental and stakeholder engagement and communication are propagated.

- Prioritising tourism at national, provincial and local government level

The problem is that tourism is not a priority with all government departments. To address this, the document advocates that the profile of tourism should be raised

Cluster 2.1: Tourism growth and development – demand:

- Marketing and brand management

There exists a problem with tourism marketing in the sense that niche tourism receives little attention, target markets are not expanded and emerging economies need to be targeted more fiercely. To address these aspects target marketing towards Africa needs to be grown, current destination marketing should be reviewed and technological innovations utilised more.

- Domestic tourism

The lack of a culture of domestic travel amongst the majority of South Africans, lack of domestic tourism development and satisfying the needs of the domestic traveller exist. It is thus important that a domestic tourism growth strategy be developed. Pertinent to this will be the encouragement of low-income South Africans to become tourists in their own country.

- Regional tourism

A gap exists whereby Africa's importance as a tourism source for South Africa is neglected and misunderstood. To nurture this market will be necessary in order to grow the basis of tourism arrivals further. Market research is thus important to gain knowledge about the Africa phenomenon, which will provide answers towards the further growth of regional tourism from African countries.

- Business and events tourism

According to the NTSS, there is no coordinated effort to attract international events on national level. It is thus proposed that a National Convention Bureau be

established to assist in the growth and coordination of this important tourism sector.

Cluster 2.2 Tourism growth and development – supply

- Relevant capacity building

The problem identified by the NTSS in this cluster is that the tourism sector is perceived as an unattractive career choice, not attracting quality people and skills levels of managers and supervisors are poor. Proper training on tourism and awareness on local governmental level about tourism needs to be instigated.

- Niche product development and rural tourism

Product development is not taking place as rural areas with tourism potential are not developed, whilst cultural and heritage attractions suffer from poor management and maintenance. In order to address these aspects, a spatial tourism product and experience strategy should be developed, which will then act as the guiding principle for tourism development in rural areas.

- Product information

The problem identified with product information is that there exists no coordinated and consistent tourism information. Furthermore, the fragmentation of information distribution also has been identified by the NTSS as a gap in the tourism industry. The proposal is to install uniformly branded information centres in the country in order to distribute product information.

- Responsible tourism

There could be a negative growth in tourist arrivals to South Africa if the perception exists that the local tourism industry are not practicing responsible tourism. It is thus important that responsible tourism is actively practised and that the industry is also marketed as such.

- Investment promotion

A number of small tourism business fail due to a number of factors, i.e. bad planning, lack of experience and lack of equity. It thus important in order for tourism to grow that an environment conducive to the establishment and sustainable growth of tourism businesses is provided. Funding and public-private partnerships can be used to address this lack of tourism development.

- Quality assurance

The Tourism Grading Council currently only assesses accommodation and conference facilities – other tourism sectors are excluded. To address this, a number of recommendations are done in the NTSS, including assessing other forms of tourism businesses and creating more awareness about the grading scheme.

Cluster 3 People development

- Transformation

The slow rate of transformation in the local tourism industry is a concern for government. Programmes need to be developed to make more Black entrepreneurs aware of tourism and entice them to enter the market.

- Decent work

It is stated that the tourism industry is not considered a good employer or career choice. It is thus envisaged that the Department of Labour make sure that tourism businesses comply with the labour law act.

- Service excellence

Poor service delivery is experienced in many tourism fields. A culture of excellent service delivery across the broad spectrum of tourism in the country should be fostered and encouraged. It is here where the SA Host programme – a programme focused on service delivery training for the South African tourism market – can play an important role in the upliftment of service standards.

- Community beneficiation

Rural communities seldom benefit enough from tourism development. It is also stated that communities have unrealistic expectations of tourism. Government thus has to address these issues and ultimately make sure that communities benefit from tourism development.

Cluster 4 Enablers of growth

- General tourism awareness among South Africans

There exists a limited amount of tourism awareness amongst South Africans and even in government. Tourism awareness should be raised and the recommendation is to create an advertising campaign about tourism to encourage local leisure travel.

- Safety and security

A perception exists internationally that South Africa is an unsafe tourism destination. It is thus important to develop a campaign to change this school of thought.

- International and regional airlift

Airlifts between South Africa and major tourism source markets inhibit growth of tourism. It is thus important to grow the airport access together with SAA.

- Ground transportation

The limited public transportation network is not up to standard for tourists. It is thus important to identify key routes and destinations and grow transportation networks towards those destinations.

- Domestic airlift

The expensive nature of domestic travel adds to the cost of travel for tourists, making the destination more expensive. Addressing this aspect will add to making the destination more affordable for tourists (NTSS 2011).

If these challenges as stipulated in the NTSS are interpolated to the tourism development process as proposed by Inskeep, a comprehensive tourism development strategy could be put forward.

Goeldner *et al.* (2000: 521-524) elaborate on this approach by asking questions such as: where are we today, where do we want to go, how are we going to get there and how did we do?

2.7 Summary

Finally, this chapter provides an outlay of the steps to be taken in the formulation of a tourism development strategy for the study area. This study will focus on the following steps:

Study preparation. This will include the writing of the project terms of reference defining the scale, size, market and organisation of the project.

Formulate goals and objectives. This will be a preliminary formulation, as it could still change after feedback from the next stages. A timeline for the project will be outlined in this phase. The objectives must be clear, unambiguous, non-conflicting and achievable (Cooper *et al.*, 1999: 209).

Survey and data gathering. Existing available data are first collected to determine what is available. This is to ensure that a repeat study is not done on a similar project. Cooper *et al.* (1999: 210) indicate in detail the importance of the above. Goeldner *et al.* (2000: 517) specify that data gathering must include site surveys, market survey and analysing existing facilities and competition.

Analysis and interpretation. The data are now analysed and interpreted. According to Cooper *et al.* (1999: 210-211), this process will include development planning and impact analysis.

Plan formulation. The development plan is prepared in this phase. This will include possibilities for development strategies (Cooper *et al.*, 1999: 211-212).

Recommendations. The plan is now provided to the authorities together with the recommendations. On feedback of the authorities on the plan, the final



development plan is drawn up. This can include plans for roads, sewage, walkways, landscape plans etc.

Implementation. The tourism development plan is carried out. By this stage all the necessary regulatory frameworks have also been adhered to and the public participation process devised. It is of importance to note that during this phase the phasing of the project and the timelines are adhered to.

Monitoring. This plays an important role in the ongoing success of the development plan and includes constant monitoring and evaluation of the project (Cooper *et al.*, 1999: 208-212; Inskeep, 1991: 28).



CHAPTER 3:

INTERNATIONAL AND NATIONAL SUCCESS STORIES ON CROSS BORDER TOURISM DEVELOPMENT

3.1 Introduction

Research has shown a number of examples of successful cross-border tourism developments in South Africa as well as in Europe. This chapter will identify these and provide more detail on their development as well as provide reasons for their success. The envisaged outcome is to use this interaction as a basis to develop a successful model for cross border tourism development in the Karoo Riviera.

Weidenfeld (2013: 191) states that political boundaries were set to act as barriers for human interaction and the free flow of people. He argues that tourist destinations did not develop within the constraints of borders, which made it easier for cooperation to take place later on because of globalisation. Gelbman and Timothy (2011: 128) agree and indicate that globalisation aided borderlessness, whilst Gupta and Dada (2011: 40) reason that borders can act as barriers to social and economic activities.

Tourists do not restrict themselves to one part of a region or destination. Regional borders are not seen as boundaries for travel as tourists want to maximise their travels by not restricting themselves to one region only. It is thus important that destinations realise that they are interdependent on one another and that they should cooperate to provide products that attract tourists to their region (Naipul, Wang & Okumus. 2009: 463; Gupta & Dada. 2011:40).

Timothy (2002) elaborates on the fact that tourists do not restrict themselves by borders and points out that cross border cooperation is important where tourist attractions – natural or manmade – are in existence, particularly if they are shared between bordering states. A five-part topology for the development of cross border cooperation was developed by Timothy. Based on the work of Martinez (1994) this five-part typology defined the following stages on the continuum: Alienation, Coexistence, Cooperation, Collaboration and Integration.

Alienation would occur where there is little or no cooperation between neighbouring tourist destination areas. This implies that each tourist region operates on its own terms and is responsible for its own tourism development and marketing programmes.

Coexistence implies that there are minimal areas of cooperation.

Cooperation appears when cross-border tourist destinations pursue mutual efforts to work together. These efforts lead to problem solving and are the stepping-stones towards collaboration.

Collaboration indicates the stage when cross border relationships are stable. An important note during this stage is the fact that the regions are equitable during this stage.

Integration exists where the parties are all equal, cooperate and set aside any autonomous notions (Timothy, 2002).

The question arises: what would then be the benefits of cross border tourism cooperation and collaboration? Vodeb (2006) identifies it well and indicates the following primary reasons for tourism cooperation:

- The merging of strengths;
- Designing of joint tourism products;
- Joint promotional activities;
- Joint producing of information;
- Harmonising tourism statistics; and
- Cross border investment in cultural products (Vodeb, 2006: 203).

Given the above background, the objectives of this chapter are to:

- Identify international cross-border tourism development success stories;
- Identify cross border tourism development in South Africa; and
- Identify critical success factors needed for successful cross-border tourism development.

3.2 International cross border tourism development

Collaboration between public and private sector is vital if tourism is to succeed. Timothy (1998: 56) indicates that, “a type of symbiotic relationship between the two sectors exists in most cases”. Laws and regulations fall under government control and the government needs to create the enabling climate for tourism to grow and flourish. The private sector is dependent on government and its enabling bodies to receive approval for tourism projects to be established.

Vodeb (2010) confirms the above statement and states that two main principles have to be adhered to that are needed for successful cross-border tourism cooperation. Firstly, the support and approval of the government need to be obtained and secondly, a tourism management structure needs to be implemented to facilitate the cross-border cooperation initiatives. Cross-border tourism cooperation is thus reliant on these two factors for its successful implementation (Vodeb, 2010: 220-21).

Studzieniecki and Mazurek (2007) argue in their case study on the Bug Euroregion (Poland, Belarus and the Ukraine – linked by the Bug River) that successful cross-border tourism development needs to take cognisance of coordination in four specific stages, i.e. preparation, creation, verification and gratification. It is stated in their study that the major role player in cross-border tourism development is local administration. As shown in their research, synergy between local administrations “fosters cross border cooperation” (Studzieniecki & Mazurek, 2007: 37).

In similar vein, Tosun, Timothy, Parpairis & MacDonald (2005: 6) state, “cooperation and collaboration between countries are essential in achieving sustainable development including sustainable development in tourism”. Ko (2003: 431) also indicates the importance of sustainability and argues that tourism must contribute to sustainable development. It is noted that due to the competing character of tourism amongst host destinations, cooperation between them was not high on their agenda. Tour operators also played the different destinations off against one another, later leading to destinations deciding to follow a collaborative and cooperative approach amongst different countries and regions to attract

tourists to the tourist regions. The authors focus on Turkey and Greece and provide a review of the tourism industry of the two countries. They have examined cooperation between Turkey and Greece in the marketing field in order to create sustainable tourism development in the countries of this study (Tosun *et al.*, 2005: 8).

The results of the study indicate possible strategies for cross border tourism:

- Respondents identified inter alia product development as an opportunity of cooperation between the two countries.
- Furthermore, cooperative marketing was also identified.
- The study also highlights that historical divisions were set aside and that stronger cooperation in tourism and education was needed.
- Another recommendation for successful cross- border cooperation is that the political will to cooperate needs to be apparent. In this particular example, politicians of Greece and Turkey consciously decided to cooperate across borders. It also had the added ripple effect that the public sector had to change their mindset and work towards cooperation between borders.
- Not only does the public sector have to cooperate but the private sector was also identified to achieve cooperation across borders. Tosun *et al.* (2005: 19) state that “the private sector could go so far in cooperation that politicians would be unable to stop it”.
- Tousun *et al.* (2005: 20) identify that a well-established organisational structure is also needed for efficient and effective collaboration.
- Significant financial resources are needed if successful cooperation across borders is envisaged.
- As tourism attractions in a cross border region compete for the same tourists, it supposes that cooperative marketing efforts should be beneficial to the regions. The tourism sector should realise that through cooperation, a wider market can be reached and that by working together in marketing a

tourism product, the benefits for the region can be bigger (Tosun *et al.* 2005: 20).

It is important to note that in January 2000, an agreement between Greece and Turkey was signed by the country's Foreign Affairs Ministers. This agreement dealt with cooperation in cross border tourism, specifically with the hosting and training of undergraduate tourism students of both the countries in a student exchange programme. The study states that "it is believed that this student exchange programme will lead to the establishment of not only sustainable cooperation in tourism development and management, but the students will also be agents for sustainable peace between the two countries" (Tosun *et al.*, 2005: 10-12). It can thus be safely assumed that sustainable cooperation in tourism development and management will entail peaceful cross-border tourism actions and movements.

In the study of Wang (2008a: 162), five stages were identified in the tourism collaboration process. They were identified as:

- The assembling stage;
- The ordering stage;
- The implementation stage;
- The evaluation stage; and
- The transformation stage.

In short, it meant that in the assembling stage, issues of importance for collaboration were identified. Partners were selected to execute the envisaged cooperation. During the ordering phase, the shared vision for cooperation of the different partners was identified and a plan of action to execute the cooperation devised. This plan of action would entail the relevant tourism development plans. In the implementation phase, the development plan would be implemented whilst the evaluation phase would follow suit. During the evaluation phase, the plan would be evaluated to assess whether it was successful or not. The transformation stage would determine the future direction of the cooperation process (Wang, 2008a: 162).

Other factors worth mentioning in successful cross border collaboration were cooperation in market penetration strategies and market development strategies. Challenges identified were political unwillingness, lack of financial resources, lack of experience in cross-border cooperative strategies and the specific structure of the international tourism system (Tosun *et al.*, 2005: 16-17).

Timothy (1998: 53) states that “very little has been written about the importance of cooperative efforts between public agencies, different levels of government and same-level political units in tourism planning”. Nilsson, Eskilson & Ek (2010: 153-154) state that “tourism destination development is therefore a relatively new part of regional development strategies, and accordingly also as part of cross border region building processes”. It can thus be proposed that cross border tourism is a relatively new concept in tourism development (Prokkola, 2010: 223; Prokkola, 2008: 32; Ioannides *et al.*, 2006: 123). However, a number of international studies on cross border tourism have been done by Timothy and Butler (1995), Timothy and Tosun (2003), Timothy and Saarinen (2013) and Tosun *et al.* (2005). Sofield’s (2006) study on border tourism and the communities affected by it provide an insight into the role governments can play in the growth or decline of tourism due to government border policies.

The geopolitical changes that took place in Europe during the last two decades have led to increased discussions about national borders. In a study on cross border cooperation, regionalisation and destination building at the Finnish-Swedish border, Prokkola (2008) provides some information on the role of the changes in the European geopolitical landscape and indicates that the increasing border permeability was a result of better interregional cooperation between the European Union (EU). Timothy (1998) points out that a lack of cross border cooperation “can result in environmental degradation on both sides of a border and can create a rift between neighbours”. He also argues that resources in one area can become under-utilised and vice versa and that cross border planning might even play a role in the elimination or prevention to some degree, of the “economic, social and environmental imbalances” on different sides of a border (Timothy, 1998: 55-56). Nilsson *et al.* (2010: 154) echo the above statements and

add that tourism has become an important part of the regional development strategies of tourism development.

Halkier (2010: 92), however, is of the opinion that the role of the EU in tourism development has been limited. In his article, he argues that the EU tourism policies actually led to the rise of low-cost airlines and secondly assisted in the development of “new and existing tourist destinations well off the beaten tourist track in less well-off parts of Europe” (Halkier, 2010: 103). One aspect not interrogated in his research, however, was the role of cross border tourism and how the EU succeeded in their efforts for cross border cooperation. Timothy (1998: 55) provides detailed information on the success of the EU in cross border cooperation by stating that the EU is a good example of cross border cooperation regarding tourism. He states that for cross border cooperation to succeed there had to be coordination between different levels of government. Hall (1994: 33, as stated in Timothy, 1998: 55) affirms this and indicates, “coordination is necessary both within and between the different levels of government in order to avoid duplication of resources in the various government tourism bodies and the private sector, and to develop effective tourism strategies”.

Another important factor regarding successful cross border cooperation identified by Timothy (1998: 55) is that “integrated planning can best be achieved through some kind of cooperation” at National or Provincial level. This confirms what has been stated by Tosun *et al.* (2005), namely that the cooperation between public and private sector is necessary, as well as cooperation between the different levels of government for cross border tourism to succeed.

The study on cross border destinations and tourism by Nilsson *et al.* (2010: 156-157) and Prokkola (2008: 34-35) provides further information on the European Union’s Interreg III (2000-2006) cross border developments on local and regional level. It also focuses on reducing barriers that have a harmful impact on cross border collaboration, improving transport networks and cross border integration. The study focuses on cross border regions in the Baltic Sea area, specifically Nordkalotten, Pomerania and Skargarden.

Specific cross-border tourism programmes were recognised, i.e.:

- Developing vehicular routes (Arctic Trail, Barents Road, Nordic light trail) through the different regions. However, one negative fact to be taken into account, making cooperation difficult here was the large distances.
- Another example of cross border cooperation is the Haparanda-Tornia towns at the Torne River. Situated on both sides of the river they share a common history. Using their unique product (a city on both sides of the river), they created a tourism attraction out of it. Brandishing the slogan “hit the World’s longest drive” on their cross border golf course, it is possible to hit a ball on the Sweden part of the course and it lands “an hour later” (due to the time difference) in Finland (Nilsson *et al.*, 2010: 165-166).

A lesson learnt from this case study is that tourism “has become an integrated element in regional development studies”. Furthermore, the economic benefits of tourism are sighted as far more important than political issues. Nilsson *et al.* (2010: 167) talk about “liberal economic rationality”. They state that the political borders in this study are either “virtually invisible”, or that problematic historical differences (wars) are avoided. They call it the “non-use of history” and it presupposes the notion that negative occurrences in history are turned into positive, touristy type of attractions. The study has found that history was actually regarded as non-problematic. A third lesson is the fact the future benefits of cross border cooperation were understood, and actively promoted and participated within the communities. Infrastructural benefits and political cooperation were spin-offs from this vision. Two major observations were made from this case study on cross border cooperation, namely:

- It is important to create an inner unity within a border region.
- It is important for the regions to be seen as part of the greater European Union (Nilsson *et al.*, 2010: 168-169).

Prokkola (2008) provides an interesting discussion on cross border tourism, specifically with the European Union in mind. The study, focusing on cross border cooperation at the Finnish-Swedish border, remarks that the frequent interregional cooperation found in the EU leads to the building of cross-border tourism destinations (as per the previous case study) and that development strategies are

more and more focused on cross border tourism. The study indicates the importance of the EU programmes and that “the sustainability of the tourism industry is inextricably bound to territorial cohesion, cross border cooperation and networking”. The study further states that “cross border cooperation in tourism is understood as a means of increasing regional competitiveness and sustainability, of strengthening regional identity and promoting emergence of functional and imaginary region” (Prokkola, 2008: 32).

Prokkola has identified a few cross border organisations in the Finnish Swedish border region. Her study focuses on the Council of the Tornia Valley, Provincia Bothniensis, the Bothnian Arc and the Arctic Circle Network AB. She reaches the following conclusions:

- Municipalities have established cross border organisations motivated by the possibility of procuring funding from the Interreg programme.
- In order to support tourism development, cross border projects have been carried out in the areas covered by the different municipalities.
- Tourism development has implicated the commercialisation and marketing of the area affected as a single destination.
- Cross border tourism can be established so that one municipality can belong to several tourism destinations.
- Cooperation has been politically supported.
- Financial support is always available (Prokkola, 2008: 43).

Prokkola also indicates that when the image of an area is strengthened as a desirable cross-border tourist destination, it increases border porousness and leads to successful cross border tourism (Prokkola, 2008: 43).

Timothy (1998) also cites the Northeastern United States, where the New England states (i.e. Maine, New Hampshire, Vermont, Massachusetts, Rhode Island and Connecticut) introduced a cooperative system of marketing them collectively as a tourism destination, as an example of successful cross border tourism. However, Timothy stresses that a lack of cross border cooperation can lead to the over-

utilisation of resources on one side of the border and even a division between the neighbouring states.

Environmental degradation can also be a negative factor due to the lack of cross border cooperation. Positive factors might be that cross border planning can create equilibrium amongst economic, social and environmental imbalances occurring on both sides of borders (Timothy, 1998: 55-56). Another example of cross border cooperation can be found in Australia where a Statutory Corporation known as Desert Knowledge Australia (DKA) was formed in 2003. Their area of operation is the Outback, which spans the interior of the Australian continent. The Outback stretches over five states and “desert tourism” is seen as one of the major tourism developmental breakthroughs for the DKA. Not only were they responsible for creating linkages between the five different states, but also for identifying key issues relating to the desert communities.

In identifying “Outback Tourism” as a cross border initiative, the DKA played a pivotal role in creating unity between different stakeholders. Support from government was vital and this came in the form of the creation of a statutory corporation – the DKA. Their objective was to guide coordination and development in the Outback. The legislative act, the Desert Knowledge Australia Act of 2003, was then introduced, paving the way for the formation of the DKA and their respective responsibilities (Desert Knowledge Australia, 2005: Northern Territory of Australia, 2003).

Important lessons for the role of government in cross border cooperation came to the fore in this initiative. The Outback Tourism initiative identified the following focus areas and ways of addressing it:

- **Leadership and Coordination**

There was a lack of leadership in the tourism sector throughout the Outback. This led to the recommendation of establishing a Project Implementation Committee, Outback Tourism Marketing Committee and a national coordinator. In South African terms, it indicates that a Destination Marketing Organisation (DMO) was established with support from government.

- **Brand Marketing and Positioning**

A tourism brand was to be developed with the support from all the States and regional tourism marketing organisations.

- **Access, Infrastructure and Investment**

An Outback Transportation Plan for cross border tour operators was developed, addressing the need for safe and easy access. With five states it would also mean that there would be different licensing agreements and the Outback Transportation plan addressed the licensing conundrum by combining it into one package fit for all the States.

- **Information Research and Communication**

Product specific research was encouraged whilst a central information system for tourism enquiries, together with visitor centres, was identified.

- **Industry Capacity Building, Products and Experience**

Projects such as business incubator programmes and business networks were introduced (Crozier, 2011; DKA, 2005).

The above is a good example of government support to create sustainable cross border cooperation. The positive role of public- and private-sector involvement is thus important if cooperation is to succeed.

Cross border tourism is also studied in detail and politics, environmental protection and economic impacts are discussed and evaluated in the study of Timothy and Teye (2004) on political boundaries and regional cooperation in tourism. Timothy (1998: 53) supports Prokkola that if “integrative tourism development is to occur; cooperation between various planning sectors must exist”. He further emphasises that cooperation should exist between government agencies, different levels of government, administration levels and private and public sector. It is thus clear that intergovernmental cooperation is necessary for successful cross border tourism to take place.

There are more than 70 cross border regions in Europe today, operating under the names of “Euroregions” or “working communities” (Perkmann, 2003: 153). The European Union’s LEADER programme focuses on transnational cooperation in rural areas with an initial focus on networking of skills as a regional development tool.

Sofield (2006) discusses borders and cross border tourism in Asia and specifically mentions six countries bordering the Mekong River, i.e. Cambodia, the People’s Republic of China (Yunnan Province), Lao People’s Democratic Republic (Lao PDR), Myanmar, Thailand and Vietnam. They formed the Greater Mekong Sub-region (GMS) to strengthen regional cooperation. In 2001, they agreed to cooperate to put forward a strategy to enhance regional cooperation in the area that would facilitate cross border tourism amongst others. The focus of this strategy was the fact that regional cooperation was to be made effective by collaborating regarding investment and tourism. The tourism sector was “recognized as a major growth engine for socio economic development and poverty alleviation, as a promoter of the conservation of natural and cultural heritage, and as a harbinger of peace in the sub region” (Sofield, 2006: 116).

They worked towards a sub-regional 2015 Millennium Development Goal (MDG). It is important to note that Cambodia, Lao PDR, Thailand and Vietnam signed a cross border agreement in which they stated that the flow of people and goods was prioritised and legislation put in place to simplify and harmonise the flow of tourists. This led to funding from the Asian Development Bank (ADB) to the Mekong Tourism Development Project. where regional tourism, demilitarised cross border checkpoints and joint tourism ventures played a pivotal role. Seven themes were identified, one of which was facilitating tourism movement to and within the sub-region. However, it must be noted that this initiative is still a long way off those of the European Union. It must be noted that Sofield emphasises that “where governments embrace cooperation along their borders, tourism flows can be facilitated” (Sofield, 2006: 115-117).

Teague and Henderson (2006) endorse the above statement of Sofield and argue that public and private sector should cooperate for successful cross border tourism to take place. They emphasise the important role of the public sector and argues

that the public and private sector should be “appropriately organised” for cross border tourism to be successful. Furthermore, they reason that both parties must derive significant benefits from cooperative activities. If there are no mutual gains, the cooperative activities might cease to exist sooner rather than later. Lastly, they claim that if cross border initiatives are funded externally, usually by the public sector, the funding ends too soon and the projects are jeopardised due to lack of funding (Teague & Henderson, 2006: 1088).

According to Palomaki (1994), Tenhiala (1994), Greer (2002), Timothy (2001) and Dar (2014), it is emphasised that cross border cooperation is important if tourism is to be developed to its full potential.

3.3 National perspectives on cross border tourism development in South Africa

Rogerson and Kiambo (2007: 509-510) indicate that the growth of tourism arrivals to South Africa since 1994 is the result of the birth of the new democracy, improved infrastructure, improved living standards, wealth in several countries and changes in visa requirements. The roles of cross border cooperation are not indicated as a reason for tourism growth *per se*, but can be found underlying the abovementioned.

The Domestic Tourism Growth Strategy 2012 2020 (2011) indicates that the benefits of tourism growth to all South Africans should be through sustainable job creation and promoting transformation and redistribution in our economy. The document provides six strategic objectives:

- To increase foreign tourist values;
- To increase spending;
- To increase length of stay;
- To promote a more even geographical spread of tourism;
- To reduce seasonality; and

- To drive transformation and black economic empowerment (Domestic Tourism Growth Strategy 2012 2020).

Rogerson and Kiambo (2007) present a concise overview of some of the strategies used to gain a market share by South African Tourism in the growing tourism market of Southern Africa. All these strategies include cross border travel from African tourists to South Africa. Aiding this thrust towards cross border tourism was the Department of Transport's Air Lift Strategy that opened up the sky to liberalise air transport. This effectively promoted cross border tourism and made it easier for travellers from other African countries to visit South Africa (Radebe, 2006).

The study by Makochekwana and Maringa (2009) on the movement of people in the SADC (Southern African Development Countries) regions indicates that SADC member states have established some bilateral agreements, which promoted visa requirements to be less strict in order to free the flow of residents to the member states. This would then free SADC members of restrictions regarding the obtaining of visas, thus making cross-border tourism movement easier.

From the efforts of South Africa Tourism to promote cross border tourism, it is important to note that the destination is an important unit in destination development (Haugland, Ness, Gronseth & Aarstad, 2010: 269). Research on destination development as indicated by Haugland *et al.* (2010) indicate a number of studies on tourism development. Their study includes strategic destination planning (Formica & Kothari, 2008), dynamic destination management (Sainaghi, 2006); destination competitiveness (Mazanec, Wober & Zins, 2007); collaboration in tourism policymaking (De Araujo & Bramwell, 2002; Bramwell & Sharman 1999); collaboration and community-based tourism planning (Jamal & Getz, 1995); collaborative destination marketing (Wang & Xiang, 2007); destination marketing organisations (DMOs) (Gretzel, Fesenmaier, Formica & O'Leary, 2006); and destination governance (Beritelli *et al.*, 2007).

Haugland *et al.* (2010) then add that the research also led to some gaps of which one aspect is that developing strategies have "not fully taken into account the challenges of developing strategies across multiple actor boundaries" (Haugland

et al., 269). The article also indicates that destinations that are linked geographically shows that tourism development across regions (borders) takes place with good inter-governmental relationships.

The National Tourism Sector Strategy (NTSS) of 2011 also states that there is a need for inter-jurisdictional collaboration. There is no coordination from a national level to ensure alignment between the marketing promises made at national level, and actual product development. Often, neighbouring municipalities or provinces plan to develop very similar experiences within their areas, but lose sight of the fact that their product offering can be improved through coordination with others. Tourism does not follow political boundaries (NTSS 2011). The Middle Orange River Basin offers an example of cross border tourism opportunities waiting to be exploited.

