

**THE TOURISM SECTOR, DEVELOPMENT POLICY AND  
INEQUALITIES IN THE DEVELOPMENT OF THE EASTERN CAPE**

**By**

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## DECLARATION

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I declare that this thesis on "**The Tourism Sector, Development Policy and Inequalities in the Development of the Eastern Cape Province of South Africa**", carried out in the Eastern Cape Province of South Africa, and supervised by Professor Solomon Yirenkyi-Boateng of University of South Africa, is my own work.

The thesis has not previously been submitted in part or in whole to any other university for academic examination towards any qualification. That it is my own work in design and in execution and that all reference material contained therein has been duly acknowledged.

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Kofi Owusu Acheampong

September 30, 2011

Date

## **DEDICATION**

This thesis is dedicated to my wife, Ntombizanele Mavis; my children: Adjoa Zipho, Yolanda Nwabisa and the Oduro siblings; my parents: George and Mercy; my in-laws: Vakele Shadrack and Nyameka Agnes; and my siblings.

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The selection and arrangement of all the material, the balancing of emphasis and the precise form of exposition are my own and I accept responsibility for any error.

Kofi Owusu Acheampong

2011

## **ABSTRACT**

This study on the relations between tourism policies and the tourism development conditions in the Eastern Cape of South Africa is a contribution to the on-going research projects on the transformation that has taken place in the post-1994 development process of South Africa. One theme associated with these studies relates to the important roles that have been played by public bodies in influencing the nature of the transformation in the development of South Africa.

The study is based on the expectation that the current policies can open up more investments and other opportunities in the tourism sector to the benefit of the provincial economy. To find out the concrete nature of the changes associated with the current tourism development policies, data collection was organized from six groups of stakeholders in the tourism sector of the 39 local municipalities of the Eastern Cape Province. The use of factor analysis led to the identification of five hierarchies or clusters indicating the levels of inequalities in the tourism development of the province.

To obtain an understanding of the processes behind the observed inequalities, the stakeholders were given the opportunity to disclose their concrete activities as they related to the policies. The findings indicate that generally, much has changed since 1994, as a result of the levelling of the playing field in the tourism sector for both the producers and consumers in the industry. It is recommended, however, that measured in terms of the maximum benefits that could be derived from the provincial tourism sector, the government officials associated with the tourism sector in particular need to provide more effective leadership in the implementation of the current tourism development policies. The thrust of the study is that the tourism policies in the Eastern

Cape can only generate the maximum positive benefits if, inter alia, all the stakeholders in the tourism industry are empowered to produce at their maximum.

## **KEY WORDS**

Critical Realist Research Method; Critical Theory; Development Policies; Formal Sector; Geography of Tourism; Inequalities in Development; Informal Sector; Social Transformation; Stakeholder Analysis; and Sustainable Development.

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## **ACRONYMS**

AIDS: Acquired Immune Deficiency Syndrome/Acquired Immunodeficiency Syndrome

AISA: Africa Institute of South Africa

ANC: African National Congress

B and B: Bed and Breakfast

BBBEE: Broad-Based Black Economic Empowerment

BC: Before the Birth of Christ

BCM: Black Consciousness Movement

BFSC: Barcelona Field Studies Centre

CIMEC: Centre for Investment and Marketing in the Eastern Cape

CLN: Council of League of Nations

CONTOUR: Ciskei National Nature Conservation and Tourism Board

DEAT: Department of Environmental Affairs and Tourism

DEDEA: Department of Economic Development and Environmental Affairs

DM: District Municipality

EC: Eastern Cape

ECB: Eastern Business

ECDC: Eastern Cape Development Corporation

ECG: Eastern Cape Government

ECPROV: Eastern Cape Province

ECPB: Eastern Cape Parks Board

ECPTA: Eastern Cape Parks and Tourism Authority

ECSECC: Eastern Cape Socio-Economic Consultative Council

ECTB: Eastern Cape Tourism Board

FEDHASA: Federated Hospitality Association of South Africa

FIFA: Fédération Internationale de Football Association

GDP: Gross Domestic Product

GSA: Government of South Africa

HIV: Human Immunodeficiency Virus  
HDI: Human Development Index  
IDP: Integrated Development Planning  
IDZ: Industrial Development Zone  
ISCOR: Iron and Steel Corporation  
LDC: Least-Developing Countries  
LED: Local Economic Development Unit  
LM: Local Municipality  
MNC: Multi-party Negotiating Council  
NCOP: National Council of Provinces  
NEAP: Not Economically Active Persons  
NGO: Non-Governmental Organization  
N2: National Road 2  
OECD: Organization for Economic Cooperation and Development  
OIC: Organization of the Islamic Conference  
OTUs: Operational Taxonomic Units  
PAC: Pan Africanist Congress  
PGDP: Provincial Growth and Development Plan  
RDP: Reconstruction and Development Programme  
RSA: Republic of South Africa  
SACCAWU: South African Commercial Catering and Allied Workers Union  
SANP: South African National Parks  
SARS: Severe Acute Respiratory Syndrome  
SARS: South African Revenue Services  
SAT: South African Tourism Board  
SATOUR: South African Tourism Board  
SCUN: Statistical Commission of the United Nations  
SDI: Spatial Development Initiative

SMMEs: Small Micro Medium Enterprises

StatsSA: Statistics South Africa

TBCSA: Tourism Business Council of South Africa

TEP: Tourism Enterprise Partnership

TGCSA: Tourism Grading Council of South Africa

THETA: The Tourism, Hospitality and Sports Education and Training Authority

TMP: Tourism Master Plan

TTB: Transkei Tourism Board

UNWTO: United Nations' World Tourism Organization

USD: United States Dollar

US\$: United States Dollar

WTO: World Trade Organization

WTO: World Tourism Organization

WTTC: World Travel and Tourism Council

ZAR: South African Rand

# **CHAPTER ONE**

## **INTRODUCTION AND PROBLEM ORIENTATION**

### **1.1 Introduction**

South Africa occupies an important position in the world as an example of a country where state policies were employed for decades to pursue the goal of separate development. There are numerous publications specifying the role of past official government policies in influencing the conditions of development of the country. The government employed the policy through the ideology of apartheid which means "separate development". This concept was based on a framework or development policy whose goal was to create unequal development opportunities for the population with attendant unequal development conditions in all the sectors of the economy in the country. The unequal development conditions pertained at different levels in the country – at the national, provincial and local (Lemon, 1991; Smith, 1987; Hall and Page, 1999). Academics, politicians and other members of the public have used terms such as "the first-second economy system" "formal-informal sector" or "black-white" categorization, among others, to broadly analyze this phenomenon of inequalities in the development in the country (ANC, 1994; Aliber, Maharaj, Kirsten and Nhlapo-Hlope, 2005).

The study of inequalities in societal development occupies an important topic in social geographical research because of the enormous political and social unrest associated with the problem. Civil unrest is one common problem associated with inequalities in the development of different parts of the world (Smith, 1987). The major problems associated with inequalities in development have been documented in various works in South Africa. The post-1994 Constitution and the related democratic development

policies and plans have helped to reduce the otherwise potential explosive political unrest that could have engulfed the country (ANC, 1994; Padayachee, 2006). This study is thus a contribution to the increasing attention that societies, in general, now pay to the important relations between development policies and reductions in spatial inequalities, poverty and social unrest in general (Armstrong and Taylor, 2000; ANC Today, 2004; Kanbur and Venables, 2005). These elements of societal development are now conceptualized as inseparable. This study is based on the idea that an equal opportunity-inspired development policy has the potential to contribute to maximum production and the other elements needed to promote sustainable development whilst the opposite is the case with policies which are based on sectionalism, unequal opportunities and discrimination. The study thus belongs to the family of social research and development planning works which see the pursuit of the principles of equal opportunities, and networking for purposes of achieving integrated and sustainable balanced development as a noble goal worth pursuing (Leftwich, 2000).

There is the general concern that inequalities in development tend to amplify with time because of the positive feedback effects. Thus, social upheavals are most likely to occur when the inequalities tend to persist for long (Davis, 1962). Fortunately, development policies and plans exist as powerful tools for mobilizing resources for intervening and reducing and ultimately removing the existing inequities. These tools have evolved over the decades to indicate to us that change is possible in social life and, that development policies and plans can be used to actualize social transformation in certain ways.

The relationship between underlying development policies such as the post-apartheid policy guidelines and the development conditions currently being experienced in South Africa is the theme in this study. This theme has captured the imagination of the public because it is now common knowledge in South Africa that the previous apartheid system, whose major goal was to deny development opportunities to the majority of

the population, was largely responsible for creating the inequalities in the living conditions of the population. Since 1994, a new democratic constitution has been introduced in the lives of South Africans together with several development policies and plans whose goals are to level the playing field to make possible the reductions in the existing inequalities in all spheres of life of the population (Schrire, 1992; Freitag, 1994; Government of South Africa, 1996).

Numerous statistical and other techniques for measuring the nature as well as impacts of the phenomenon of unequal development have been made available to the public (May, 1998; Visser, 2003). In this study, the technique of factor analysis has been used to describe the inequalities. The apartheid policies for decades made South Africa and Brazil the most unequal countries in the world. Unlike Brazil, however, South Africa's inequality phenomenon was state-sponsored (Pantojas-Garcia, 1991: 22). By 1994, it was estimated that over a third of the labour force of black South Africans could not find jobs. At the same time, corporate ownership and control in the South African economy was so highly concentrated that by 1994, firms such as Anglo American, Sanlam, Liberty Life and Rembrandt/Remgro were controlling the majority of economic activity. The same national development policies which were concentrating economic power in corporate South Africa during the period of apartheid were at the same time depriving the majority of the population of investments, entrepreneurship development, jobs and other basic needs (Lemon, 1976; 1991; Smith, 1982; 1987; Visser, 2003; Acheampong, 2009a, 2009b).

In 1994, the African National Council became the ruling party of the post-apartheid dispensation. The post-1994 era under the ANC administration has witnessed the introduction of more state policies and plans which are aimed at creating a more balanced and integrated society. The year 1994 then, marks a landmark in the history of development of South Africa and can, in all respects, be described as a date that

emerged or was born out of political processes. Among other things, these processes have been associated with the formulation of new social mechanisms such as a new national constitution, and numerous development policies and plans at various levels of resolution with the goals of reducing the current levels of inequalities through increased output in the economy of South Africa (Christiansen, Demery and Paternostro, 2005).

It is significant that barely 10 years after the ushering in of the ANC, researchers were already anxious to publish accounts of the changes that the new administration had ushered into the lives of South Africans (Bhorat and Cassim, 2004; Padayachee, 2006). And, today, some 20 years after the end of apartheid, (and some 16 years of the ANC administration), this thesis makes its own contribution to this thirst for information on the nature of the transformation that has taken place since 1994 by locating the discussions within the tourism sector of the Eastern Cape.

In approaching the discussions from such a perspective, this study argues that the South African state has now levelled the playing field for actors in the provinces and municipalities to use to new opportunities now available in the national constitution to play their roles (Government of South Africa, 2003). Studies on the concrete impacts of the existing policies need, however, to be province and municipality-specific. One cannot generalize on the nature of the impacts of the post-apartheid interventionist programmes. There are tremendous amount of variations of the development outcomes reflecting the differences in the way the provinces and municipalities are interpreting the national development policies (Johnston, 1986, 1997, 2000). The findings reported in this study are thus place and period specific. They are based on the developments taking place in the local municipalities of the Eastern Cape.

From empirical studies from the Eastern Cape, it was observed that the provincial tourism policy guidelines and other institutional arrangements (products of the post-



1994 restructuring processes), already have the key critical ingredients to reduce the existing inequalities in the development of the tourism sector of the province. One major challenge which this study, however, seeks to bring to public attention concerns the task of linking the Local Economic Development strategy (LEDs) in the municipalities to other stakeholders in the tourism sector in order to accelerate the sustained development of the municipalities (Rogerson, 2002b). This is one central hallmark of the recommendations associated with the findings of this study.

The current organizational structure of the tourism sector of the Eastern Cape is so loose that one finds it difficult to find a focus. In 2008, a sector-specific Tourism Code was adopted for the Eastern Cape with the aim of supporting the tourism private sector to voluntarily implement the principles of BBBEE (GSA, 2003). These policies cannot, however, produce the maximum benefits if the LEDs are not made to drive the processes (DEAT, 1996; 1998; Bennett, 1998; Bullock, Mountford and Stanley, 2001: 94). The LEDs being grassroots-based, and being located at the municipality levels which have political powers to formulate local development plans, need to establish strong communications with the tourism businesses to achieve better results ((Morrison and Christie-Mill, 1992; Kotler, Haider and Rein, 1993).

Among the many organizations with links to the tourism sector of the Eastern Cape, and which should link with the LEDs, the following can be mentioned: South African Tourism, South African National Parks, Tourism Grading Council of South Africa, Tourism Enterprise Partnership, Tourism, Hospitality and Sport Education and Training Authority, Tourism Business Council of South Africa, Federated Hospitality Association of South Africa, and South African Commercial Catering and Allied Workers Union. Regulating the activities of all these actors is the provincial Department of Economic Development Environmental Affairs and Tourism, the body (through the national head office) responsible for seeing to the implementation of the tourism policies by all the

stakeholders in the tourism industry (DEAT, 1999a; 1999b; TBCSA, 2009). The various stakeholders exist to assist the Eastern Cape tourism sector in various ways. Currently, however, there are no organized interactions between the organizations, the LEDs, and the tourism businesses in the municipalities.

Conceptualization of entities on the basis of their roles in the social production processes of specific regions is one key merit of the critical realist research method. The method is based on a particular model of network analysis in which public policies and plans are conceptualized as social mechanisms or guidelines for achieving certain goals (Coetzee, Graaff, Hendricks and Wood, 2002: 72; Corbetta, 2003: 17; Katie, 2005: 65).

In this study, the relations between the actors who produce the development outcomes have been classified on the basis of the critical realist method into two:

1. The mechanisms (provincial tourism policies at the real level) at work providing the guidelines, and
2. The stakeholders in the local municipal municipalities (the actual level), who interpret the guidelines in different ways to produce the different outcomes currently being experienced in the municipalities (the empirical level).

As it will be seen later on page 25, under figure 1.4, the stakeholders involved in the study have been organized in terms of a model in line with critical realist thinking. The model indicates that regions (geography) matter in this study because the provincial tourism policies and development plans (the real) are interpreted differently by the stakeholders in the 39 municipalities to produce different outcomes. The municipalities can, thus, be conceived as perception domains in which different meanings are given to

the provincial tourism policies. The study is, thus, based on the idea that the municipalities play the roles of mediating between the broad provincial policies and the outcomes at the local levels (Yirenkyi-Boateng, 2010).

From this broad model, the key aspects of the critical realist theory on which this study is based are the following:

1 Social mechanism such as development policies can make major differences to the tourism sector and the lives of people in general depending, *inter alia*, on how the mechanisms are structured in the first case. Two types of mechanisms feature in the literature. First, there are those mechanisms which may be structured to serve sectional interests (chaotic conception-based mechanisms) such as the previous apartheid development policies, and, second, those which can promote integrated development (Sayer 1992: 87-89; Fay, 1977; Lemon, 1976; Patton, 1990; Hall, 1994; Pawson and Tilley, 1997; Milanovich, 2003).

2 Separatist or sectional-based policies will have the tendency to promote inequalities in development since such policies will deny sections of the population (such as the second economy) accessibility to certain key development resources (Tokman, 1978; Wahnschafft, 1982).

3. Democracy-based development policies (in view of the opportunities they give to all sectors to make their maximum contributions to the production process), will, on the other hand, have the tendency to promote integrated balanced development (Aitchison, 2007; 81).

4. The way agents interpret the constraints and opportunities associated with their social mechanisms is also central in this study (Bogdan and Biklen, 2006). This implies

that this study acknowledges that in the research process, attention needs to be paid to the way agents organize themselves to relate to the resources and the constraining and enabling conditions of their social mechanisms to produce different outcomes.

5. Even after major policy transformation, the stakeholders associated with an activity system need to put certain measures in place to implement the new policies otherwise the status quo could remain (Gunn, 1994; Ashley, Boyd and Goodwin, 2000: 38); African Union, 2004; ANC, 2004). This idea relates particularly to the way the LEDs need to get involved actively at the municipality levels to produce certain changes with the tourism businesses. This, therefore, implies that inequality and equality in the development process are forces that tend to work on the basis of tensions and power struggle in which any of the opposing forces can dominate at any particular time (Armstrong and Vickerman, 1995; 84; Rogerson, 2002b). This important role of power in transforming society is acknowledged as a key feature in development discourses indicating that the way underlying social mechanisms are structured matters greatly.