The Middle Orange River basin can thus act as a perfect basis for route tourism in the South African tourism landscape. The concept of route tourism refers to an initiative designed to link together a group of tourism activities and attractions under a unified theme and to promote local tourism by encouraging visitors to travel from one location to the next (Rogerson, 2007: 50).

In South Africa, route tourism “is being actively developed, involving linking together the tourism resources of a number of smaller centres and developing and marketing them collectively as a single tourism destination region” (Lourens, 2007: 476). The African Dream Project driven by the Open Africa Foundation and NGO in South Africa attempts to initiate a tourism route from the Cape to Cairo, thus crossing national geographical borders (Visser, 2004).

In the study of Lourens (2007) on route tourism, a number of critical success factors were highlighted, i.e. tourism audit of products, identifying of a unique selling product and potential membership. The author lastly indicates that the role of local government and private sector are very important if a tourism route as a tourism attraction will be successful or not. It is stated that cooperation between the two overarching role-players is thus important for success (Lourens, 2007: 486-487).

In the study of Meyer (2004) on tourism routes and gateways, it is indicated that cooperation between “different local areas, regions and even across borders” are necessary for successful tourism routes and for tourism development. The author also emphasises the importance of cooperation networks as part of the success of route tourism (Meyer, 2004: 7, 14). Briedenham and Wickens (2004a) also agree and state that “cooperation and partnership between different local areas, regions, states and occasionally countries” are an added benefit of route tourism (Briedenham & Wickens, 2004a: 72-73).

The Draft Rural Tourism Strategy (2011) of South Africa indicates that the concept of developmental nodes is the cornerstone of government’s rural development strategy. These developmental nodes stretch across provincial borders and imply in effect that cross border cooperation will be needed to build links between the different provinces. It thus presupposes that regional cooperation will be needed to develop cross border tourism in the Middle Orange River region effectively. Closely related to the Draft Rural Tourism Strategy is the New Growth Path of the National Development Plan (2011).

As tourism has been identified as one of the six major focus areas of the National Development Plan (2011), one of the key initiatives for tourism has been identified as *Fostering rural development and regional integration* and *Promoting the role of municipalities and provincial governments*. This also relates to coordination of tourism agencies between provincial, district and local levels.

According to Smallbone, Labrianidis, Venesaar, Welter & Zashev (2007: 26), “Internal cross border regions emerge as new spaces of social and economic activity ... eventually becoming centres of gravity of economic activity”. Smallbone *et al.* (2007) also provide a number of measures to be implemented to promote cross border collaboration:

- Introducing measures to raise awareness of the opportunities presented by cross border partnerships among enterprises, e.g. by organising study tours;
- Establishing cross border partnership search facilities, to identify suitable partners for firms;

- Fostering business-to-business contacts through joint events and distributing information;
- Increasing the international networking capacity of business association;
- Establishing cross border partnership support programmes;
- Promoting business support network in border regions, to provide information, advice and training to small companies;
- Planning joint infrastructure; and
- Promoting regional branding (Smallbone *et al.*, 2007: 160-167).

Atkinson (2008), based on Smallbone *et al.* (2007), add to the above and identifies the following roles of government to be of importance for cross border cooperation:

- Creating a brand;
- Developing the supply and demand side of tourism through tourism development and marketing;
- Developing an institutional framework, i.e. Destination Marketing Organisation (DMO);
- Community development projects; and
- Provision of financial support (Smallbone *et al.*, 2007: 137).

The Transfrontier Conservation Areas in Southern Africa (TFCAs) are a good example of cross border tourism development. According to Spenceley (2008: 287), TFCAs “are characterized as relatively large areas encompassing one or more protected areas that straddle frontiers between two or more countries”. Spenceley (2008: 96) further describes transfrontier conservation as

integrated ecosystem, conservation and socio-economic development models. This paradigm is a shift from being a state-driven activity to being more based in society, and particularly at the local level, where a variety of different stakeholders are encouraged to play more active roles in the management of natural resources.

The intention is to encourage the formation of alliances between different stakeholders such as government departments, the private sector, local communities and non-governmental organizations.

Ferreira (2004) argues that the forming of the Transfrontier Parks in the mid-1990s could assist in efforts to boost tourism, protect biodiversity, uplift communities and promote harmony in Southern Africa (Ferreira, 2004: 301). The Kgalagadi Transfrontier Park was the first to be established as a joint operation between South African and Botswana. The Kruger National Park and Mozambique followed suit with the Greater Limpopo TFCA. The concept grew to include other cross border projects such as the Maloti-Drakensberg Transfrontier Park, Richtersveld-/Ai-/Ais Transfrontier Park, Greater Mapungubwe TFCA and Greater Limpopo TFCA, to name but a few of the 13 TFCAs (Briedenham & Wickens, 2004a: 77).

According to Boundless Southern Africa, the now defunct marketing arm of the TFCAs, three categories of TFCAs were identified, depending on the developmental state of the particular region. The three categories are *dormant*, *emerging* and *advanced*, with the last two having developed Integrated Development Plans (IDP), which indicate investment opportunities within the parks for the private sector to invest in. The particular parks identified are Kgalagadi TFCA, /Ai-/Ais-Richtersveld, Maloti Drakensberg TFCA, Lebombo TFCA and Greater Limpopo TFCA. Tourism development opportunities thus included lodges, resorts, safaris, adventure and cultural tourism activities (Boundless Southern Africa, 2012).

Not everything, however, is plain sailing – as mentioned earlier, the lack of infrastructure in some TFCAs leaves much to be desired. This leads to negative experiences by cross border tourists and the corresponding avoidance of these regions. Of particular importance is the case of the Greater Limpopo TFCA where tourists do not want to visit the Gonarezhou National Park (Zimbabwe) and the Limpopo Park (Mozambique) due to the lack of development. The Kruger National Park bordering the other two parks, however, is a popular destination, leading to the fact that most tourists do not cross the border to experience the whole of the TFCA. The effect of this lack of cross border tourism is that possible income, which could be allocated to less-developed parks, does not reach the much-

needed areas. The knock-on benefits thus are that tourism development cannot take place due to lack of necessary funding. This then explains why only Kgalagadi TCFA, Maloti-Drakensberg TFCA and /Ai/Ais-Richtersveld TFCA are mostly beneficiaries of cross border tourism (Boundless Southern Africa, 2012).

The TFCAs are a driving force in promoting cross border tourism in Southern Africa and South Africa in particular. Together with the promotion of tourism, it aligns itself with the development of regional infrastructure that would assist cross border tourism towards the TFCAs. However, a study by the University of Pretoria on cross border tourist guiding found that the lack of infrastructure inhibited cross border tourism from South Africa to neighbouring countries in the TFCAs (University of Pretoria, 2013: 58-59).

Ferreira (2004: 301) also argues that the Transfrontier Parks aid cross border tourism as the tourists follow animals across international borders for game viewing and sighting experiences. The Transfrontier parks make it possible to cross political borders. As these Transfrontier parks straddle political boundaries and free movement inside these parks are allowed, the boundaries – as tourists see them – are beginning to disappear. Thus Southern Africa according to Ferreira (2004: 302), are seen as a single tourism destination. The establishment of Transfrontier Parks has thus lent to the growth of cross border tourism in Southern Africa. Transfrontier conservation initiatives also form an integral part of NEPAD, the new Partnership for Africa's Development (Ferreira, 2004: 309).

Underlying the success of the Transfrontier Parks of Southern Africa and, in fact, any tourism attraction as a tourism destination, are a number of factors that have to be taken into account. These factors are:

- Existence of some form of local asset. This may include cultural, historical and physical landscapes.
- Form of accessibility. The infrastructure at the tourism destination plays an important role in attracting tourists to a particular destination.
- Critical mass. It is often found that attractions with similar experiences tend to attract and draw tourists to a region.

- Vulnerability of tourists towards external factors i.e. exchange rates, seasonality and world politics and economies.
- Public policies and investments. This can include regulations, laws and policies (Halseth & Meiklejohn, 2009: 295-296).

The above-mentioned factors are relevant to the success of the Transfrontier Parks, i.e.

- collaborative policies and investments, whereby a number of different governments acts as enabler bodies in putting laws to enable the establishing of the parks;
- shared local assets, which are the game and outdoor nature experience;
- critical mass of same type of tourist attraction;
- easy accessibility to Transfrontier Parks; and
- shape of world economies, which acts as an enabler or, alternatively, can have a dampening spirit on the spending power of tourists and potential tourists.

Timothy (1998: 53) agrees and points out that

if integrative tourism development is to occur, cooperation between various planning sectors must exist. Cooperation between government agencies, between different levels of government, between equally autonomous polities at various administrative levels, and between the private and public sector is necessary if integrative tourism is the goal.

The Transfrontier Parks illustrates the above statement well. Timothy also points out that for tourism development to be successful in a region, coordinated efforts must be made by two or more levels of government (Timothy, 1998: 55). It is thus clear that local and regional cross-border tourism development cannot be separated from coordinated efforts by the different spheres of local and regional governments.

As the field of study encompasses different regions and/or municipalities, it can be seen that the regional/municipal buy-in towards cross border tourism runs

throughout successful initiatives. It can be deduced that the regions/municipalities identified the economic benefits of sustainable cross border tourism and thus encourage ways to stimulate this activity as much as possible. As mentioned earlier it must be noted that, “where governments embrace cooperation along their borders, tourism flows can be facilitated” (Sofield, 2006: 115-117).

Timothy (1998: 53) is of the opinion and thus supports Prokkola that if “integrative tourism development is to occur cooperation between various planning sectors must exist”. He further emphasises that cooperation should exist between government agencies, different levels of government, administration levels and private and public sector. This supports the statement that intergovernmental cooperation is necessary for successful cross border tourism to take place.

According to Prokkola (2008), for cross border tourism thus to be successful, a number of factors have to be taken into account:

- Geographical distance. Long distances between regions can have a negative effect on the success of a region, whereas shorter distances are more beneficial to successful cross-border tourism development.
- A political will must exist to create an effective cross border region.
- Economic environment. A positive economic environment must exist to create the necessary wealth.
- Communication means. Viable means of communication must exist.
- Socio-cultural cohesion. Similar socio-cultural cohesion amongst regions needs to exist to be effective in creating a successful cross border region (Prokkola, 2008: 43).

Timothy provides some insight into factors having a negative impact on cross border tourism. He indicates that cultural and political aspects act as a hindrance. Furthermore, Timothy and Teye (2004) point out that the beginning of the cross-border initiation stage is always the most difficult due to the competitive nature of tourism regions across the borders. Similar tourism attractions can be found on both sides of a border and thus lead to the competition between products.

3.4 Summary

It is argued that municipalities may compete amongst one another, whilst different languages and cultures also play a major role. From the literature study, for cross border tourism thus to succeed, the most important factors are the following:

- First, the political will needs to be present to make it succeed. From the literature review, it is evident that the main reasons for successful cross border tourism are the result of positive political will and participation. The example of the EU can be used to good effect and in particular, the role the INTERREG projects plays in cross-border tourism development.
- Secondly, does the necessary funding need to be made available and applied to establish a cross-border tourism region successfully. Funding is necessary for marketing exercises, branding, tourism development and establishing of cross-border tourism routes.
- Thirdly, the buy-in of all role-players is also of critical importance. This includes the public and private sector. Communication regarding any cross border tourism cooperative initiatives needs to be good and regular stakeholder meetings need to take place informing role-players about cross border initiatives.
- Where a government agency, department or DMO was identified as a 'driver', cooperation was also more likely to succeed. This ties in with the buy-in needed from all role-players.
- With role-players identified as an important part of cooperation, the support from the local community is automatically included – cooperation should also benefit the local community.
- A regulatory framework for cross border cooperation should also be established and implemented to ensure that cross border cooperation is successful.

Together with the political will, the factor of sufficient funding for cross border development, the establishment of a DMO and a regulatory framework, cross border cooperation can be successful.

CHAPTER 4:

TOURISM STRATEGIES IN THE FREE STATE, NORTHERN AND EASTERN CAPE IN RELATION TO RIVERINE TOURISM DEVELOPMENT

4.1 Introduction

Tourists are generally not interested in boundaries formed by local, district and provincial authorities. Their interest is in the tourist attractions of a specific area or region and the political boundaries are not of interest. However, political boundaries do have a role to play in the movement of tourists if there are boundaries to cross, i.e. different countries or regions. Tourism development is influenced by political boundaries, as tourism developmental plans need to be addressed at local, district and provincial level. This poses challenges for tourism managers and policy-makers, as cooperation across provincial borders is never easy.

The main goal of a tourism development strategy is to provide maximum economic benefits to a particular region. It is important to note that the three general goals for the development of tourism are:

- An increase in the economic value of tourism;
- Improvement in the quality of life of people; and
- The protection and responsible utilisation of natural resources (Keyser, 2011; Cooper *et al.*, 1999; Goeldner *et al.*, 2000; Verdinejad, Syyedjavaden, Boroujeni & Hedari, 2011).

To increase the economic value of tourism, unscrupulous tourism developers could develop attractions, facilities and services that could lead to the degradation of the environment and communities in order to gain short-term benefits. This is termed “market-led tourism development”. To counter this phenomenon, “product-led development” should be encouraged in ways where the minimum impact on local communities and the host environment should be evident. This could lead to

improvement of quality of life and protection and responsible utilisation of natural resources (Inskeep, 1991:9; Swarbrook, 2009: 301-302).

For New Zealand Tourism, for example, cooperation and partnerships are of great importance to their tourism industry. With the creation of the new Ministry of Tourism in 2002, press releases “highlighted the importance of developing productive relationships between the government, tourism operators and other stakeholders” (Bhat & Gaur, 2012: 192).

In South Africa, national and provincial government deem the growth of the tourism sector as important as tourism is used as a conduit towards development, empowerment and social transformation (Cornelissen, 2005: 163). Avramescu and Ungureanu (2008: 1585) confirm this and add that local tourism development strategies are the extension of national development policies. Inskeep (1991) also adds two more points that are important regarding tourism development. Firstly, an overdependence upon tourism should be cautioned against, and secondly, “all the potential economic sectors, based on the resources of the area, should be considered for development with tourism integrated into the multi-sectorial economy”. According to Verdinejad *et al.* (2008), obstacles to tourism development have to be recognised. The major obstacle identified is the lack of community participation. Secondly, they stress that cooperation between government and the private sector should be of the utmost importance, as governments are responsible for the implementation of policies and programmes (Verdinejad *et al.*, 2008: 805).

Tourism development thus requires planning for tourism in a way that is not negative to the host community and environment, and should benefit them both. The developer and development must take cognisance of the role of all the role-players in the proposed area of development, which includes governmental and all regulatory aspects in the sphere of commitment.

Given the above background, the objectives of this chapter are to:

- Identify tourism strategies and regional cooperation in South Africa and the relevant cross border initiatives;

- Identify cross border policies in tourism policies of the Free State, Northern Cape and Eastern Cape Provinces.

4.2 National tourism strategies in South Africa

The **National Tourism Sector Strategy (NTSS)** of 2011 poses several challenges for tourism development, which should be kept in mind during the tourism development process. These challenges are indicated in the format of various themes as indicated below:

Theme 1: To grow the tourism sector's absolute contribution to the economy

- To provide excellent people development and decent work within the tourism sector;
- To increase domestic tourism's contribution to the tourism economy; and
- To contribute to the regional tourism economy.

Theme 2: An enhanced visitor experience

- To deliver a world-class experience;
- To entrench a tourism culture among South Africans; and
- To position South Africa as a globally recognised tourism destination brand.

Theme 3: Sustainability and good governance

- To achieve transformation within the tourism sector;
- To address the issue of geographic, seasonal and rural spread;
- To promote "responsible tourism" practices within the sector; and
- To unlock tourism economic development at a local government level (NTSS, 2011).

The NTSS also states in particular about cross border cooperation,

Tourism knows no boundaries. Tourists to the region would want to have an integrated regional experience. This calls for greater levels

of cooperation and partnerships with industry and government counterparts, across our borders in particular (NTSS, 2011: 37).

On tourism within South Africa, it comments that the NTSS intends to

Review spatial development initiatives (SDI's), priority areas for tourism infrastructure investment (PATII's) and provincial plans, and develop a revised national tourism master plan as guideline for provinces, municipalities and the private sector to develop products and experiences that would improve and expand the current offering, utilize new high-potential tourism areas, and meet domestic and foreign market needs (NTSS, 2011: 43).

The **Rural Tourism Strategy of 2012** focuses on the tourism development of rural areas. It identifies various tourism nodes, based on the development nodes identified by the Department of Rural Development and Land Reform. The strategy further identifies many tourism opportunities in the rural landscape of South Africa. Some of these opportunities lie in eco-tourism, adventure tourism and agri-tourism, to name but a few. These kinds of tourism opportunities abound in the study field and form the cornerstone of tourism development in the Karoo Riviera (Rural tourism strategy, 2012).

The Rural Tourism Strategy of 2012 was developed out of the Rural Development Strategy of 1995, but with a definite tourism focus. In Viljoen and Tlabela (2007), the authors point out that communities in rural areas have an important role to play if tourism is to grow in the respective rural communities. This is one of the key elements evident from the Rural Development Strategy of 1995.

The **Domestic Tourism Growth Strategy 2012-2020** (2012) highlights a number of key strategies in its identification of tourism as an important sector of the South African economy. Of importance can be increasing the number of tourists to South Africa, increasing tourism spending and the promotion of tourism infrastructure. It also emphasises the role domestic tourism plays and indicates the importance of the growth of domestic tourism.

The **2011–2013 Marketing Tourism Growth Strategy** of South Africa Tourism (SAT) identified six major key objectives:

- Understand the market;
- Choose the attractive segments;
- Market the destination;
- Facilitate the removal of obstacles;
- Facilitate the product platform; and
- Monitor and learn from tourism experiences (SAT, 2010).

These six objectives can be made applicable to the study area, as it will be important for a successful tourism development plan to identify the target market of the study area. Furthermore, the plan should identify the niche tourism products of the area and focus on the marketing thereof. The study area also has a number of challenges, which need to be identified clearly and remedies provided. Currently, poor infrastructure and inadequate service delivery are two of the main challenges that need to be addressed and focused on for successful tourism development. In addition, according to the Karoo Tourism Strategy (2012), a tourism institution should be put in place to assist with the product platform whereby the institution could assist in the implementation of tourism strategies. The monitoring and evaluation of tourists' experiences in the study area should not be discarded as research on it can assist in the provision of a better tourism product (Karoo Tourism Strategy, 2012).

The major policy directive for tourism development in South Africa is the **White Paper on the Development and Promotion of Tourism in South Africa of 1996** (DEAT, 1996). According to the White Paper, a number of key constraints limit the effectiveness of the tourism industry to play a more meaningful role in the national economy. Some of the key constraints are mentioned below:

- tourism has been inadequately resourced and funded;
- myopic private sector;

- limited integration of local communities and previously neglected groups into tourism;
- inadequate tourism education, training and awareness;
- inadequate protection of the environment;
- poor service;
- lack of infrastructure, particularly in rural areas;
- a ground transportation sector not geared to service tourists; and
- lack of inclusive, effective national, provincial and local structures for the development, management and promotion of the tourism sector.

Based on an assessment of the problems, constraints and opportunities facing the South African tourism industry, the imperatives of global change as well as the ideas and concerns raised in the countrywide workshops in South Africa, the concept of "Responsible Tourism" emerged as the most appropriate concept for the development of tourism in South Africa. Key elements of responsible tourism are:

- Avoid waste and overconsumption;
- Use local resources sustainably;
- Maintain and encourage natural, economic, social and cultural diversity;
- Be sensitive to the host culture;
- Involve the local community in planning and decision-making;
- Assess environmental, social and economic impacts as a prerequisite to developing tourism;
- Ensure communities are involved in and benefit from tourism;
- Market tourism that is responsible, respecting local, natural and cultural environments; and
- Monitor impacts of tourism and ensure open disclosure of information (DEAT, 1996).

The following principles will guide the development of responsible tourism in South Africa:

- tourism will be private-sector driven;
- government will provide the enabling framework for the industry to flourish;
- effective community involvement will form the basis of tourism growth;
- tourism development will be underpinned by sustainable environmental practices;
- tourism development is dependent on and the establishment of cooperation and close partnerships among key stakeholders;
- tourism will be used as a development tool for the empowerment of previously neglected communities and should particularly focus on the empowerment of women in such communities;
- tourism development will take place in the context of close cooperation with other states within Southern Africa; and
- tourism development will support the economic, social and environmental goals and policies of the government (DEAT, 1996).

To ignite the tourism engine of growth in South Africa a number of key policies must be developed and actions taken in the following areas:

- Safety and security;
- Education and training;
- Financing tourism and access to finance;
- Investment incentives;
- Foreign investment;
- Environmental management;
- Product development;
- Cultural resource management;
- Transportation – air and ground;

- Infrastructure;
- Marketing and promotion;
- Product quality and standards;
- Regional cooperation; and
- Youth development (DEAT, 1996).

The abovementioned tourism strategies are a summary of the road map for tourism development and identify tourism; thus, as a key economic development strategy for South Africa (Kwaramba, Lovett, Louw & Chipumuro, 2012: 886). Government has adopted these strategies for tourism to grow, with the resultant positive outcomes for job creation and economic growth. It is important to recognise that these strategies are all relatively new, except the Tourism White Paper of 1996, and are the result of the limitations stemming from the White Paper.

It can be seen that cooperation between different provinces are not high on the agenda of these strategies and that emphasis are mostly placed on other factors such as tourism development, sustainability and marketing platforms. As can be seen in paragraph 4.3, regional cooperation is dealt with in detail and provincial cooperation is left to provinces.

4.3 Regional cooperation in Southern Africa

According to the Tourism White Paper (DEAT, 1996), South Africa is committed to working with other countries in Southern Africa in developing its tourism industry. South Africa will collaborate with regional tourism organisations such as South African Development Community (SADC) and Regional Tourism Organisation of Southern Africa (RETOSA) in the development of tourism in Southern Africa. Appropriate bilateral relations will also be established with neighbouring countries. A number of areas of cooperation should be actively encouraged:

- environmental conservation and the development of related products such as trans-border protected areas;

- international marketing, e.g. joint international marketing campaigns with SADC countries;
- education and training;
- cruise tourism;
- handicraft and curios production;
- the easing of visa and travel restrictions for *bona fide* visitors;
- cooperation with other countries in Africa (outside Southern Africa) shall be encouraged; and
- regional tourism health information and disease control programmes (DEAT, 1996).

From the above it is clear that the Tourism White Paper maintains a view that cooperation across borders is an important tool in the promotion and development of tourism in South Africa. However, no mention has been made about similar cooperation between provinces. The White Paper even states that “Domestic marketing should be a provincial responsibility” (DEAT, 1996).

It is important to note that the White Paper declares,

South Africa should work towards the careful implementation of trans-border protected areas and other regional projects in such a way as to generate equitable benefits among different countries.

As can be seen cross border cooperation are effectively encouraged between different neighbouring countries, but not between different provinces (DEAT, 1996).

In 1998, government produced the Tourism in Gear Development Strategy (DEAT, 1998) document. Rogerson and Visser (2004) indicate that there was a need for collaboration between government and the private sector. Pointing to the Tourism White Paper and the Tourism in Gear documents, they highlight the need for collaboration as mentioned in both documents.

The Responsible Tourism Handbook: A Guide to Good Practice for Tourism Operators (DEAT, 2002), also focuses on collaboration and the development of partnerships. Although focusing on the role of communities and how to obtain the maximum benefits from opportunities stemming from responsible tourism, it also advocates that communities play a significant role in tourism activities in their sphere of influence.

As the study area consists of a number of bioregions, it is important that the study also take note of this. The new Biodiversity Act does not specify how Members of Executive Council (MEC)'s would coordinate bioregions spanning more than one province (according to the *Government Gazette* 16 March 2009, on *Guideline regarding the Determination of Bioregions and the Preparation and Publication of Bioregional Plans, April 2008*). This act aims to provide a road map for the management and conservation of the biological diversity of South Africa. A number of guidelines were provided in the act, namely to provide guidance on:

- determining the boundaries of a bioregion;
- the contents of a bioregional plan; and
- the process of publishing a bioregional plan (*Government Gazette. Guideline regarding the Determination of Bioregions and the Preparation and Publication of Bioregional Plans 2008, 11*).

Bioregional plans are intended to inform planning, decision-making and management of natural resources by a wide range of sectors and stakeholders, and need to be:

- Accessible and understandable to people who are not experts in biodiversity or a related field; and
- Easy to use across the country, i.e. a bioregional plan in one part of a province should not differ so much from a bioregional plan in another part of the province that users have to understand a brand new set of terminology every time they work in a different part of a province. Equally, for national users some consistency is required in bioregional plans from province to province (*Government Gazette. Guideline regarding the Determination of*

Bioregions and the Preparation and Publication of Bioregional Plans 2008, 14).

No trans-boundary cooperation or consultation mechanisms have been established relating to bioregions and therefore administering a bioregion across more than one province may be difficult (*Government Gazette. Guideline regarding the Determination of Bioregions and the Preparation and Publication of Bioregional Plans 2008, 20*). Sections 47 and 99 of the Biodiversity Act indicate that consultation with stakeholders is important before a bioregion is determined. However, it does not state who should take the lead for this consultation to take place and who will be responsible for the coordination of such initiatives.

If a bioregion is declared over two or more provinces, then Intergovernmental Memorandum of Understanding (MOUs) or Implementation Protocols (as provided for in the Intergovernmental Framework Relations Act 13 of 2005) are required (*Government Gazette. Guideline regarding the Determination of Bioregions and the Preparation and Publication of Bioregional Plans 2008, 21*).

According to the *Guideline regarding the Determination of Bioregions and the Preparation and Publication of Bioregional Plans 2008: 18*, ecological boundaries (such as the boundaries of ecosystems, landforms and vegetation cover) are not always precise.

Although they may be drawn as lines on a map, in practice they are transition zones that extend over varying distances. Ecological boundaries often differ substantially, depending on whether terrestrial ecological characteristics or aquatic ecological characteristics are used as a basis for defining them. In other words, if aquatic ecological features (such as catchments or sub-catchments) were used to define bioregions in South Africa, this would result in a different set of bioregional boundaries than if terrestrial ecological features (such as vegetation groups, vegetation types or land types) were used. Similarly, boundaries based on human culture and history is seldom precise. This means that there is no precise way to

determine bioregional boundaries, and no single set of correct bioregional boundaries.

It is stated in the *Guideline* that the key criteria that should guide the demarcation of bioregional boundaries

is the functionality of bioregional plans. The boundaries should be delineated in a way that makes the plans useful and effective. The main function of bioregional plans is to guide decision-making and management by a range of people and agencies. Hence, it is important that they follow sensible boundaries from the point of view of implementing land and resource management. For this reason, it makes sense for bioregional boundaries to align with administrative boundaries, such as municipal boundaries. Biophysical features or characteristics (such as vegetation groups or sub-catchments) should be used as a starting point for delimiting bioregions, which must then be matched to the nearest local or district municipal boundaries.

In other words, bioregions must be configured as district municipalities, metropolitan municipalities, local municipalities, or groups of local municipalities. In general, a bioregion should not straddle two district municipalities or two provinces, although there may be cases in which such delineation makes sense from an ecological point of view. From an administrative perspective, a bioregion should preferably be determined for a metropolitan municipality or a district municipality (*Government Gazette. Guideline regarding the Determination of Bioregions and the Preparation and Publication of Bioregional Plans 2008: 18-19*).

4.4 Provincial tourism plans

In Figure 2, the role of the provincial government in tourism is clearly depicted.



Figure 2: The role of provincial government in tourism (Adapted from Inskeep, 1991).

Provincial tourism authorities are the regulatory backbone of tourism development and promotion in the relevant three provinces. The Free State, Northern Cape and Eastern Cape Provinces all form part of the study area. Provincial government is tasked with firstly implementing and regulating the tourism industry in their respective spheres of influence. This includes grading, guiding and the implementation of liquor laws for the tourism industry.

The development and implementation of tourism development and marketing plans are another important aspect of provincial government. These plans and the successful implementation thereof can assist towards the growth of tourism. Government especially needs to be actively involved in the promotion of tourism in their respective areas. Government is also an important stimulator towards economic growth and it should actively pursue avenues to stimulate growth. As part of the stimulation of local economy, investments should be made in e.g. tourism, industry and agriculture (Cooper *et al.*, 234-239).

4.4.1 Free State Provincial Spatial Development Framework (PSDF) Phase 2 Report (2013)

Six pages on tourism, identifying inter alia the Free State as an eco-tourism destination, identifying unique selling points (USP's) and identifying designated tourism routes can be found in the PDSF report. The following priority interventions are needed in the tourism sector (Free State Provincial Spatial Development Framework (PSDF) Phase 2 Report 2013).

a) *Free State Brand and Branding Strategy:*

- Develop an overall brand and branding strategy for the Free State.
- Develop brands for the district municipalities.

b) *Development of an Annual Events Strategy:*

- Improve the scheduling of events to manage the pressure on accommodation.

c) *Tourism Product Development:*

- Upgrade and maintain the provincial parks and resorts.
- Improve the quality standards and market these parks and resorts.

d) *International Convention Centre (ICC) Development:*

- Assess the feasibility of an ICC to leverage the provinces business tourism potential.

e) *Develop Tourism Spatial Priority Areas:*

- Develop the tourism potential of spatial priority areas.

f) *Address Regulatory Constraints:*

- Address the rezoning systems, procedures and capacity to address these.

g) *Infrastructure Development:*

- Address tourism signage needs in the spatial priority areas;
- Upgrade and maintain the provincial resorts, including road access.

h) *Institutional Development:*

- Obtain technical assistance to address Human Resource constraints to public/private Partnerships;
- Conduct tourism-awareness training.

The Free State Tourism Master Plan 2010/2011–2014/2015 as indicated in the Free State Provincial Spatial Development Framework (PSDF) Phase 2 Report (2013) identifies the mission of the Tourism Master Plan as follows:

Enhance provincial tourism contribution to the Gross Domestic Product (GDP) and job opportunities through growth of foreign and domestic tourism stimulated by implementation of aggressive marketing, investments and tourism development programs. (Free State Provincial Spatial Development Framework (PSDF) Phase 2 Report 2013: 57).

The Free State Tourism Master Plan 2010/2011–2014/2015 as indicated in the (PSDF) has identified water-based tourism around the Gariep Dam as a key product development opportunity. No emphasis, however, was put on the potential benefits of cross border marketing or product development with the neighbouring provinces of the Eastern and Northern Cape. The master plan identified a market development strategy of the Gariep Dam to target the following new and established markets:

- Domestic Overnight Leisure Visitors;
- Domestic Day Leisure Visitors;
- Domestic Overnight *en route* Visitors;

- Foreign *en route* Overnight Visitors;
- Foreign Overnight Leisure visitors;
- Visiting Friends and Relatives.

As far as provincial planning is concerned, the Free State Province Spatial Development Framework (PSDF) Phase 2 Report (2013) indicated that the Free State could not be an island in isolation in South Africa. It recognises the fact that cultural, social and economic functions are interdependent on one another and that the strengthening of ties between neighbouring provinces should be able to improve cross border cooperation.

The Free State Provincial Growth and Development Strategy, 2005 focuses on the main developmental challenges of the Free State Province. The challenges as identified in the document relate to economic and social challenges in that growth and development of the Free State Province do not live up to its full potential. In an effort to address this conundrum, the document identifies the following developmental objectives:

- To stimulate economic development;
- To develop and enhance infrastructure in order to assist with tourism growth and social development;
- To alleviate poverty
- To ensure a safe and secure environment for inhabitants for the province; and
- To promote effective and efficient governance and administration (The Free State Provincial Growth and Development Strategy, 2005).

The Free State Provincial Growth and Development Strategy (2005) thus identifies tourism development in the Province as an important sector. For tourism to grow, the stimulation of SMMEs in the tourism sector needs to be enhanced whilst tourist guides and assessors are also identified as part of the plan. The plan indicates that a need for more qualified tourist guides has been identified in order to provide tourists with an authentic and objective Free State tourism experience.

4.4.2 Northern Cape Provincial Spatial Development Framework (PSDF)

The Northern Cape defines itself as “an integral part of the global biosphere of which the cultural, social and economic functions are uniquely interdependent” (*Northern Cape Provincial Development and Resource Management Plan/Provincial Spatial Development Framework (PSDF) 31 July 2012: 3*). The White Paper on Northern Cape Tourism (2005) emphasises that tourism has a strong multiplier effect, creates job opportunities and can lead to cross-cultural interaction. The White Paper identifies the natural assets of the Northern Cape as a strong asset and recognises the transfrontier conservation parks of Kgalagadi and /Ai-/Ais-Richtersveld as successful cross-border collaboration activities in the province.

The Northern Cape Provincial Spatial Development Framework contains ten pages on tourism (*Northern Cape Provincial Development and Resource Management Plan/Provincial Spatial Development Framework (PSDF) 31 July 2012: 244-265*). Their prioritised strategies are:

- A tourism plan has to be developed for each of the spheres of government, i.e. province, district and local municipalities. Such tourism plans should be based upon and incorporate an innovative *Tourism Opportunity Spectrum (TOS)*. The TOS summarises and contextualises the tourism products of the planning area and its various components.
- Prepare a tourism strategy, encourage tourism-related development in designated tourism corridors and adjacent to national and provincial parks.
- Encourage tourism by establishing Special Management Areas in accordance with the *Biodiversity Policy and Strategy for South Africa; Strategy on Buffer Zones for National Parks*.
- Responsible tourism also features high on the agenda with spatial planning and implementation of responsible tourism as the key drivers.
- The role tourism plays in social development incorporating educating and training, youth development, safety and security, environmental management are discussed. (*Northern Cape Provincial Development and*

Resource Management Plan/Provincial Spatial Development Framework (PSDF) 31 July 2012: 152-153).

An innovative concept discussed in the document is the Gateway concept. In many respects, the Northern Cape is the 'gateway' to other regions of Southern Africa. In terms of the gateway concept, any larger tourism destination should have a 'staging area'. Staging areas, inter alia, provide tourist facilities and services for overnight stays of tourists wanting to visit specific destinations in close proximity, or could be a destination in own right.

Such staging areas often contain various attractions or can be developed into an attractive tourist destination in own right, providing tourism employment and income to local residents (World Tourism Organisation, 1994, in *Northern Cape Provincial Development and Resource Management Plan/Provincial Spatial Development Framework (PSDF) 31 July 2012: 264*).

The plan also states that cooperation between all tourism regions or smaller units should be actively encouraged. Key areas of cooperation include:

- Appropriate integrated tourism planning in accordance with a bioregional planning approach.
- Environmental conservation and the development of related products such as trans-border protected areas.
- Regional education and training.
- Cooperation between all municipalities in defined tourism regions (*Northern Cape Provincial Development and Resource Management Plan/Provincial Spatial Development Framework (PSDF) 31 July 2012: 265*).

4.4.3 Eastern Cape Tourism Master Plan 2009-2014

Mr M Jonas, the then MEC for Finance, Economic Development and Environmental affairs, wrote in his foreword to the document that

The document provides a structural framework for the development, management and monitoring of tourism in the province with the aim

of pre-empting problems, mitigating impacts, fostering/maintaining equitable relationships between the various stakeholders as well as for intersectoral cooperation. This is based on the belief that if the goals of local stakeholders are incorporated into the planning, development, management and monitoring stages, then an effectively managed, supply-led system may evolve within which many of the challenges exhibited by unplanned and unregulated demand-led tourism may be avoided. The framework identifies the key focus areas for action up until to 2014 by the various partners in the tourism sector. which are underpinned by the principle of cooperative governance (Eastern Cape Tourism Master Plan 2009–2014).

The Eastern Cape Tourism Master plan focuses on:

- Tourism product development;
- Tourism marketing;
- Human resource development;
- The development of tourism relevant infrastructure;
- Transformation of the tourism sector;
- Tourism research and information;
- Tourist safety and security; and
- Management of the tourism sector (Eastern Cape Tourism Master Plan 2009–2014).

The document deals extensively with a number of institutional role-players, i.e. airports, museums, Eastern Cape Tourism Board (ECTB), the relevant government departments i.e. the Department of Economic Development and Environmental Affairs (DEDEA) and the Department of Local Government and Traditional Affairs (DLGTA). Key entities also alluded to are the Eastern Cape Parks Board (ECPB) and the Eastern Cape Development Corporation (ECDC). A number of key national departments, entities and institutions relevant to tourism development in the province were also dealt with i.e. the National Department of Environmental Affairs and Tourism (DEAT), South African Tourism (SAT), South African National Parks (SANParks) and the Tourism, Hospitality & Sport Education

and Training Authority (THETA). THETA has since changed to the Culture, Art, Tourism, Hospitality and Sports Sector Education and Training Authority (CATHSSETA). On local government level, the relevant District Tourism Organisations as well as the already established Local Tourism Organisations and private tourism stakeholders were included in the strategy. A very important statement made in the study is the fact that

The Tourism Master Plan (TMP) should provide guidance on the establishment of a highly effective institutional framework that will promote effective coordination and integration of tourism development in the province. Furthermore, the development of a coordinating mechanism between the various relevant public entities, Department of Economic Development and Environmental Affairs (DEDEA), relevant government departments, as well as local tourism structures, is important (Eastern Cape Tourism Master Plan 2009-2014: 16).

Mention is thus made of cooperation between different structures inside the province, but no mention could be found about cross border cooperation in the document.

In 2007, an Eastern Cape Tourism summit was held where the seven district municipalities (Nelson Mandela Bay Metropolitan Municipality, Amathole District Municipality, OR Tambo District Municipality, Cacadu District Municipality, Alfred Nzo District, Chris Hani District Municipality and Ukhahlamba District Municipality) identified their relevant tourism goals for their respective districts. From the seven districts, only the Ukhahlamba District that mentioned collaboration on “destination planning, product development, quality management and marketing” (Eastern Cape Tourism Master Plan 2009–2014: 21).

The strategy mentions that product enhancement for the Eastern Cape Province should have high priority. It specifically alludes to the Lake Gariep initiative, Maluti-Drakensberg Transfrontier Park and Mandela Development Corridor (Eastern Cape Tourism Master Plan 2009–2014: 42). However, it fails to mention that these initiatives are cross border initiatives with other provinces and with Lesotho and it

does not indicate that cross border cooperation should be an import aspect of tourism development.

An important statement made in the Master Plan is that

“Tourists are not aware of political boundaries; rather, they are seeking various tourism experiences wherever they might be. Nevertheless, districts see the need to gain maximum advantage to their local economies by using their competitive advantages to get tourists to a particular area rather than another. This essentially results in districts (and, in fact, local municipalities) competing against one another for tourist trade. This is potentially detrimental to the overall tourism market, as more can be achieved by local governments working together, resulting in overall increased tourist visits. Such cooperation needs to be facilitated by the province, through the framework developed through the TMP” (Eastern Cape Tourism Master Plan 2009-2014: 65).

This statement underlines the inherent importance of cooperation, even if it is not cross border cooperation but cross-district cooperation. In fact, it is deemed so important that it features in the Master Plan and is highlighted as a feature for possible future tourism growth.

The Master Plan goes further in indicating that a Provincial Tourism Coordinating Committee should be established “to coordinate the implementation of the Tourism Master Plan and give input into the direction for tourism policy and strategy in the province” (Eastern Cape Tourism Master Plan 2009–2014: 68, 70, 72). The Master Plan thus identifies the need for coordination to improve implementation and the development of previously undeveloped tourism attractions. It identified the need to increase the volume and value of tourism offerings. The Master Plan also identifies the need for strategic partnerships for tourism development between government departments but does not specifically indicate whether this would include cross border collaboration (Eastern Cape Tourism Master Plan 2009–2014).

The Eastern Cape Industrial Development Strategy identified Lake Gariep as a key tourism-product development and investment node for the province. Other projects identified included the Mandela Development Corridor, the development of the East London Beachfront, Karoo rail tourism, heritage and special-interest routes, and Madiba Bay Leisure Park in Port Elizabeth (Eastern Cape Tourism Master Plan 2009–2014).

4.5 District tourism plans

4.5.1 Pixley ka Seme District Municipality

The Orange River flows through the heart of the Pixley Ka Seme District Municipal area. Three major dams are within the municipal area, namely: Gariep Dam, Vanderkloof Dam and Boegoeberg Dam. In the summary of the Integrated Development Plan (IDP) of the Pixley ka Seme District Municipality for 2010/11, the following were indicated under District Local Economic Development (LED) Needs: Tourism development of Gariep and Vanderkloof Dams; one-stop filling stations and truck stops; arts-and-crafts markets; agri-tourism; guest houses and accommodation; nature reserves; game farms and historical sites; capacity-building programmes for Historically Disadvantaged Individuals in the tourism industry; and the development of tourist routes identified in the Spatial Development Framework (Pixley ka Seme District Municipality. Summary of the Integrated Development Plan (IDP) for 2010/11, 54-55). In its mission statement, a vibrant tourism industry is foreseen (Pixley ka Seme District Municipality; Summary of the Integrated Development Plan (IDP) for 2010/11: 3).

Increased tourism promotion is cited as a priority. This would entail the development of a tourism market strategy. As part of this strategy, it is indicated that the District Municipality will participate and support Lake Gariep development initiatives and Tri-District Alliance (Pixley ka Seme District Municipality. Summary of the Integrated Development Plan (IDP) for 2010/11: 69).

4.5.2 Frances Baard (IDP Review 2010/11)

The Frances Baard District Municipality has identified and prioritised tourism as one of its economic drivers as tourism has been identified as a direct contributor in

terms of job creation. The district is rich in historic heritage, natural resources, cultural diversity and wildlife. These strategic assets the district has will be utilised to position the District as a preferred tourism destination to tourists (Frances Baard IDP Review 2010/11: 57).

In the IDP initiatives for Tourism Development and Promotion include:

- Development of a District strategic plan;
- Establishment of tourism information offices at local municipalities;
- Training of unemployed youth to become qualified tour guides;
- Creating tourism awareness in local high school learners;
- Preserving local culture for future generations;
- Development of a tourism establishment and facilities database;
- Production of tourism marketing brochure for the district;
- Assisting emerging SMME with accommodation star grading; and
- Establishment of the District Tourism association (Frances Baard IDP Review 2010/11: 57).

However, the district still has many challenges in terms of its local municipalities not prioritising tourism. As a result, some of these initiatives are not driven to their full potential (Frances Baard IDP Review 2010/11: 57).

4.5.3 Xhariep District Municipality

4.5.3.1 The Xhariep District: NSDP Alignment Study Report Two: 2030 Xhariep Indicative Development Framework (2030 XIDF)

The report envisages the establishment of a District Tourism Forum, as well as Local Tourism Offices and the development of a Tourism Investment Framework to prioritise and guide critical infrastructure investments.

Proposals include promoting sensitive riverside residential investment at Bethulie and alongside the Xhariep Dam. These facilities can provide for a highly attractive

quality of life and accommodation, which will be able to attract medium- to higher-skilled workers working in Springfontein.

Maximising the economic spin-offs and benefits of Lake Xhariep through a hydroelectric power scheme will provide reliable and cost-effective energy as well as sustainable aquaculture initiatives to the District, and growing rail-based tourism to the east of the District (linking with Rouxville and Zastron).

The XIDF envisages a Xhariep Golden Triangle strategic investment initiative, which may result in Springfontein growing to 50 000 people by 2030, and becoming the centre of the Xhariep regional economy. This will unlock the tourism potential of the west of the District through enhancing the rail-based tourism system linking Bethulie/ Rouxville/ Zastron.

The XIDF also argues for:

- improving the availability of public transport;
- Improving the town centre and public space environment; and
- Establishment of a District Tourism Forum, as well as Local Tourism Offices and development of a Tourism Investment Framework to prioritise and guide critical infrastructure investments.

According to the XIDF, the following should be achieved in tourism by 2030:

- Provincial and Municipal leadership recognise that capitalising on the District's tourism assets and ensuring the benefits of tourism are grown and increasingly shared amongst the broader community, including the poor, would require significant investments in infrastructure, signage, and other entrepreneurship development initiatives. A District Tourism Investment Framework was developed to guide this investment.
- The growth of Springfontein as a core stopover point in the Cape Town-Johannesburg N1 corridor.
- Accommodation on farms within a 30-50 kilometre radius of the N1 should grow rapidly as the volume of people travelling on this national corridor increase due to its relative affordability.

- Game farming should grow.
- Road infrastructure and signage investments should support the creation of new tourism meanders alongside the Orange River, Lake Xhariep, and linking Springfontein to historic towns to both the west and the east of the District.
- A focus on rail based tourism and the revival of the regional rail system, which especially stimulated tourism in the District's southeast.
- A collaborative and cross boundary Karoo positioning and marketing partnership should provide Karoo tourism packages.
- Effective local tourism organisations to improve the marketing of the area, provide visitor services, coordinate the development of new products/ attractions, and promote the transformation of the sector at a local level in terms of improving local participation (Xhariep District: NSDP Alignment Study Report Two: 2030 Xhariep Indicative Development Framework (2030 XIDF: 73)).

By 2030, Xhariep should be transformed into a thriving agriculture, manufacturing, and tourism region with excellent national logistic linkages and sustainable and cost-effective water and energy supplies, as well as a high quality of life based on recreational facilities, high levels of safety, and excellent health and educational services (Xhariep District: NSDP Alignment Study Report Two: 2030 Xhariep Indicative Development Framework (2030 XIDF): 74).

As part of the development of tourism in the Xhariep District, a Tourism Master Plan is envisaged with various niches that have been identified. Some of these niches are water-based leisure tourism, game tourism, rail tourism and overnight tourism. A District Tourism Forum, as well as Local Tourism Offices, is also seen as part of driving tourism development (Xhariep District: NSDP Alignment Study Report Two: 2030 Xhariep Indicative Development Framework (2030 XIDF): 92).

4.5.3.2 Xhariep District: NSDP Alignment Study: Draft Situational Analysis and Alignment Report: November 2009

The Gariep Dam is the largest piece of inland water in South Africa and is situated on the boundary between the Xhariep, Ukhahlamba and Pixley ka Seme District Municipalities of inter alia the Free State, Eastern and Northern Cape Provinces. According to the *Xhariep District: NSDP Alignment Study: Draft Situational Analysis and Alignment Report: November 2009* the dam “represents an important opportunity for Transfrontier tourism between the provinces”. (*Xhariep District: NSDP Alignment Study: Draft Situational Analysis and Alignment Report: November 2009*: 122).

The Transfrontier initiative started with the need to develop the greater Gariep Dam area. This resulted in the formation of a Tri-District Alliance (Xhariep, Ukhahlamba and Pixley ka Seme) between the three mentioned municipalities as well as the Northern Cape, Eastern Cape and Orange Free State Provinces. The provinces all surround the Gariep Dam and would thus be affected by developments around the dam itself. It was decided to name the area “the *Lake !Gariep* to achieve National Tourist Destination status” (*Xhariep District: NSDP Alignment Study: Draft Situational Analysis and Alignment Report: November 2009*: 123).

4.5.4 Joe Gqabi (Ukhahlamba) District Municipality

The concept of cross border collaboration around the Gariep Dam or Lake Gariep appeared to be the most defined in the Eastern Cape District of Joe Gqabi previously known as Ukhahlamba. In 2008, support was provided to the amalgamation and extension of provincial parks and the possibilities for coordinated development with neighbouring provinces was identified as a project with a five-year timeframe in the District IDP (Ukhahlamba, 2008). With the Ukhahlamba District Municipality Tourism Marketing and Development Plan (2009) identifying the Gariep Dam as the focus for water sport activities in their region, it recognised the role the area can play towards tourism development. It identified support for cooperation in the area of the Gariep Dam.

The Integrated Rural Development Strategy (ISRDP) was announced in 2001. This strategy identified thirteen rural nodes where focused development should take place. It also identified the Ukhahlamba District in the Eastern Cape. The programme, coordinated nationally by The Department of Cooperative Governance and Traditional Affairs (COGTA), emanated from a review of the impact of development projects undertaken between 1994 and 2001. This identified the need for more integrated services to be provided. The policy aimed

To conduct a sustained campaign against rural and urban poverty and underdevelopment, bringing in the resources of all three spheres of government in a coordinated manner (DEAT, 2005: 1).

The ISRDP identified the following as an important part of its mandate: “to promote participatory development in an integrated manner by ensuring that, where appropriate, decision-making involves local communities and all three spheres of government” (DEAT, 2005: 1). The strategy also promoted cooperative governance, the integration of various government initiatives, the development of local government capacity, adherence to the constitution and principles of good governance and targeting vulnerable groups.

The importance of ISRDP nodes was identified by the then Minister Sydney Mufamadi as being a model for government to learn how to cooperate and integrate efforts to focus on achieving results. The ISRDP has “ushered in a renewed focus on new approaches to integration at a local level in South Africa” (Mufamadi, 2005: 1).

Through the evaluation of the ISRDP it can be stated that it emphasised the need for cooperation across spheres and promoted greater cooperation amongst regions. It also laid the foundation for integration initiatives in regions. The deduction can be made that the ISRDP offered a model for cross boundary and interprovincial coordination, planning and development as can be witnessed in the previous discussions.

4.6 Summary

Developmental plans such as IDPs, Spatial Development Frameworks and tourism strategies are important documents used by policy makers in government to draw up a road map of future developments. These documents discuss, inter alia, the role of tourism in their respective geographical areas of discussion. However, it was found that not all developmental strategies and plans are equally indicative on the future role of tourism in their respective geographical areas.

This study indicates that the Xhariep District identified tourism development along the N1 and the Gariiep Dam as an important factor for economic growth in their area (Xhariep District: NSDP Alignment Study Report Two: 2030 Xhariep Indicative Development Framework (2030 XIDF): 92). Pixley ka Seme District also identified the Gariiep and Vanderkloof Dams as major tourist attractions in their region and identified the development of new tourism routes around the dams as part of their tourism initiatives (Pixley ka Seme District Municipality; Summary of the Integrated Development Plan (IDP) for 2010/11: 54-55). Frances Baard IDP identified tourism as one of their economic drivers and prioritised the development of a district strategic tourism plan (Frances Baard IDP Review 2010/11: 57).

As far as provincial planning is concerned, the Free State Provincial Spatial Development Framework (PSDF) Phase 1 Report (2013) indicated that the Free State could not be an island in isolation in South Africa. It recognises the fact that cultural, social and economic functions are interdependent of one another and that the strengthening of ties between neighbouring provinces should be able to improve cross border cooperation.

The Northern Cape, in their Spatial Development Framework of 2012, indicates the importance of tourism to them by including 10 pages on tourism and tourism development in the document. A number of important issues are indicated and one of them is the cooperation between all municipalities in defined tourism regions (*Northern Cape Provincial Development and Resource Management Plan/Provincial Spatial Development Framework (PSDF) 31 July 2012: 265*).



If this is read together with the Free State Spatial Development Framework of 2013, it is clear that both provinces understand the importance of cooperation. It is deemed so important that it is included in their developmental documents. This road of thinking should also filter through to district level for cross border tourism development to be able to take place along the Gariep and Vanderkloof Dam region. It has been found that the districts do make specific mention of cross border cooperation in their documents. However, the reality is that preliminary research found a lack of cross border cooperation.



CHAPTER 5:

RESEARCH METHODOLOGY

5.1 Introduction

The term *research* originated from the French word *recherché*, which means to observe facts closely. Research is a systematic process of collecting, analysing and interpreting information to increase our understanding of a particular phenomenon. Research closes the gap on something unknown and the analysis and synthesis of findings could lead to the creation of new theories, models and applications. Research work must therefore be approached in a planned and systematic fashion (De Vos *et al.*, 2005: 44-46; Gratton & Jones, 2005: 4-7). Leedy and Ormrod (2010) explain that research methodology is a systematic way of solving a research problem.

Usually scientific research incorporates two levels namely a theoretical level and an empirical level (Bhattacharjee, 2012: 3; Welman, Kruger and Mitchell 2010: 21). The theoretical level usually includes a literature review and the empirical level the administration and analysis of data collected from respondents. The literature review enables the researcher to comprehend and explain the various issues pertaining to the topic at hand and to reflect on the previous research that was done on the topic (Salkind 2009: 3).

The empirical level usually focuses on the testing of theoretical concepts in order to determine how well they reflect observations made about “reality with the goal of ultimately building better theories” (Bhattacharjee, 2012: 3).

The aim of this chapter is to explain the research design, strategy and methodology for this investigation.

5.2 Expected outcomes

The primary objective of the study is to develop a cross-border tourism development plan for the Middle Orange River (Karoo Riviera).

Secondary objectives will be to:

- Identify critical success factors from other successful cross-border tourism developments.
- Benchmark similar tourism development approaches in other countries.
- Determine the current tourism products in the area.

Secondary objectives were discussed in the literature section of the study and the insights gained from the literature review were used in the construction of the questionnaire. The understandings gained from the empirical part of the investigation enabled the researcher to compile a tourism development plan for the Middle Orange River.

5.3 Research strategy

This research adheres to a post-positivistic philosophical stance, as the researcher believes that reality is socially constructed. Due to the nature of the research problem (to develop a tourism development plan), the study mainly employed a qualitative research approach with survey research as the appropriate research design (White 2005: 81, 85).

A qualitative research approach underlies the interpretivist approach, which will be adopted in executing the research. Interpretivism advocates that research is done amongst people rather than objects and that the human experience plays an important role in how research findings can be interpreted and be understood (Saunders, Lewis & Thornhill, 2007: 106).

Qualitative research has its roots in social science and is more concerned with understanding human behaviour and the attitudes and beliefs of individuals. Salkind (2009: 208) explains the primary goal of qualitative research as describing and understanding, as opposed to merely explaining social action.

According to Welman *et al.* (2010: 8), qualitative research seeks to “establish the socially constructed nature of reality, to stress the relationship between the researcher and the objective of the study, as well as to emphasise the value-laden

nature of the inquiry. George (2011: 117) explains qualitative research as “research that is designed primarily for explanatory purposes. It usually obtains in-depth insight into a relative small number of respondents”. It is thus attested that social reality is best captured through the views, understandings, interpretations, and experiences of individuals that are directly involved in the process.

Qualitative research differs inherently from quantitative research in the sense that quantitative research offers a fixed plan for conducting the research and the research design determines the researcher’s choices and actions. In qualitative research, the process is less rigid and the researcher should construct the research strategy based on its suitability for the type of research conducted. The aim of qualitative research is to uncover rich experiences of respondents in order to uncover their perceptions and views. When saturation occurs (e.g. recurring statements emerge) it usually implies that the categories have been covered sufficiently (De Vos *et al.*, 2005: 274; Welman *et al.*, 2010: 34).

Characteristics of quantitative research are that it is well structured and controlled. It focuses on the answering of specific questions that cannot be altered during the research. In contrast to qualitative research, the researcher is not interested in the result of insights from the data collected but in the hard data obtained. Quantitative research is an objective, numerical summary of the research problem. (Joubert, Hartel & Lombard, 2016: 246-247).

Due to the complexity of developing a cross-border tourism development plan and the inputs required from the various parties, a qualitative research approach was thus used, although the demographics were quantified.

5.4 Research design

The research design relates to the broader plan on how a research study will be executed, as well as the measuring instruments and data analysis methods that will be used. For the sake of this investigation the research design was a survey and semi-structured interviews were conducted with multiple individuals.

Semi-structured interviews were selected, as this allowed the researcher to ask all respondents the same questions, but also to allow for some informal questions at the end of the interview to extrapolate the issues at hand further. The researcher personally made appointments with the respondents and interviews lasted about 45 minutes. All product owners/managers in the middle Orange River (32 in total) and relevant government officials (12 in total) were targeted for in-depth interviews.

All interviews were recorded and the researcher made additional notes during and after the interviews, after which the raw data were transcribed, analysed and categorised into different themes. In other words, the researcher constructed meaning from data collected from respondents (Babbie & Mouton, 2001: 383). This was important, as the thoughts and feelings of respondents were important in gaining a deeper understanding of the issues at hand (Welman *et al.*, 2010: 224; George, 2011: 126).

As discussed in Chapter 2, the tourism development process is a process to assess the available tourism potential of a specific region and to develop plans to grow tourism in that specific region. This study identified three major authors on tourism development who each provided a tourism development planning process. There are similarities between the development plans advocated by Inskeep (1991: 50); Goeldner *et al.* (2000: 520-524); and Cooper, *et al.* (1999: 208-209). The tourism development plan used for this study broadly incorporates seven sections.

The seven main sections are:

- study preparation;
- formulate objectives;
- survey and data gathering;
- analysis and interpretation;
- plan formulation;
- recommendations and broad marketing guidelines and strategies;

- conclusion, implementation and monitoring (Inskeep 1991: 28; Page & Connel, 2009: 55).

As indicated before, the study area (Middle Orange River – Karoo Riviera) included the tourism-product owners next to the Orange River, starting from the Gariep Dam with the surrounding towns of Bethulie, Oviston, Venterstad, Norvalspont, Gariep Dam village, the Orange River between the Gariep Dam and Vanderkloof Dam and the Vanderkloof Dam village itself.

The study also included the Gariep and Rolfontein Provincial Game Reserves. An inventory and assessment of the area's tourism resources were conducted by collating tourism brochures about the research area, performing internet researches, personal visits and contacting the local tourism offices. The product owners typically include accommodation establishments, adventure tourism operators, tourist guides and watercraft tourist operators.