The critical realist approach to the social research process is the method adopted in this study to address the above issues (Ateljevic, Pritchard and Morgan, 2007: 11-26). Some of the most current sources of information which touch on these aspects of the critical realist research project include the publication by Bogdan and Biklen, (2006) and Ateljevic, Pritchard and Morgan (2007) which, significantly enough, examine the relations between the critical realist research method and sustainable tourism development. The works by Hall and Jenkins, (1995) and numerous official government tourism policy documents such as those by the South African Department of Environmental Affairs and Tourism (2000) also need to be mentioned.

This study, thus, uses the Eastern Cape Provincial Tourism Development Policy and the Growth and Development Strategy policy documents as exemplars of social mechanisms

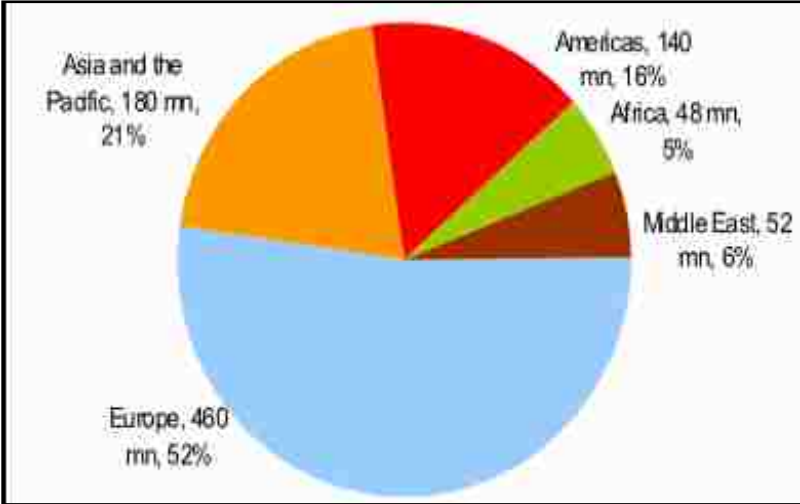
for regulating the Eastern Cape tourism businesses (Carew-Reid et al, 1996, Ashley, Roe and Goodwin 2001a, 2001b). The recommendations of this study are based on the idea that the policies, as they currently exist, have the potential to produce the desired outcomes in the form of integrated and balanced development. To ensure that the desired results actually do happen, however, the stakeholders involved are called upon to implement certain new programmes with the LEDs to empower the tourism businesses to produce more wealth and prosperity in the province as suggested by York, 1988; Nelson et al, (1993; 18); Rogers, Turpin-Petosin, Huebner and Hatsi, (2000) and Rogerson, (2002b).

The above, thus, constitutes the broad overarching conceptual framework for this study as used by Lew, 1987; Chen, (1990) and others. The study seeks to explore the complexities of politics and economics in the production and consumption of tourist activities and experiences in the Eastern Cape and how their future intersection and restructuring can and must produce better power relations for social justice, regional balance and sustainable development.

To address the above, a number of questions on concrete tourism activities are addressed. What variables can be used to give indications of the transformation that has taken place in the Eastern Cape tourism sector since 1994? What variables can be used to give indications of the current inequalities within the tourism sector of the province? How can the current nine tourism regions in the Eastern Cape be made to relate the LED development plans of the 39 municipalities? How can these, in turn, be made to relate to the current provincial integrated development plans? How can the tourism business owners and other stakeholders in the tourism sector be made to relate to the relevant institutions such as the LEDs in order to address their problems? Issues dealing with connectedness are thus the key questions of concern in this study (Schrire, 1992).

On the African continent as a whole, the tourism sector has witnessed massive expansion in recent years and the research communities are addressing similar questions as the above (Forbes, 1999; Burns, 2000; Cleverdon, 2000; Dieke, 2000; Sindiga, 2000). This expansion, however, attracts only two per cent of the world's tourism market, thus, contributing only about ten per cent to the world's GDP in 1997. However, Africa's humble share of two per cent of the global tourism market has already created approximately 16 million jobs throughout the continent (Dieke, 2000; City Press, 1999). Tourism in Africa is growing very fast lately, and the evidence is that multinational corporations are ready to invest in the sector. According to the World Travel and Tourism Council (WTTC), and DEDEA (2009) in 2009, Africa witnessed massive increases in tourism arrivals. A total of 48 million tourists arrived in Africa in 2009 (figure 1.1), an increase of 5.1% over 2008, that is, 5% growth in global tourism.

Figure 1.1: World inbound tourism international tourist arrivals, 2009



Source: United Nations' World Tourism Organization (2010)

There has been a particularly growing worldwide interest in tourist travel to South Africa since the demise of apartheid in 1994 (Forbes, 1999). South Africa is becoming a prime African tourist destination, with tourism accounting for 8.2 per cent of the

country's GDP and creating nearly 800 000 jobs. In 2000, World Tourism Organization data disclosed that South Africa was ranked 25<sup>th</sup> among the top 40 tourism destinations in the world. It was anticipated that the number of overseas tourists would increase to 6 million and 9.5 million African tourists by the year 2000 (CIMEC, 2000a, 2000b). About 67 per cent of South Africa's tourism is domestic. Of the remaining 33 per cent, almost 75 per cent came from Africa (Daily Dispatch, July 2002). This is due to improved transport and communication link between South Africa and the rest of Africa.

The 2002 tourist-arrival statistics in South Africa, released by Minister Mohammed Valli Moosa of Environmental Affairs and Tourism, indicate that South Africa is the fastest growing tourist destination in the world, having attracted 6,429, 583 tourists in 2002. This represented an increase of 11.1 per cent over 2001 tourists' figure of 5 787 368. Overseas arrivals (excluding Africa) for the same period were 1 803 887, an increase of a massive 20.1 per cent, or 301 797 tourists, over 2001 figures of 1 502 090 tourists. In an industry that has become fiercely competitive in a world of continued economic downturns and political storms, establishing South Africa as a preferred tourist destination was not just a 'flash in the pan' phenomenon (Daily Dispatch, March 2003:5). This makes South African tourism one of the country's leading economic growth sectors and one of the leading contributors to the country's GDP, transformation of the South African economy and the creation of sustainable jobs. The 2002 figures showed that all South Africa's key markets posted double digit growth for that year, with Europe increasing by 24.2%; North America – 9.2%, despite an overall general reluctance of its citizens to travel long haul; Asia – 20.7% and Australasia – 14.5%. Arrivals from Africa were up by 7.7% to about 4 435 218 despite a significant decrease of 9.3% from Lesotho. Again United Kingdom and Germany proved the leading source markets in the European portfolio with 442 910 and 248 990 arrivals respectively, China, with almost 36 957 arrivals topped the Asia and Australasia pack. Currently, the

tourism statistics stands at a total of 40 233 966 made up of 9 933 966 foreign tourists and 30 300 000 domestic tourists (SAT, 2009).

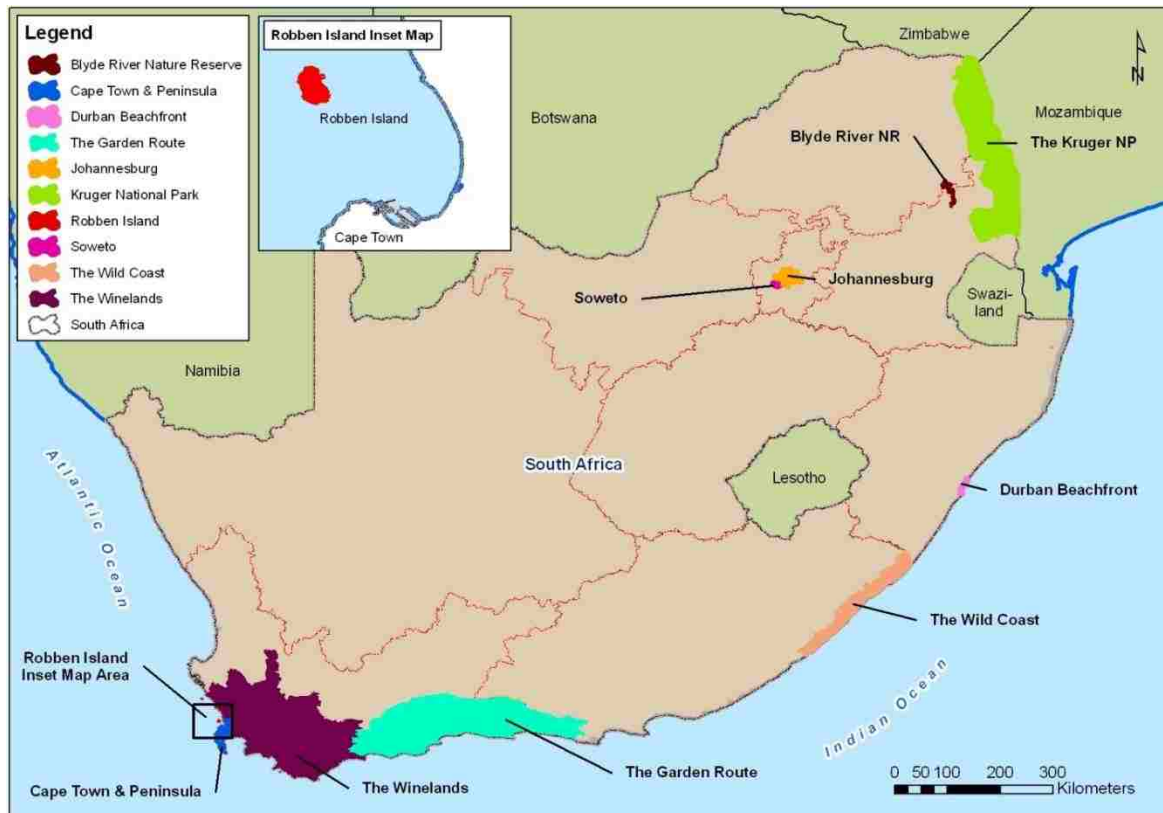
South Africa has to put certain mechanisms in place to expand its tourism sector. The country has experienced phenomenal growth in its tourism industry since 1994 and it is anticipated to increase in future. As an industry that rapidly creates job opportunities, the sustained growth of tourism is vital to the national objectives of generating wealth, creating sustainable employment and economically empowering all South Africans. Tourism is in fact, currently now outstripping gold mining as a revenue generator in South Africa. In 2003, tourism earned R53 billion, while gold mining earned the country R35 billion. The Chief Executive Officer of South African Tourism, Moeketsi Mosola is quoted by South African Press Association in the Daily Dispatch newspaper of East London as saying tourism, for the first time in South Africa's history, eclipsed gold as a foreign exchange earner for 2004/2005 financial year. According to him, "the total foreign direct spending for this period was R47.8 billion, R15 billion more than gold exports, creating 27 000 new direct jobs. South Africa recorded its highest number of foreign tourists of more than 6.6 million visitors in 2004/2005, a rise of 2.7 per cent over the previous year" (Daily Dispatch, 2005-09-08:10). He emphasized that tourists spent an average amount of R1 532.00 per day and stayed for an average duration of nine nights. The Gauteng and the Western Cape Provinces were the most visited provinces, and the top South African highlights were shopping, nightlife, social and wildlife (Daily Dispatch, 2005-09-08:10).

In 2008, the tourism sector showed significant growth by accounting for as much as 8.5% of the country's gross domestic product (GDP), employing an estimated 1041700 people (7.8% of total employment) and generating early R82.4 billion in capital investment (SAT, 2009). The South African tourism sector continues to show resilience in that it still managed to outperform global tourism growth. According to Statistics



South Africa (StatsSA), global international arrivals grew by 1.3% in 2008 while arrivals to South Africa grew by 5.5%. South Africa remained at 29<sup>th</sup> position in the global tourism destination rankings. Currently, the tourism statistics stands at a total of 40,233,966 made up of 9,933,966 foreign tourists and 30,300,000 domestic tourists (SAT, 2009). Figure 1.2 below illustrates the 10 most popular tourism destinations that have been the driving force behind the tourism sector in South Africa. According to SAT (2009), these 10 top attractions have become “the must-see wonders” in the country, drawing hundreds of thousands of visitors throughout the year.

Figure 1.2 Ten most-popular tourism destinations in South Africa



Source: South African Tourism, 2009

The genuine warmth and hospitality South Africans show to tourists is an experience that through the valuable word of mouth multiplier effect, is now proving that both the overseas trade and consumers are fast waking up to just what South Africa has to offer. In a press release recently, Minister Marthinus van Schalkwyk, said that "tourism has been recognized at the highest possible level for its significant impact on the South African economy. The industry's contribution to the GDP has increased from 4.6% in 1993 to 8.3% in 2006. We are now looking to increase our GDP contribution to 12% by 2014. Tourism brings in over R66 billion per annum to the economy and contributes over half a million jobs ... and the industry keeps growing" (SAT, 2006).

The rich cultural heritage and exceptional natural assets of the Eastern Cape Province set it apart from the rest of South Africa as a world class tourist destination. The unique brands of tourism products in the province expose exciting opportunities for investors since there is far-reaching and massive growth potential in both local and international markets. The potential for economic expansion in the tourism industry of the Eastern Cape still remains to be grasped. With the current status of tourism changing, increasing numbers of tourists are showing a predilection to visit the province many times a year. Tourism investors are also increasingly showing interest in the province. The Province is currently ranked the fifth most popular destination in South Africa attracting 14% of all international tourists and the third most popular for domestic tourists after KwaZulu-Natal and the Western Cape (CIMEC, 2000). Foreign tourist arrivals increased to 155% in the Province in 1995. The tourism sector of the province is certainly becoming increasingly important in the provincial economy (ECG, 1995, 2003; ECSECC, 2003, 2006; ECTB, 2003).

From the literature, it is, therefore, clear that opportunities are favourable for the Eastern Cape to expand its tourism sector (ECG, 2008). The records from the Eastern Cape provincial tourism head office also indicate that major changes are occurring

within the organizational structure of the industry in which the existing problems and future prospects need to be explored on a continuous basis. Any study of the tourism sector of the province, thus, requires a comprehensive analysis of various interlinked processes and issues (Fossati and Pannela, 2000). Myles (1994), Kanbur and Venables (2005) Sorensen (2010), Rogerson (2002b; 2004a) and Monakhisi (2008), among others, have all emphasized the benefits society derives from adopting appropriate classification models in the analysis of the tourism sector.

Identifying a method for classifying the many issues involved in the workings of social entities is critical. The classification principle is based on the theory that the atomistic entities that researchers deal with carry with them information overload. It is difficult to make sense of the many items that researchers have to contend with in studying the real world. Classifying objects on the basis of similarities and distinguishing the groups so obtained on the basis of certain specified criteria have the prospects of introducing theories, logic and order in analyzing information (Sayer, 2000: 16). This study is very much based on the application of classification systems to identify the relevant patterns and structures concerned. In this respect, it needs to be mentioned, as indicated above, that in this study of the critical realist method of classifying stakeholders and separating them from the underlying provincial policies and development plans (the social mechanisms), is one of the classification techniques which has helped to simplify this study (figure 1.4). Furthermore, the use of the multivariate technique of Factor Analysis in chapter 6 has also equally proved particularly helpful in grouping the 27 variables (Appendix 4) selected for analyzing the inequalities in the tourism businesses studied into two major factors and also the 39 municipalities into four on the basis of their scores on the two factors. In so doing, so much simplification runs through this study.

All the above issues were taken into consideration when identifying the objectives, theories and the methodology of this research project. Thus, instead of having some

pre-conceived or a priori ideas about what to examine or include in this study, the lessons learnt from the realities on the ground and from the literature reviewed concerning the tourism development process of South Africa and elsewhere, have all helped to identify the key issues for inclusion in this project. This inductive approach to the research process is, thus, very much related to the critical realist idea that it is the way the world is structured (ontology) that should determine the way to obtain information about it (epistemology).

Bhaskar (1986: 24) puts it this way:

Reality is never created by our cognitive capacity. Human concrete development practices are merely attempts to mirror, copy or reproduce the structure of a reality which exists independent of the manner we conceive of it.

This important statement by Bhaskar is one model which underpins this project. In support of this model of Bhaskar, it needs to be noted that the way the tourism sector is organized at the provincial government level, the way various tourism development stakeholders relate to the systems in place, the way the participants network and make their concrete decisions, and the important position of the tourism sector in the Eastern Cape economy, have all been taken into account in framing the objectives and methodology of this study. This study is, thus, based on the idea that research needs to reflect the realities on the ground. Thus, as the realities on the ground change in the future, so should the way one undertakes future research on the Eastern Cape tourism sector change. This is one of the fundamentals of grounded theory in critical realist research which underpins this study (Glaser, et al, 1967; Archer, et al, 1998: 98; Garner and Forbes, 1998; Charmaz, 2006).

From the above, therefore, four issues stand out as important and these serve to provide the framework for the discussions in this study. These are summarized under 4 headings as follows:

- 1 The need to know the nature of the mechanism underlying the transformation that has taken place in the tourism policies of the Eastern Cape since 1994.
- 2 The need to know the current inequalities in the tourism sector with regards to certain variables of relevance to the study region as reflected in documents of the Eastern Cape government (Eastern Cape Tourism Board, 2003; Eastern Cape Government, ECG, 2004).
- 3 The need to know the stakeholders related to the spatial patterns associated with the development of the tourism activities as discussed by Allen, Massey, Cochrane and Charlesworth, (1998).
- 4 The need to incorporate an evaluative/monitoring/ critical dimension of the current state of the tourism development situation with recommendations on the role that could be played by the relevant stakeholders to better contribute to the sustainable development of the region concerned (Inskeep, 2000; Myles, 1994; Hall, 2000). The sustainable development imperative then becomes the overarching imperative for evaluating the relevance or performance of the tourism sector as proposed by Patton (1990).

Human geographers, among others, can make a considerable contribution to the above information on the tourism development process in the Eastern Cape. Information could be provided on several issues of interest to social geographers such as those involving spatial interaction between the tourists and their destinations, the regional variations associated with the development of the tourism sector as reflected in the concrete decisions of the stakeholders in the tourism activities, and the changes in the impacts of the tourism activities in the context of the underlying provincial policies and the long term regional development processes (Gregory, 1985; Rogers, Turpin-Petosin, Huebner and Hatsi, 2000). Human geographers can, above all, use their maps to classify and illustrate the various spatial aspects of the tourism development processes (Pearce, 1987, 1989; Sarre, 1987; Smith, 1987). Such spatial-based information could help

decision makers in various ways (Lawson and Staeheli, 1990; Pratt, 1991, 1995; Rafferty, 1993; Williams, 1998). This study will pay attention to the regional inequalities accompanying the tourism activities.

## **1.2 Background and context**

The tourism industry currently enjoys tremendous growth in several countries all over the world. There is growing worldwide interest in tourism as an important contributor to GDP growth. Tourism, being a labour-intensive activity in all countries, is an exceptionally fertile ground for private investors (Urry, 1990; Vialle, 1995; Vanhove, 2005). It opens up opportunities for the small businesses that are engaged in or provide products and services to the tourism industry. The wide range of transactions undertaken by or for travellers can impact particularly strongly on the local farming and fishing industries, handicrafts, construction, telecommunication and others. Tourism serves as a foothold from which the market economy can expand and flourish (World Tourism Organization, 1990, 1994). It has an above average potential to enhance development through employment creation, technology transfer, investments and others that it can bring to remote, economically impaired communities (Acheampong, 2001; 2009; 2009). The tourism industry is, thus, a key contributor to the development of various countries.

A common theme in the global tourism industry is that of the tremendous changes that are taking place to ensure its survival in the context of various underlying mechanisms (Thornhill and Amit, 2003). The key imperative of every business organization is how to ensure survival and growth through effective management (Robinson, Evans, Long, Sharpley and Swarbrooke, 2000a, 2000b). Flint (2003) and Cooper, et al (2005) for example, argue that unlike the case with the greater part of the previous century in which tourism was growing rather slowly, today the sector is changing rapidly with

various governments providing various types of support to those engaged in the management of the tourism industry. The growth of the tourism sector is today seen as one good indicator of the way transformation is taking place in various economies (Taylor, 1988).

Flint (2003) indicates, for example, that a new job is now being created in the tourism sector every 2.4 seconds by the global tourism sector in small and medium-sized enterprises, a situation that requires tremendous amounts of management at the grassroots and planning from the top government officials. Boniface and Cooper (1994) and Bennett (1998) also state that the poor, women, indigenous communities and unskilled people are today establishing their own businesses in tourism in the context of government policies. Thus, tourism can now survive in various places with the support of the authorities with the businesses creating jobs at resorts as well as in isolated rural areas, in handicrafts and in small historically/culturally important places. It is estimated that during 1996, 255 million people worked for travel and tourism around the world. Tourism-generated foreign exchange receipt to the balance of payment of countries is also another increasing trend in the transformation of formerly inaccessible places. Such revenues reduce the foreign debt of various countries and their dependence on a single export commodity with low value and fluctuating prices (OECD, 1996).

According to the United Nations' World Tourism Organization (UNWTO), the increase in the contributions made by the tourism sector to the GDPs of various countries is one of the most remarkable economic, social and cultural phenomena of our time with the number of international tourist arrivals, growing from 25.3 million in 1950 to 846 million in 2006. This is equivalent to an average annual global growth of 6.6 per cent over a period of 50 years. During this period the international tourism receipts recorded an annual growth rate of 11.3 per cent and in 2006 accounted for US\$741.2 billion and the receipts per arrival were US\$876 billion (WTO, 2009, as quoted from Organization of

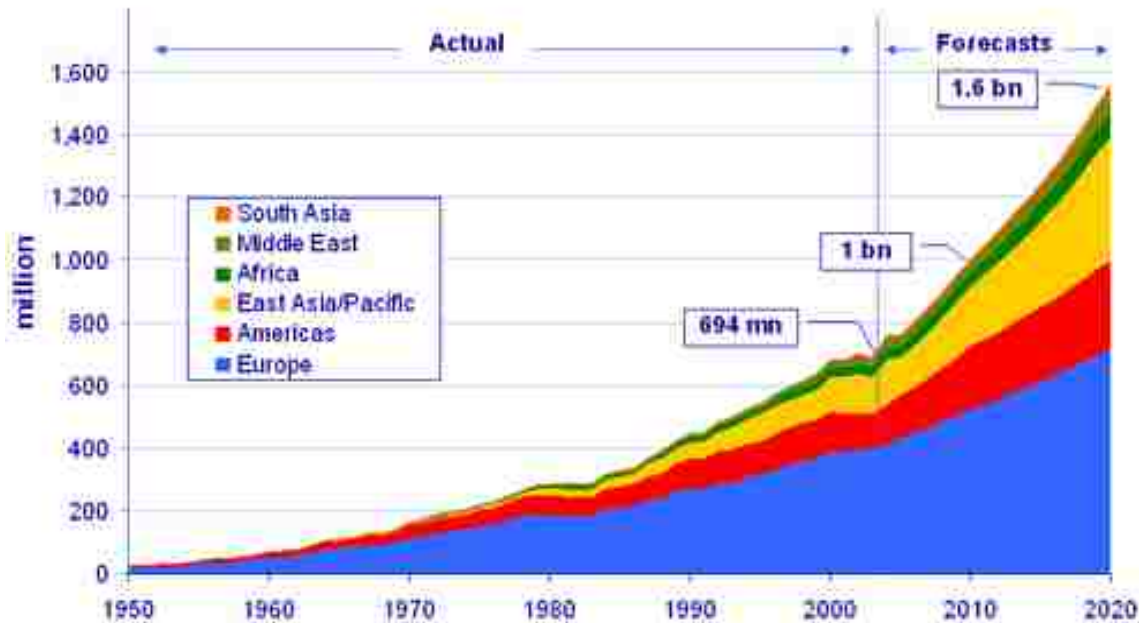
the Islamic Conference of 22 December). This makes tourism the world's number one export earner in international trade, ahead of automotive products, chemicals, petroleum and food (WTO, 2002).

Despite recent negative events such as international terrorism, such as the attacks on London and Sharm el-Sheikh in Egypt in 2005; natural disasters, like Hurricane Katrina on the southern coast of the United States in 2005 and the Indian Ocean Tsunami of December 26, 2004, the health scares of avian flu of Asia and Russia, the high oil prices, the exchange rate fluctuations and the economic and political uncertainties, international arrivals have been quite encouraging in several parts of the world (Frangialli, 2006). For instance, the Caribbean and South America rebounded strongly by 8 and 12 per cent respectively from the negative figures of the previous two years, fuelled by improved economies in major countries such as Argentina and Brazil. The Middle East and Africa were also up by 10 and 5 per cent respectively. Francesco Frangialli, the WTO's Secretary General is highly optimistic that the figures are expected to climb again in 2006. He believes that if further crises could be avoided, fears are not allowed to sweep everything away, and if the necessary government security measures remain reasonable and balanced, then the capacity of the industry will confidently move forward (Woodman, 2004). It has already come back to the path of growth and forecasts for the industry are as promising as its history. Tourism's GDP contribution is forecast to grow at a healthy 46 per cent in real terms over the next decade (Cummings and Mills, 1997). The World Trade Organization forecasts that tourism's absolute contribution to the world economy will have more than doubled by 2005, contributing USD 7.1 trillion in gross outputs, employing 305 million people, generating 11.4 per cent of global GDP, USD 1.613 billion in investment and USD1.369 billion in tax revenue (Flint, 2003).



According to Goeldner (1997:51-65), international travellers and tourists directly and indirectly create more than 10 per cent of the world's Gross Domestic Product (GDP) and capital investment. This accounts for 11 per cent of all consumer expenditure and 7 per cent of total world government spending. Tourism has shown a remarkable record of consistent growth, expanding faster than the world's GDP in the last four decades. It has been growing 7.2 per cent in volume and 12.3 per cent in value per year (Vialle, 1995). In 1996, international tourist arrivals accounted for 564 million, earning US\$399 billion and employing an estimated 204 million people (Forbes, 1999, as quoted from WTTC Research Report of 1996). According to World Tourism Organization's reasonable and carefully considered projections, this trend will continue and tourism will enjoy steady growth in the foreseeable future. UNWTO's "Tourism 2020 Vision" forecasts that international arrivals are expected to reach nearly 1.6 billion by the year 2020. Of these worldwide arrivals in 2020, 1.2 billion will be intra-regional and 378 million will be long-haul travellers, making 1.6 billion in 2020 (figure, 1.2) - a threefold increase within a generation (Pleumarom, 1994; WTO, 2002). There is, therefore, the need to harness the potential of the tourism industry so that it can positively contribute to economic growth. This applies particularly to the developing countries (Esh and Rosenblum, 1975).

Figure 1.3: Development of world tourism, 1950-2020



Source: UNWTO Tourism Vision 2020 (2010)

Another trend is that these days, large numbers of tourists come from the world's metropolitan centres to the peripheral regions, and vice versa, to seek out experiences from which they have been alienated by daily life in the contemporary world (Acheampong, 2001; 2009; 2009). The expenditure derived from tourists' activities is creating employment and foreign exchange. More than 270 million tourists spend US\$92 billion annually outside their own countries (Place, 1995; Wagner, 1981). With a growth in arrivals of approximately 6% per annum, tourism is one of the fastest growing economic activities in the world (Mathieson and Wall, 1995).

The expenditures derived from such tourists' activities create employment and foreign exchange. The economic, social and political importance of tourism is evident in world trade statistics. More than 270 million tourists spend US\$92 billion annually outside their own countries (Place, 1995; Wagner, 1981). With a growth in arrivals of approximately

6% per annum, tourism is one of the fastest growing economic activities in the world (Mathieson and Wall, 1995).

The UNWTO's latest World Tourism Barometer revealed that worldwide international tourism dropped by eight per cent between January and April 2009 when compared to the data from 2008. It is expected that international tourism would drop by six and four per cent in 2009. The source markets of Europe's tourism destinations were particularly hit hardest with a ten per cent decline in arrivals. The Americas witnessed a five per cent drop; Asia and the Pacific arrivals decreased by six per cent. Middle East, on the other hand, as a separate region recorded a significant decrease in arrivals of 18 per cent compared to the previous year (UNWTO, 2009). The reasons for the decrease have been attributable to, among others, the global economic crisis; swine flu; instability in the exchange rates; international terrorism and natural disasters. Africa is the only continent that recorded a three per cent growth because the northern destinations around the Mediterranean and Kenya managed to recover as a wanted tourism destination.

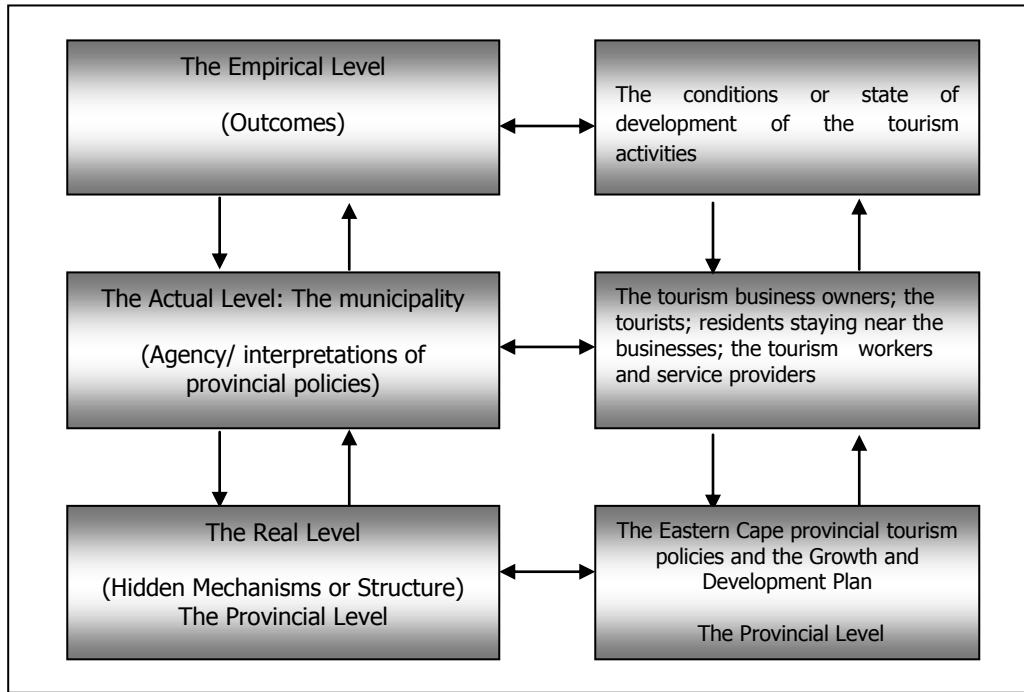
The contribution of tourism to South Africa's gross domestic product (GDP) has increased consistently since 1994 to over R137.6 billion in 2006 and R159.6 billion in 2007. Almost 5.5 million foreign tourists visited South Africa in the first seven months of 2008, a 7.8% increase over the 5.1 million foreigners who visited the country during the same period in 2007. The number of jobs created directly and indirectly in the economy through tourism increased by 5% from 896 900 in 2006 to 941 000 in 2007. Analysis of the arrival figures for January to July 2008 showed that growth from South Africa's traditional tourist markets remained strong, boosted by increases in the first seven months arrivals from new markets. In that period, South Africa recorded an increase of 11.7% in visits from North America, compared to the same period in 2007. The figures for Europe showed growth of 7.3%, with France recording an increase of

16.8%. Arrivals from Australasia grew by 10.9% and Asia showed an increase of 5% (South Africa Online, 2010). Tourism has been identified as one of the key economic sectors, with excellent potential for growth and capable of boosting economic growth to 6% by 2010 and halving poverty and unemployment by 2014 (SAT, 2009). According to WTO (2002), the annual growth of tourist arrivals and tourism receipts in developing countries such as South Africa has been higher than the world average over the past decade. Tourism has since 1995, become the main source of foreign exchange revenues for forty-nine least developing countries (LDCs), excluding the oil industry that is concentrated in only three of these countries.

Putting all the activities together, tourism accounts for more than a sixth of Third World non-petroleum exports and it far surpasses their second and third largest export earners - raw cotton and textiles. These revealing figures show the important place tourism now occupies in the Third World. According to Tosun and Timothy (2001), tourism demand has rapidly increased and many Third World countries now look to tourism as one of their leading sectors (Harrison, 1992). Economically, tourism is a major income generator because it is linked to employment. In 1991, tourism provided employment for approximately 423, 000 South Africans in the hospitality, manufacturing, agricultural and construction industries (Bennett, 1998).

Researchers interested in the above discussion will find that this study touches on a number of theoretical, methodological and practical issues on the tourism development process out of which the model below could be produced. This model (figure 1.4), gives a broad overview of a critical realist conceptualization of how the research objectives of this study needs to be organized taking cognizance of the above discussion.

Figure 1.4: A three-tiered model of the actors in the Eastern Cape tourism sector



Source: Based on Yirenkyi-Boateng, 2010

The model indicates that the guidelines and policies in place at the government offices in Bisho, the provincial capital, need to constitute the locus for finding information relating to the relevant provincial tourism policies. Secondly, the model indicates that processes taking place in the municipalities need to constitute the second level where information needs to be collected from all those stakeholders who take decisions to relate to the tourism policies. Finally, the model demonstrates that the interactions between the two domains produce the outcomes at the empirical level (Cloke, Philo and Sadler, 1991: 16; Harvey, 2006: 25; Pratt, 1991, 1995).