5.4.1 Population

Salkind (2009: 85) states that a population is “a group of potential participants to whom you want to generalize the results of a study”. Welman *et al.* (2010: 52, 53) states that the population includes all the potential respondents in a research area. For the sake of this investigation, the entire population of the study area includes relevant tourism government officials and product owners in the Middle Orange River. Purposive sampling applies to the government officials included in the interviews as they were purposively selected due to their knowledge of the issues at hand.

The tourism officers at the district municipalities were included in the study (Xhariep, Pixley ka Seme and Joe Gqabi). For the Free State, Eastern and Northern Cape Provinces, interviews were held with the Marketing Managers of the Free State, Northern Cape and Eastern Cape, respectively. The Tourism Development Managers of the relevant Tourism Marketing Authorities of the Free State, Eastern and Northern Cape were also part of the study. To provide insight from the National Department of Tourism, an interview with the Chief Director; Product and Enterprise Development, Department of Tourism was held. The tourism information officer at the Umsobombvu Tourism Information Office in

Colesberg and the Tourism Information Officer in Burgersdorp were also part of the study. Twelve government officials, 25 tourism product owners and 7 tourism product managers were interviewed. The Free State had 21 respondents, the Eastern Cape 8, the Northern Cape 14, whilst 1 tourism official was from the National Department of Tourism. During the time of research, there were 47 tourism products in the study area.

Although Neuman (2000: 196) states that sampling is less rigorous in qualitative research studies than in quantitative studies, it is imperative for the sake of this investigation to obtain the inputs from all the areas included in the study. Convenience sampling implies that it is convenient for individuals to be sampled. For the sake of this study, all the product owners in each of the three areas were contacted and only those that indicated their availability to be interviewed were selected. The response rate was 68%.

5.4.2 Data gathering instrument

As indicated before semi-structured interviews were used to gather the research data. The development of the interview schedule was based on the literature section of this investigation (see Chapters 1 to 4) and the personal experiences of the researcher working in the industry for many years.

5.4.3 Data collection

A semi-structured interview was the main method of data collection. Interviewing is considered the predominant method of data collection in qualitative research (De Vos *et al.*, 2005: 292). Miller and Brewer (2003: 166) assert that interviews are conversations with the purpose of collecting detailed information about a certain topic or research question. These 'conversations' do not just happen perchance; instead, they are deliberately set up and follow certain rules and procedures.

According to Tewksbury (2009: 43), a great deal of qualitative material comes from discussions with people, whether through formal interviews or casual conversations. A structured interview is the most versatile method of collecting primary data. The interviewer can ask more detailed questions and record additional observations about the respondents (Kotler & Keller, 2006: 111).

The purpose of in-depth interviews is not to acquire answers to questions, nor to test hypotheses or to 'evaluate', but rather to understand the experience of individuals and the meaning they attach to their experiences. Interviews typically use open-ended questions, as they afford respondents the opportunity to elaborate and explain their views. The researcher personally collected the data from government officials and product owners.

As indicated before, appointments were made to interview the respondents and the researcher personally conducted the interviews. Interviews were recorded and the researcher made additional notes during the interview. The researcher also spent five to ten minutes reflecting on the general impression of the interview after each interview and made notes about the emotions, preconceptions, expectations and prejudices of the interviewees. The researcher transcribed the recordings of the interviews within a day of conducting the interviews to ensure all the responses were adequately captured.

5.5 Ensuring the authenticity of qualitative research

The aim of qualitative research is to construct interpretive narratives from the data in an attempt to capture the complexity of the issue at hand. Given the fact that grounded theory applies to this study, means that triangulation occurs as theory (primary and secondary data), data collection and data analysis inform the creation of new theory. Triangulation is a method of securing the validity of qualitative data. Another way in which validity is secured is through extensive time spent in the field (Leedy & Ormrod, 2010: 100).

The researcher has extensive industry knowledge in his capacity as tourism manager for two tourism destination development organisations, as well as being a partner in a tour operator business. During the time spent in the industry, knowledge was gained by initiating and administering questionnaires to tourism-product owners, by data gathering for purposes of proposed tourism development and marketing activities.

5.6 Pilot study

The interview schedule was piloted with three respondents, one government official and two product owners, as it enabled the researcher to test the nature of the questions and to make rectifications where necessary (Phellas, Bloch & Seale, 2012: 192).

5.7 Data analysis

Data analysis was done by interpolating the qualitative responses. After the researcher had scrutinised the applicability of the responses to each question a synopsis of the responses was presented. The responses were presented on a question-by-question basis. This will enable the researcher to reflect critically on the responses obtained.

Whilst drawing up the summary of answers from each question, similarities in the answer are likely to appear. These similarities will be highlighted and flagged. From the outcomes, the needs and positive and negative effects were identified. This can then be used in the development of the proposed tourism development plan. The identification of major opportunities and problems or constraints for developing tourism in the area was identified from information gained from the survey stage.

This information provided the focus for the recommendations on developing of tourism in the region. The identification of opportunities and constraints for tourism development is an important part of this stage. This information provided the foundation for determining future tourism development in the region (Inskeep, 1991: 143-144).

Following from the analysis and synthesis, the plan formulating stage were identified. The tourism development plans applicable to the Karoo Riviera already in existence were closely studied and common denominators identified and expanded upon in the new plan. The role government play, conservation and sustainable development were key indicators in this stage (Inskeep, 1991: 201). The recommendations stage talks to the enhancements of economic benefits with

the implementation of the tourism development plan. A tourism promotion programme and public- and private-sector organisational structures following from the study emanated at this stage (Inskeep, 1991: 54).

5.8 Ethics

An important consideration in research for this study was the ethical consideration to be taken cognisance of. The main aspect taken in consideration was honesty and the respect for the views of individuals. These are by no means the only aspects to be considered, but form the underlying principles of ethical research. It is important to note that the research participants should take part freely and that the results of the study should not bring harm to participants (De Vos *et al.*, 2005: 75).

According to Welman *et al.* (2010), a number of ethical considerations come into play at the three stages of a research project. The stage in which ethics thus plays a role is:

- when participants are recruited;
- during intervention and/or the measurement procedure to which they are subjected; and
- the release of the results obtained (Welman *et al.*, 2010: 181).

Salkind (2009: 63-65) also provides a list of ten ethical guidelines for the researcher as well as twelve guidelines for ethics and children. For this study, however, the ethical guidelines for children are not applicable. Some of the most important ethical matters to adhere to in this study are that participants' views be respected and treated confidentially. This collaborates with the views of Holzbauer *et al.* (2012: 29-30), which indicates that, amongst others, ethical research should do no harm, must display integrity, must be relevant and ensure that data provided remain confidential. This study adheres to these important ethical values of research.



CHAPTER 6:

STUDY AREA AND EMPIRICAL RESULTS

6.1 Introduction

The aim of this chapter is firstly to provide a background of the study area and secondly to provide a descriptive analysis of the questionnaire. As indicated before, this study adheres to the interpretivist paradigm and incorporates both quantitative and qualitative research. This will serve as basis for the construction of the tourism development plan. Data were captured by means of a semi-structured questionnaire (Leedy & Ormrod, 2010: 185). The questionnaire was based on the constructs identified by literature. The questionnaire consisted of three sections: demographics (age, gender, ethnicity, education level, current position, region of operation and core business), tourism development and government involvement and lastly, cross border cooperation in tourism development.

6.2 Describing the study area

According to the Inskeep model, Survey, Analysis and Synthesis are described here. The Gariep Dam is the largest dam in South Africa, whilst the Vanderkloof Dam is the second largest in the country. In an arid country such as South Africa, the value of dams is linked to agriculture, as water from these dams is used for irrigation (Orange River Project: 2015; World Commission on Dams: 2015). However, not only agriculture benefits from the dams. Tourism is the other big spin-off from the building of these dams. At both the Gariep and Vanderkloof Dams, water sports are a major tourist activity. This includes power boating, skiing, canoeing, yachting and fishing.

On the Gariep Dam, a pleasure boat takes tourists on sundowner cruises, whilst the rental of houseboats is in the pipeline. Horse-riding activities are also on offer at the Forever Gariep Dam resort (Gariepdam.com). On the Vanderkloof Dam, tourists can be taken on pleasure trips in a speedboat by prior arrangement with the operator. Due to the limited access to the water at the Vanderkloof Dam, a

more limited tourism offering is provided. No canoeing or horse rides are offered at the Vanderkloof Dam (Vanderkloofdam.co.za).

The Gariep Dam has one big hotel and one resort situated on its shores. The four-star De Stijl Hotel overlooks the dam and dam wall, whilst the three-star Forever Gariep resort provides camping facilities and chalets for tourists. The Forever Resort acts as the gateway to the Gariep Dam and its waters. From the resort, tourists can launch their boats, access the dam for fishing, board the pleasure boat for sundowner cruises and start the canoe trips.

In stark contrast to the ease of access to the waters of the Gariep Dam for tourists, access to the Vanderkloof Dam is very limited. The municipal caravan park has fallen into disrepair a number of years ago and access through this port of entry does not exist anymore. The port of access now is the ski-boat club with strict regulations regarding the launching of powerboats. During the interviews with product owners at Vanderkloof Dam, it was indicated that this state of affairs was detrimental to their businesses as it deterred tourists from making use of the dam.

The result was that tourists with boats rather used alternative offerings to launch their boats, which resulted in fewer tourists visiting the Vanderkloof Dam. It is also difficult for fishermen to access the dam, as access to the dam waters has been closed for shore fishermen. During the research, it became evident that the product owners/managers of all three provinces can be divided into two distinct groups. The two distinct groups were the product owners/managers that were:

- ignorant and had a *laissez faire* approach towards tourism; and
- knowledgeable and enthusiastic about tourism in their area.

This was determined by the researcher during the field research process by evaluating the answers provided by the product owners/managers during the interviews. During the interviews, some product owners/managers were only interested in answering the research questionnaires as quickly as possible and not interested in applying their minds to the questions, which asked for interpretive views and more detail.

It was evident during the interviews that some product owners/managers were not interested in the political aspects of tourism – all they were interested in was to get tourists to make use of their product offerings. The researcher found this was usually applicable to the smaller tourist product owners/managers. In total, 23 small product owners/managers fell under this group.

A second group of 9 interviewees was knowledgeable and enthusiastic about tourism in their area. They often provided answers that were more detailed and they were keen to share their thoughts about tourism in their respective areas. They were also the people who participated actively in the tourism sector and they usually had bigger tourism establishments.

It is important to note that Sheng (2011) indicates, “a destination’s tourism development strategy is jointly formed by the government and the tourism industry”. Sheng also points out that a government is responsible for providing infrastructure and promotional efforts, whilst the private sector is focused on providing the products and the marketing of their own products.

In order to provide a clear picture of the tourism landscape of the focus area, the following needs to be stated. The area around the Gariep Dam on the Free State side is part of the Gariep District Municipality and the district municipality is situated in Trompsburg. A tourism officer has been appointed by the municipality, who is thus responsible for tourism in this area. It means that the towns of Gariep and Bethulie, on the northern side of the Gariep Dam, fall under the tourism umbrella of the Gariep District Municipality. Both the towns of Gariep and Bethulie used to have local tourism organisations run by enthusiasts. However, the tourism organisation of Gariep Dam has since been disbanded and the organisation in Bethulie is experiencing a decline.

On the southern part of the Gariep Dam, the towns of Venterstad and Oviston are part of the Gariep Tourism Association, with its headquarters at the Burgersdorp Museum. They form part of the Joe Gqabi District Municipality with its headquarters in Barkly East.

Halfway between Oviston and Colesberg and still on the southern part of the Gariep Dam, the Eastern Cape and Northern Cape borders meet. This means that

from roughly south of the Gariep Dam wall westwards, the Northern Cape Province is situated. This area around the Gariep Dam is serviced by the Colesberg information office. It falls under the Umsobomvu Municipality and it forms part of the Pixley-ka Seme District Municipality situated in De Aar in the Northern Cape.

The product owners at the Vanderkloof Dam fall under the Renosterberg Municipality and are part of the Pixley-ka Seme District Municipality situated in De Aar in the Northern Cape. The Renosterberg local tourism organisation represents the tourism-product owners of the Vanderkloof Dam.

6.3 Descriptive statistics

The questionnaire contained both qualitative and quantitative responses. On Questions 15, 16 and 17 respondents were allowed to provide their own opinions. The following section details the questionnaire per question (See Annexure A).

Question 1: To determine the age composition of respondents

Table 1: Age composition of respondents

30-39	10
40-49	13
50-59	10
60+	11
Total	44

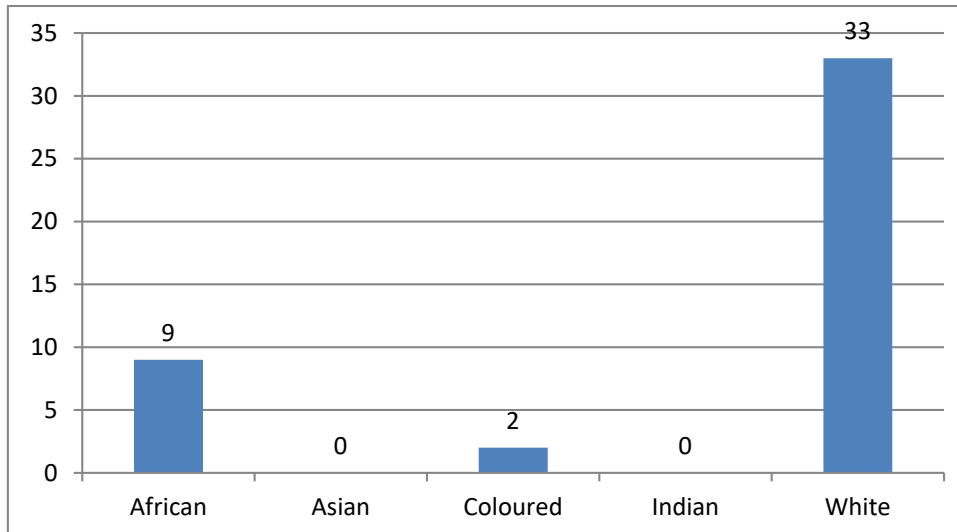
Table 1 indicates the majority of respondents (32 product owners/managers and 12 government officials) were between 40-49 years of age whilst the group older than 60 years was the second-largest group.

Question 2: To determine the gender composition of respondents

The population consisted of 15 males and 29 females.

Question 3: To determine the racial composition of respondents

Graph 1: Racial composition of respondents



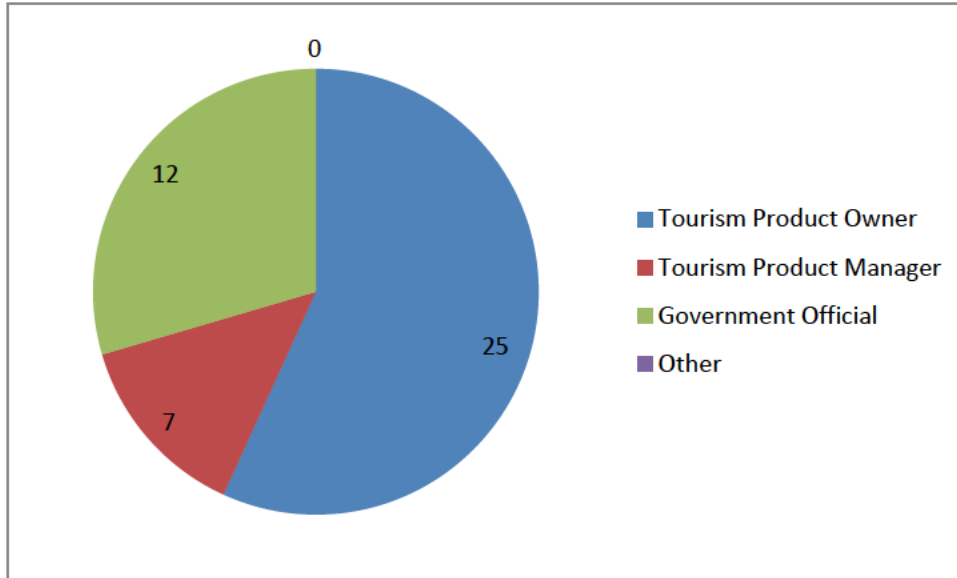
According to Graph 1, most (33) of the respondents were White, 9 African and 2 Coloured. There were no Asian or Indian respondents.

Question 4: To ascertain the level of education of respondents

The majority (31) of the respondents indicated that they had undergone tertiary education, whilst 12 respondents indicated that they had completed secondary education. Only one respondent indicated that he/she had only received primary education.

Question 5: To ascertain the position of the respondents in the tourism industry

Graph 2: Current position of respondents



According to Graph 2, most (25) of the respondents indicated that they were tourism-product owners, whilst government officials showed the second-largest distribution in the study area, followed by tourism-product managers.

Question 6: Region of operation

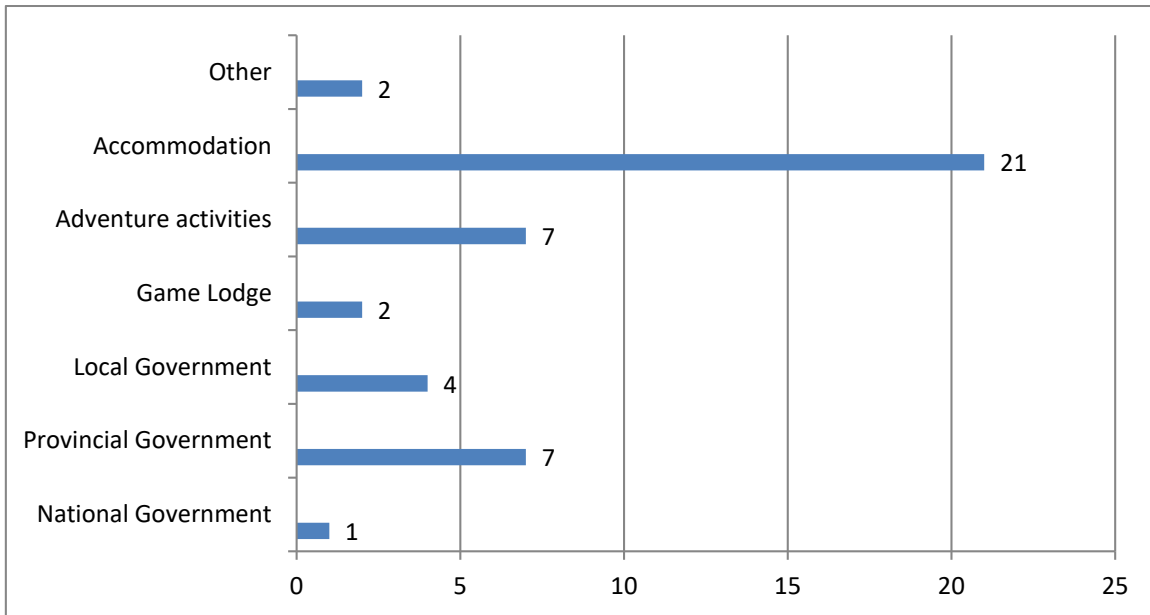
Table 2: Region of operation

Free State	21
Northern Cape	14
Eastern Cape	9
Total	44

As Table 2 indicates, 21 respondents indicated that their region of operation were in the Free State Province, whilst 14 indicated that the Northern Cape was their main region of operation. The Eastern Cape was the least represented, with 9 respondents indicating this province as their region of operation.

Question 7: Core business of respondents

Graph 3: Core business



It is clearly indicated in Graph 3 that the accommodation sector is the most represented (21), with adventure activity providers and provincial government officials the second most represented, with seven representatives each. Local government officials and game lodges were third and fourth, with four and two respondents, respectively. National government is represented with one official, whilst the category of “other” includes two private tourism information offices working without government support. These information offices were product owners as well.

Question 8: Support provided by government

Table 3: Provision of support by government for tourism development

Does government provide the following support to develop tourism in your area?		Never	Rarely	Sometimes	Very Often	Always
3.1	Financial Support	31	3	8	2	0
3.2	Marketing Support	13	12	8	8	3
3.3	Infrastructural Support	26	3	10	5	0
3.4	Tourism developmental support	26	5	2	11	0
3.5	Other, please specify: _____	0	0	0	0	0

The provision of financial support for tourism development is an important aspect without which tourism development cannot take place. According to Table 3, question 3.1, the majority of the respondents (31) felt that the government never provided any financial support for tourism development. In question 3.2, most respondents (25) indicated that marketing support was seldom or never provided by government. Regarding question 3.3, the majority of respondents (26) felt that the government never provided any infrastructural support, whilst the same number of respondents (26) indicated that tourism developmental support was never supported by government.

Question 9: Can government contribute to the growth of tourism in the Karoo Riviera?

Table 4: Can government contribute to the growth of tourism in the Karoo Riviera

Can government contribute to the growth of tourism in the Karoo Riviera by		Not at all	Very little	Some-what	To a great extent
4.1	Provision of effective marketing efforts	1	1	8	34
4.2	Fostering synergy between the different tourism role-players in your area	0	1	25	18
4.3	Creating a positive climate for tourism-product development	1	2	14	27
4.4	Provision of financial assistance to develop more tourism products	2	2	22	17
4.5	Other	0	0	0	0

According to Table 4, the majority of respondents (42) indicated that government could definitely contribute towards tourism growth in the study area through the provision of more effective marketing efforts. Similarly, 43 of the respondents felt that creating synergy between the tourism role-players could assist tourism

growth. Tourism product development needs an enabling environment to be created by government and 41 of the respondents agreed with the statement. Financial assistance is always necessary for tourism development to succeed and 39 respondents felt that the government could assist financially to contribute to tourism development.

Question 10: Which aspects are barriers to tourism development?

Table 5: Barriers for tourism development

Which of the following aspects are barriers to tourism development and growth in your area?		Never a barrier	Seldom a barrier	Sometimes a barrier	Often a barrier
5.1	Provision of adequate financial support	0	1	7	36
5.2	Political interference	0	3	14	27
5.3	Inadequate subject knowledge of tourism officials	13	15	6	10
5.4	Lack of enthusiasm by officials	15	14	5	10
5.5	Other, please specify: _____	0	0	0	0

Table 5 indicates that an overwhelming 43 out of the 44 respondents indicated that the provision of adequate financial support is often or sometimes a barrier to tourism development in their respective regions. Political interference was experienced to be a barrier towards tourism development, with 27 respondents indicating that it was often a barrier.

The subject knowledge of tourism officials was perceived to be very good, with 15 respondents indicating it was never a barrier for tourism development and 14 respondents indicated it was seldom a barrier. The lack of enthusiasm by officials was not experienced as a barrier as 29 respondents indicated that the enthusiasm of the officials was never (15) or seldom (14) a barrier against the 15 respondents who reported that a lack of enthusiasm by tourism officials was a barrier to development.

Question 11: Do the following institutions/organisations participate in your area of the province?

Table 6: Participation of tourism institutions/organisations

Do the following institutions/organisations participate in your area of the province?		Don't participate at all	Participate very little	Participate somewhat	Participate to a great extent
6.1	Provincial Tourism Department	23	9	4	8
6.2	District Tourism's Organisation	26	10	6	2
6.3	Local Tourism's Organisations (LTO)	17	11	12	4

In Table 6 it is clear that provincial and district tourism organisations did not participate at all or very little in the research area, as 32 respondents indicated that the Provincial Tourism Department did not participate in their area. Similarly, 36 respondents indicated that the District Tourism Organisations did not participate in their areas. Local Tourism Organisations fared better, as 12 respondents indicated that they participated somewhat, although only 4 respondents felt that they participated mostly in their respective areas.

Question 12: What do you understand under a strategic plan for tourism development in your province?

A majority of 30 respondents indicated that the tourism development plan meant a plan or strategy to develop and grow tourism for the benefit of the local population and particularly for those employed in the tourism industry. This was offset by 12 respondents who did not have any or little knowledge of tourism plans, whilst one respondent indicated that no tourism development plan existed.

From the field research, it transpired that the product owners were not all *au fait* with the term *tourism development*. The researcher had to explain the term numerous times. It was then found that the product owners mostly had the same basic idea of what the question entailed. When evaluating the answers from the public sector, a clear difference could be identified between their understanding of

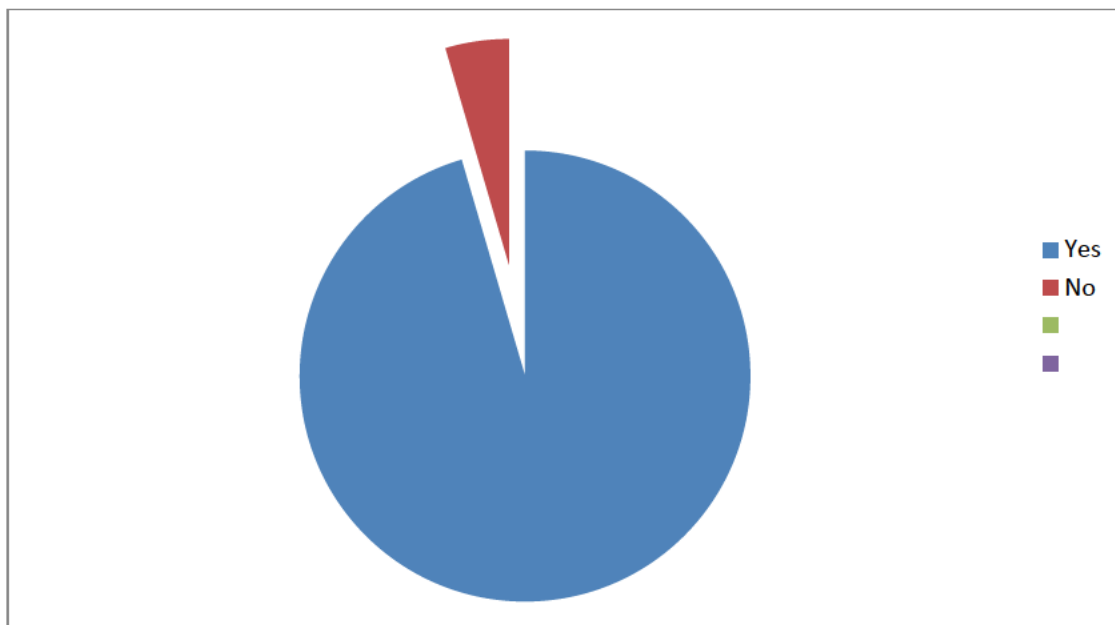
this question and those of the private sector. Answers that were more detailed were forthcoming from the public-sector interviewees.

Question 13: What is your understanding of cross border cooperation?

Forty respondents indicated that their understanding of cross border cooperation meant the collaboration of tourism products across borders. This would include not only the cooperation of tourism development projects, but also of tourism marketing for the benefit of all product owners across provincial and municipal borders. Three respondents indicated that they had no knowledge about cross border cooperation, whilst one said that very little cooperation took place and he felt that cross border cooperation meant that product owners should send one another their business.

Question 14: In your opinion, would cross border cooperation benefit the area?

Graph 4: Would cross border cooperation benefit the area?



It is clearly indicated in Graph 4 that the majority of 42 respondents felt that cross border cooperation would benefit the tourism products in the study area. This came as no surprise, as the researcher found that the interviewees were looking for opportunities to broaden their marketing footprint of their products.

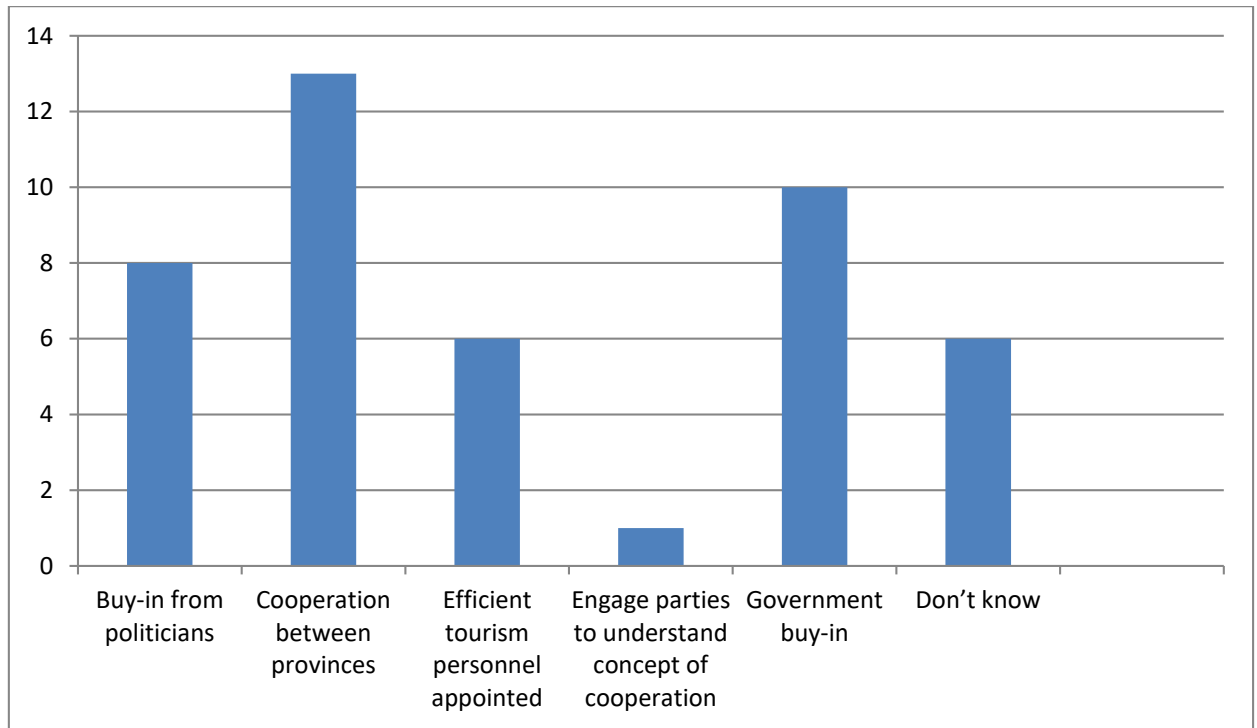
Reasons the respondents provided revealed that the majority (27) felt that they would receive more tourists through cross border cooperation. This would have a direct impact on tourist arrivals and thus on tourism businesses with more direct spending injected in the tourism industry of the study area. It was stated that if cross border cooperation would be achieved, more collective marketing would be done by all the relevant provinces for the particular product owners. The responses indicated that the private sector felt they could receive more business by cross border cooperation as their marketing footprint would be more expanded.

Public-sector respondents also agreed that cooperation would benefit the areas in their respective jurisdiction areas and although they indicated in their reasons that they believed more marketing would result in more visits to their respective areas, they felt as well that more funding should be made available to assist in the marketing of their respective areas. During the interviews, it was made clear that funding was a definite problem area. Public-sector interviewees felt that if cross border cooperation were part of the political will, it would assist them in gaining more funding for the development and marketing of those particular areas.

When asked why they would say that, the answer was that not one province would want to be outdone by another with regard to marketing spending and possible successes thereof in the particular cross border area. The interviewees felt that by working together, more funding could be focused on a particular area and that the area as whole would benefit. Prompting this further and asking if they did not mind other provinces receiving more visitors than they did the answers were positive; that was why they still wanted to work together and maybe get more visitors than their neighbours.

Question 15: How will you implement cross border tourism development in your area?

Graph 5: How will you implement cross border tourism development?



In Graph 5, most respondents (13) indicated that there had to be cooperation between provinces in order to implement cross border cooperation. Before cooperation between provinces could take place, government and politicians should work together towards the common goal of cooperation. Eighteen respondents indicated that government and politicians had an important role to play in cross border cooperation and they indicated that buy-in from government (10) and politicians (8) were important drives needed for the implementation of cross border tourism and that they should be the implementing agents.

Question 16: According to your knowledge, are there any factors hampering the cooperation between the three provinces?

In total, 31 respondents definitely felt that there were factors hampering cooperation. Four respondents felt that there were no impeding factors, whilst nine indicated that they were not sure.

Table 7: Factors responsible for hampering cooperation

MEC did not sign MOU	1
Government not interested	2
Incompetency of government	2
Jealousy amongst provinces	3
Lack of understanding the importance of cooperation by government	4
Political interference	9
Province want to benefit only itself	6
Insufficient budget allocation	4
TOTAL	31

In Table 7, the factors the respondents felt were responsible the most for hampering cooperation were political interference (9). In second place with six responses was the issue that the respondents felt that the provinces only looked after themselves and would only want to benefit themselves. In effect, this meant that respondents felt provinces did not want to pursue cross border cooperation actively for fear of missing tourism arrivals, as opposed to their neighbouring provinces.

Question 17: What would be the critical success factors for successful cross border cooperation?

Table 8: Critical success factors for successful cross border cooperation

Better cooperation between provinces	4
Buy-in from everyone	6
Do not know	3
Government buy-in	13
Lack of implementation of plan	2
Less politics between provinces	2
More tourist arrivals	1
DMO to be established	7
Political will to make development plan work	2
Product owner buy in	3
Suitably qualified tourism personnel in public sector	1
Total	44

Thirteen respondents indicated in Table 8 that government should be interested in and supportive of cross border cooperation for it to succeed. In order to support the government, seven respondents felt that a Destination Marketing Organisation (DMO) should be established as a critical success factor for successful cross border cooperation, whilst six respondents identified the critical buy-in from all role-players to support the initiative.

Question 18: Do you belong to a local tourism organisation?

The minority of the respondents (13) indicated that they belonged to a local tourism organisation, whilst the rest (31) answered in the negative. Six of the respondents indicated that they belonged to the Gariep Tourism Organisation, but that it had not been in operation for the past two years. Five respondents indicated that they belonged to the Vanderkloof Tourism Organisation, but that organisation had also not been active for the past two years. Two respondents indicated that they belonged to the Umsobomvu Tourism Organisation, which was an active origination.

Question 19: Do you belong to a provincial tourism organisation?

In total, 36 respondents indicated that they did not belong to a provincial tourism association and only 8 confirmed that they did belong to a provincial tourism organisation. The Free State and Eastern Cape Province each had 2 respondents indicating that they belonged to a provincial tourism organisation and the Northern Cape had 4 respondents who answered positively.

Question 20: To what extent will cross border tourism cooperation be beneficial to: better market penetration, more tourism development, better networking opportunities amongst tourist stakeholders across border, planning joint cross border infrastructure, promoting cross border regional branding, and establishing cross border partnership support programmes?

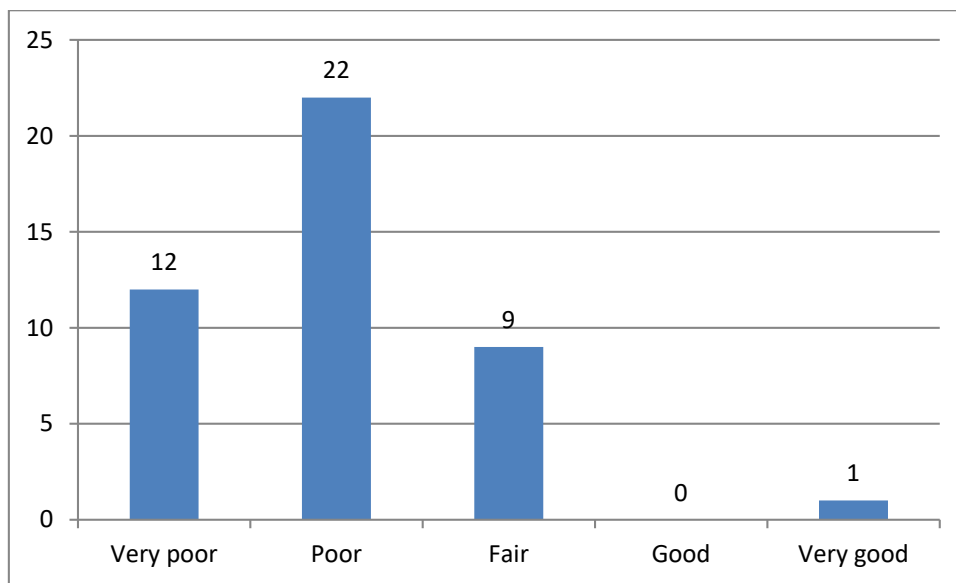
It was clear that respondents felt that promoting cross border branding was the most beneficial aspect of cooperation, with 32 respondents specifying it. From the

fieldwork, the researcher could also confirm during the interviews that tourism promotion was a contentious issue. This issue invariably came up during the interviews with the respondents complaining that local and provincial tourism authorities did not do enough promotion. The respondents indicated that they were reliant on their own promotional strategies.

Next in line was to reach better market penetration, with 30 positive responses and a close third was that more tourism product development would take place if cross border cooperation were initiated. No responses were indicated under “not at all beneficial” and “very little beneficial”, demonstrating that the majority of the respondents felt that cross border cooperation would be advantageous.

Question 21: How do you experience the political motivation with regard to cross border cooperation in your area?

Graph 6: Political motivation for cross border cooperation

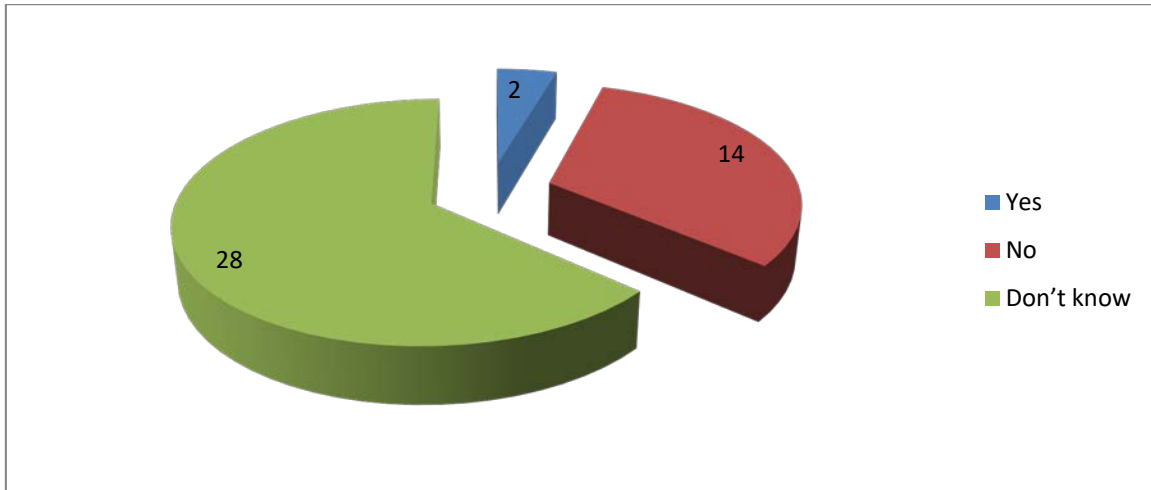


Graph 6 indicates that most respondents felt that the political will to cooperate was poor and very poor. Only one respondent indicated that the political will was very good.

Respondents were asked to provide reasons for their answers. Most (22) of the respondents indicated that they felt the government was not interested in their area and therefore the political will to grow tourism in the study area was not there, as indicated by 13 respondents.

Question 22: Does a plan exist for cross border cooperation between the Free State, Eastern Cape and Northern Cape Provinces?

Graph 7: Does a plan exist for cross border cooperation?

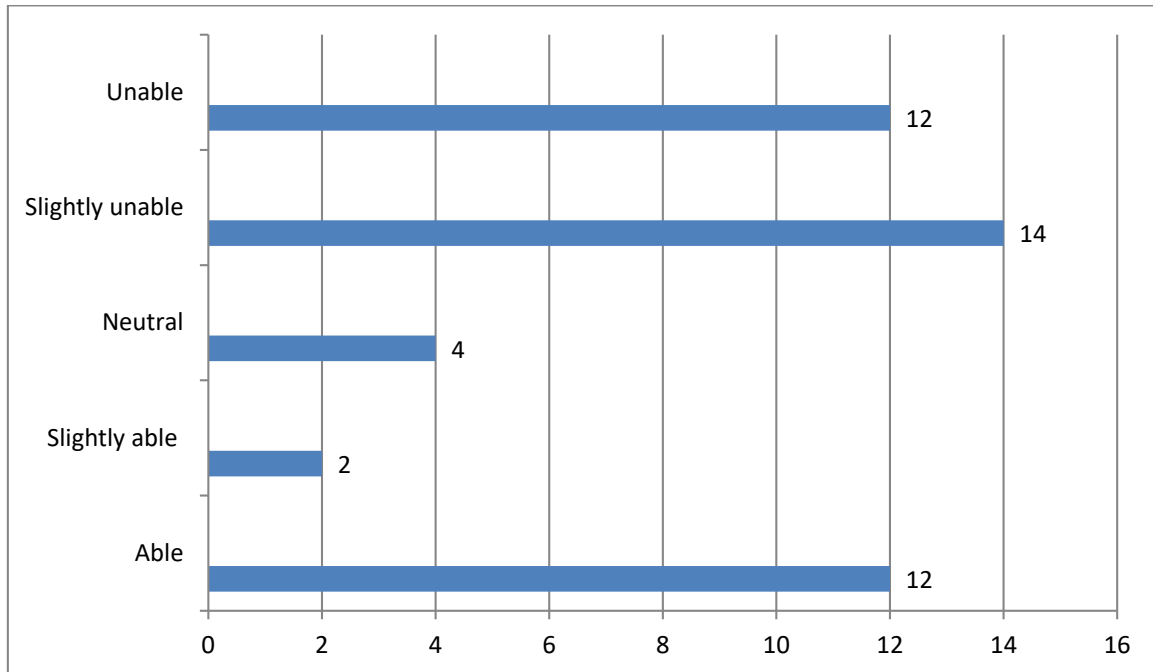


Graph 7 indicates that the majority of respondents (28) did not have any knowledge of a plan for cross border tourism cooperation in their respective areas, whilst only 2 respondents indicated that they knew of such a plan. These 2 respondents mentioned the efforts in 2009 to establish the Lake Gariep cooperation initiative between the Free State and Eastern Cape, but which never realised.

The private sector of all three provinces indicated that they did not know of any interprovincial plans for cooperation between the provinces. The two respondents who indicated that they knew about interprovincial cooperation were product owners who had been in the tourism industry for more than 10 years and were thus more experienced. The researcher also identified that they were the respondents with the most knowledge about tourism due to their experience; therefore, they had knowledge about previous plans for cross border cooperation. From the research, it transpired that all the tourism officials interviewed knew about a plan for cross border collaboration. Responses received indicated to the now defunct Lake Gariep initiative, which never came to full fruition due to political interferences.

Question 23: What is your view on the ability of government to implement cross-border tourism development plans with regard to cross border cooperation?

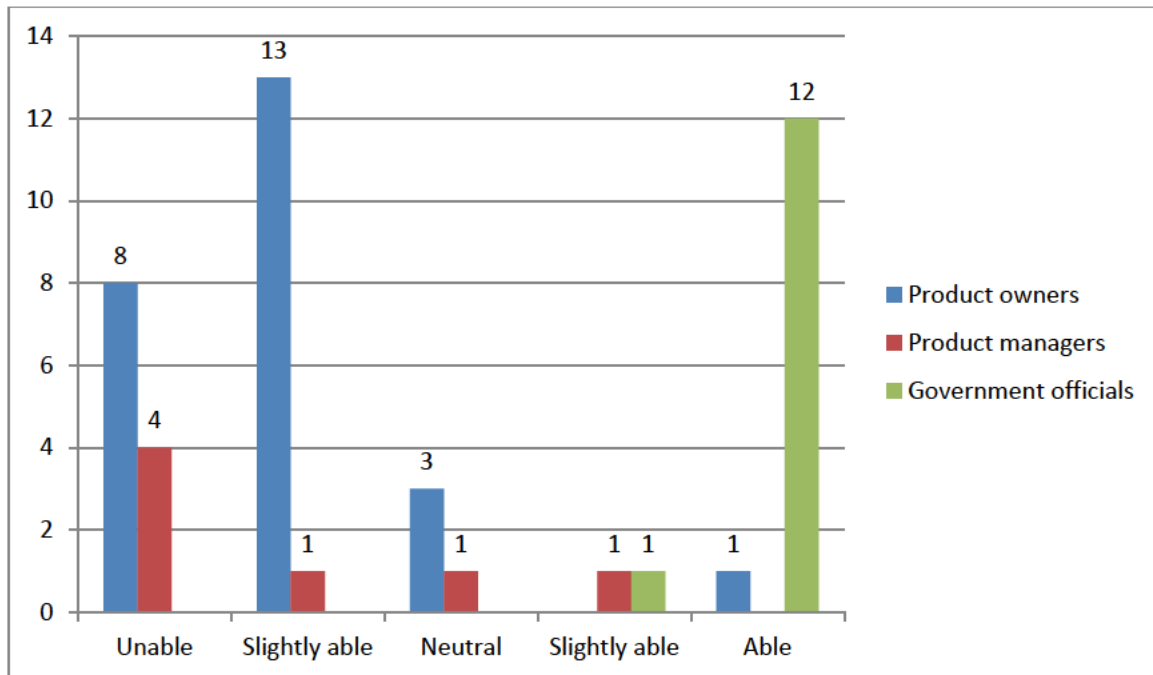
Graph 8: Ability of government to implement cross-border tourism plans



Graph 8 clearly indicates that respondents were not very positive towards the government's ability to implement cross border tourism development plans. Whilst 12 respondents felt the government would be unable to implement cross border tourism plans, 12 respondents felt that the government would be able to deliver on implementation. However, 14 respondents also indicated that government was unable to implement cross border tourism plans.

In order to ascertain the ability of government to implement cross border tourism plans, Graph 8 indicates the responses of product owners, product managers and government officials.

Graph 9: Ability of government to implement cross-border tourism plans according to product owners, product managers and government officials



Graph 9 shows that according to the responses, 12 government officials indicated that they were able to implement cross border tourism plans. By contrast, tourism-product owners and managers both indicated that the government was unable (12) to implement cross border tourism plans. Reasons provided by the private sector on why government was not able to implement cross-border tourism plans, indicated the lack of competency of government officials (10) and a lack of relevant knowledge about tourism by officials (9).

Question 24: In your opinion, what should government do to support tourism cooperation, specifically cross-border?

Tables 9.1; 9.2 and 9.3 discuss the qualitative responses from the tourism product owners, the tourism-product managers and the government officials with regard to what they indicated should be done to support cross-border tourism cooperation in the study area.

Table: 9.1. What should government do to support tourism cooperation? Tourism-product owner's responses

Tourism Product Owners (n = 25)

Q24	Frequency	Percent
More competent government tourism officials appointed	12	48.0%
Government must assist with tourism development	7	28.0%
Financial support	6	24.0%
DMO to be established	6	24.0%
Develop attractions	4	16.0%
Tourism infrastructure development should be initiated	2	8.0%
Provide effective info offices	2	8.0%
Effective infrastructure	2	8.0%
Better cooperation between stakeholders	2	8.0%
Better cooperation with DWAF	2	8.0%
Tourism infrastructure development updated	1	4.0%
Promote and update/develop tourism routes	1	4.0%
Local municipality should also be included	1	4.0%
Don't know	1	4.0%
Better tourism infrastructure developed	1	4.0%

NOTE: Respondents were allowed to provide more than one answer therefore the percentages will not add up to 100%.

From Table 9.1 it is evident that 13 tourism product owners felt that marketing should be improved to attract more tourists to the study area. Twelve product owners also felt that more competent tourism officials should be appointed, as it would assist with the implementation of tourism development and marketing by government. For development and marketing to take place, financial assistance is important, as indicated by six of the respondents. Another six respondents indicated that a DMO should be formed to act as driver for tourism development and implementer of marketing for the study area.

Table: 9.2. What should the government do to support tourism cooperation? Tourism-product manager's responses

Tourism Product Managers (n = 7)

Q24	Frequency	Percent
DMO to be established	1	14.3%
Promote and update routes to such cross-border key points	1	14.3%
Assistance from government for tourism development	1	14.3%
Better cooperation between product owners	1	14.3%
Develop attractions	1	14.3%
Financial support	1	14.3%
More competent tourism government officials	1	14.3%
Tourism infrastructure development	1	14.3%

In Table 9.2, six tourism-product managers indicated that better marketing should be done to support tourism cooperation. The focus group also indicated that a DMO should be established whilst providing funding. Developing attractions and creating tourism routes were mentioned.

Table: 9.3. What should government do to support tourism cooperation? Tourism official's responses

Tourism officials (n = 12)		
Q24	Frequency	Percent
Financial support	10	83.3%
Better marketing	6	50.0%
Government must assist with tourism development	4	33.3%
DMO to be established	3	25.0%
More competent tourism government officials	3	25.0%
Better cooperation between provinces	2	16.7%
Establish DMO	2	16.7%
Less politics/less political interference	2	16.7%
Better cooperation between product owners	1	8.3%
Better communication channels government-product owners	1	8.3%
Tourism development initiatives implemented	1	8.3%
Tourism infrastructure development	1	8.3%
Upgrade of communications network	1	8.3%

Table 9.3 indicated that 10 tourism officials felt that financial support was the most important factor for tourism cooperation to take place. It indicates the importance of financial support and that government officials do not experience that they receive enough financial support for tourism development and marketing, which they indicated as being important factors as well. The establishment of a DMO is mentioned by two officials and it underlines the importance of the establishment of a DMO to act as implementation agent for cross-border tourism development.

As part of the qualitative process for this study, product owners and managers were interviewed on types of tourists visiting their establishments. It was found that in the Gariep Dam area, most (80%) of the tourists were overnight tourists followed by weekend tourists and business tourists. At Vanderkloof Dam, the results were different. The majority of tourism managers and owners (84%) indicated that most of their business came from weekend tourists and the reason provided was that their clientele came to participate in water sport activities like boating, angling and kayaking. The share of overnight tourists was small, while the respondents indicated that business tourists made up an even smaller portion of their business.

6.4 Further discussion of results

To interpret the results of this investigation further, in-depth interpretations of the results are now provided and are focused on how product owners and managers view tourism against how government officials view it.

By analysing the research results according to answers provided by tourism-product owners, managers and government officials individually, it was found that the majority of tourism-product owners and managers felt that government did not provide enough financial, marketing, infrastructural and tourism developmental support. Only one tourism manager felt that government very often assisted with marketing. Government officials were more inclined to differ and indicated their support for government by stating that government sometimes, very often, and always supported tourism development. It is clear that the government feels that

they are doing enough regarding marketing, whilst the private sector does not agree with this viewpoint.

During the interview process, it was noted that most of the product owners had a negative view about government support. The research has shown that especially in the Free State and Eastern Cape the lack of government support was significant. The researcher identified this as a significant gap in possible future cross border collaboration. The respondents from the Northern Cape showed a slightly different perspective as they indicated that government support was more obvious. It can thus indicate that the Northern Cape tourism department is more involved in the research area than the Free State and Eastern Cape Provinces.

According to the respondents, government support received from the Northern Cape was the provision of Northern Cape tourism-branded sign-in registers and support with marketing of their area at tourism shows. It must be mentioned that the respondents who falls under the Colesberg information office, were very pleased with the service received from the office. During the visit to the Colesberg tourism office the researcher found the tourism information officer helpful, knowledgeable and very enthusiastic.

This tourism office acts as a hub for accommodation bookings for Colesberg and surrounding areas. Although most of the enquiries at the office were for accommodation purposes, the information officer indicated that when the available accommodation for the town had been exhausted, tourists were directed to the Gariep Dam and surrounding areas for alternative accommodation. The importance of this is that it indicates that provincial borders do not exist for this particular entity as tourists are afforded the opportunity to experience tourism products in other provinces, namely the Free State and Eastern Cape. Provincial tourism departments are responsible for tourism marketing, development and regulation in their respective provinces. Their cooperation and communication with the private sector are very important if tourism wants to expand.

A large number of respondents (32) indicated that the involvement of the respective provincial tourism authorities in their area was very low. Only four respondents in the Free State indicated that the Free State Provincial Tourism

Department was involved in their area five years before. On further investigation it became clear that it had been a once-off event when there had been plans afoot for the Lake Gariep initiative. This initiative was launched in 2009, when attempts were made to create a tourism route around the Gariep Dam. This would need collaboration between the Free State, Eastern Cape and Northern Cape Provinces. The initiative failed and never realised its potential.

The respondents in the Northern Cape painted a different picture about their provincial tourism body. They indicated that they received a regular newsletter from Northern Cape Tourism and that a number of workshops were held in their respective areas, especially around the Vanderkloof Dam. Four Northern Cape respondents also indicated that they had received a Northern Cape-branded visitor's book, which had to be sent to the provincial body when it was full. Regular monthly data about visitor numbers at the establishments were also to be sent to the provincial tourism body.

During the interviews, it transpired strongly from the interviewees in the Free State and Eastern Cape that no support was forthcoming from the district tourism organisations (Gariep and Joe Gqabi). This was strongly supported by the results of the questionnaire, which showed that 36 respondents had indicated that the respective district tourism organisations did not participate at all or participated very little in the research area. During the interview process only two respondents in the Free State were aware that there was a district tourism official for the Gariep district. This paints a very bleak picture for tourism development and marketing of the study area of Gariep. The interviewees in the Eastern Cape indicated also that the district tourism authorities were not active in their region. If the product owners indicated that they were not aware of the tourism officer, could the officer 1) market an area without visiting it, and 2) assist in any possible tourism development initiatives without any interaction or knowledge with product owners?

One of the main pillars of tourism marketing and development is that product owner inputs and cooperation are of the utmost importance. For government to ignore the product owners, as happened at Gariep, could lead to avoidance by the product owners of the implementation of any future government initiatives. The product owners around the Vanderkloof Dam were not positive towards the district

tourism body situated in De Aar. Five of the respondents indicated that they had never received any information from the district tourism office. During the field research, the researcher experienced a negative feeling towards the district tourism office amongst the Vanderkloof product owners.

Research indicated a more positive attitude towards the respective local tourism organisations. On the Free State side of the Gariep Dam, the local tourism organisation (LTO) was called the Gariep Tourism Association. Up to 2013, it was a very active LTO, especially after the town of Gariep Dam had won the *Volksblad* Tourism Town of the Year Competition in 2009. This competition was initiated by the local newspaper, the *Volksblad* and the Tourism Department of the Central University of Technology, Free State. The aim of this competition was to foster pride in the smaller towns within the distribution reach of the *Volksblad* and to install and rekindle a tourism culture in the respective towns.

One of the main criteria used for judging a small town was on how the LTO and the tourism-product owners worked together to develop tourism in a particular area. An important reason why Gariep Dam won the competition in 2009 was the role the LTO played in getting the product owners to buy into participating in the competition and then to get the local municipality to assist in the beautification of the town. Five years later the researcher found a different town. Internal strife and rivalry amongst product owners had left the LTO incapacitated and for all practical reasons non-existent. This was observed during the interviews the researcher conducted.

Another issue the researcher found was that the local tourism information office in Gariep Dam used to be run by an independent person not affiliated with a tourism product. This changed three years before, as the current tourism information officer had some family ties with product owners, which created friction amongst product owners, as a number of them indicated to the researcher that they felt that the current LTO office only benefited a certain group of product owners closely related to the person.

This state of affairs was not news to the information officer, as it was mentioned to the researcher during the interview process. In the interview, the researcher

alluded to this fact and the tourism officer indicated that the current product owners who were dissatisfied with the LTO had a grievance against him for the above-mentioned reason. The tourism officer made it very clear that the office was not partial to any product owner.

At Gariiep, the main problem is the fact that the product owners felt that the tourism information officer was not objective in the referring of tourists to different accommodation establishments. The feeling was that tourists were referred to product owners with family ties. Another problem was that brochures displayed at the information office did not include all the tourism products of the Gariiep Dam and that certain products gained preference above others.

It is thus clear through the research that the Gariiep LTO has been experiencing some challenges. This led to the decline in membership as well as the negative feeling towards the LTO – as experienced by the researcher during the field research. The lack of support for the LTO negatively affects the cooperation between the product owners of Gariiep Dam and the growing of tourism development and marketing. It was found that because of the lack of a reputable LTO, product owners rather tended to be on their own with regard to their marketing exercises. All the product owners participating in the study indicated that they were responsible for their own marketing. They did not feel that the LTO added value to them as product owners.

On the Eastern Cape side of the Gariiep Dam, the responsible LTO was the Burgersdorp LTO. The Burgersdorp LTO consists of the towns of Oviston, Venterstad, Steynsburg and Burgersdorp with only Oviston and Venterstad part of this study, as these are the only towns next to the Gariiep Dam in this LTO. The office of the LTO is situated in the Burgersdorp Museum in the town of Burgersdorp, about 90 km from the Gariiep Dam.

The respondents for this LTO indicated a far better participatory framework than at Gariiep Dam. During the interviews, the researcher alluded to this and the consensus amongst the product owners was that they received good feedback and assistance from the Burgersdorp LTO. Regular meetings were held and

minutes were circulated timeously. The consensus amongst the product owners was thus that they were satisfied with the Burgersdorp LTO.

It was found that the Umsobomvu LTO, responsible for the Northern Cape area around the Gariep Dam, was supportive of the product owners. The respondents mentioned that they received some tourism information from the district office. During the field research, the researcher visited the Umsobomvu tourism office and found the office functioning and supportive to the product owners. During the interview, the tourism officer also indicated his office's willingness to assist all product owners – even across provincial borders.