This three-tiered ontology model of critical realism separates this approach from positivist research models, which, cannot go behind surface appearance to find the relevant underlying or hidden explanatory mechanisms as indicated above. Positivist

research models do accord priority largely to the quantitative descriptions of surface appearances with little interest in searching for the nature of the real hidden mechanisms which actually make things happen (Sayer, 2000). A positivist research on the tourism sector in the region under study would thus provide statistics on measurable indicators on the industry and use those very variables to do the "explanations". Positivist research is, thus, based on appearances, on facts on the ground and descriptions (Hall, 2000; AISA, 2002; Kirsten and Rogerson, 2002: 30; Kitchin and Tate, 2000: 68; Sayer, 2000: 54; Eastern Cape Tourism Board, 2003; 17).

Figure 1.4 thus indicates that as people engage in certain social and economic activities such as tourism, various types of relations tend to develop between the stakeholders concerned in which guidelines, rules or agreements ultimately emerge which those concerned need to use to carry out certain assigned roles (Giddens, 1984: 55; Bhaskar, 1991: 79; Aguilo, 1996: 12). The positioned practices of the actors or stakeholders concerned, thus, do take place in the context of the guidelines so constructed although the stakeholders may not be aware of the existence of such hidden mechanisms (Sayer, 1992: 13-15). Depending on how power is also structured among the stakeholders concerned, the nature of the impacts of the mechanisms concerned could either be assets or liabilities, top-down or bottom-up, authoritarian or democratic, pro-balanced development or pro-unbalanced development as indicated earlier on page (Giddens, 1984: 56; Johnston, 1986; Habermas, 1989: 84; Sayer, 2000; Cloke, Crang and Goodwin, 2005).

Today politicians and government officials play central roles in the formulation of development policies and plans for implementation at the locality levels (Taylor and Flint, 2000). These officials influence the ways the stakeholders in an activity system operate by coming up with a series of official policies and plans that the law expects to be complied with. Under such circumstances, the state institutions become key sources

of power whose policies the local actors in the business and civil society organizations have to take into account (Bates and Krueger, 1993; Le Roux and Graaf, 2001). Historically, it is common knowledge that the state government guidelines provide the context for people to operate in the tourism and all the other sectors in the Eastern Cape. Although not all sections of society may support the policies and plans under which the work, they nevertheless do exist with potential powers to produce some forms of transformations. The current and future political leaders and the development planners have the overarching responsibility of setting up the necessary policy guidelines for the businesses and civil society organizations to carry on their daily activities ((Rossi, Freeman, and Lipsey, 1999; Fritz and Menocal, 2006: 16; AU, 2004). It is for this reason that this thesis seeks to find out the actual situation regarding the relations between the provincial tourism policies, the tourism actors in the municipalities and the impacts of their relations on the development of the Eastern Cape tourism sector.

It is this interest in finding out in concrete terms how social mechanisms influence social conditions during particular periods in different places which has provided the motivation for this study. One central proposition of this thesis therefore is that the tourism development process in the Eastern Cape, as in other parts of South Africa, has developed in the context of specific government policies and plans. The nature of these policies and plans have had tremendous impacts on the conditions of the tourism industry as measured in terms of incomes and jobs generated, number of people who can engage in the activity, regional patterns created, skills transferred, and other social and environmental impacts. As the policies and plans change, so therefore one would expect the tourism conditions to change at different places as has been argued by Giddens (1984), Hall (1994) and OECD (1996), Taylor, (1981, 1982), Duncan, (1985), Hicks (1978).

The title of this thesis was, thus, selected to justify the interest of the author in using the critical realist theory and research method in the analysis of development, a theme which runs through the works of Bhaskar, (1975, 1979, 1986, 1989, and 1991); Buckinghamshire (1998:69) and Sayer (2000).

The history of the development of the various sectors of South Africa's development illustrates clearly that the state has been central in providing various types of environments for stakeholders of different types to work to produce the empirical observations. Similar observations have been made in the relatively more developed countries where governments also provide the policies to regulate the development process (Habermas, 1989; Giddens, 1984: 29; Lemon, 1991; Franchi, 2003).

It is interesting that some authorities advocate fewer roles for the state in regulating the development process (Le Roux and Graaff, 2001: 36-48). This study is based on the notion that in developing economies such as South Africa, more state interventions are needed to make major structural changes in the economy (Carnoy, 1984; Evans, Rueschmeyer and Skocpol, 1985; Heller, 2001). The state is also needed in the area of ensuring political stability. Countries experiencing political instability are usually considered security risk to tourism irrespective of the available attractions. For example, the tourism regions of the Great Lakes region of eastern and Central Africa are renowned for their rich flora and fauna. However, the activities of military groups like Interahamwe, Mai-Mai and the Lord's Resistant Army, to mention a few, in the ongoing political upheavals, do not augur well for tourism (Acheampong, 2001; 2009; 2009). It is for this reason that bi-lateral and multi-lateral agreements need to be negotiated between governments on issues such as safety and security, investments, immigration procedures and flying over other nation's territories. Governments' financial muscle can provide the infrastructure required in tourism destinations as well as the institutions required to train and supply skilled manpower and to conduct research on the dynamics



of the industry. Incentives can be given in the form of tax concessions, flexible customs and foreign exchange regulations, soft loans and the right conditions for foreign and domestic investments. Proper monitoring mechanisms can also be put in place to create a healthy and competitive climate for all operators in the tourism industry to facilitate sustainable and responsible development. Such policies can be effective guidelines to determine the specific objectives and actions to be pursued by the stakeholders concerned to meet the needs of the tourism destinations (Morrison and Christie-Mill, 1992). The central role of government policies in regulating the development processes is, therefore, of paramount importance (figure 1.4).

From the above, the reader will observe later on that the recommendations in this thesis link the concept of the developmental state (with its resources and powers) to the future development process based on idea that the state can and needs to provide the broad policy and planning framework for concrete development to take place at the grassroots (Mark and Gordon, 1998; Rogerson, 2002; Fritz and Menocal, 2006).

### **1.3 Importance of the research**

This study is based on the current role being played by the tourism sector in the Eastern Cape in particular and the global economy in general in which the tourism sector is now being referred to as “an economic driver” (WTTC, 1998, 1999).

The importance of this thesis could be appreciated by the fact that it seeks to open a new chapter in the tourism research projects of the Eastern Cape by addressing a number of issues simultaneously. There is currently no single research project on the tourism sector of the Eastern Cape which analyses the tourism sector in relation to the four points mentioned above for example. The four issues were carefully chosen from reviews of the pertinent literature and from direct interactions with the public. The four

points will be conceptualized in this thesis as being necessarily linked as a cluster with the potential to create some particular impacts in the development of the Eastern Cape. This research should, therefore, enhance our understanding and knowledge on the tourism sector of the Eastern Cape considerably by virtue of the type of issues to be addressed.

There is the general observation concerning the tremendous increase in the number of tourism operators in the Eastern Cape since 1994. Up-to-date information regarding issues such as the ownership situation, the incomes generated by the businesses, the jobs created, the number of nature and cultural-based tourism businesses, the status of the tourism businesses as classified by the South African Tourism Grading Council, and the networks developed by the tourism businesses is however currently missing. This study seeks to provide all such information which could be the basis for setting up a comprehensive tourism data base of the provincial tourism sector. The importance of this study also has to be assessed in terms of the negative economic, political and social consequences which accompany inequalities in development all over the world. This study seeks to disclose the fact that inequalities in development constitute a liability which one cannot afford to ignore.

The spatial dimension of the tourism businesses will also be provided to show their municipal manifestations. The implications of the geographical distributions of inequality in the tourism activities will also be analyzed. It is common knowledge that uncontrolled migration of resources from the poor regions to the already congested relatively more developed regions is one of the most difficult problems to deal with (Soja, 1980; Thrift, 1983). This type of geographical analysis will bring out one important element of the implications of the inequalities associated with the development of the Eastern Cape.

Disclosing the statistical relations between the variables to be used to analyze the patterns inherent in the tourism businesses does not also feature in the existing works on the Eastern Cape. The extent to which variables tend to co-vary is one of the important tasks that social researchers can use to look for patterns. The relationships tend to occur as groupings or clusters which in turn tend to suggest some underlying mechanisms (Sayer, 1992: 175). This project will use the multivariate statistical method of factor analysis to identify the commonalities between the variables to be used to measure similarities and differences within the tourism sector. Such information will be of tremendous importance as a backdrop to intensive research (Tourism Concern, 1992; Unwin, 1992; Tosun and Jenkins, 1998; Yeung, 1997, and Tosun and Timothy, (2001).

The role which government policies and plans need to play in influencing the changes in the development of the tourism sector is one hallmark highlighted in this study. Regime Theory indicates that social conditions do change in the context of those in charge of the policies and plans during particular periods (Osborne and Gaebler, 1993; Klerck, 2001; Smallbone and Welter, 2001). Currently, no such regime theory-based research work exists in the research projects on the tourism sector of the Eastern Cape. This type of periodization theory will, therefore, introduce another important element into the tourism research projects in South Africa (Davidson, 2002). This will help to further enhance the importance of this project.

Finally, this thesis discloses the way the stakeholders in the tourism industry interpret the current opportunities, challenges, problems and the prospects facing the tourism sector. Such information was gathered from all the stakeholders associated with the tourism sector. Opportunities were given to those concerned to make their own value judgments and recommendations. The key finding was this: new democracy-informed tourism development policies are now in place in the Eastern Cape. The opportunities now exist for the officials in charge in the 39 municipalities to provide proper and

effective leadership in the areas of formulating local tourism development plans with other stakeholders. Currently, however, one missing link needs to be addressed: the LED officials who are marginalized in the tourism set up. The Eastern Cape tourism stakeholders, thus, look up to a new phase in which the current organizational problems could be addressed as a contribution to the sustainable development of the province.

#### **1.4 Problem statement**

This study is discussed from the premise that the relations between the tourism development policies in the Eastern Cape and the broader development within the province remain rather tenuously established, whilst it is in fact, such relations that need to provide the basis for effective development planning. This research seeks to demonstrate that these relations are crucial. This study argues that the tourism sector of the Eastern Cape is, in fact, a relation and not a discrete object that could be studied in isolation. The study also seeks to demonstrate that the tourism sector comprises of several linked elements that need to be conceptualized, in terms of, theories that deal with relations and classifications (Tokman, 1978; Wahnschafft, 1982; Kirsten, 2006). This theme is well articulated by Guba-Khasnabis and Ostrom (2006) and others, and will be central in the discussions on inequalities in the opportunities that existed in the tourism industry of the Eastern Cape in the past. Ellis (1994), Flaherty (1995), Goodwin (2000), Devey, Skinner and Valodia (2006), have all demonstrated the value of analyzing social research problems from the relational perspective.

From the above, the following problems need to be addressed:

- The type of variables that can provide a general picture of any existing inequalities in the development of the tourism sector using the municipalities as the units of observation needs to be identified
- A multivariate statistical technique which can provide a simpler picture of the variations in the tourism sector of the province is essential
- How the stakeholders in the tourism businesses could be made to give their perspectives on their activities and how they influence the conditions and prospects of the tourism sector of the province needs to be explored
- Recommendations that will relate to the findings are crucial

### **1.5 Questions, objectives and propositions underlying the study**

From the above the following questions can be posed:

- What variables can be used to give a general picture of the current inequalities in the development of the tourism sector of the Eastern Cape?
- What multivariate statistical technique can be use to provide a simpler picture of the inequalities in the development of the tourism sector of the Eastern Cape?
- How can the stakeholders in the tourism businesses be made to provide their own perspectives on their activities and how these influence the conditions and prospects of the tourism sector of the province?
- What recommendations could be made to relate the tourism sector to the sustainable development agenda in the Eastern Cape?

From these questions, the objectives underpinning this research are as follows:

- ❖ To identify variables that can be used to give a general picture of the current inequalities in the development of the tourism sector of the Eastern Cape
- ❖ To use a multivariate statistical technique that can provide a simpler picture of the inequalities in the development of the tourism sector of the Eastern Cape
- ❖ To use a method which can enable the stakeholders in the tourism businesses to provide their own perspectives on their activities and how they influence the conditions and prospects of the tourism sector of the province and to make recommendations based on the findings.

The propositions associated with the above objectives are as follows:

- A number of variables can be used to measure the inequalities in the current state of development of the tourism sector in the Eastern Cape (Manly, 2004).
- Multivariate statistical techniques can be used to provide a simpler picture of the inequalities in the development of the tourism sector of the Eastern Cape.
- The open-ended method of data collection can be used to enable the stakeholders in the tourism businesses to provide their own perspectives on their activities and how they influence the conditions and prospects of the tourism sector of the province.
- The recommendations to be made in this study will be an important element of ensuring that the tourism sector contributes to the long term sustainable development of the Eastern Cape.

## 1.6 Definitions of key concepts

At this stage of the thesis, it is appropriate that explanations of the key concepts used in this research are given.

**Causality:** is the relationship between an event (the cause) and a second event (the effect), where the second event is a consequence of the first action. It describes the relationship between causes and effects of any action. In this thesis, causality is defined in critical realist terms to denote the influences of underlying causal powers of mechanisms and what they are capable of doing in social life by virtue of their nature (Harre and Madden, 1975; Boscovitch, 1996). According to Yirenkyi-Boateng (2010), the make-up of mechanisms influences the impacts they can generate in society in theoretical terms. Mechanisms which lack certain essential elements will not be able to produce certain outcomes. Development policies and plans are important examples of social mechanisms in critical realist theory (Hall, 1994; 2000). The concrete outcomes of the powers of mechanisms depend on contingent/external factors such as the actions of agents located in the actual level.

**Chaotic conception:** is a term associated with critical realism as a philosophy referring to an arbitrary abstraction from a whole. Chaotic conception focuses on some components of a system only. If the selection of some components divides one or more wholes or amalgamates unrelated parts of separate wholes, then it is described as *chaotic conception*, whose study has little value (Johnston, 2000:75). According to Johnston (2000), and Sayer (2000), a *chaotic conception* is an arbitrary abstraction from a wider range of relations which define a system. It contrasts with rational abstractions which are constituted by the internal relations needed for production. Thus, a *chaotic conception* combines together relatively unrelated parts while also dividing highly connected parts. In terms of spatial concepts, ideally geographical

regions should be rational conceptions which define part of a whole in terms of its inter-relations. Much of the effort in defining regions focuses upon rigorous depiction of spatial boundaries. In contrast, a geographical *chaotic conception* is produced when relatively unrelated areas are arbitrarily combined and/or when similar or related areas or regions are arbitrarily divided. It is important to appreciate the existence of geographical *chaotic conceptions* because they define not simply 'poorly specified regions', but 'anti-regions', spatial categories which confuse rather than elucidate (Sayer, 2004).

**Critical theory:** This is an aspect of social theory which seeks to change the status quo (usually a social condition through the application of new information) for the benefit of certain individuals and groups.

**Dialectics of power:** The tensions associated with social mechanisms and actors/agents as they endeavour to dominate one another in the production process (Harre and Madden, 1975).

**Emergence** is a term used to describe what happens when an interconnected system of relatively simple elements self-organizes to form more intelligent, more adaptive higher-level behaviour.

**Evaluative research:** seeks to assess or judge in some way, providing useful information about the effectiveness of particular development interventions (projects, programmes and activities) other than might be gleaned in mere observation or investigation of relationships. Weiss states that evaluation is the "systematic assessment of the operation and/or the outcomes of a programme or policy, compared to a set of explicit or implicit standards, as a means of contributing to the improvement of the programme or policy" (Weiss, 1998:4). Evaluative research enhances knowledge



and decision-making around the performance of development initiatives. It involves answering questions and/or addressing issues through the systematic collection and analysis of information. It is planned and purposeful and has the clear intention of being useful (Inskeep, 2000; Ioannides, 1995).

**External relations:** Also known as contingent relations, merely indicates objects which may lie between the real and the empirical levels to produce concrete outcomes (Holloway, 1992; Lea, 1988; Legum, 1999; Lickorish and Jenkins, 1997; Pearce and Butler, 1999; Viljoen and Tlabela, 2007; United Nations' World Tourism Organization, World Travel and Tourism Council and the Earth Council, 1999).