The Renosterberg LTO is the local community tourism organisation for the Vanderkloof Dam. The researcher also experienced some tension there between the product owners and the LTO. This stems from the fact that this LTO has also been dormant for two years. During the field research, it transpired that there were similarities between the Gariep Dam LTO and the Renosterberg LTO, with both not functioning at its full potential. Some product owners felt that the LTO did not provide any service to them, whilst others felt that only certain product owners benefited from the LTO. Currently the Renosterberg LTO is dormant and product owners do their own marketing.

A worrying finding of the study is the inadequate subject knowledge of some tourism officials. In the Northern Cape, the respondents around the southern part of the Gariep Dam indicated that they were satisfied with the knowledge of the relevant tourism officials. This can be ascribed to the fact that the tourism office in the Umsobomvu District was more hands-on than the other tourism offices. The tourism official was enthusiastic and took take pride in his job. The research also showed that the Eastern Cape product owners were relatively satisfied with the knowledge of their tourism officials.

This can be ascribed to the fact that the tourism office is actively involved with the product owners through regular meetings and newsletters. The Free State respondents were found to be very negative towards tourism officials and that can be ascribed to the fact that all but two of the product owners and managers did not receive any communication from the Xhariep District Tourism Office.

In an article on rural tourism Briedenham and Wickens (2004b), concludes that rural tourism, as the field of this study, has unlimited potential in South Africa. However, a number of key challenges were identified that hampers growth of tourism in rural areas. Some of these challenges were that the planning, management and marketing of and at the rural areas were important if rural tourism were to thrive. It is important to mention that cooperation between tourist stakeholders and across provincial borders is not mentioned in this particular study. If rural tourism were to thrive, cooperation between tourism stakeholders needs to be of the utmost importance. Blackman (2004) in Choudhary and Aggarwal (2011: 68) indicates that the following factors could be barriers to successful tourism development:

- finances;
- community opposition;
- lack of infrastructure; and
- lack of control over negative impacts.

Deducting from the research, the cooperation theory of Gupta and Dada (2011) can now be used to indicate the process of firstly eliminating obstacles (see Figure 3) towards successful cross border collaboration and secondly to propose a cross-border cooperation model for the Karoo Riviera.

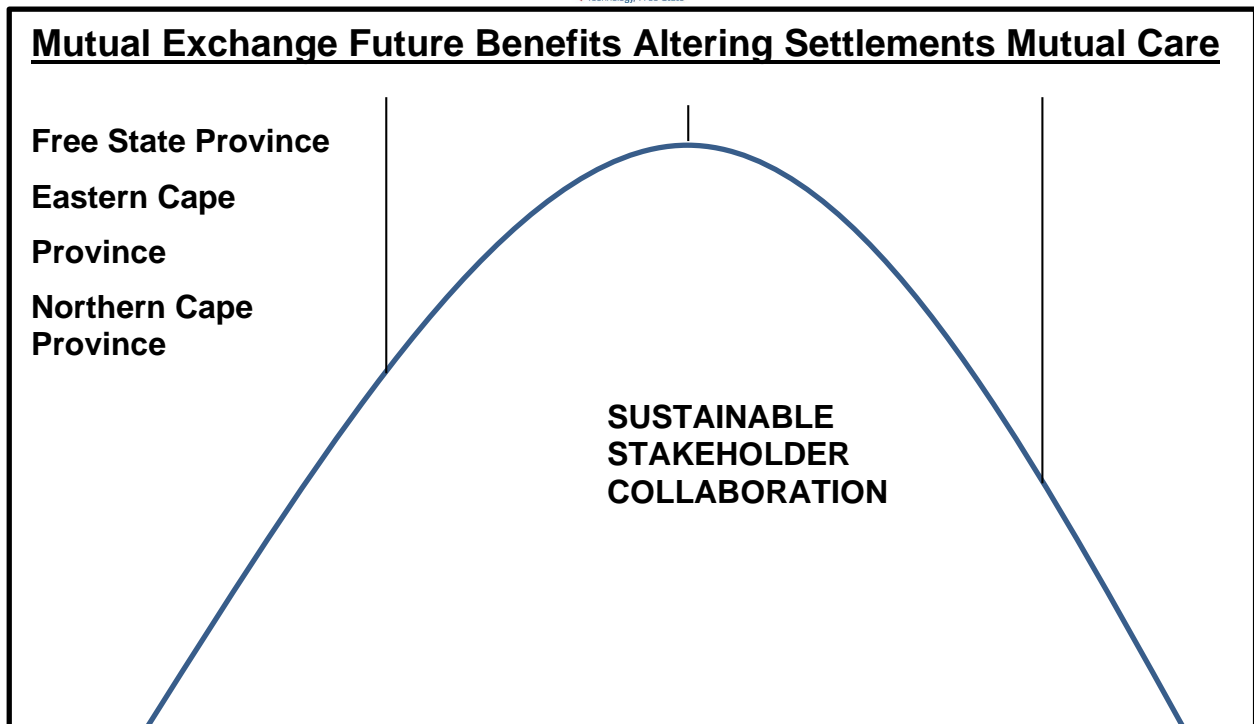


Figure 3: Obstacle elimination process towards successful cross border collaboration
(Adapted from Gupta and Dada (2011)).

Figure 3 indicates the obstacle elimination process to reach successful cross border collaboration.

- **Mutual Exchange:** Identify factors of mutual exchange by making non-cooperation unattractive.
- **Future Benefits:** Focus on benefits of cooperation for the future.
- **Altering Settlements:** Accentuate the importance of cooperation and emphasise that if cooperation is not supported, competition will result in fewer benefits for all.
- **Mutual Care:** Product owners need to understand that individual benefits will result from other product owners' success. The more successful product owners in the study area and sharing of business, the more business it will attract to the region.

The diagram indicates that obstacles first need to be eliminated and role-players need to be made aware of benefits of cooperation. It proposes that the obstacle of non-cooperation should be made unattractive and interchange of collaborative efforts should be lauded. With the focus on future benefits of cooperation

emphasised, the importance of the negative nature of competition in a small rural area like the Karoo Riviera must be highlighted. Due to the lack of abundance of tourism products, cooperation between stakeholders needs to be emphasised and the future benefits thereof need to be understood. Future benefits will include growth in tourism numbers and financial support from the public sector. Lastly, the social wellbeing of the product owners in the area needs to be recognised.

When obstacles towards collaborative cross-border tourism development have been removed, the cross border cooperating model needs to be implemented together with the tourism development plan. The cross-border cooperation model provides an important road map towards the cross-border tourism development plan for the Karoo Riviera (see Figure 4).

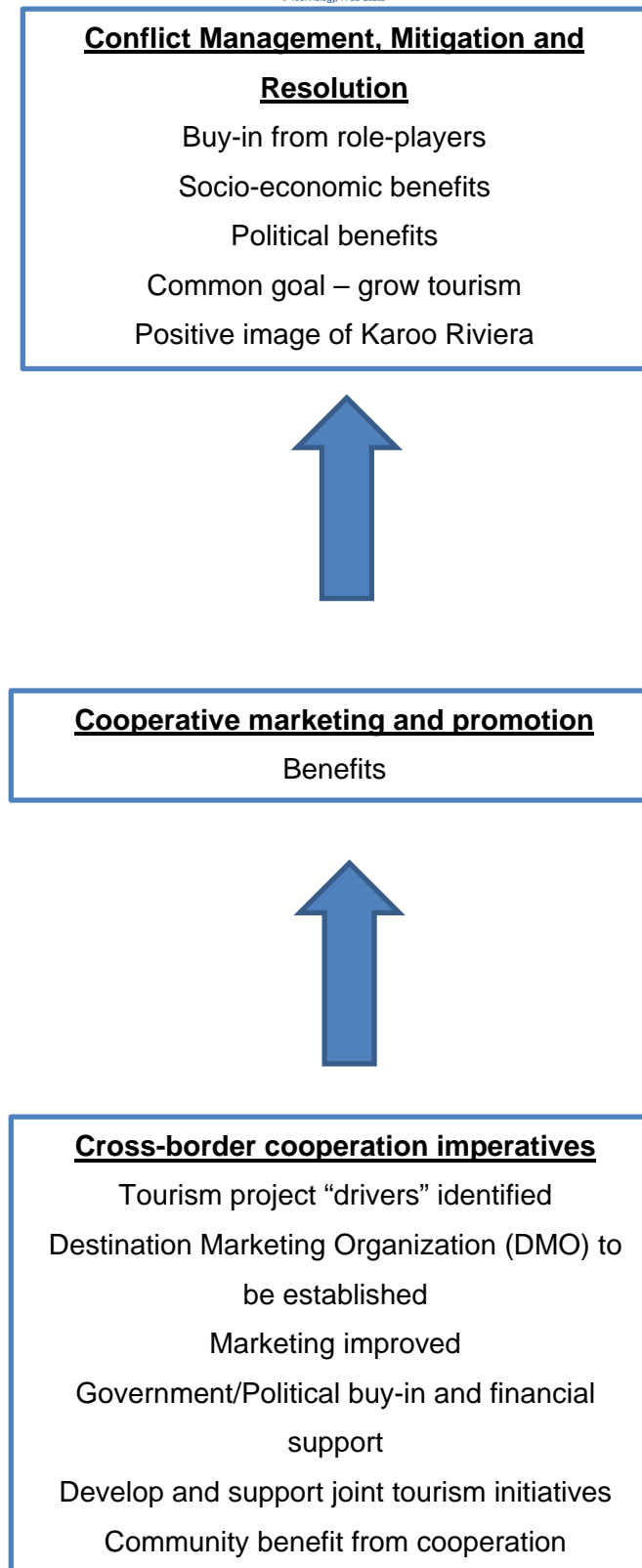


Figure 4: Cross-border cooperation model (Adapted from Sonmez and Apostolopoulos, 2000).

From the research, it transpired that stakeholder relations between product owners and public sector were not good. The collaboration model thus first emphasises that possible conflict in the study area between all stakeholders should be managed, mitigated and resolutions found. It is thus imperative that the negative feelings of product owners towards the public sector be addressed and mitigated if successful cross border cooperation were ultimately to be implemented successfully.

Therefore, the buy-in of all role-players for collaboration in the study area will be very important. The social, economic and political benefits of collaboration for the successful implementation of cooperation in the Karoo Riviera should be emphasised. All role-players should strive for reaching a common goal, which would be to grow tourism in the study area. With the collaborative efforts of all involved, an enhanced image of the Karoo Riviera can be propagated with provincial government acting as the initial process manager.

The next important message of the model is that cooperative marketing and promotional efforts for the Karoo Riviera need to be implemented. The prospective benefits from cooperative marketing are embedded in the belief that cooperation can take place.

6.5 Summary

Cross border cooperation has a number of imperatives that need to be incorporated in the tourism development plan for the Karoo Riviera. In the cross-border cooperation model, it is indicated as six major groups:

- Group 1: Tourism project “drivers” or enthusiastic private sector product owners must be identified. The role of the “drivers” will be to organise private sector involvement. These “drivers” need to be enthusiastic and knowledgeable regarding tourism development.
- Group 2: Research has indicated that an effective DMO need to be established. The DMO will be responsible for all cooperative cross border tourism-related activities.

- Group 3: Feedback from respondents indicated that marketing is a major imperative for successful cross-border tourism cooperation. Marketing should be important and through cooperation, it can be improved by collective marketing activities and funding.
- Group 4: Government buy-in and financial support should be priority. Without government support and financial assistance, the Karoo Riviera will not be able to reach its full tourism developmental potential.
- Group 5: Develop and support joint tourism initiatives in the Karoo Riviera to attract tourists. Attractions and activities that will attract more tourists to the area need to be developed and supported by all tourism role-players.
- Group 6: Community in the study area should benefit from cooperation. It is imperative that the local community benefits from cooperative tourism activities, as it will create jobs, provide pride of place to the community and lead to a sense of belonging towards the study area.

In this chapter, the study area of the tourism products, product owners and the empirical results were discussed. This chapter informed the cross-border tourism development plan, which will be discussed in the next chapter.



CHAPTER 7:

CONCLUSIONS AND RECOMMENDATIONS: A CROSS BORDER TOURISM DEVELOPMENT PLAN

7.1 Introduction

One of the main key roles in successful tourism development, as has been identified in the literature review and can be deduced from the research questionnaire, is that cross border cooperation is important for tourism to grow where borders exist at tourist attractions or at touristic regions. In the South African context, it happens when tourist attractions stretch across municipal and/or provincial boundaries. This is especially true in relation to this study, as the study area crosses three provinces and three municipalities. Vodeb (2012: 66) indicates that, “through enhanced cooperation the specific cross border tourism destinations could be created in places where tourist offerings are compatible”.

Wang and Fesenmaier (2007: 864) are of the opinion that cooperation is also necessary, as many tourism destinations have individual tourism-product owners who would benefit from a cooperative marketing and developmental effort. Further, they imply that economic, social and strategic objectives could be easier achieved by cooperation. It is thus important for this study to identify the constraints for the study area for not realising its full tourism potential as a tourist attraction.

The tourism potential has been discussed in the previous chapter, indicating that the study area has a lot to offer the tourist. Water sports, adventure activities and opportunities for rest and relaxation abound in the Karoo Riviera. A number of authors also indicate that tourism has the potential for an alternative economic activity in areas where economic growth has stagnated and joblessness abounds (Cannon, 1994; Butler, 1998; Briedenham & Wickens, 2004b; Hall & Muller, 2004; Rogerson & Kiambo, 2007).

According to Avramescu and Ungureanu (2008), attention should be paid to new trends in tourism when drafting tourism plans. They have identified that tourists

seek new tourism products and destinations. Andergassen, Candela and Figini (2013: 86) identify a tourism product as a holiday or the tourist's experience. Furthermore, Avramescu *et al.* (2008) indicate that tourists are more sensitive towards the environment and that sustainable tourism is an important aspect for tourists. Tourists also look for recreational opportunities, adventure, history and cultural activities (Avramescu *et al.*, 2008: 1585). These factors should be kept in mind when developing a tourism development plan for the Karoo Riviera.

As has been indicated through the research, the fulfilment of the tourism developmental potential of the area is restrained by a lack of cross border cooperation. For the full potential of the Karoo Riviera to be unlocked, the objective is to draw up a cross border tourism-development plan, which has to identify the way forward for tourism growth in the study area. For the development of the tourism development plan, the results from the research and inputs from the respondents and researcher were used.

7.2 The Terms of Reference (TOR) for the Karoo Riviera

Objective

To formulate a long-term tourism development plan for the study area. The emphasis will be on:

- To create a tourism sector that is of high quality;
- To distribute economic benefits across provincial borders;
- To lengthen the stay of tourists at tourist attractions;
- To encourage provincial tourism authorities to cooperate across borders;
- To encourage local tourism organisations to become actively involved; and
- To position the Karoo Riviera as the gateway to the Karoo.

Duration

12 – 24 months

Target beneficiaries

National Department of Tourism;

Provincial Governments of the Free State, Northern Cape and Eastern Cape;

District Tourism Organisations of the above three provinces situated in the Karoo Riviera;

Local Tourism Organisations of the above three provinces situated in the Karoo Riviera; and

Private tourism sector situated in the Karoo Riviera.

Output

A cross border Tourism Development Plan for the Karoo Riviera. The plan will provide the framework for tourism development in the study area.

Methodology

Three-phase approach:

Phase I:

Formulating the terms of reference (TOR) for the formulation of a Tourism Development Plan for the Karoo Riviera.

Phase II:

Formulating the Tourism Development Plan. This will focus on the following:

- Creating a tourism sector that is of high quality;
- Distributing economic benefits across provincial borders;
- Lengthening the stay of tourists at tourist attractions;
- Encouraging provincial tourism authorities to cooperate across borders;
- Positioning the Karoo Riviera as the gateway to the Karoo;
- To encourage local tourism organisations to become actively involved;
- To identify accommodation, tourist activities and product development in the study area as part of the data gathering process;

- Analysis and interpretation of consumer trends and key tourism indicators; and
- Marketing and promotional guidelines.

Phase III: Implementation of the Tourism Development Plan

For the aim of the study, the researcher identified the following headings for the tourism development plan for the Karoo Riviera:

7.3 Recommendation: Tourism Development Plan

7.3.1 Study preparation

As discussed in Chapter 1, the Karoo Riviera straddles the area between South Africa's two largest dams, namely the Gariep and Vanderkloof Dams. The literary review indicated that the scale and size of the study area need to be indicated in the study preparation phase. These two dams are situated in the Gariep River and the study area includes the dams and their surrounding towns. The towns included in the study area are Gariep, Bethulie, Oviston, Venterstad and Vanderkloof. Product owners in these towns and along the Orange River between the Gariep and Vanderkloof Dams were included in the study.

The study area covers three South African provinces, i.e. the Free State, Northern Cape and Eastern Cape. The study area also consists of four local municipalities within the three provinces, i.e. Xhariep, Joe Gqabi, Umsobomvu and Pixley-ka-Seme. Through the literature study, it was found that collaboration was important for tourism to grow across borders. As the study area is a true cross border destination, it is imperative that a plan be devised to improve cross-border tourism development for the study area in order to realise its latent and inherent tourism growth potential optimally. This is hampered by every destination being responsible for its own destiny and no cooperation currently exists to find resources to assist the whole area towards realising its full tourism potential.

This research has not interrogated the kind of tourist who would visit the study area in detail so far. For the tourism development plan, it needs to be discussed in more detail in this chapter. The research done on the tourism product owners and

managers in the study area indicated that the majority of tourists visiting the study area do so firstly for overnight reasons and secondly for weekend breakaways. This was evident in the qualitative results of the study when product owners indicated the type of tourists who visited them.

It was indicated by the product owners and managers that, in the first instance, the Gariep Dam area was popular mostly for overnight visits. The research indicated that it was in particular the Gariep area that benefited the most from overnight guests to and from Gauteng and the Western/Eastern Cape tourism destinations. The feedback received from the tourism information office in Colesberg and the tourism officer in Bethulie, and the information received from the product owners and managers around the Gariep Dam confirm this. The research indicated a high number of enquiries amongst the Gariep product owners for overnight accommodation for tourists travelling to and from the Cape Province. Eighty percent of the respondents from the tourism-product owners in the Gariep Dam area indicated that overnight guests were their main source of income.

The Gariep area is situated in the centre of South Africa and next to the most important highway in the country, the N1. The N1 is the direct traffic route from Gauteng to the Western Cape and Eastern Cape and is thus an important artery for holidaymakers from the Free State and Gauteng to the tourism hotspots in the Eastern and Western Cape.

According to the tourism officer, the small rural town of Colesberg and surrounding areas, which mainly includes Gariep, also boast at least 1 000 beds indicating its importance as a halfway stop-over town for tourists.

The research found that the second-most important reason for tourists to visit the Gariep area was to relax and experience nature and the water-sport activities provided around the Gariep Dam and on the Orange River. This is the result of the need for tourists to experience breakaways. As indicated in Chapter 6, water sport activities include fly-fishing, power boating, river-rafting and kayaking. These kinds of activities attract the breakaway tourists.

When evaluating the Vanderkloof Dam area of the research, a different scenario unfolds regarding the type of tourists to visit the area. Eighty-four percent of the

respondents from the Vanderkloof area indicated that they did not have such a high influx of overnight tourists on their way to a primary tourist destination, as can be found in the Gariep area. The research indicated that the tourists in this particular area of study are mostly weekend tourists who spend more than one night in the area. The research found that water sports, and in particular power boating and fishing, were the focus of most of the tourists.

This relates to the Vanderkloof Dam being well known amongst the boating and angling fraternity, as it has earned itself a reputable name as a choice destination for water sports. The respondents in Vanderkloof indicated that most of their business originated from tourists participating in water sports. They also indicated that most of their business was done over weekends. The Vanderkloof Dam is situated to the south of the Gariep Dam, also in the Orange River. While the Gariep Dam lies next to the N1, the Vanderkloof Dam is off the beaten track and the R48 road between Petrusburg and De Aar runs close by. This road is not an artery road like the N1 near the Gariep Dam and is thus not part of a busy tourism route.

This explains why overnight tourists do not feature high on the list of tourists visiting the Vanderkloof Dam. Tourists have to make a dedicated decision to visit the Vanderkloof Dam and thus tend to stay longer. This is also confirmed by the tourist product owners at Vanderkloof, as they indicated in their responses that as a destination they were off the beaten track and did not receive a lot of thoroughfare traffic to other tourism destinations so that they could be used as a halfway destination. In their responses during the interviews, the respondents eluded to the Gariep Dam area that benefited from the thoroughfare traffic from the N1.

The research has thus identified two different types of tourists in the Gariep area and one major type at the Vanderkloof Dam. They are the overnights and weekenders at Gariep and the weekenders at the Vanderkloof Dam. Identifying the different types of tourists is important for the tourism development plan, as the plan would need to focus on these tourists as part of the strategy for the development of tourism in the Karoo Riviera.

The first phase of the tourism development plan thus identifies the scale, size and market of the project as discussed above.

7.3.2 Formulate objectives

The project objectives will be outlined in this phase. The objectives must be “clear, unambiguous, non-conflicting and achievable” (Cooper *et al.*, 1999: 209).

It is important to have a clear understanding of what the tourism development plan intends to achieve with the development of the study area. These objectives are:

7.3.2.1 To create a tourism sector that is of high quality;

7.3.2.2 To distribute economic benefits across provincial borders;

7.3.2.3 To lengthen the stay of tourists at tourist attractions;

7.3.2.4 To encourage provincial tourism authorities to cooperate across borders;
and

7.3.2.5 To position the Karoo Riviera as the gateway to the Karoo.

This study on the Karoo Riviera has indicated that the area has tourism potential but that it is not utilised to its full potential, due to lack of coherence and cross border cooperation between the different tourism role-players in the study area. It was proved that the little tourism development that takes place in certain areas was due to relevant private-sector impetus in that particular area. Each of the set objectives will be discussed in more detail in the next paragraph.

7.3.2.1 Objective 1: To create a tourism sector that is of high quality

To create a tourism sector that is of high quality is an important objective to adhere to in the study area. This objective refers to the quality of the tourism products in the study area. A definitive way to assess the quality of tourism accommodation products starts with the Tourism Grading Council (TGCSA). The Tourism Grading Council is the only accredited organisation assessing the quality of accommodation establishments by National Government in South Africa. The aim of the Tourism Grading Council is to provide a system of “stars” to

establishments indicating the quality of these establishments. In the “star” system, the number of stars indicates the quality of the establishment.

The “stars” range from 1–5, where 1 star indicates basic quality standards and 5 stars indicate excellent and top-of-the-range accommodation establishments. Some of the criteria the Tourism Grading Council assesses are quality of service, quality of features of the establishment, and safety and security, to name but a few (TGCSA, 2015).

During the study, it was found that 12 accommodation establishments in the sample were graded. As grading is a voluntary action by accommodation establishments, the researcher are of the opinion that this is a significant number as it means that nearly a third of the accommodation establishments in the study area are graded establishments. This indicates that the quality of the tourism accommodation products in the study area is mostly of a good standard.

During the interviews, the researcher alluded to the grading of establishments. The main reason provided for not being graded was the fact that it was too expensive. It must be kept in mind that most of the accommodation establishments in the study area are small and that profitability is under pressure. A number of establishments alluded to the fact that they felt that they would not benefit by being graded. Some of the benefits of being graded as provided by the Tourism Grading Council are:

- Use of Tourism Grading Council logo (star) in marketing material;
- Listing on Tourism Grading Council website;
- Government departments should make use of graded establishments only for accommodation; and
- Tourism Grading Council markets the star trademark to potential customers (TGCSA, 2015).

However, the abovementioned benefits of the grading system are not enough to entice the 24 non-graded establishments to become graded. Provincial tourism authorities should encourage accommodation establishments not yet graded to

obtain grading. In addition, financial support should be provided to establishments to assist them in being graded.

Communication between the tourism authorities and product owners is an important aspect. It is of importance that provincial, district and local tourism authorities familiarise themselves with the tourism products in their respective areas. The research revealed that 15 tourism product owners in the Free State, 7 product owners in the Northern Cape and 3 product owners in the Eastern Cape had not received any communication from their relevant district tourism organisations. There are district tourism organisations in each of the provinces within the study area.

The mandate of these district tourism organisations is to communicate and implement decisions from the provincial tourism authorities to the relevant tourism products in their areas. Furthermore, they are supposed to act as a mouthpiece of the product owners towards the provincial tourism authorities. Circumstances are much better with the Local Tourism Organisations as they are more involved with the product owners and managers. The local tourism organisations of Gariiep and Renosterberg in particular interact more with the product owners and managers.

It is thus of the utmost importance that tourism authorities ensure that product owners are visited regularly by means of regular tourism meetings. Furthermore, visits should be made to tourism product owners to familiarise the tourism officials with the tourism products in their area as well as the standards of the products in their area. This will lead to knowledge about the products in their relevant areas and the identification of products that might not be up to standard. This will assist in creating a tourism sector of good standard.

7.3.2.2 Objective 2: To distribute economic benefits across provincial borders

The second objective is to distribute economic benefits across provincial borders. The Free State Tourism Master Plan 2010/11–2014/15, Eastern Cape Tourism Master Plan 2009–2014 and the Northern Cape Spatial Development Framework (NCSTDF) 2012 all indicate the importance of the distribution of economic benefits.

The research has shown that the above tourism plans mainly focus on activities in their own provinces. The objective will thus be to change the mindset of provincial tourism authorities not only to focus on their particular province, but also to identify possible cross-border tourism attractions; to focus their attention on these attractions; and to cooperate with neighbouring provinces in order to assist in the development and growth of the particular cross-border tourism destination(s).

Although the research has shown that there is the understanding and will to cooperate, it is hampered by lack of political will and interference by their MECs. This is an important finding and the responses from the tourism officials in the research have borne this out. The results indicate that 41 respondents felt that politics was in the way of cooperation. As indicated earlier in the study, the Lake Gariep initiative of 2005 was a good example of a cross border cooperation initiative between different provinces. However, it did not realise its full potential as the change in MECs brought about a change in political will to cooperate. The result was that this project never got off the ground. The study of Crozier (2011) clearly illustrates the collapse of the Lake Gariep initiative due to lack of political will.

To distribute economic benefits across provincial borders, the Middle Orange River study area should have cross border cooperation between the Free State, Northern and Eastern Cape Provinces. This will allow the study area to be recognised as a cross-border tourism destination and the tourism authorities can actively market and develop the area – not as a small part of their province, but as a unique tourism destination across borders.

7.3.2.3 Objective 3: To lengthen the stay of tourists at tourist attractions

The research has found that tourists visiting the Gariep area are mostly overnight tourists. The objective would now be to change these overnighters into recurring tourists spending more than one night in the area. The researcher found that, although respondents in the Gariep area indicated that most of their business was from overnighters, none had any active plans in place to change the overnighters into recurring guests staying for a longer time. The respondents thus have to be

made aware of this gap and plan how to change overnighters into tourists who would stay longer.

In the Vanderkloof area, the situation was different. The respondents indicated that their main business comprised weekend tourists who spent their weekends either boating on the dam or fishing. Although they had captured the weekend market, their challenge lies in the fact that, according to the product owners, their visitor numbers were dwindling. When prompted what this could be attributed to, product owners indicated that the access to the dam was becoming more difficult and restricted for people with boats. Respondents also indicated that there was no longer any public access to the dam for fishermen, as all the public fishing spots had been closed down by the Department of Water Affairs responsible for the dam, with the result that tourists no longer wanted to stay at the Vanderkloof Dam, as the access to the dam was restricted.

The objective would thus be to provide a way to get better public access to the Vanderkloof Dam, whilst the Gariiep area should actively pursue a plan to promote weekend stays amongst the overnight visitors.

7.3.2.4 Objective 4: To encourage provincial tourism authorities to cooperate across borders

The research clearly indicates that respondents are of the impression that tourism would benefit from cross border cooperation and all the respondents were positive about this. Where does the problem lie then, why there is no cooperation? This will be answered in the analysis and interpretation section. Suffice to say that the objective would be to succeed in getting provincial tourism authorities to recognise the importance of cross border cooperation officially, but then also to implement a cross-border tourism development plan actively.

However, cooperation is probably one of the most difficult activities to achieve successfully. Finding a common interest and goal for different stakeholders is an ongoing process, which needs the buy-in from all stakeholders (Osmankovic, Kenjic & Zrnic, 2010: 521). Sheehan and Ritchie (2004: 713) identify stakeholders as a group or groups who are affected by decisions of organisations.

7.3.2.5 Objective 5: To position the Karoo Riviera as the gateway to the Karoo

The study area is centrally located in South Africa and can act as the gateway to the Karoo. The potential of the Karoo becoming a tourism destination by itself, especially with the growth of agri-tourism and the so-called “reverse migration” whereby city dwellers leave cities and move to the rural areas in the area, forms an integral part of the study. The location of the study area can thus draw tourists to the edge of the Karoo and provide a glimpse of what the rest of the Karoo can offer. If the Karoo Riviera can be developed into a tourist destination that spans provincial borders, it can act as a gateway to the rest of the Karoo. Tourists visiting the Karoo Riviera can experience the unique tourism product the study area can provide and, consequently, will be enticed to explore the rest of the Karoo.

7.4 Survey and data gathering

Existing available data are first collected to determine what is available. This is to ensure that a repeat study is not done on a similar project. Cooper *et al.* (1999: 210) indicate the importance of the above. Goeldner *et al.* (2000: 517) specify that data gathering must include site surveys and analysing existing facilities and competition. For this study, survey and data gathering were done on the available tourist attractions and product owners in the study area.

In the study area, the main tourist attractions are the Gariep and Vanderkloof Dams. They are the largest and second-largest dams in South Africa, respectively. Both the dams are located in the Orange River, also the largest river in the country and a source of water for many irrigation farmers along the river. The Orange River is divided into three sections, namely the Upper Orange, the Middle Orange and the Lower Orange River systems.

The Upper Orange River includes the part of the river from its source in the mountains of Lesotho up to the Gariep Dam. The area from the Gariep Dam to the end of the Vanderkloof Dam is known as the Middle Orange River system, whilst the rest up to the Atlantic Ocean is known as the Lower Orange River system. The focus of this study is on the Middle Orange River system.

The Gariep Dam is bordered by the Free State, Eastern Cape and Northern Cape Provinces. The towns around the dam are:

- Gariep;
- Bethulie;
- Venterstad;
- Oviston; and
- Norvalspont.

Of the five towns, Gariep is the town with the most touristic facilities. The town was built to house construction workers when the Gariep Dam was built. After the completion of the dam, the houses were sold to individuals and over time, the town obtained status as a tourist attraction. Its locality of nestling next to the Gariep Dam overlooking the dam wall makes it an ideal spot for individuals to settle there, and as a holiday destination.

Gariep, however, not only provides accommodation to prospective tourists. With the Gariep Dam as its main asset, the dam is used by a number of tourism entrepreneurs for recreational purposes. The Gariep Nature Reserve just outside the town of Gariep provides game viewing for tourists. The following activities are available at Gariep:

- Dam wall tours;
- Boat trips;
- Sailing;
- Game viewing;
- Horse riding;
- Canoeing;
- River-rafting;
- Hiking;
- Cycling;

- Hang gliding;
- Fishing and
- 4 x 4 trips.

There is thus a plethora of activities available to keep weekend guests occupied.

Bethulie is a small town 50 km northeast of Gariep on the northern shore of the Gariep Dam. Situated in the Free State Province, it is a town serving the farming community in the Southern Free State region. The tourism products in the town are accommodation establishments, restaurants, museums, and Anglo-Boer War history, whilst the longest road and railway bridge in South Africa are situated just 5 km from the town. Just outside the town, the Bethulie Dam is used for water sports, although not on a regular basis. The municipal resort at the dam is in a state of disrepair and detracts from any possible tourism potential.

Venterstad is situated in the Eastern Cape Province and lies on the southern shore of the Gariep Dam, approximately 40 km southwest of Bethulie. It is a small town with very limited tourism potential and only a few accommodation establishments are available for tourists.

The hamlet of Oviston lies 30 km to the west of Venterstad on the southern banks of the Gariep Dam. Oviston is the acronym for *Oranje-Visrivier Tunnel*, as the inlet for the Orange-Fish River tunnel and irrigation scheme is situated close to the town. Water from the Gariep Dam is fed through a tunnel from the dam to the outlet in the Fish River, 72 km from Oviston. This water is used to supplement the water of the Fish River and is used by irrigation farmers in the area. Just like Gariep, Oviston was built to house workers working on the Fish River tunnel project. After the completion of the work, the houses were sold to individuals and today the town is popular amongst retirees.

From Oviston to Norvalspont, the road hugs the southern border of the Gariep Dam. There are a number of accommodation establishments on farms on this road and outdoor activities like horse riding are popular pastimes for tourists visiting this area.

Norvalspont is a very small town with one hotel. It is situated 30 km south of Gariep village in the Northern Cape Province. The historic hotel is over 100 years old and its old-world character is the main attraction for tourists. Research has indicated that most tourists use the hotel as an overnight stop but they also organise weekends for group stays. This has proved to be popular amongst the motorbike fraternity.

Vanderkloof Dam is 10 km downstream from the Gariep Dam, and the town of Vanderkloof is part of the Northern Cape Province. Whilst the Gariep Dam is a wide expanse of water situated mostly in a flat area, the Vanderkloof Dam is tucked in between ravines and cliffs. It is a long dam and a popular destination for water sports.

Vanderkloof village is situated close to the dam wall and just like Gariep village, the houses used to accommodate the workers who built the dam wall. Today many houses belong to retirees or people who use their houses for weekend breakaways.

In Vanderkloof, the main tourism products are accommodation establishments. Research indicates that the tourism market here differs from the market at the Gariep Dam in that most tourists visit Vanderkloof for weekend breakaways. The main attraction is the dam itself and water sports are the main activity. This not only includes boating but fishing as well. There are factors hampering the use of the dam for water sports but this will be elaborated on in the recommendation phase.

Product owners at Vanderkloof also indicated that they had to cater for business tourists as well. The reason provided is that many business tourists have business at the local municipality and therefore need to make use of the available accommodation. Weekend tourists, however, comprise the main type of tourists visiting the area. The Rolbos Provincial Nature Reserve is also a tourist attraction, but the research indicated some problems with the resort. This will be elaborated on in the following heading.

The research thus indicates that water sports activities and convenient location for overnight tourists are the two main reasons for tourism in the study area.

7.5 Analysis and interpretation

The data will now be analysed and interpreted. According to Cooper *et al.* (1999: 210-211), this process will include asset evaluation, market analysis, development planning and impact analysis.

In the previous heading, *Survey and data gathering*, the study area was discussed according to the following criteria:

- Towns in the study area; and
- Tourist attractions in the study area.

The analysis and interpretation of the study area are an important part of the research and an integral part of the tourism development plan.

The Gariep Dam is situated 600 km from Gauteng and 800 km from Cape Town along the N1 motorway, making it the ideal stopover for travellers *en route* to any of these destinations. Its situation in the centre of South Africa does provide a unique challenge to product owners. The challenge would be to capture the stopover market and convert them into longer-stay tourists.

Weekend tourists to Gariep visit the area to participate in water sports, fishing and relaxation. The two biggest accommodation establishments in the area are Forever Resorts Gariep and De Stijl Hotel. The resort has a three-star grading and the hotel has a four-star grading. During the field research for this study, the researcher found the managers of these two establishments well versed and up to date with tourism developments. It was also found that they played a meaningful role in the community by either being part of community projects and/or supporting these projects. They also initiated a number of activities and events to draw weekend tourists to the area.

Contrary to these two establishments, it was found that the smaller tourism product owners at Gariep had much less interest in the tourism activities of the town, in particular since the Local Tourism Origination (LTO) had stopped functioning in 2013. Gariep had won the *Volksblad* Tourism Town of the Year competition in 2010, which boosted tourism to the town. A few individuals were the

drivers for tourism in the town at that time, but when they resigned, the LTO stopped functioning. It will thus be necessary to get the LTO up and running again to assist in utilising the full tourism potential of the town.

A Gariep business association does exist, but its focus is not only tourism orientated. Product owners indicated that they needed a dedicated tourism association that which could look after their specific needs. During the field research, it became evident that the revival of the LTO was important for the product owners, but at the time of writing, nothing has happened yet. From the research it also became known that the district tourism organisation did not play a significant role in Gariep, if anything at all. Only two product owners indicated that they were aware of the Xhariep District Tourism Office with its office in Trompsburg.

All product owners in Gariep and Bethulie indicated that no assistance was provided by the Xhariep District Office at all. This poses a great challenge for tourism development and marketing in Gariep. The lack of assistance from the district will result in little if any marketing of the area as well as lack of communication. One of the critical roles of the district is to act as link between the provincial tourism authorities and the LTO. With the Xhariep District Tourism organisation not fulfilling its mandate, product owners feel neglected and left out of the tourism landscape in the Free State Province.

With an operational LTO and district tourism organisation, assistance can be lobbied from the district and provincial tourism authorities. Marketing can be improved by selling the area as one tourist destination. If cooperation can be achieved with the Eastern and Northern Cape Provinces, a concerted effort can be made to sell the area as one tourist destination and not as small individual pockets of tourist destinations, as is happening currently.

Bethulie has a lively, but non-official local tourism information officer, who is a venerable source of information. During the field research, the researcher experienced a positive attitude towards tourism amongst the Bethulie product owners. However, it has not yet led to the formation of a LTO at the time of writing. Bethulie product owners indicated that business tourists and overnight tourists

were their main source of business. Research indicated that the convenient location of Bethulie on an alternative route to the Eastern Cape attracts overnight customers.

Steynsburg and Oviston on the Eastern Cape Province side of the Gariep Dam belong to the Gariep LTO. This is an active LTO and the local museum in Burgersdorp acts as the headquarters for the LTO. With the field research, it became evident that the tourism product owners in Steynsburg and Oviston were kept informed about tourism events in their area and regular LTO meetings took place. Tourism product owners in the area of Steynsburg and Oviston indicated that most tourists who frequented the establishments on the southern border of the Gariep Dam were overnight tourists. The respondents indicated that their clients travelled via Gariep village *en route* to the Eastern Cape Province, using the Oviston/Venterstad area as a convenient stopover.

At the Vanderkloof Dam, there is no resort similar to the Forever Gariep resort, which could be a drawcard for tourists. A municipal resort and boat launching area next to the water's edge were in operation until 10 years ago. Unfortunately, a lack of municipal maintenance resulted in the resort becoming dilapidated and currently it is in a state of disrepair. The land belongs to the local municipality. Today it is a far cry from the popular tourist attraction it used to be, with the result that tourists who would have visited the area now look for alternative attractions to spend their time and money. Tourism product owners in Vanderkloof were very outspokenly negative about this state of affairs as it affected the marketability of the area. However, during the time of this study the municipality indicated that they were looking into privatising the resort.

The LTO for Vanderkloof Dam ceased to exist in 2013. This state of affairs was constantly indicated in the field research as being the Achilles heel of tourism in the area. From the research, it was clear that lack of cooperation between tourism product owners led to the resignation of many of its members. This in turn led to the demise of the LTO. A tourism information office also used to be available at Vanderkloof, but with the departure of the individual responsible, this initiative also ended. During the time of the field research, no tourism information office was available to provide information to tourists.

The majority of respondents also indicated that they received no assistance from the Pixley-ka-Seme District Tourism Office. A worrying factor is that there was only one functioning LTO in the study area. This was in the Eastern Cape, at Steynsburg and Oviston, respectively, which resorts under the Gariiep LTO. If tourism development and marketing were to be implemented successfully, LTOs would have to play an active role in the implementation thereof. At the time of the study, no coherent local tourism strategy existed in the study area.

As mentioned previously, LTOs also act as the channel of communication, tourism development and marketing for tourism-product owners to the LTOs and from there to the provincial tourism authorities. In practice, it means that the provincial tourism authorities do not have official contact with product owners. This was highlighted during the research when respondents indicated that they felt “left out” or “ignored” by the provincial tourism authorities. As an integral part of the tourism development plan, this state of affairs should be addressed urgently and rectified by the Free State, Eastern Cape and Northern Cape Provinces, respectively.

In the research, it is clearly indicated that the tourism product owners would welcome cooperation with neighbouring provinces and they believed that better marketing for the study area would follow from this cooperation. This study thus proposes that it would be easier for LTOs to cooperate at grassroots level across provincial borders, but with the necessary support and buy-in from the districts and the provincial authorities.

7.6 Plan formulation

The tourism development plan is prepared in this phase. This will include possibilities for development strategies (Cooper *et al.*, 1999: 211-212). Three main strategies were identified, namely cooperation development, product development and marketing guidelines.

7.6.1 Cooperation development

It is important that the development plan not only focus on the economic benefits, but also on the **social benefits** for a well-executed development plan. Infrastructural development in the study area should be an important indicator. This should not only be restricted to one area of the study area, but should also be implemented in the whole of the study area. In practice, it will mean that the three provinces should be equally responsible for infrastructural development in their respective areas and that equal importance should be assigned to the needs of the study area by the individual provinces.

An important factor not always acknowledged is the role that community pride plays in accepting tourism as a positive and contributing factor to their well-being. The study proposes that residents should be made aware of the positive role tourism can play in the study area and that communities accept tourism and the opportunity it provides to better their circumstances as part of their lives. This can create communities with a positive attitude towards tourists. The assistance from the public sector needs to be garnered in order to bring about tourism awareness amongst communities. This can be done by means of community workshops where the benefits of tourism are explained. It is important that the three provinces coordinate their efforts regarding tourism awareness programmes in order to contain costs and possible duplication of workshops.

Following on social benefits, this development plan proposes that the interaction between **tourism and the environment** be investigated. It is critical for the well-being of tourism in the future that tourism assets in the study area be managed in a sustainable manner. Research indicated that there were no plans in place regarding sustainability. This study thus proposes that the relevant public sector authorities target sustainable tourism development as a key factor for the growth of tourism.

Together with the public sector, the private sector should be reminded not to forget their responsibility towards sustainable practices in their businesses. The tourism development plan thus proposes a two-pronged approach towards sustainability with both public and private sectors having important roles to play.

7.6.2 Product development

New tourism opportunities will be identified and possibilities to grow tourism in the study area will be identified. In the development plan of the study area, a number of important consumer trends were identified. This will then be correlated to indicate the tourism opportunities available for the Karoo Riviera. The opportunities are the following:

- **Fragmented market:** The fragmented landscape of the tourism market of the study area can be attributed to the fact that tourists' lifestyle and consumer behaviour are highly fragmented. With a plethora of tourism products on offer, consumers have a wide choice spending their time and money. It is against this background that the Karoo Riviera should brand itself to differentiate it from competitors. Tourism products in the study area cater for a wide variety of the tourism market itself in order to obtain business to survive. Tourists, however, have different needs when they plan their holidays. This fragmentation of the tourism market drives consumer behaviour to look for unique and affordable products.

Herein lays the opportunity for the Karoo Riviera in that the study area needs to establish a recognisable brand, differentiating it from its competitors. This could entail the identification and implementation of the brand name as Karoo Riviera. The name *Karoo* already provokes images of serene countryside, whilst *Riviera* depicts an area with water as its main attraction. The brand should then be linked to the tourism brands of the Free State, Northern and Eastern Cape Provinces to complement their brands. With a definitive brand established, more visitors can be targeted and drawn to the area.

This study proposes that the brand "Karoo Riviera" be established and used as a distinguishable brand indicating the areas around the Gariiep and Vanderkloof Dams, respectively. As part of the Karoo Riviera brand product, owners should identify adventure activities, rest and relaxation holidays and water sports as the unique selling points of the area. With this

initiative, the fragmentation that exists in the tourism market can be segmented cleverly and targeted to the benefit of the Karoo Riviera.

- A second opportunity is that the market wants personalisation in the tourism-product offerings. This indicates that consumers want to be seen as individuals. In order to address this aspect, this study proposes that unique experiences, i.e. houseboats on the dams to meet individual needs can be created.

Furthermore, the study proposes that the study area focuses more on one of its unique tourism products or destination attributes, i.e. dam wall tours of the Gariep Dam. The research indicated that there are no official dam wall tours and that it only happens on an ad-hoc basis on request from tourists. It is proposed that a dedicated tourist guide be identified and trained to undertake dam wall tours, as at the moment it is done by an official from the Department of Water Affairs only. A dedicated tour guide with regular departure times during peak hours will add value to the tourism product of the Karoo Riviera and provide a personal touch of the product offering. This is also proposed at the Vanderkloof Dam, as during the time of the research, no official tours of the dam wall were available.

To further attest to the importance of destination attributes and unique tourism products, Kim (2014: 37) indicates that a “favourable image of a destination will be formed by a combination of the destination’s attributes ... moreover; the performance of destination attributes determines visitor’s satisfaction and future behaviour ...”

- A third opportunity the study identified is the access to information about the study area. The plethora of media offerings available make it easy for prospective tourists to browse and seek for information about their next holiday. This, however, can be to the detriment of the study area as prospective tourists might find other tourist attractions than the Karoo Riviera and decide to spend their time there.

If the Karoo Riviera can be marketed as **one tourism destination and brand** through the cooperation of the relevant tourism stakeholders, it can

cut through the marketing clutter and provide a destination with value for money products and unique tourism opportunities. The importance of a recognisable brand is highlighted by Ilbery, Saxena and Kneafsey (2007) who emphasise the importance of a unique brand if a tourism product wants to be recognised amongst all the other competitors (Ilbery *et al.*, 2007: 463).

Furthermore, D'Angela and Go (2009: 436) confirm the importance of collaboration within tourism marketing in order to pool resources. A consolidated website and marketing material that must stand out from the norm must be made available in which the Karoo Riviera must be marketed as one destination.

- The fourth opportunity identified is that of Escapism. This alludes to the fact that tourists want to escape the mundane of their everyday lives. This study proposes that the study area focus on this opportunity; it must be able to provide unique tourism products. The study has already touched on dam wall tours as a unique selling point, but can also grow its uniqueness into providing river-rafting with horse-riding safaris, powerboat trips and houseboats. The latter did not exist at the time of the research study, but provides an ideal opportunity for an enterprising entrepreneur. House boating is an ideal example of a tourism product that provides escapism from everyday life. Both the Gariiep and Vanderkloof Dams are ideal for houseboat operations.

As mentioned in the above paragraph, a number of tourism products can provide escapism to prospective tourists. This study proposes that these tourism products must be expanded to attract more tourists. It is also important to mention that these products not only have to be developed further, but also be marketed under the Karoo Riviera brand.

- The fifth opportunity is green consumerism. This indicates the growing trend in tourism where tourists seek destinations where responsible tourism activities are practised. The study area is in a good position to capitalise on this phenomenon as green tourism is still in its infancy in the study area.

The field research found that only three product owners actively follow a green tourism route as part of their responsible tourism initiatives. This study proposes that there must be buy-in from all stakeholders in green tourism. The focus should be on the healthy climate, unique Karoo cuisine and the healthy breakaway opportunities the area provides.

The study area is in the unique position in that it is set in a tranquil rural landscape with water borne activities always close at hand. The calming effect of water can be used to the advantage of the product owners in the study area insofar as its use for touristic purposes. Tourists want to feel pampered and experience cost-effective luxuries. Combined with the tranquil rural area, product owners can make use of the positive aspects of the study area and provide packages of indulgent experiences for tourists. These packages can include boat trips, combined with spa treatments or luxury accommodation, combined with water sport (kayaking, river-rafting or boating). Rejuvenation and relaxation are important for tourists and the product owners can provide this in their weekend packages.

An added bonus is that the study area is known for its safe and secure setting. The study proposes that this fact also be expanded upon, not only by product owners, but also by the public sector to attract more visitors to the area.

- The tourism development plan should also identify the target markets for the study area (Inskeep, 1991: 54). The research indicated that tourists who visit the research area are mostly overnighters. Tourists who spend time away from home during weekends constitute the second group, whilst the third group of tourists is business tourists. This aspect will be dealt with in more detail in the marketing guide, which forms an integral part of the tourism development plan.
- Safety and security is another important factor international tourists are worried about. Whilst it is a problem in South Africa, the Karoo Riviera is one of the areas where tourists are safer, due to its rural character and the fact that it is far from metropolitan areas with high crime rates. Respondents

also indicated that safety and security are one of their attributes. Another important factor is that, unlike touristic areas where tourists can be easy targets for criminals, the study area does not attract large number of tourists yet. Therefore, criminals do not target the area as it is not an area where tourists are bountiful and where criminal activity will pay off.

The tourism development plan also needs to address the possible growth, economic benefits, visitor experiences and industry expectations of the area.

This tourism development plan identified **tourism growth** as a key indicator for the study area. The plan proposes that there must be an increase in the length of stay of tourists with the resultant growth of market share for the area. Tourism growth can be achieved by coordinated marketing efforts, provision of sufficient funding and employing knowledgeable tourism personnel in the public sector. The key factor for continuous tourism growth will be a coordinated marketing effort across all three provinces.

The prospective growth in tourism will lead to **economic benefits for the study area**. More tourists will lead to an increase in tourism spending. With the multiplier effect coming into play, local businesses will benefit from an increase in tourism spending from tourists as well as from the added benefits of people earning a living in the tourism industry who can now afford to spend more. With an increase in tourists, more job opportunities will be created. As the study area spreads over three provinces, it is important that the spreading of tourism benefits should reach all the regions of the study area. The study emphasises the importance hereof.

A niche tourism market not currently exploited is backpacker tourism. The central location of the study area makes it ideal for backpacker tourism, whilst the activities provided also add to the appeal for backpackers. The study proposes that product owners investigate this opportunity and provide for this niche market.

This study proposes that tourism products should be developed that satisfy the needs of tourists. Positive **visitor experiences** will ensure repeat visits, whilst the value of word-of-mouth recommendations should not be underestimated. Diverse tourism offerings will reach a larger tourism market, which can lead to a bigger market share. The study area is in the unique position in that their value for money

propositions are one of their key attractions. It is proposed that the value-for-money appeal be strengthened as part of the key tourism attractions.

From the side of **industry**, a number of **expectations** can be identified with the implementation of a tourism development plan. The growth in tourist arrivals and improvement of occupancy levels will be an important expectation. Together with tourism growth, the need will arise for a skilled workforce to fulfil the needs of tourists. This will lead to training of the workforce and upliftment of the community. The industry will also expect greater networking opportunities throughout the study area.

Cooperation between the role-players across borders will lead to tourism growth. Industry will also expect improved marketing access as cooperation can lead to a better-combined marketing budget and strategy. This will ultimately lead to increased profitability with product owners making more profit due to more business from cooperative initiatives. These recommendations are based on the results portrayed in Chapter 6.

7.6.3 Actions for destination development strategies

Some destination development strategies have also been identified:

- Place emphasis on the outdoor activities available in the study area. This includes fishing, hiking and water sport;
- Address seasonality by creating more event tourism opportunities throughout the year;
- Upgrading of tourism infrastructure;
- Creating more cultural activities; and
- Create a database of tourism-product owners.

Prioritise tourism products:

- Place emphasis on the outdoor activities available in the study area. This includes fishing, hiking and water sports

The Karoo Riviera is an area renowned for the abundance of outdoor activities. The focus should be on making prospective tourists aware of the activities and provide opportunities for participating in these activities.

- Address seasonality to create more event tourism opportunities throughout the year

To attract a more diverse tourist population to the study area and decrease the problem of seasonality, event tourism should be expanded. Currently there are a small number of events in the study area, i.e. the Quenna Festival, hang gliding competition and box-cart racing in Gariiep. Vanderkloof Dam has fishing competitions and a motorbike rally. By creating more events and marketing them collectively through the Karoo Riviera DMO, the opportunity for tourism growth outside seasonal times can be created (Wang, 2008b:204). Events like speedboat-racing competitions, mountain bike races and a one-mile swim or triathlons can be introduced.

- Upgrading of tourism infrastructure

Tourism infrastructure plays an important role in visitor satisfaction. If tourists are not satisfied with infrastructural developments like ablution blocks at camps sites, poor water and erratic electricity supply at accommodation establishments, and dirty and run-down towns, they will most likely not return, or worse, provide negative feedback to prospective tourists about their bad experience. This study also emphasis the role the public sector has to play in the upkeep of roads, signage and tourist information centres.

- Creating of more cultural activities

Currently, the study area provides very little with regard to cultural activities. The research indicates that the area with most of the cultural activities is located around the Gariiep Dam, in particular Bethulie and Norvalspont. Norvalspont was a hive of activity during the Anglo-Boer War and today it is visited regularly by Anglo-Boer War enthusiasts. Similarly, the town of Bethulie also tries to attract Anglo-Boer War enthusiasts with their claim to

fame of hosting one of the most infamous British concentration camps during the Anglo-Boer War of 1899–1902.

Early pioneer history of the Free State Province is also an important part of Bethulie history. Contrary to the area around the Gariep Dam, Vanderkloof cannot provide similar cultural activities. The lack thereof should be addressed in order to attract those tourists who are interested in cultural activities. A museum depicting the building of the dam can be erected.

- Create a database of tourism-product owners

To date there are no reliable database of tourism-product owners in the Karoo Riviera. For tourism development to take place in the study area, a detailed database of tourism product owners should be compiled. This will aid the proposed Karoo Riviera DMO in compiling marketing material, communication between relevant role-players and assisting with cross border cooperation.

7.7 Broad marketing guidelines

The aim of the tourism marketing guidelines for the Karoo Riviera is to provide a road map for the effective marketing of the study area. Due to the fragmented nature of the study area straddling three provinces, each with their own marketing initiative, it is necessary to develop a single marketing guideline for the Karoo Riviera that markets the area as one destination and one single brand – the Karoo Riviera.

With no comprehensive strategy currently in place, this study recommends that marketing guidelines be adopted and implemented collectively by the three relevant tourism authorities of the Free State, Northern and Eastern Cape Provinces. Although budget constraints will always be an issue, if the Karoo Riviera is to succeed as a tourism destination and the product owners of each province are to benefit from the envisaged tourism growth through cooperation and cooperative marketing, it could benefit all the relevant role-players. This “new”

tourism destination, if marketed well, can thus add to the tourism growth potential of the relevant role-players.

An effective **marketing strategy** is one of the major necessities for the successful implementation of a tourism development plan. One of the most important factors for the study area is that cooperation between the different public and private sector role-players needs to be implemented. As the study area straddles three provinces, with cooperation, a single marketing strategy needs to be developed. This strategy must include inputs from all relevant public- and private-sector stakeholders and be budgeted for accordingly.

Conducting familiarisation tours for the media will provide the ideal opportunity to market the study area to the travel trade. It will be important, though, to provide exposure to the whole study area during such media tours as it will need to provide exposure to all the tourism products.

To attract more tourists an increase in event tourism is proposed. Currently, the lack of a multiplicity of key events hampers the growth of tourism, as events are few. Diversifying the tourism offering will also lead to attracting various different tourist groupings. For this, the study proposes that more focus could be on conference tourism. Only a handful of product owners currently provide conference facilities. The two most prominent conference establishments are situated at the Gariep Dam. If a need could be created for more conferences through successful marketing, other establishments might expand their tourism offerings to benefit from the increase in the need for conference facilities.

With equal funding from the three provinces, a single consolidated marketing strategy should emphasise the strengths of the whole area and should not focus on a particular focus area alone. A successful marketing strategy should also realise an increase in tourism awareness of the study area. This will then lead to an increase in tourists, with resultant benefits like job creation. Identifying the key tourism opportunities of the study area is also important. This will include adventure activities, water sports, rest and relaxation, and a safe and secure environment for tourists.

7.7.1 Vision and Mission

Vision – To establish the Karoo Riviera as a single branded tourism destination of choice in central South Africa

Mission – Achieving long-term economic growth for the Karoo Riviera by cooperatively developing and marketing the area as new water borne tourism destination through the implementation of the tourism development plan

7.7.2 SWOT analysis

The SWOT analysis includes the following and is based on the results from the study:

- Identification of the strengths of the Karoo Riviera;
- Identification of the weaknesses of the Karoo Riviera;
- Identification of the potential opportunities of the Karoo Riviera; and
- Identification of potential threats that may influence tourism development in the Karoo Riviera.

Strengths

- Central location;
- Wide variety of accommodation options;
- Unique destination – dam wall tours;
- Adventure activities;
- Rest and relaxation; and
- Water sports activities.

Weaknesses

- No cooperation between public sector of the Free State, Eastern and Northern Cape Provinces;
- No single destination marketing organisation (DMO) for the study area;

- Lack of LTO participation;
- Lack of district tourism office participation;
- Fragmented tourism sector;
- Lack of collective tourism marketing for the region;
- Lack of collective tourism development for the region;
- No single, identifiable brand; and
- Lack of infrastructural support from local municipalities.

Opportunities

- New tourism destination;
- Safe and secure destination;
- Lack of competition close to the study area;
- Increase in tourism awareness;
- Niche tourism; and
- Event tourism.

Threats

- Lack of cooperation;
- Lack of political will to support cross border cooperation initiative;
- Budget constraints;
- Lack of political support;
- Incompetent public sector officials; and
- Lack of buy-in from private sector.

7.7.3 Goals and objectives

The primary goal of tourism marketing is to market the Karoo Riviera as a tourism destination spanning three provinces. One single brand must be established for the study area, namely the **Karoo Riviera**.

This marketing guideline proposes four goals and correspondent objectives:

Goal 1

CREATE A KAROO RIVIERA DESTINATION MARKETING ORGANISATION

- Objective 1: Create a DMO that will be responsible for tourism development and marketing of the Karoo Riviera.