**Factor analysis:** is a multivariate statistical technique used to uncover relationships among many variables. It was invented nearly 100 years ago by psychologist Charles Spearman in England. It is used to analyze interrelationships among a large number of variables and to explain these variables in terms of their common underlying dimensions (*factors*). It is a statistical approach that involves finding a way of condensing the information contained in a number of original variables into a smaller set of dimensions (*factors*) with a minimum loss of information. It allows numerous inter-correlated variables to be condensed into fewer dimensions called *factors* (Manly, 2004).

**First economy:** also referred to as the "formal economy" is a level that is sophisticated and well-adjusted to global imperatives. In South Africa, the former President, Thabo Mbeki, in November 2003, described the first economy as the level of the economy that boasts of a highly skilled labour force, advanced technologies, elaborate infrastructure, information and communication technology and secondary industry. The "first economy" typifies "overwhelmingly white and rich" (Devey, et al., 2006:1-2). The first economy of the tourism sector of the study regions operates differently from the

informal operators in terms of its separation of work between the owners of the businesses, the workers and service providers. The informal businesses are basically one-man or close family-owned.

**Grounded theory:** was developed by two sociologists, Barney Glaser and Anselm Strauss in a collaborative research, using constant comparative method, on dying hospital patients (Glaser and Strauss, 1967). It is a research method that operates almost in reverse fashion from traditional positivist research. The first step of *grounded theory* is data collection, through a variety of methods. From the data collected, the key points are marked with a series of codes, which are extracted from the text. The codes are grouped into similar concepts in order to make them more workable. From these concepts, categories are formed, which are the basis for the creation of grounded theory. This contradicts the traditional positivist model of research, where the researcher chooses a theoretical framework, and only then applies this model to the studied phenomenon (Glaser and Strauss, 1967; Clarke, 2005; Charmaz, 2006; Thomas and James, 2006; Mey and Mruck, 2007). Larry Davidson (2002) describes grounded theory as a research method in which the theory is developed from the data, rather than the other way round. This makes it an inductive approach, meaning that it moves from the specific to the more general. It is a method of using empirical data without pre-conceived theories (Keogh, 1990; Jamal and Getz, 1995; Thomas and James, 2006). In this study, the provincial tourism development policies and what they are capable of achieving by virtue of their nature, represent an example of grounded theory. The works of human geographers such as Sayer (1992; 2000) provide examples of the application of grounded theory in spatial analysis.

**Inequalities in development:** is the widening gap in economic and social indicators of wellbeing such as incomes, wealth, education, health, sciences, and participation in opportunities between individual and groups and across geographical units within and

between countries (Acheampong, 1992:2; Sukkoo Kim, 2008). Inequalities in development exist between different regions at different regional scales in different countries and regions (Christiansen, Demery and Paternostro, 2005).

**Integrated development planning (IDP):** The IDP is South Africa's self-styled *integrated development planning* approach, implemented after 1994 to overcome apartheid's unequal development policies. Broadly speaking, integrated planning is about different actors and sectors working together under a commonly-designed agenda and re-aligning individual supply-chains to produce a commonly defined objective or product in specific regions (Gueli, et al. 2007).

As a leading instrument of local planning in South Africa, IDP provides the municipalities and the LEDs with a tool to align budgeting and project implementation with strategic priorities and to link across and coordinate the growing number of sectoral plans, programmes and projects that impact on the activities of municipal governments (Harrison, 2008:321).

**Internal relations:** The types of bonds linking stakeholders by virtue of the necessary roles they have to play to make certain outcomes possible. Stakeholders whose contributions are not actually needed to produce certain outcomes merely operate on the basis of chaotic conception (Sayer, 1992: 24; Pratt, 1995; Hedstrom and Swedberg, 1998: 24).

**Place as Palimpsest:** According to Mitin (2007: 215-225) the metaphor of "*place as a palimpsest*" reflects the co-existence of elements with different time of origin and level of presence in the landscape. Palimpsest has been used to describe a type of development in which the old and the new tend to co-exist even if they are somewhat incompatible. Landscape turns into "a sum of erasures, accretions, anomalies and

redundancies over time, creating an existence of multiple layers originating from history” (Crang, 1998:22; McManus, 2004). Schein (1997:662) believes the metaphor of palimpsest “provides the possibility for erasure and overwriting and the co-existence of several different scripts, at different historical eras, and several historical and contemporary actors as well”.

**Post-apartheid reconstruction** is an interventionist development approach by the post-apartheid South African government to rectify the omissions and errors of the past. It is a strong postmodernist statement of emancipation from misery, poverty, homelessness and full human development for all within the borders of the nation state of South Africa (Mabin and Smit, 1997; Maharaj, 2000). The ANC economists, together with government and private-sector consultants, developed a blueprint for development in the late 1990s. This *Reconstruction and Development Programme* (RDP) analyzed nationwide living standards and proposed ways to improve government services and basic living conditions for the poor (ANC, 1994; Byrnes, 1996). The RDP is an integrated, coherent socio-economic policy framework that seeks to mobilize all people and the country’s resources towards the final eradication of apartheid and the building of a democratic, non-racial and non-sexist future. It has a strong basic needs and social justice orientation and is the key strategy to address the social and economic inequalities of the apartheid era in South Africa (Maharaj, 2000).

Key programmes identified are concerned with meeting the basic human needs, developing human resources, building the economy, democratizing the state and society and implementing reconstruction (Maharaj, 2000). The RDP details the extreme poverty of at least 17 million citizens living below internationally accepted minimum standards; an estimated 4.3 million families without adequate housing; some 12 million people without access to clean drinking water; most homes, and many schools and hospitals with no electricity; and an estimated 4.6 million illiterate adults (Byrnes,

1996). The RDP envisions sweeping government programmes to raise living standards - to build houses and roads, to provide services, to upgrade education, and to create jobs to narrow the gap between rich and poor. The RDP is a typical example of a social mechanism with causal powers to generate certain outcomes in South African society by virtue of its nature.

By late 1994, the government had begun to implement its highest RDP priorities: a US\$135 million school lunch programme; a US\$14 million programme of free medical care for children and pregnant women; providing water and electricity to rural communities; and phasing in free, compulsory primary education for children of all races (ANC, 1994; Byrnes, 1996).

**Rational abstraction** is a method which isolates a significant element of the world which has some unity and autonomous force (Sayer, 1992: 86-96). *Rational abstraction* is the main-spring of the philosophy of *realism*, where one guards against combining the unrelated and dividing the indivisible (chaotic conception). Positivist analysis focuses only on surface appearances. If the components have some unity and autonomous existence, however, their separation for study is a *Rational Abstraction*. This is the method which was used to identify the 6 stakeholders associated with the running of the tourism businesses under study. The stakeholders have powers to produce changes in the tourism activities by virtue of the critical roles they play in running the tourism businesses. They constitute a classification system which is based on the causal grouping criteria.

**Reductionism:** A mode of social research which abstracts only a section of the components needed to obtain full understanding and transformation of a phenomenon or problem.

**Regional development policy:** Goldenberg (2008) quotes the Organization for Economic Co-operation and Development (OECD) definition of *Regional Development* broadly as a general effort to reduce regional disparities by supporting economic activities in regions, including employment and wealth-generating activities, and involving interrelated fields such as rural development, regional competitiveness, urban policy, and multi-level governance. According to Holden (2006) the implications and scope of regional development may vary in accordance with the definition of a region, and how the region and its boundaries are perceived internally and externally. Tony Sorensen also agrees that “the term *Regional Development* is somewhat amorphous. Its definition varies according to context, although a common thread concerns some kind of economic and social improvement. Such improvement can take the form of more and better quality infrastructure, improved community services, a greater and more diverse volume of production, lower unemployment, growing numbers of jobs, rising average wealth, improved quality of life, and so on” (Sorensen, 2010:1). *Regional development policy* is an instrument used by governments and decision makers to promote rural and regional development and continuously evolve in response to the changing social and economic realities (Holden, 2006; Goldenberg, 2008).

**Regional policies and plans:** are both instruments adopted by a government to redress the uneven development within a country. Policies and plans enable governments to tackle regional imbalances in their countries in order to alleviate regional unrest, unite poorer regions, yearning for social justice, with richer regions, to check out-migration from disadvantaged regions and endeavour to fully utilize human resources (Omotayo-Brown, 1998; Shaw and Williams, 2002; Pritchard and Morgan, 2007). Through such policies and plans governments are able to accelerate economic growth and raise the standard of living in the deprived regions whilst ensuring that the relatively more developed regions also enjoy sustained growth.

**Social mechanisms:** Neil Gross ( 2009: 364) defines *Social Mechanism* as a more or less general sequence or set of social events or processes analyzed at a lower order of complexity or aggregation by which — in certain circumstances — some cause  $X$  tends to bring about some effect  $Y$  in the realm of human social relations. This sequence or set may or may not be analytically reducible to the actions of individuals who enact it, may underwrite formal or substantive causal processes, and may be observed, unobserved, or in principle unobservable. By going to the lower level of explanation, researchers can help to understand how properties at the local level of analysis come to be.

**Social transformation:** It is a fundamental shift in the way society is organized, where the local community commits to self-reflection in the effort to address specific problems. It is a shift in collective consciousness of society – local, state, national or global – so that reality is redefined by consensus. Such consensus often happens by external stimulus and it is sometimes intentional, as encapsulated in the words of Aung San Suu Kyi, the pro-democracy movement leader of Myanmar (Burma) that “without a revolution of the spirit, the forces which produced the iniquities of the old order would continue to be operative, posing a constant threat to the process of reform and regeneration”.

**Tacit knowledge:** The critical realist position that knowledge concerns not only “what is the case” or ‘knowing-that” but ‘knowing-how”, that is, knowing how to do something without necessarily being in a position to articulate this knowledge in theoretical terms (Sayer, 1992: 14; Fleetwood 2005: 199).

**Three-tiered ontology:** The model associated principally with Roy Bhaskar (1979) which conceptualizes social entities as being constituted by three interlinked parts – the empirical, actual and real. Based on Yirenkyi-Boateng (2010), Figure 1.4 indicates that

the provincial-municipality policies constitute the underlying mechanism which the stakeholders located in the actual level interpret to produce the outcomes at the empirical level.

**Triangulation:** which is also called “cross examination”, is often used to indicate that more than two methods are used in a study with a view to double (or triple) checking results. It is a powerful technique that facilitates validation of data through cross verification from more than two sources. By combining multiple observers, theories, methods, and empirical materials, researchers can hope to overcome the weakness or intrinsic biases and the problems that come from single method, single-observer and single-theory studies. The purpose of triangulation in qualitative research is to increase the credibility and validity of the results (Cheng, 2005:72; Bogdan and Biklen, 2006). According to Webb, et al (1966), triangulation refers to the use of more than one approach to the investigation of a research question in order to enhance confidence in the ensuing findings. Since much social research is founded on the use of a single research method and as such may suffer from limitations associated with that method or from the specific application of it, triangulation offers the prospect of enhanced confidence.

## **1.7 Limitations of the study**

In pursuit of this study, a number of limitations were encountered that had some impact on the study at various stages.

- The major limitation to the study is the vastness of Eastern Cape as the study region, the distance to be covered and the logistical problems related to data collection. The financial and other resource implications in committing to a study of this magnitude to cover the whole province, was the biggest limitation.



- Contrary to expectation, there is limited information and data on the state of tourism development in the province, more especially, the pre-1994 era. The fact that Eastern Cape was fashioned out of two Bantustans (Transkei and Ciskei) and the Cape Province under apartheid South Africa and the state of resources for research, especially in the Bantustans, was responsible for the dearth of data in the period before 1994.
- Most of the people contacted including government officials, and the literature available provided limited knowledge and information on the state of tourism before 1994, especially in the Bantustans (DEAT, 1996).
- The lack of data and literature may also be due to the exclusive control of tourism in the region by South African government officials and some businesses and, therefore, they might have found it not necessary to keep records of their activities. For these reasons most of the data on tourism development for the pre-1994 period was largely based on oral sources and a few other published sources that happen to have limited statistics.
- The lack of co-operation from some of the product owners to be engaged as respondents was also another limitation at the data collection stage. Some perceived the exercise with some suspicion bordering along the lines of taxation.
- Communication was also a limitation among some of the proprietors who were illiterate and unable to fully comprehend the importance of social research.
- The perceived benefits to be accrued from the 2010 FIFA Soccer World Cup being staged from June 11 to July 11, 2010 created divided attention among some stakeholders to the extent that engaging them to respond to questionnaires or interviews was seen as a waste of time.

## **1.8 Organization of the study**

In line with the objectives of this study, this work is made up of three parts, namely: background, results and conclusion, which is organized into seven chapters.

- Chapter one is the introduction consisting of background and orientation, the importance of the study, problem statement and the objectives of the study of tourism development in the Eastern Cape Province, key concepts used in the study and the limitations and organization of the study.
- Chapter two sets out to introduce the study region, Eastern Cape Province, by looking at the physical geography background, the evolution of the Eastern Cape as a Province, the population dynamics, economic activities, social services, the tourism sector in the Eastern Cape economy and the provincial growth and development strategy.
- The third chapter will review literature of works done elsewhere on tourism development. There will be an introduction from where tourism will be reviewed as an element of development, including the various definitions of tourism and classification of tourism activities, policy documents and the emergence of new types of tourism activities. Regional policies on tourism development will be explored.
- Chapter four shows how the concepts mentioned in chapter one are applied in this study to constitute the conceptual framework for this study.
- The fifth chapter looks at the research methodology used to address the objectives of this study.
- The sixth chapter is devoted to the research findings
- The final chapter, seven, contains discussions and recommendations. The objectives and propositions will be revisited; propositions will be confirmed; the contributions and limitations of the research; recommendations and further research areas and then concluding remarks.

## **1.9 Concluding remarks**

The introductory chapter of this thesis has covered a number of issues to set the tone towards achieving the overall objective of an evaluative research on the impacts of the current tourism development policies in the development of the Eastern Cape Province of South Africa.

A relational perspective constitutes the key approach in this research. It seeks to analyze the changing forms of the tourist sector and the forms of the underlying policies related to them (Acheampong, 2001). One principle in this thesis is that the tourism development conditions and the tourism policies cannot be analyzed as two independently given sets of phenomena but in terms of duality with each being dependent upon and implicating the other in a mutual process of transformation.

## **CHAPTER TWO**

### **THE STUDY REGION**

#### **2.1 Introduction**

The Eastern Cape Province is the second largest of South Africa's nine provinces in terms of surface area. The capital of this province, Bisho, is derived from the indigenous word for Buffalo, which incidentally, is the name of the river on which it is situated. The indescribable natural beauty of the province has been the greatest secret behind the province's tourism potential. It is the traditional homeland of the isiXhosa people and the landing place and home of the 1820 settlers. Historically, the Eastern Cape was a crucible of conflict. This was the eastern 'border' where the early Cape colonial settlers clashed with the Xhosa, the Khoi and the San. It is in this region where nine frontier wars were fought between the Xhosa people and the European settlers from 1779 to 1879, in what was termed as Kaffir Wars or Cape Frontier Wars that led to the Xhosas losing most of their land (ECDC, 2007). Part of the heritage of this province is the fact that it is the birthplace of apartheid resistance movements – the African National Congress, the Pan Africanist Congress, and the Black Consciousness Movement, and a number of famous political luminaries, including two former Presidents of South Africa, Nelson Mandela and Thabo Mbeki, Govan Mbeki, Steve Biko, to mention just a few. It is divided into 39 municipalities made up of one metropolitan municipality and 38 local municipalities.

#### **2.2 Physical geography background**

Eastern Cape Province is situated on the south-eastern corner of South Africa (Figure 2.1). The province comprises of the former homelands of Transkei and Ciskei and the former Cape provincial administration of the apartheid era that lasted until the

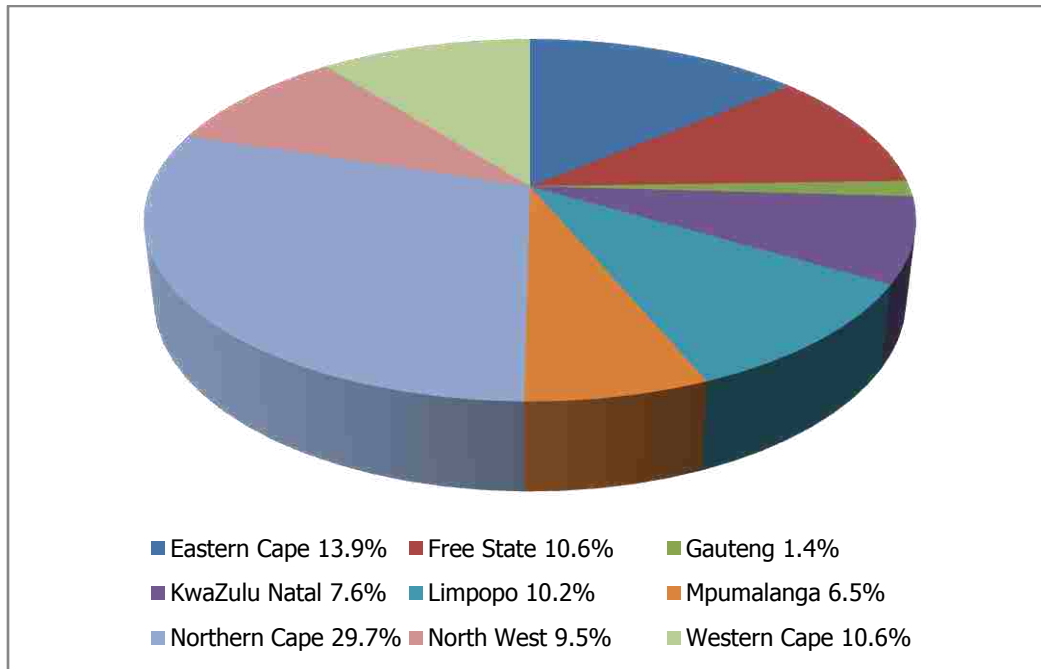
democratic elections of 1994 (figure 2.3). It is situated on the south eastern corner of Africa, between latitude 30° S and 34° S. It is bordered on the north east by the province of KwaZulu-Natal, the north by the Kingdom of Lesotho and Free State Province, the west by the Northern Cape, the south west by the Western Cape Province and the east by the Indian Ocean. It covers an area of about 169,580 km<sup>2</sup>, about 13.9% of the total area of South Africa (Stats SA, 2007), making it the second largest province in South Africa (figure 2.2).

Figure 2.1: Political map showing the nine Provinces of South Africa



Source: Statistics South Africa, 2007

Figure 2.2: Land area of South Africa by Provinces



Source: Statistics South Africa, 2007

The topography of the province comprises of sloping plateaux (53%); mountains (31%), with small areas of irregular plains (16%) and dissected river valleys (5%). Some of the very mountainous areas stretch between Graaff-Reniet and Rhodes in Tiffendell, including Snow Mountains, Stormberge, Winterberge and Drakensberg. Its highest elevation is Ben Macdhui at 3019m and the lowest elevation 0m. The province constitutes the drainage basin for some of the largest rivers in South Africa, like Sundays, Great Fish, Keiskamma, Buffalo, Great Kei, Bashee, Umzimvubu, Umtamvuna and the upper reaches of the Orange. The main feature of the Eastern Cape is that the province's coast is lapped by the warm Indian Ocean, with its astonishing 820km coastline of long stretches of undisturbed sandy beaches, rocky coves, secluded lagoons and towering cliffs. This breath-taking coastline provides the province with an unsurpassed natural tourist attraction.

The climatic condition of the province is sometimes described as capricious. It varies from arid temperate in the west to sub-tropical humid, summer rainfall in the east and Mediterranean winter rainfall along the south coast. Temperatures rarely reach extremes except perhaps in the height of the Karoo summer or in the deep winter of the Southern Drakensberg. The Eastern Cape Province is the only Province in South Africa and one of the few places on earth where all the seven biomes (major vegetation types) converge (CIMEC, 2000). The biomes provide the natural habitat of different species of plant and animal life. This incredible bio-diversity again creates a unique environment, which offers a variety of nature based experience. The matchless mix of activities includes cultures, lifestyles, scenery, wildlife, birds, vegetation, climate, floral riches and architecture, which constitute perfect resources for tourism development (Acheampong, 2009) to enhance the social lives of the people in the province. The natural diversity ranges from the dry desolate Great Karoo to lush forests of the Wild Coast and the Keiskamma Valley, the fertile Langkloof, renowned for its rich apple harvests and the mountainous southern Drakensberg (CIMEC, 2000; Acheampong, 2009). This incredible bio-diversity creates a unique environment that offers a variety of breath-taking nature-based experiences.

### **2.3 The evolution of the Eastern Cape as a Province**

Until 1994 South Africa was divided administratively into four provinces, the Cape Province, Natal Province, the Transvaal, and the Orange Free State; six "self-governing" homelands, Gazankulu, KaNgwane, KwaNdebele, KwaZulu, Lebowa, and QwaQwa; and four "independent" homelands or "sovereign independent states," Transkei, Bophuthatswana, Venda, and Ciskei. The government estimated in the early 1990s that 44 per cent of the country's total population resided in the ten homelands, which formed less than 14 per cent of the total land area. A 1992 study by the Urban Foundation, a South African research organization, concluded that this high population

density - several hundred persons per square kilometre in some areas - greatly exacerbated socio-economic and political problems in the homelands (Coutsoukis, 2004).

To resolve these problems, government and ANC negotiators redrew the country's internal boundaries, dissolving the homeland boundaries and forming nine new provinces. The demarcation process began in May 1993, when the Multiparty Negotiating Council appointed a 150-member Commission on the Demarcation of States/Provinces/Regions, with instructions to hold a public hearing and to submit recommendations to the council. After receiving 304 written reports and hearing eighty oral witnesses, the commission recommended the formation of nine provinces, with a few disputed borders to be reconsidered at a later date. These recommendations were incorporated into the interim constitution, and the homelands were officially dissolved on April 27, 1994 (Coutsoukis, 2004). The nine provinces in South Africa then came into being on 27 April 1994, in terms of S124 of the Constitution of the Republic of South Africa, Act no. 108 of 1993. By this Act, the Eastern Cape was formed as a province in 1994 out of the "independent" homelands of Transkei and Ciskei, as well as the eastern portion of the Cape Province (figure 2.3).



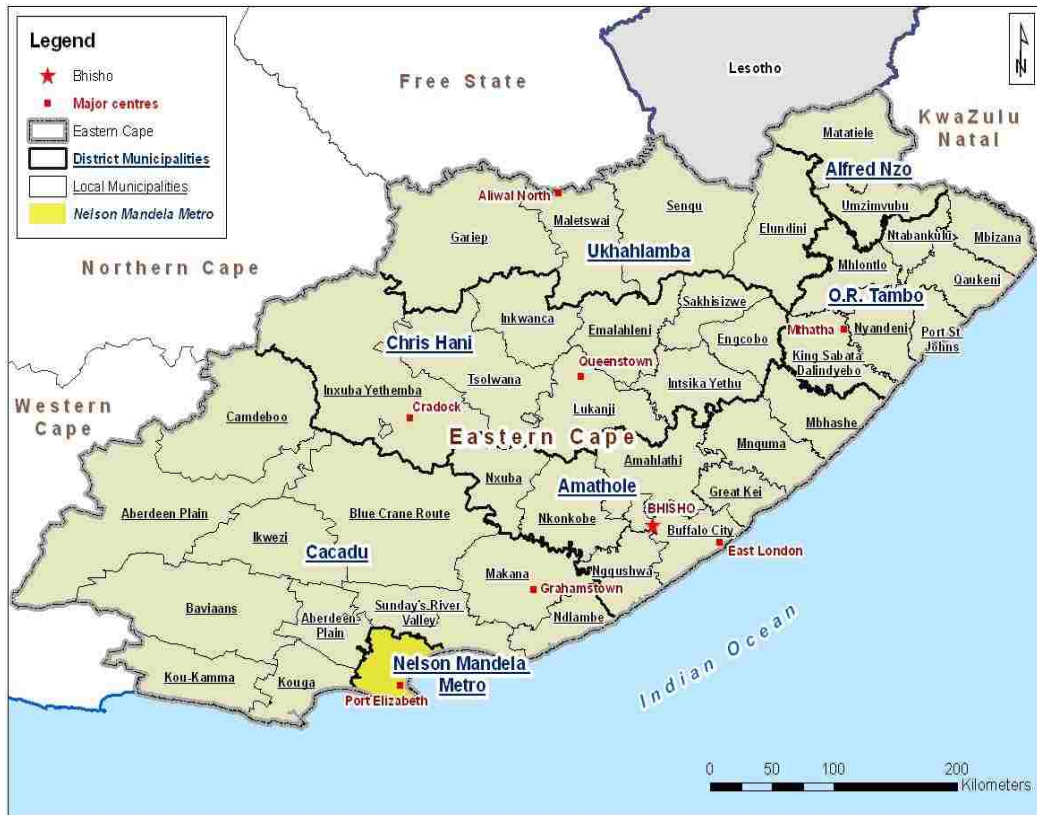
Figure 2.3: Map of South Africa showing the evolution of the Eastern Cape Province



Source: Adapted from Saturday Weekend Argus, 13-14 January, 1996

South Africa was further divided into 284 municipalities, a division of local government that lie a level below the provincial government, to form the lowest level of democratically elected structure in the country, as set out by Chapter 7 of the Constitution. These 284 municipalities have been categorized into three, namely: *Metropolitan, District and Local* municipalities. The Eastern Cape Province has been divided into six District Municipalities made up of thirty-eight Local Municipalities and one Metropolitan Municipality (figure 2.4).

Figure 2.4: Map of Eastern Cape showing the locations of the six district municipalities



Source: Statistics South Africa, 2007

The six district municipalities and their local municipalities in brackets, are **Alfred Nzo** (made up of Umzimvubu and Matatiele); **Amathole** (Amahlathi, Buffalo City, Great Kei, Mbashe, Mquma, Ngqushwa, Nkonkobe and Nxuba); **Cacadu** (Baviaans, Blue Crane Route, Camdeboo, Ikwezi, Kouga, Kou-Kamma, Makana, Ndlambe and Sunday’s River Valley); **Chris Hani** (Emalahleni, Engcobo, Inkwanca, Intsika Yethu, Inxuba Yethemba, Lukhanji, Sakhisizwe and Tsolwana); **OR Tambo** (Qaukeni, King Sabata Dalindyebo, Mbizana, Mhlontlo, Ntabankulu, Nyandeni, Port St. John’s); and **Ukhahlamba** (Elundini, Gariep, Maletswai and Senqu); and the only metropolitan municipality, **Nelson Mandela Metro** (figure 2.5).

Figure 2.5: Map of Eastern Cape showing the 39 local municipalities and the main towns



Source: Statistics South Africa, 2007

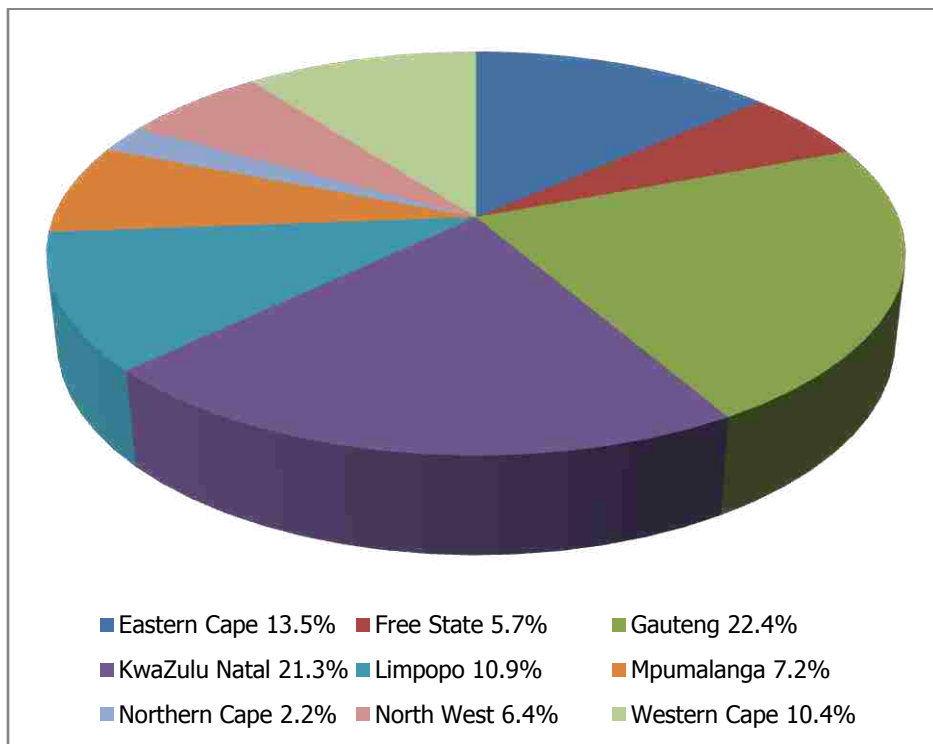
The statistical information on Eastern Cape that is being provided below under the headings population, economic activities and social services is an attempt to present the unacceptable state of the Eastern Cape level of inequalities of economic development within the province itself and between other provinces.

## 2.4 Population

According to Statistics South Africa, mid-2010 estimates, Eastern Cape is home to 6,527,747 people, the third largest population, constituting about 14.4% of the total population of South Africa (figure 2.6), and with a population density of 38.5 people per

square kilometre, the sixth largest in South Africa. The population of this province is made up of the following groups: Black Africans constitute 87.5 per cent; Coloureds, 7.5 per cent; Whites, 4.7 per cent and Indian or Asian 0.3 per cent (Stats SA, 2007). The dominant group is the Xhosas from the Nguni stock, Whites of European descent, Cape Coloureds, Indians, Sothos and other minority groups. About 83.7 per cent of the population speaks isiXhosa language; Afrikaans, 9.6 per cent; English, 3.7 per cent; and Sesotho is spoken by 2.5 per cent of the population (Stats SA, 2010).

Figure 2.6: Population estimates of South Africa by Provinces 2010



Source: Statistics South Africa, 2010

The Eastern Cape has a relatively high rural population of approximately 65% of the province's 6.5-million people, with most of the remaining urbanized population, living and working in towns and cities, especially the two main cities of Port Elizabeth and

East London. Two thirds of the population lives in the ex-homeland, or 'Bantustan', areas of the Transkei and Ciskei (Eastern Cape Development Corporation, 2009). The main urban centres include Bisho, the provincial capital, the metropolitan economies of Port Elizabeth and East London, King Williams Town, Grahamstown, Queenstown, Cradock, Aliwal North, Umtata, Butterworth, Graaff-Reniet and others. The Eastern Cape has a high proportion of relatively youthful population with more than half (55%) aged between 0-22 years. This pattern is especially prominent in rural areas such as OR Tambo and Alfred Nzo (Eastern Cape Government, 2009). Both the 1996 and 2001 census reveal that a high proportion of people aged 35-64 years are found in urban areas such as Cacadu (30%), Nelson Mandela (31%) and Amatole (26%). This situation puts a great burden on the provincial economy. The province has a relatively well-developed tertiary educational system comprising four universities (including 2 comprehensive universities), and twenty-six technical colleges. Despite the relatively high quality of educational facilities, 20.9% of those aged 20 years or older have never received any schooling, while 4.7% have completed some form of higher education (Stats SA, 2007).

## **2.5 Economic activities**

The Eastern Cape straddles two worlds: one of severe underdevelopment and one of modern, growing industry. By many measures, it still remains one of the most impoverished provinces in South Africa, having inherited the apartheid government's deliberate underdevelopment, lack of jobs and poor service delivery of the 'homeland' areas (ECDC, 2007). The economy of the Eastern Cape is characterized by extreme levels of uneven development. This is evident through a number of dualisms: between the two urban industrial manufacturing centres and the poverty stricken and underdeveloped rural hinterland particularly in the former homeland areas of the Transkei and Ciskei; between a developed commercial farming sector and a floundering

subsistence agricultural sector; and between concentrations of fairly well developed and efficient social and economic infrastructure in the western parts of the province and its virtual absence in the east (ECG, 2004). The province is the poorest province in terms of average monthly expenditure. The poverty of the province is largely due to the fact that subsistence agriculture predominates. The Eastern Cape economy showed significant growth in GDP for the last quarter of 2010. According to Statistics South Africa and Quantec the Eastern Cape's GDP for the 4<sup>th</sup> Quarter of 2010 GDP grew by 3.2 per cent Quarter-on-Quarter and 2.8 per cent Year-on-Year (ECSECC, 2011). However, there is a relatively low proportion of employed in the Eastern Cape as compared to provinces like Gauteng and Western Cape. According to ECSECC (2011) negative employment growth rates were experienced in the last quarter of 2010 for sectors such as Agriculture, Electricity, Finance and Transport. These negative figures run counter to the government aims to fight poverty in the Eastern Cape by providing more jobs for the unemployed. According to Statistics South Africa 2010 figures, as quoted by ECSECC (2011), about 1 329 000 people were employed in the Eastern Cape as at the last quarter of 2010. This is 10.1% of the total of employed South Africans which stands at 13.1 million as at the same period – the last quarter of 2010. This growth in employment was driven by Community (26.8%), Trade (23.6%) and manufacturing (12.3%). The employment growth in the Province is estimated to be 1.7% Quarter-on-Quarter and 2.9% Year-on-Year (ECSECC, 2011). Out of the total number of people employed in the Eastern Cape, the community sector was the largest employer of 356 000 (26.8%); the second largest was the trade sector of 313 000 (23.6%) followed by manufacturing with 163 000 (12.3%); construction, 129 000 (9.7%); private households, 120 000 (9.0%); finance, 110 000 (8.3%); transport, 70 000 (5.3%); agriculture, 66 000 (5.0%) and electricity, 2 000 (0.2%), (ECSECC, 2011). Formal employment in the Eastern Cape grew by 2.9% while informal grew by 6.5% year-on-year during the last quarter of 2010 (ECSECC, 2010).