The establishment of a DMO is an important factor for the successful development and marketing of the Karoo Riviera. It will not be an easy process, as all three provinces need to approve the establishment of a DMO. The necessary funding model then needs to be decided upon whereby each province allocates the same amount towards the DMO. Stakeholder meetings then have to be held in all three provinces to inform and acquire the buy-in from stakeholders about the proposed DMO. The Terms of Reference (TMO) should be drawn up and be agreed upon by all role-players as well.

Office space should be allocated and this study proposes that it should be in the Gariiep village. The Gariiep is the most popular area and the office can act as a visitor information centre for the Karoo Riviera as well. The incumbent for the position of tourism manager of the DMO should be appointed according to specific attributes needed for this position. These attributes will include relevant tourism training and experience, good interpersonal and communication skills and a sound knowledge of tourism development and marketing expertise.

Goal 2

INCREASE AWARENESS OF THE KAROO RIVIERA AMONGST THE TARGET MARKET

- Objective 2: Increase the target markets' awareness of the Karoo Riviera.

The target markets were indicated during the qualitative part of the research. It transpired that both domestic and international tourists visit the study area. On the domestic side, respondents indicated that more overnight tourists visited the area. Awareness programmes should thus be focused on the overnight tourist market from Gauteng, and tourists travelling from the Western and Eastern Cape towards Gauteng. To obtain this objective the marketing guidelines of this study should be implemented.

Goal 3

CHANGE AWARENESS OF THE KAROO RIVIERA INTO REAL LIFE VISITATION GROWTH

- Objective 3: Increase visitations to the Karoo Riviera.

With proper tourism development whereby the tourism products in the study area satisfy the needs of tourists, service delivery is of a high standard and the marketing of the area effective in reaching the target market, visits to the Karoo Riviera can grow. It will not only be necessary to make prospective visitors aware of the area through effective marketing, but also turn prospective tourists into active visitors by providing in their needs.

Goal 4

SUPPORT THE KAROO RIVIERA TOURISM PRODUCT OWNERS IN INCREASING REVENUES BY GROWING TOURISM IN THE AREA

- Objective 4: Support the investment in tourism development and marketing to grow tourism spending.

The three provincial governments should support the establishment of the Karoo Riviera and provide funding for the establishment of the DMO. An appropriate funding model should be implemented to assist not only in tourism marketing, but also in the development of tourism products.

7.7.4 Target markets

In the competitive tourism market, target marketing is of utmost importance if marketing spend is to be utilised to its full potential. This addressed the need for the identification of the target market for the Karoo Riviera.

Based on the results from the questionnaire the target market for the Karoo Riviera can be divided into domestic and international tourists. Domestic tourists include the overnights, weekend breakaway tourists and business tourists. The research indicated that most of the overnight tourists were from Gauteng and the Western Cape, whilst the weekend breakaway tourists were mostly from the Free State. Business tourists were mostly from the Free State and Northern Cape Provincial Governments, which used the available conference facilities.

This marketing guideline proposes that the domestic market should be the focus of the Karoo Riviera. It is important to recognise this segment, as the majority of the product owners indicated in the qualitative research that the domestic market is the backbone of their business. The domestic market mainly comprises weekend tourists from Bloemfontein and the Free State as well as Kimberley and the surrounding areas around the Vanderkloof Dam in the Northern Cape. They indicated that they visited the study area to escape from the stress of everyday life. The tranquil and safe environment provides the necessary attractions for the domestic market to frequent the study area.

Due to the central location of the study area, it is also a popular stopover destination for travellers travelling to and from the coastal areas. This is mainly applicable to the Gariep area, as they are situated next to the N1 artery road to and from the coast. In contrast to Gariep, Vanderkloof is not situated on a major artery road; therefore, it receives fewer stopover tourists. Business tourism attracted mostly conferences and respondents in both Vanderkloof and Gariep indicated that government departments were their main business tourism clients. This study proposes that the domestic market should be targeted as a priority and the focus should be on attracting more weekend, long-stay and business tourists. To grow the domestic tourism market effectively, market segmentation should be implemented. For the overnight market to grow, marketing should follow a two-

pronged approach. This will focus on Gauteng and the Western Cape, respectively. In the marketing material, the central location for travellers to and from Gauteng and the Western Cape should be emphasised. The rest and relaxation aspect could be highlighted as another plus for the overnight tourist. For the weekend tourists, marketing should focus on the Free State and in particular on the Bloemfontein market.

Kimberley in the Northern Cape Province should also be targeted, as it is the second-largest city in close proximity from the study area. To attract more weekend tourists, the tourism activities provided in the study area should be highlighted. The water sports and fishing in particular can be a great drawcard for weekend tourists. Business tourism can be boosted by emphasising the combination of good conference facilities and the safety aspect of the area. Furthermore can conference packages could be introduced where conference goers are provided with water-sport activities as an added bonus.

With regard to the international market, it transpired from the qualitative research that the Gariiep village received the most international tourists. One of the main reasons for this is that the Gariiep area is very popular amongst the hang-gliding fraternity due to the favourable winds that occur from August to December. One product owner indicated that some of their international guests stayed at their establishment for up to three months of the year. This occurrence can thus be identified as an opportunity to attract more visitors from overseas to the study area. It should be attempted to underline the good conditions for hang gliding in the study area and then inform the European hang-gliding fraternity accordingly. Special packages for long-stay gliders can be offered, whilst it can also be combined with other adventure activities like power boating. Daytrip packages can also be organised for days when unfavourable hang-gliding conditions prevail.

Another strong factor in favour of the study area to attract international tourists is the healthy climate. With dry winters and hot summers complemented with afternoon thundershowers and the clean, dry air of the Karoo, it is ideal to attract international tourists to the area. The Karoo Riviera brand name can be linked to the healthy Karoo climate in marketing material. It will attract the attention of international tourists who want to escape their cold wet winters in particular.

7.7.5 Positioning

Positioning means an effort aimed at creating and maintaining in the minds of target customers the intended image for the product relative to other brands so that they will perceive the product as possessing the attributes they want. The following is proposed:

- Branding of Karoo Riviera as one tourism destination around the Gariep and Vanderkloof Dams.

For tourism marketing to be effective, a tourism brand needs to be identified for the study area. This brand will be used in all marketing and promotional material, whilst tourism development opportunities and activities must be linked to the brand. This study proposes the brand name of Karoo Riviera. It is a unique name and firstly informs the location of the brand – the Karoo – and secondly the name Riviera conjures images of water, rest and relaxation.

The term *Karoo* is a well-established brand in its own right. It is growing in popularity as the number of articles in travel magazines as well as books about the Karoo is on the increase. The Karoo Development Foundation (KDF) also plays an important role in the establishment of the Karoo as a tourism destination with their annual Karoo Parliament. One of their aims is to identify tourism opportunities in the Karoo and develop tourism for the benefit of the host population.

The Karoo Riviera is thus perfectly positioned to add value to the Karoo as the gateway to the Karoo. Where tourists might think of the Karoo as a semi-arid area, the name *Riviera* will evoke images of water and lush green vegetation. Karoo Riviera is thus an oxymoron, which will entice tourists to experience the area for themselves.

The Karoo Riviera wants to be positioned as follows:

To be known as an **easily accessible** region where a **comprehensive tourism experience** will be experienced through the provision of **value-for-money** products, **excellent service** and **hospitality**

The Karoo Riviera is easily accessible by road as the N1 arterial road runs adjacent to the Gariiep Dam, whilst the R48 runs next to the Vanderkloof Dam. Access by road is thus easy and it can act as the gateway to the Karoo region due to its location. The study area also provides a comprehensive tourism experience as a number of activities can be participated in. This includes power boating, fishing and kayaking, whilst a variety of accommodation options is also available. The area also provides value for money, as it is not yet established as a prime destination with many visitors and the resultant hike in prices due to question and demand. Service delivery and hospitality can be improved upon, as it implies the creation of general tourism awareness of the region amongst inhabitants of the region. Skills levels can thus be improved.

- Establish joint marketing campaigns supported by the Free State, Eastern Cape and Northern Cape Provinces.

It is important that cross border cooperation be implemented and in particular that joint marketing campaigns for the Karoo Riviera supported by all these provinces are put in place. With these cooperative campaigns, a larger marketing budget will be available as funding from the provinces can be collated and be spent to market one region benefiting all the provinces. Wang and Krakover (2010) attest to this and indicate that coordination allows otherwise autonomous tourism organisations to support one another by sharing ideas and financial contributions.

7.7.6 Promotion strategy

It is important to use the full spectrum of promotional tools in an integrated way in order to reach the selected target markets optimally.

7.7.6.1 Advertisements

The following forms of advertisements may be considered within the framework of budget realities in future.

- Brochures

Marketing materials (brochures) should be made available within the region of the Karoo Riviera at all possible places where tourists may expect it, i.e. accommodation establishments and tourist attractions. Brochures should also be made available at the following distribution points:

- a) All offices of South Africa Tourism;
- b) Tourism information offices in the Free State, Northern Cape and Eastern Cape;
- c) Tourism information offices at selected metropolitan areas like Johannesburg, Durban and Cape Town; and
- d) Identified fuel stations on the N1 and R 48.

Brochures should include information on tourist attractions, packages and the website in order to make it user friendly for self-drivers through the region. It is imperative to make use of good quality paper, photos, etc. in brochures, since in many case it creates the first impression to tourists. Brochures should include information that is applicable to all selected targets markets (e.g. information on shopping and medical facilities should be included).

- Provide a website for the area and focus on tourism activities and product owners.

The internet has become a vehicle for potential tourists to shop around and get information before visiting a particular destination. A website should be as detailed and user friendly as possible. The fewer clicks needed to find the necessary information, the better. Attention should be given to the design, structure and grammatical and factual accuracy of the information on the website. The development of a specific branded website for the study area is very important. This website will be the entrance portal for online visitors and act as a marketing tool.

According to George (2011: 380, 383) the Karoo Riviera website should provide the following:

- General information about the destination (Karoo Riviera);
 - Information on how to reach the destination (road map);
 - Accommodation options;
 - Visitor attractions, restaurants, events and entertainment;
 - Frequently asked questions section;
 - Feedback section;
 - Forward article to a friend section;
 - Competitions;
 - Weather; and
 - Contact section.
- Optimisation of tourism website to reach target market effectively

Ensure that the website appears high up in search engine rankings. This is referred to as search engine optimisation (SEO). The relevant key words to the study area like Gariiep or Vanderkloof should be incorporated. The Karoo Riviera can also link with websites like Safarinow, Lekkeslaap and where-to-stay.

- Embark on dedicated social media campaign

Provide a Facebook, Twitter and Instagram profile for the Karoo Riviera where tourists can share their experiences. It is important to ensure that regular contributions be made to these social media sites by tourism product owners. Whilst it is important for product owners to participate, the establishment of a Karoo Riviera (DMO) will enable a more regular participation on social media as it will be part of the DMO's responsibility to run the social media programme.

- Magazines and newspapers

The written word is one of the more popular ways of advertising. An approach to consider is to advertise in magazines like *Getaway*, *WEG* and *Country Life*

and in the outdoor pages of the *Saturday Star*, *Sunday Times*, *Sowetan* and *Rapport*. The local newspaper, *Volksblad*, should also not be ignored. It is important to determine the numbers and characteristic of readers of the various types of magazines beforehand.

- Outdoor advertisements

An idea to consider is to erect outdoor welcome signs to the entrance to the region. These signs should include the branding of the Karoo Riviera. A standard type of outdoor sign may be developed to indicate the location of product owners that is part of the Karoo Riviera initiative.

- Radio advertisements

The radio is a relatively expensive medium to use for advertisement purposes. If the budget permits, it may be a good idea to make use of national radio stations since it will include target markets such as traffic passing through, business tourism, events markets and pensioners, as well as weekend breakaway tourists and the leisure market. The concept of repetition is very important. If the budget does not allow frequent advertisements on various stations, it is better to select the most suitable radio station and repeat the advert several times. Stations like OFM and Algoa FM will be ideal vehicles for getting the message across.

In conclusion, an analysis should be done of the various types of media in terms of issues such as the following before deciding on a specific advertising strategy:

- The number of readers or listeners to a specific form of media during peak and non-peak times;
- To what extent are major target markets included in the distribution of the marketing message via the specific form of media;
- What are the costs involved in using the specific type of media during peak and non-peak times; and
- Examples of similar types of businesses that have already used the specific type of media successfully.

7.7.6.2 Personal selling

Personal selling may be an effective promotional tool if a sufficient number of staff members are available to perform the job. An option can be to appoint staff on a temporary basis to undertake personal selling on a commission basis. Selected unemployed people may be suitable for the job. It is important to ensure that all part-time marketers are trained and skilled people, as they will be the first line of contact with potential tourists in many cases.

The following personal selling points may be considered by the Karoo Riviera:

- Personal visits to retirement villages in the Free State in order to penetrate the pensioners market;
- Personal visits to selected businesses for the purpose of attracting business events and to market the region in general to business communities in the selected target markets;
- Personal selling to selected government departments for the purpose of attracting conferences; and
- Personal selling to selected conference organisers for the purpose of attracting conferences;

7.7.6.3 Sales promotions

The following options may be considered:

Exhibitions at trade shows. A very important marketing exercise is marketing the product at the various tourism trade shows. Examples of these trade shows are the annual Tourism Indaba in Durban, Getaway show in Gauteng and the Western Cape, and the *Beeld* Holiday Show, also held in Gauteng. Target marketing is an important way of marketing for the Karoo Riviera and at each of the above-mentioned shows, a specific tourist market can be targeted. The Tourism Indaba show in Durban targets the international inbound travel trade; the Getaway shows in Gauteng and the Western Cape reach an English-speaking spectrum of prospective tourists, whilst the *Beeld* show in Gauteng reaches the Afrikaans-speaking market more.

Exhibitions at selected shopping centres (e.g. Mimosa Mall and Waterfront in Bloemfontein, Diamond Pavilion in Kimberley) to create bigger tourism awareness amongst the local population, can be held.

The possible introduction of a **group discount scheme** in conjunction with private product owners may be investigated.

Awareness campaigns. It can be introduced in conjunction with fuel stations alongside the N1 during peak seasons. The aim of the awareness campaigns will be to create awareness of and interest in the Karoo Riviera by travellers.

The development of a **DVD** about the study area to show during exhibitions.

The distribution of **promotional materials** like pens and calendars to selected target markets. The target markets can be secretaries and tourism information offices.

7.7.6.4 Publicity

Word-of-mouth is probably the strongest publicity tool. Other options to consider are:

- Organise familiarisation trips for the travel and tourism trade.

Familiarisation trips are used in the tourism industry to provide the opportunity for travel agents, tour operators and travel writers to visit a specific destination to experience it first-hand. The Karoo Riviera can invite the relevant tourism role-players to experience the destination for them. This needs the buy-in from product owners as they usually provide free accommodation and free meals to the participants. It is seen by the product owners as an ideal opportunity to display their services to the travel trade.

- Establish regular communication channels between tourism authorities and product owners through e-mails and media releases.

Communication or rather the lack thereof from the relevant tourism authorities was identified during the field research of this study as one of the main gripes of tourism product owners. This study thus proposes that

regular communication should take place between the relevant tourism authorities and product owners through e-mails and media releases. It will provide the necessary information on the activities of the relevant tourism authorities and can also act as a way in which product owners and communicate and air their views and ideas to the tourism authorities. Bornhorst, Ritchie and Sheehan (2010: 380) attest to the importance of communication and state that communication between stakeholders and public sector is critical if tourism development is to succeed.

- Establish tourism signage.

Tourism signage is lacking in the study area. With the establishment of the Karoo Riviera, branded signage needs to be erected to inform visitors. A signage policy needs to be developed and implemented whereby tourism establishments can be signposted and branded as part of the Karoo Riviera. This would need the buy-in and support from the three provinces as well.

- Develop tourism-product packages to attract tourists.

Putting together tourism packages of the Karoo Riviera will need the input from all the product owners in the affected study field.

These packages can be devised by them or by the proposed Karoo Riviera DMO. Providing tourism packages to the travel trade will provide them with ready-made itineraries to sell to prospective tourists. By selling tailor-made tourism packages, it can assist with addressing the lack of tourism spread and seasonality.

7.8 Timeline

Tactic

Destination development strategies Year

1. Place emphasis on the outdoor activities available in the study area.	2018-2019
2. Address seasonality by creating more event tourism opportunities throughout the year	2019-2020
3. Upgrading of tourism infrastructure	2018-2020
4. Create more cultural activities.	2019
5. Create a database of tourism product owners	2017-2018

Market development strategies

1. Branding of Karoo Riviera as a tourism destination around the Gariep and Vanderkloof Dams	2017-2018
2. Provide a website for the area and focus on tourism activities and product owners	2017
3. Optimisation of tourism website to reach target market effectively	2017
4. Embark on dedicated social media campaign	2017-2018
5. Establish joint marketing campaign supported by Free State, Eastern and Northern Cape Provinces	2017
6. Organise familiarisation trips for the travel and tourism trade	2018
7. Establish tourism signage	2018-2019
8. Establish regular communication channels between tourism authorities and product owners through e-mails and media releases	2017-2018
9. Develop tourism-product packages to attract tourists	2017
10. Attend and exhibit at selected tourism trade shows	2018-2020

7.9 Conclusion

This tourism marketing guideline for the Karoo Riviera intends to provide a road map for the successful implementation of marketing for the study area. For the plan to be successfully implemented it needs the buy-in from the public sector and notably the Free State, Eastern and Northern Cape provinces. Cross border cooperation thus needs to be established. Ferguson (2010:4) confirms this and states, “a high level of coordination between regional and national institutions in the tourism policy making process helps to embed tourism development”.

Furthermore, as has been indicated by the research, the study area will need sufficient resources to assist in tourism development. This will include the appropriate budget for the implementation of the marketing guideline as well as the appointment of staff to drive the process. Aref (2010: 355) confirms this and states that the lack of financial resources to implement coordination strategies can be a key element in the lack of cooperation between stakeholders.

The private sector needs to provide the necessary information as requested by the marketing guideline. One or two “drivers’ from the private sector will also be needed to drive the project together with the public sector. In effect, it means that a public-private partnership needs to be established. However, these partnerships tend to have high transaction costs as power relations between the various partners have an influence on success or not of such partnerships (Spenceley, 2006). Without cross border cooperation and cooperation between private and public sector, the tourism development plan will not succeed.

7.10 Implementation

At this stage, the tourism development plan is carried out. By this stage, all the necessary regulatory frameworks have also been adhered to and the public participation process has been devised. It is of importance to note that during this phase the phasing of the project and the timelines are adhered to.

In the implementation phase, key stakeholder participation is of the utmost importance. For public-sector participation, it will include local, provincial and

national government tourism bodies. For private-sector stakeholder participation, it will include the relevant LTOs and local business forums.

This diverse set of stakeholders needs to work together towards one common goal, namely to develop and market the Middle Orange River as a combined tourist destination, irrespective of provincial borders. For effective implementation to take place, the following key factors need to be addressed:

- Political leaders must be prepared to collaborate across provincial borders;
- Effective leadership to drive the collaboration and development process in both the public and private sector;
- Understanding of policy issues to be addressed for collaboration;
- Effective resolving of conflicts which might appear during the process; and
- A top-down/bottom-up approach should be recognised in that both the public and private sector understand the needs of each other and work together towards the common goal of developing the study area.

The adoption of a “bottom-up” approach is advocated by a number of research studies. The literature emphasises that product owners have the knowledge, know-how and enthusiasm to support and influence cross border cooperation activities. Their support, participation and buy-in are of vital importance for the successful implementation of the tourism development plan (Sigala & Marinidis, 2012; Tosun, 2006; Timothy, 1999; Vernon, Essex, Pinder & Curry: 2005).

Teague and Henderson (2006) emphasise the importance of integration between the private and public sector but stress that if one of the role-players fails to deliver, cooperation will not succeed. They highlight the fact that, in particular where the public sector are responsible for providing financial support, this support is usually only for a specific period. It is proposed that any financial support for cross border cooperation must be for a long time in order for tourism development to establish itself (Teague & Henderson, 2006: 1087-1088).

7.11 Monitoring

This plays an important role in the ongoing success of the development plan and includes constant monitoring and evaluation of the project (Cooper *et al.*, 1999: 208-212; Inskeep, 1991: 28, 451). Monitoring will be done in two ways; firstly by assessing the performance in implementing the Tourism Plan strategies and secondly, by measuring the performance of the industry. The monitoring will be an ongoing process and focused on economic, social and environmental outcomes (triple bottom line). Furthermore, the “balanced scorecard” approaches of growth, marketing, visitor experience and industry expectations form the second part of the monitoring experience.

Monitoring will need to take place by both the private and public sectors. The responsibility of monitoring of the development plan will thus rest on the “drivers” of the cooperation initiative of the Middle Orange River and the way the DMO will introduce and implement the proposed tourism development plan.

7.12 Summary

The primary aim of the study was to develop a cross border tourism-development plan for the Karoo Riviera. Inputs from public and private sector were used to assist in the formulation of the development plan. The successful tourism development of the study area requires firstly that cross border cooperation be seen as an important strategy by the immediate role-players whilst secondly the buy-in from the public sector, together with the support from the private sector, will be of the utmost importance. Thirdly, the study proposes that a DMO be formed to assist in the implementation of the tourism development plan.

Lastly, the study underlines the importance of providing sufficient financial support for the successful implementation and management of the Karoo Riviera as a tourism destination. Support from the public sector will include cooperation between the relevant three provinces regarding the study area as well appointing competent and knowledgeable personnel. This study suggests that the three provinces understand and recognise the importance of the Karoo Riviera, that they

accept their role in the development of tourism in the study area and that they actively pursue collaboration activities.

A key important attribute of the development plan is that the necessary funding from the public sector should be made available to assist in the implementation of the development plan. This study proposes that an equal amount of funding should be made available by each province and that the monies be used to develop the Karoo Riviera as a tourism destination according to the tourism development plan. The proposed Karoo Riviera DMO should be the implementing agent for the Karoo Riviera with the necessary checks and balances set in place in order to implement the tourism development plan. The proposed DMO should be supported by all tourism role-players and all role-players should have equal representation.

The secondary objectives of the study were to:

1. Identify critical success factors from other successful cross border tourism developments;
2. Benchmark similar tourism development approaches in other provinces/countries; and
3. Determine the current tourism products in the area.

Chapter 3 dealt with the critical success factors from other successful cross-border tourism developments. It indicates that the political will to cooperate across borders needs to be established. Secondly, the necessary funding has to be obtained to assist with the establishment of a cross border destination. The funding will be needed for marketing and tourism development initiatives. Thirdly, it implies that the buy-in from both the public and private sector is needed for successful cross border development and that the local community should benefit from tourism development. Lastly, a regulatory framework should be implemented to ensure that cross border cooperation is successful.

As mentioned in Chapter 3, benchmarking similar tourism development approaches in other provinces/countries indicated that there are a number of successful cross border initiatives. In South Africa, the Transfrontier Parks are a

good example, with the Maloti-Drakensberg Transfrontier Park a case in point. In Australia, the Desert Knowledge Australia programme is another example of successful cross-border cooperation programmes, whilst a number of cross border cooperative programmes were identified between Finland and Sweden in Europe.

In the Northeastern United States, six states (Maine, New Hampshire, Vermont, Massachusetts, Rhode Island and Connecticut) introduced a collective system of cooperation and successfully introduced cross border tourism. Determining the current tourism products in the study area were specified in Chapter 6 where accommodation establishments, water sports activities and tourist information offices were identified and discussed. It was also identified that a significant gap exists between government and private sector regarding the ability of government to implement the tourism development plan.

Future research can focus on the demand side of tourism in the study area determining the views towards the cross-border tourism plan, but more importantly to establish the tourist preferences and travel behaviour while in the study area. Research to determine tourist preferences, needs and motives could assist in further developing the study area as a tourist destination.

As has been indicated in this study, the tourism potential of the Karoo Riviera has not yet been exploited. The aim of the tourism development plan is thus to develop and grow tourism in the respective study area. Successful implementation will create much-needed jobs, create an influx of additional tourists to the area and establish the study area as a prime new tourism destination in the centre of South Africa.

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Department of Tourism and Event Management

Questionnaire on cross border cooperation: Formulation of a tourism development plan for the Karoo Riviera (Middle Orange River)

The questionnaire should take you approximately 30 minutes to complete.

- Instructions:**
- Mark your answers by making a cross (X) in the appropriate block.
 - Please print when answering a question.
 - Please be frank with your answers.
 - Completion of this questionnaire is anonymous and cannot be traced back to you.
 - Once complete, please give it back to the researcher

Section A: Biographical Information

1. What is your age? _____ years

2. What is your gender?

<input type="checkbox"/>	Male
<input type="checkbox"/>	Female

3. What is your ethnicity?

<input type="checkbox"/>	African
<input type="checkbox"/>	Asian
<input type="checkbox"/>	Coloured
<input type="checkbox"/>	Indian
<input type="checkbox"/>	White

For office	
Number:	
<input type="checkbox"/>	
<input type="checkbox"/>	
<input type="checkbox"/>	5
<input type="checkbox"/>	6

4. What is your highest level of education?

- Primary Education
- Secondary Education
- Tertiary Education

7

5. What is your current position?

- Tourism Product Owner
- Tourism Product Manager
- Government Official
- Other, please specify: _____

8

6. In which region do you operate? (Mark all applicable provinces.)

- Free State
- Northern Cape
- Eastern Cape

11

12

13

7. What is your **core** business? (may only choose ONE)

- Accommodation establishment
- Adventure activities
- Game lodge
- Local Government

- Provincial Government
- National Government
- Other, please specify: _____

14

Section B: Tourism Development & Government Involvement

8. Does the government provide the following support to develop tourism in your area?

		Never	Rarely	Some-times	Very Often	Always	
8.1	Financial Support						17
8.2	Marketing Support						18
8.3	Infrastructural Support						19
8.4	Tourism developmental support						20

8.5	Other, please specify: _____								21
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9. Can government contribute to the growth of tourism in the Karoo Riviera by		Not at All	Very Little	Some-what	To a Great Extent		
9.1	Provision of effective marketing efforts						22
9.2	Fostering synergy between the different tourism role-players in your area.						23
9.3	Creating a positive atmosphere for tourism-product development.						24
9.4	Provision of financial assistance to develop more tourism products						25
9.5	Other, please specify: _____						26

10. Which of the following aspects are barriers for tourism development and growth in your area?		Never a barrier	Seldom a barrier	Sometimes a barrier	Often a barrier	
10.1	Provision of adequate financial support					27
10.2	Political interference					28
10.3	Inadequate subject knowledge of tourism officials					29
10.4	Lack of enthusiasm by officials					30
10.5	Other, please specify: _____					31

11. Do the following institutions/organisations participate in your area of the province?

		Don't participate at all	Participate very little	Participate somewhat	Participate to a great extent
11.1	Provincial Tourism Department				
11.2	District Tourism's Organization				
11.3	Local Tourism's Organization's (LTO)				

32
33
34

12 What do you understand under a strategic plan for tourism development in your province?

Section C: Cross Border Cooperation in Tourism Development

13 What is your understanding of cross border *cooperation*?

14 In your opinion, would cross border cooperation benefit your area?

Yes

45

17 What would be the critical success factors for successful cross border cooperation?

18 Do you belong to a local tourism organization?

<input type="checkbox"/>	Yes
<input type="checkbox"/>	No

63

18.1

19 Do you belong to a provincial tourism organization?

<input type="checkbox"/>	Yes
<input type="checkbox"/>	No

66

19.1

20. To what extent will cross border tourism cooperation be beneficial to the following?

		Not at All Beneficial	Very Little Beneficial	Some-what Beneficial	To a Great Extent Beneficial
20.1	Better market penetration				
20.2	More tourism-product development				
20.3	Better networking opportunities amongst tourist stakeholders across borders				
20.4	Planning joint cross border infrastructure				
20.5	Promoting cross border regional branding				

69

70

71

72

20.6	Establishing cross border partnership support programmes			
20.7	Other, please specify: _____			

73

74

21

How do you experience the political motivation with regard to cross border cooperation in your area?

<input type="checkbox"/>	Very Poor
<input type="checkbox"/>	Poor
<input type="checkbox"/>	Fair
<input type="checkbox"/>	Good
<input type="checkbox"/>	Very Good

77

22

Does a plan exist for cross border cooperation between the Free State, Eastern and Northern Cape Provinces?

<input type="checkbox"/>	Yes
<input type="checkbox"/>	No
<input type="checkbox"/>	Don't know

3

25. Kindly indicate your target market.
(1)
-

THANK YOU VERY MUCH FOR YOUR PARTICIPATION!

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Annexure B: Map of the study area