The Eastern Cape economy is largely rural and the agricultural sector can be used to fuel economic growth and development and increase rural employment. The province is poor in mineral base but has excellent agricultural and forestry potential with arable and livestock farming the main primary activity. Deciduous fruits, vegetables, maize, sorghum, tea and coffee are some of the agricultural produce obtainable in the province. Livestock farming includes sheep, cattle, goats and pigs, as well as poultry, for meat, dairy products, hides and wool. The Alexandria-Grahamstown-Fort Beaufort-Seymour area produces pineapples, chicory, citrus fruits and dairy products, while coffee and tea are cultivated at Magwa in the north eastern part of the province'. People in the former Transkei region are dependent on cattle, maize and sorghum-farming. An olive nursery has been developed in collaboration with the University of Fort Hare to form a nucleus of olive production in the Eastern Cape. The extensive exotic forestry plantations in the high rainfall areas of the northern parts of the former Transkei and the Keiskammahoek area provide forest products for the province. The Tsitsikamma National Park on the southern border is home to dense indigenous forest. The fishing industry is made up of recreational and commercial fishing which generates about R200 million a year (ECDC, 2007). The basis of the province's fishing industry is squid, some recreational and commercial fishing for line fish, the collection of marine resources, and access to line-catches of hake.

The metropolitan economies of Port Elizabeth and East London are based primarily on manufacturing, the most important being the automotive industry. The province is the hub of South Africa's motor industry. Several of the world's biggest vehicle manufacturers have plants in the Eastern Cape, including Volkswagen, Ford, General Motors in Port Elizabeth-Uitenhage area, While East London is dominated by the large Daimler Chrysler assembly plant. Vehicle assembly is the major contributor to the Eastern Cape economy accounting for about 7.5% to national manufacturing output (South Africa.Info, 2009). With two harbours – Port Elizabeth and East London - and a

third, a deepwater port being built at Coega, plus four airports – Port Elizabeth, East London, Mthatha and Bulembu - offering direct connections to the main centres of the country, and relatively excellent road and rail infrastructure, the province has been earmarked as a priority for growth and economic development in its export-orientated zone (Acheampong, 2009). To facilitate integrated planning sensitive to the environment, the province is implementing a consultative process involving community participation. This process includes two spatial development initiatives (SDI), the Fish River and Wild Coast, two industrial development zones (IDZ), Coega in Port Elizabeth and West Bank in East London and numerous sub-structural and structural plans. These initiatives have identified ideal tourism nodes for cluster development, and a process of matching tourism projects require development funds with profiles of inward investors seeking equity partnerships.

The Eastern Cape has the potential to substantially increase this contribution, as South Africa moves towards an export-led industrial strategy. Unemployment remains a challenge, however, as the economy has grown, improvements have been evident. According to ECSECC (2011), quoting 2010 figures from Statistics South Africa, the Eastern Cape Province GDP contribution was approximately R145291 million in 2010, about 7.8 per cent to the national GDP. Statistics South Africa figures show that the Eastern Cape economy grew by 3.2% during in the 4<sup>th</sup> Quarter of 2010, up from just 0.8% in the 3<sup>rd</sup> Quarter of 2010 (ECSECC, 2011). The contributions coming from the various sectors are as follows in millions: finance, R28 677 (19.7%); government, R27 493 ((18.9%); manufacturing, R23 703 (16.3%); trade, R16 825 (11.6%); taxes less sub, R15 708 (10.8%); community R13 704 (9.4%); transport, R11 510 (7.9%); agriculture, R2 761 (1.9%) and others,R4 911 (3.3%).

Turning to the status of the labour market in the Eastern Cape, the Statistics South Africa Labour Force Survey (2Q 2010), shows that during the second quarter of 2010,



there were 4 040 000 people in the working age group (15-64) of whom 2 320 000 (57.4%) were not economically active (NEAP). About 376 000 discouraged job seekers gave up looking for jobs during the same period. The labour force comprised in total 1 720 000 people (ECSECC, 2010). However, the total number of discouraged job seekers fell by 9.9%, hence, showing an improvement in the labour absorption capacity of the Eastern Cape economy at a rate of 0.7% quarter-on-quarter. Even though the unemployment rate in the Eastern Cape fell by 0.7% points quarter-on-quarter, to 27.2%, this rate is, however, still high compared to that of South Africa as a whole, which is 25.3% in 2010 (ECSECC, 2010). According to Statistics South Africa as quoted by ECSECC (2010), there were 1 243 000 people employed in the Eastern Cape. Of these people, 771 000 (62.0%) were employed in the formal sector and 287 000 (23.1%) in the informal sector, 131 000 (10.6%) in the private households and 53 000 (4.3%) in Agriculture. Formal employment in the Eastern Cape fell by 4.3% quarter-on-quarter and by 10.0% year-on-year while informal employment grew by 13.9% quarter-on-quarter and by 0.1% year-on-year (ECSECC, 2010).

Looking at the statistics presented above, the Eastern Cape seems to be doing well in the job creation front. However, if one compares the rate of job creation against the multitudes of people unemployed, serious investment in the tourism sector is one way of dealing with the unemployment problem facing the province. Empowering people to get actively involved in all the sectors of tourism development can help create employment as a way of improving their standards of living.

## **2.6 Social services**

The importance of tourism to the Eastern Cape Province in particular cannot be over-emphasized in view of the fact that it is one of the poorest and least developed provinces in South Africa with very poor record of delivery of municipal services such as

water, sewerage, sanitation, electricity, housing, roads and many others. Tourism, which is relatively underdeveloped in the province, is seen to have potential due to the natural and man-made attractions. These include events, cultural attractions and the rapidly developing tourism infrastructure like accommodation, security and better-trained staff to handle or deliver the product. Considering the huge potential of tourism in the province and the enormous spin-offs associated with it, the development of the industry is increasingly crucial for the economic development of the province. High unemployment level and the intolerable degree of poverty constitute the biggest problem facing the Eastern Cape government. According to the Eastern Cape Socio-Economic Consultative Council (ECSECC), the Human Development Index (HDI) of the Eastern Cape is 0.47, which indicates high levels of underdevelopment and poverty, if one considers that the national index is 0.68 (Table 2.1). The highest levels of underdevelopment in the province are measured in the former homeland areas of the Transkei, with Oliver Tambo and Alfred Nzo District Municipalities (figure 2.4) recording 0.37 and 0.40 respectively. The previously advantaged Nelson Mandela Metro has relatively high levels of development with HDI of 0.66. This corresponds to the high poverty levels in the province (ECSECC, 2009).

Table 2.1 Human Development Index (HDI) of district municipalities

District Municipality/Metro	HDI
Cacadu	0.55
Amathole	0.51
Chris Hani	0.42
Ukhahlamba	0.41
OR Tambo	0.37
Alfred Nzo	0.40
Nelson Mandela Metro	0.66
Eastern Cape	0.47
National	0.68

Source: ECSECC, (2009)

The measurement of poverty in the Eastern Cape goes beyond the HDI. There is also the poverty gap that is an indicator that incorporates both the depth and incidence of poverty. The indicator shows the proportion of households living in poverty, as well as how far they are below the poverty line. It is calculated by summing the differences between the income of each household and the poverty line. According to Statistics South Africa and World Bank, the poverty line in the Eastern Cape is at R800.00 or less per month per household (ECSECC, 2009). Large poverty gap implies higher poverty level. According to ECSECC (2009), the largest poverty gaps are in OR Tambo (2231) and Amathole (1682), the two district municipalities with the largest population in the province. Large poverty gap is also found in Chris Hani (1015) and Alfred Nzo (698) District Municipalities. The relatively lowest poverty gap is found in the Cacadu (226) District Municipality (table 2.2).

Table 2.2 Poverty gap in the Eastern Cape

District Municipality/Metro	Poverty Gap (R' m)
Cacadu	226
Amatole	1682
Chris Hani	1015
Ukhahlamba	425
OR Tambo	2231
Alfred Nzo	698
Nelson Mandela Metro	550
Eastern Cape Province	6162

Source: ECSECC (2009)

ECSECC (2009) again illustrates the degree of the poverty gap in the Eastern Cape. About 64.7 per cent of the people in the Eastern Cape Province live in poverty. The districts hardest hit by poverty are those located in the former Transkei regions: OR Tambo 77.6%, Alfred Nzo 75.4%, Ukhahlamba 74.6% and Chris Hani 72.1%, (using UNISA's 2009 edition of the Bureau for Market Research Minimum Living Level, which was calculated at R893 per month for one person household to R3300 per month for an

8-person household). The other district municipality with relatively high levels of people living in poverty is Amathole (63.0%). The Nelson Mandela Metro and the Cacadu District Municipalities are the only municipalities that show relatively low figures of people living in poverty, 38.6% and 47.9%, respectively (Table 2.3). It can be inferred from this table that unemployment is the major cause of this pathetic situation. A sizeable proportion of the province's population is unemployed and depends heavily on social grants thus, restraining growth of the economy. This calls for a drastic action to be taken by all the role players so that the situation could be turned around. Failure to take action will have a dire consequence on the economy and create social and political unrest in the province, in particular, and the country as a whole.

Table 2.3 Percentage of persons living in poverty in Eastern Cape

District Municipality / Metro	Percentage
Cacadu	47.9
Amathole	63.0
Chris Hani	72.1
Ukhahlamba	74.6
OR Tambo	77.6
Alfred Nzo	75.4
Nelson Mandela Metro	38.6
Eastern Cape	64.7

Source: ECSECC (2009)

According to StatsSA mid-2007 estimates, Eastern Cape Province is home to 14.4% of the total population for South Africa, and is the third most densely-populated province (StatsSA, 2007). The high prevalence of HIV/AIDS throughout the Province, is another concern that has exacerbated by high levels of poverty, and backlogs in water, sanitation, and access to health care HIV prevalence is highest in Nelson Mandela Metro, at 32%, while the Provincial average 23%. This is followed by Alfred Nzo (at 26%), Chris Hani (at 25%) and Amathole (at 24%). HIV prevalence in OR Tambo is consistent with the provincial average (of 23%). Ukhahlamba (at 19%) and Cacadu (at

16%) have the lowest prevalence rates. It appears that where the population is densely settled, HIV prevalence is higher, while the more sparsely populated rural districts have the lowest prevalence (Eastern Cape Government, 2004).

One of the sectors that are crucial in arresting the unemployment, high poverty levels and prevalence of diseases in the province is the tourism sector, which has great potential in the Province. The importance of tourism to the province will be briefly summarized from the economic, physical/environmental and social points of view to disclose some of the complexities surrounding its potential for success.

## **2.7 The tourism sector in the Eastern Cape economy**

The Eastern Cape's tourism industry currently accounts for some 6.6 per cent of South Africa's tourism market. About 560,024 foreign tourists visited the Eastern Cape in 2005, placing the province the fifth most popular tourism destination for international tourists and the third most popular destination for domestic tourism after KwaZulu-Natal and the Western Cape (Eastern Cape Economic Update, 2001). Since the year 2005, tourism has been generating over R4 billion a year on average. Table 2.4 below illustrates the performance of tourism, in relation to revenue, job creation and contribution to the Gross Domestic Product (GDP) over a four-year period, from 2005 to 2008.

In 2009, out of 9, 933, 966 foreign tourists that arrived at the shores of South Africa, 367 557 of this figure visited the Eastern Cape, a share of 3.7 per cent of foreign visitors (SAT Annual Tourism Report, 2009). As discussed earlier in pages 19 and 22, a number of factors have contributed to the province only managing to have such a paltry slice of the South African tourism cake. Besides this drop being attributed to the global economic downturn, which has reduced tourists' expenditures, the province faces stiff

competition from metropolitan provinces such as Western Cape, Gauteng and KwaZulu-Natal. The perception that the Eastern Cape is a high security risk despite the wide range of tourism products on offer, further, exacerbates the challenges faced by the province in attracting tourists, especially international tourists. International terrorism that has resulted in bombings in Nairobi and Dar-es Salam in August 1998 and the twin-bombings on Kampala soccer fans watching the Soccer World Cup final in July 2010 on television, killing 74 people by an Al-Qaeda linked Somalia militia, Al-Shabab created a huge security scare for tourists coming to the region. During the same period, South Africa had a total of 30.3 million domestic trips of which Eastern Cape received 4 848 000 domestic trips, a share of 16 per cent. In that year, the total number of tourists, both domestic and foreign, to Eastern Cape was 5 215 557, a share of 12.96 per cent of the total national figures.

Table 2.4 Situational analysis: international demand and economic performance in the tourism sector

Year	International arrivals		Revenue		Jobs		Contribution to GDP	
	South Africa	Eastern Cape	South Africa	Eastern Cape	South Africa	Eastern Cape	South Africa	Eastern Cape
<b>2005</b>	7,368,742	<b>560,024 (7.6% share)</b>	R65,4bn	<b>R4.98bn</b>	1,059,880	<b>80,000</b>	R124,02bn	<b>R9,43bn</b>
<b>2006</b>	8,395,833	<b>554,125 (6.4% share)</b>	R74,2bn	<b>R4.75bn</b>	947,530	<b>62,000</b>	R141,86bn	<b>R9,08bn</b>
<b>2007</b>	9,090,881	<b>518,180 (5,8% share)</b>	R77,7bn	<b>R4.51bn</b>	941,000	<b>55,000</b>	R159,6bn	<b>R9,26bn</b>
<b>2008</b>	9,600,000	<b>630,000 (6.6% share)</b>	R91,7bn	<b>R6.05bn</b>	1,041,700	<b>68,752</b>	R194,5bn	<b>R12,84bn</b>

Source: Department of Economic Development and Environmental Affairs (2009)

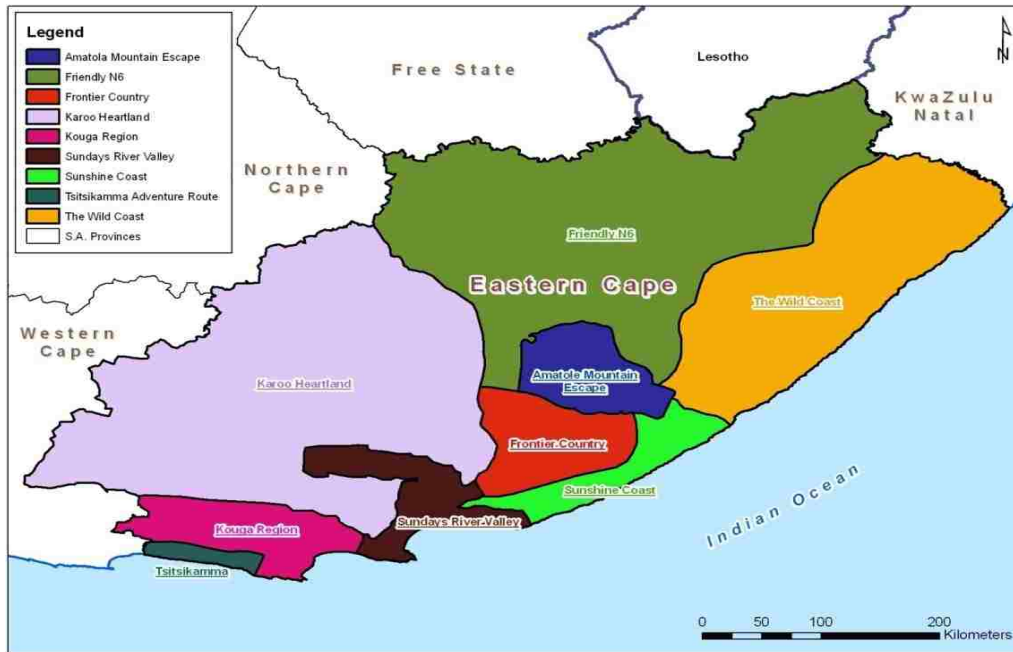
The tourism facilities in the Wild Coast region of the province alone have recorded an average of 80 per cent occupancy throughout the year. The province is one of the leading destinations for hunting safaris and trophy hunting in South Africa. Its potential for economic expansion still remains to be grasped, with many investment opportunities related to tourism development still to be identified and opportunities for growth still to be explored. There are some tourist products for everyone all year round and for this reason, the Province is seen as one of South Africa's prime growth points. There is a rare blend of cultures, lifestyles, ethnic traditions and natural beauty, ranging from endless beaches to snow-capped mountains, offer something for every potential tourism investor and operator interested in something fresh and new. The province has a wealth of historical and cultural heritage with the potential to further develop cultural tourism experiences. The natural and unspoiled coastline and the depth of diverse tourism experiences are some of the strengths of Eastern Cape. This ranges from beaches to the scenic beauty of the hinterland, to the many cultural experiences, to game viewing including the "Big 5" (Elephant, Lion, Leopard, Rhinoceros and Buffalo) in a malaria-free environment (Acheampong, 2001; 2009).

## **2.8 Eastern Cape tourism routes (regions)**

Currently, there are nine tourism routes (regions) in the province, identified by their unique themes to coordinate and promote tourism and then attract investment. The Eastern Cape Tourism Board that consolidated the tourism potential of the three previous tourism regions of the former Transkei, Ciskei and Cape Province of South Africa, has packaged the themes into routes for tourists, and investment opportunities abound along all the routes. The routes are Tsitsikamma Adventure Route; Kouga Region; Sundays River Valley; Sunshine Coast; Frontier Country; Karoo Heartland Route; Amathole Mountain Escape; the Friendly N6 and the Wild Coast (figure 2.7). The

**nine** tourism routes of the Province, based on their unique characters and potential, will be looked at briefly.

Figure 2.7: Map of Eastern Cape showing nine tourism routes



Source: ECTB (2003)

- The Tsitsikamma Adventure Route** is the tail-end of the Eastern Cape's portion of the famous Garden Route, located in the western region on the N2 National arterial road. Tsitsikamma originates from the Khoi-Khoi language used by the local Inqwa Tribe that lived in the area some 1700 years ago meaning "a place of abundant sparkling water". It has steep mountains carpeted in green, with rivers, waterfalls, deep gorges, bridges and high cliffs that tumble down to a rocky shoreline that is pounded by the wild breakers of the Indian Ocean. The area has South Africa's first national marine park, the Tsitsikamma National Park, which extends along the rocky coastline and out to sea, and the Storms River Village. The indigenous forest in the Tsitsikamma, Bloukrans and surroundings has the "Big Tree", the 660-year old giant Outeniqua Yellowwood. The area is



described as the “mother of South Africa’s indigenous forests”, with birds and antelopes and other wildlife. These make the area ideal for nature lovers and outdoor adventurers. Some of the experiences this area is noted for include the world’s highest commercial bungee jump, the legendary 216-meter high Bloukrantz River Bridge, and the Black Water Tubing, down the jagged Storms River Gorge. Some of the towns along this route are Tsitsikamma, Kareedouw and Joubertina (Fulton, 2003:29).

- **The Kouga Region** stretches on the southern coast from Heidelberg, west of Port Elizabeth, along the Garden Route to the Tsitsikamma Forest and the Storms River. The moderate Mediterranean climate with mild to chilly winters and moderately hot summers make the place an ideal place for holiday. The winter high rainfall in the twin valleys of the Gamtoos and Langkloof makes it a rich and fertile area for greener pastures with vividly coloured wild flowers and pretty patchworks of potato, tobacco, citrus and vegetable farms. Beyond this pastoral paradise lies the massive untamed Baviaanskloof Wilderness, considered South Africa’s third largest wilderness area (Fulton, 2003:24). Today, Baviaanskloof continues to yield new species of plants, including 17 species of Protea and 50 species of game including the Cape Mountain Zebra, to excited scientists. The area is a converging point of exceptional diversity of cultures, climates, five biomes, impressive dune fields, mountains and rocky coastlines with high cliffs overlooking awesome seascapes, waterfalls, bilharzias-free rivers and sandy beaches. The sleepy coastal towns of Jeffrey’s Bay and St. Francis Bay, known for their perfect waves, are acknowledged as some of the best surfing resorts in the world, and host the Billabong Pro Surf Classic competition in July every year. Some of the towns in this area include Humansdorp, Kruisfontein, Cape St. Francis, St. Francis Bay, Jeffrey's Bay, Hankey, Thornhill and Patensie.

- **The Sundays River Valley** incorporates the Greater Addo Route, from the spiny Noorsveld around Darlington Lake to the highest dunes south of the Namib at Alexandria, a marine reserve and two islands. The Addo Elephant National Park, the third largest national park in South Africa, is a sanctuary to the Big Five - Buffalo, Elephant (+400kg), Leopard, Lion and Rhinoceros; the Flightless Dung Beetle; while the Great White Shark; and the seasonal Southern Right Whale in the marine section make up the Big Seven. This route offers farmlands that are famous for their citrus groves and roses, excellent boutique and variety of accommodation and activities. The province's largest airport in Port Elizabeth, with regular daily flights to major cities across South Africa, is only forty minutes drive from this area.
- **The Sunshine Coast** strings together a long chain of golden beaches stretching from East London – the province's second largest city – along a spectacular strip of coastline, rivers and resorts to the gateway city of Port Elizabeth – the largest city in the province. The coast is a playground for all water sports; fine wildlife viewing from four and five- star private game reserves, including the pachyderm herds of the Addo Elephant National Park; a variety of trails; and outdoor adventure (Fulton, 2003:37). The route has exceptional collection of Southern Nguni beadwork, and it is the home of the world's only Dodo egg and the famous fish, the Old Four-legs – Coelacanth – which was discovered off the Chalumna Mouth in 1938. Bathurst, in the heart of pineapple country, has a quaint village atmosphere and South Africa's oldest pub, The Pig and Whistle. Some of the towns featured in this region are Port Elizabeth, Kenton-on-Sea, Alexandria, Port Alfred, Bathurst, Fish River, Mpekweni, King William's Town, Bhishe, Berlin and East London.
- **The Frontier Country** is derived from its turbulent history, because it was the scene of nine Frontier Wars between the British and the Xhosas in the 19<sup>th</sup> Century. Today, it provides a mixture of attractions, varying from old forts and

battlefields, museums and monuments and an adventure to ethnic villages. The region is home to the biggest Arts Festival that takes place every winter in Grahamstown. It has top-class private and government schools and the famous Rhodes University. The Grahamstown's Observatory Museum, a unique multi-storeyed 19th century Victorian home which was turned into a museum, contains the oldest Victorian Obscura Camera in the Southern Hemisphere (Bulani, 2010; Fulton, 2003:32). The Big Five roam in up-market, five-star, malaria-free game reserves such as Shamwari, Lalibela, Amakhala and Pumba in the Frontier Country. Frontier Country hosts pineapple farms, old mission stations, ghost towns and country routes at the foot of the Winterberg. The region houses towns like Grahamstown, Peddie, Alicedale and Riebeek Oos.

- **The Karoo Heartland** combines scenic mountain landscapes of a vast central plateau of South Africa, semi-dry deserts, cacti plants, sheep farms, rock art and fossil sites, all steeped in centuries of old history dating back to the pre-dinosaur era. It is a land of wide-open spaces "where the earth meets the sky". One of the route's major attractions, the Valley of Desolation, comprises of unique gigantic orange-coloured rock formations, sheer cliffs and precariously balanced columns of Dolerite rising some 300 meters from the valley floor, against the timeless backdrop of the vast plains of the Camdeboo. As an eco-tourism destination, Karoo Heartland offers a diversity of scenery, fauna, flora, history and culture. The region boasts of 9000 species of plants and a variety of succulents (Fulton, 2003:26). San (Bushman) paintings and engravings can be viewed at various cave sites. The mountain zebra and other indigenous beasts can be viewed in full splendour at the Mountain Zebra National Park near Cradock. Karoo towns range from tiny villages to the fourth oldest town in South Africa, Graaff-Reinet, which boasts of 220 national monuments tracing the history of the Dutch farmers who migrated to the region in the late 1700s. There

are other towns such as Aberdeen, Cradock, Middleburg, Cookhouse, Middleton Nieu Bethesda and Patterson.

- **The Amathole Mountain Escape**, which means “the calves of the Drakensberg” in Xhosa, famous for its majestic and mysterious mountains, sets the scene for one of the Eastern Cape's most dramatic tourist destinations. The name refers to the pastoral way of life of the rural Xhosa communities who still graze their colourful Nguni cattle on her foothills today. With a population of 1 660 000 and covering an area of 23 675km<sup>2</sup>, the extremely diverse Amathole Mountains have important settlements including Buffalo City together with other smaller towns. Its boundaries stretch from the Great Fish River in the south to the Dwesa/Cwebe Nature Reserve in the east, and stretch north past Hogsback. The Amatola Mountain range, with its woody eucalyptus trees, stretches from Stutterheim in the east to Adelaide in the west. The mountains are noted for high, clear air, thick blankets of snow in winter, ice-cold bubbling brooks, cascading waterfalls and warm sunny summer days. The entire area is steeped in colonial history with its forts and battlefields, San rock art, Xhosa history and the history of the struggle for democracy in South Africa. According to Fulton (2003:34) the tiny village of Hogsback, with its misty goblin forests, cascading sheets of water and soft dappled light on virginal arum lilies, is the region's trump card. These features make the region a great destination every time of the year. The area contains towns such as Alice, Hogsback, Fort Beaufort, Seymour, Adelaide, Bedford, Stutterheim and Whittlesea.
- **The Friendly N6 Route** follows the National arterial road N6 from East London via Aliwal North to Bloemfontein in the Free State Province. It winds through small farming communities whose sunny disposition gives the route its name. It includes the stunning North Eastern Cape, which rides on the tail of the Drakensberg. This area has a beautiful countryside with many outdoor attractions; from South Africa's only ski resort of Ben MacDhui in Tiffindell,

Rhodes; to cold trout streams; mountain hideaways; lush evergreen forests; ancient San rock paintings and fossil fields at the foot of the Drakensberg; hot water springs; malaria-free game viewing; 4x4 and mountain biking; horse and hiking trails (Fulton, 2003:45). The Caledon River, known as the Sand River, along with the Orange River feed into Lake Gariep, making it the largest Lake Dam in South Africa. Aliwal North, on the banks of the Orange River, is famous for its hot springs, where between three and five million litres of heated mineral rich waters pour out of two springs at a local resort. These waters rise from 1200 meters below ground level and flow through nine pools and two artificial lakes and into the Orange River. Four provincial game reserves and several private reserves are set in aloe-studded bushveld dotted with Kudus. The area boasts of towns like Cathcart, Tarkastad, Queenstown, Jamestown, Aliwal North, Dordrecht, Molteno, Elliot, Barkly East, Rhodes and Lady Grey.

- **The Wild Coast Region** is an undefiled paradise and an environmental haven. It stretches from north of the Sunshine Coast city of East London to the southern KwaZulu-Natal border town of Port Edward to the north; and then to the west, where the Stormberg and Drakensberg mountain ranges descend with dramatic ridges to the Indian Ocean. It has rocky and craggy stretches of terrain, with waterfalls tumbling into the sea. The coastline, unspoiled with open spaces and pristine beaches and forest areas, rolling green hills, magnificent indigenous coastal forests, rich marine and wildlife, sunken ships, breathtaking scenery, tidal estuaries, provide an opportunity for adventure (Acheampong, 2001; 2009; 2009). The area is described as the "pearl in the great oyster" of the Eastern Cape, with countless natural attractions and a rich authentic cultural heritage. Formerly a Transkei homeland which received little input from the government during the apartheid era, this rural Xhosa country has retained its authenticity. Qunu is the birthplace of Nelson Mandela, and there is a museum in Mthatha to celebrate his life (Fulton, 2003: 46). Towns in the region include the northern

parts of East London, Cintsa, Morgan Bay, Kei Mouth, Butterworth, Centane, Dutywa, Willowvale, Elliotdale, Coffee Bay, Hole-in-the-Wall, Mthatha, Port St. John's, Lusikisiki, Bizana, Matatiele and Mount Frere.

The above regions are based largely on ecological considerations. According to Mathieson and Wall (1995) the natural environment is still one of the most basic resources of tourism. Nature-based' tourism refers to both flora and fauna of an area, which can be associated with the environment (Beeton, 1998:1). An area blessed with appealing scenery, abundant animal and plant life or sunny climate often becomes a prime tourist destination, to which Eastern Cape, in particular, and South Africa, in general, bear testimony. The Eastern Cape is endowed with a wealth of beautiful natural areas, with a rich diversity of vegetation, fauna and landscapes. Some of these areas include the nature and marine reserves, and coastal islands, while the others are referred to as conservation or wilderness areas. The province is also an important meeting ground of seven major converging biomes:

- The Savannah Biome – that includes the valley bushveld flora of the summer rainfall area.
- The Fynbos Biome – characteristic of a winter rainfall.
- The Grassland Biome – that includes flora of higher latitudes.
- The Succulent-Karoo Biome – with its flora that flourishes under arid and semi-arid conditions.
- The Thornfelt-Karoo Biome
- The Indigenous Forest Biomes, and
- 29 of the Acock Veld types (Acheampong, 2001; 2009).

The Eastern Cape's diverse tourism experiences range from 820 kilometres of natural unspoiled and pristine coastline bordering the Indian Ocean. It has some of the world's best beaches, with scenic beauty of the hinterland, and a rich tapestry of cultures and

historical attractions, in a malaria-free area. Tourism developments result in the inevitable modification of the natural environment. Such modifications usually lead to improvements in the quality of natural and manufactured environments. On the one hand, some modifications impact negatively on the environment, thus, changing the existing ecological balance and putting the survival of particular animal, bird, reptile or floral species in jeopardy (Laws, 1991). Ironically, such modifications often destroy the very attractions they aim to promote and develop. Budowski (1976) builds three possible relationships between the environment and tourism, namely:

- Co-existence and *isolation*, when tourism and the environment coexist, each party promoting its own individual interest. Such relationship is temporary and is soon followed by either conflict or symbiotic relationship.
- *Conflict*, if tourism impacts negatively on the natural environment.
- *Symbiosis*, when both the environment and tourism benefit, and exist in harmony with one another.

Mathieson and Wall (1995) conclude that the relationship between tourism and the environment is most often characterized by conflict. The over-exploitation of the natural resources for profit motive, because they may be free, and the fact that the carrying capacity of the environment is usually ignored irrespective of its long-term effects, are the causes of the conflict.

According to Bennett (1998:26) tourism is credited with the enhancement of the environment in a number of ways, although this seems to be an exception rather than the rule. Tourism provides the incentive for conservation and the economic means by which this can be achieved.

- South Africa's native fauna is the premier attraction of the many wildlife game reserves in the Eastern Cape. Boasting some magnificent and almost untouched scenery, the province is fast becoming one of the foremost game viewing

destinations in the country. Various private game farms in the area have ensured that the province is well stocked with wildlife. There are varieties of buck and bird-life in the region and one can view the Big Five (Elephant, Lion, Leopard, Rhinoceros, Buffalo) plus zebra, giraffe and more. Tourism has given rise to a number of game and nature reserves like Addo National Elephant Park, Shamwari, Mkambati, Mpongo, Nkwenkwezi, Mountain Zebra National Park, Silaka, Dwesa-Cwebe and others.

- Apart from the employment opportunities the nature-based tourism activities provide to the communities and the attendant multiplier effect, tourists visiting these reserves for sight-seeing and recreational purposes provide money to maintain and develop these game and nature reserves. They also provide the impetus for the conservation of natural resources. For instance, the so-called species parks have ensured that threatened game species have been rescued from extinction.
- Tourism has also been responsible for transforming old buildings and abandoned sites into new tourist facilities. For instance, Nelson Mandela Museum is conceptualized as a single museum with three interrelated components, namely:
  - The historic Bhunga Building in Umtata that serves as the exhibition, storage, management and administration centre of the museum.
  - The Nelson Mandela Youth and Heritage Centre, a community museum and cultural centre with tourist facilities at Qunu.
  - The remains of the Mvezo homestead, where Nelson Mandela was born.
- There are also other heritage sites such as The Valley of Desolation in Graaff-Reinet, The Owl House in Nieu-Bethesda, The Hole-in-the-Wall in Coffee Bay, Donkin Heritage Trail in Port Elizabeth and numerous museums dotting around the province.
- Lastly, tourism has been responsible for the introduction of administrative and planning procedures and controls to maintain the quality of the environment



while meeting the needs of the tourists. Local, regional and national measures have been implemented and adapted to develop, regulate, control and/or prohibit tourism development and tourist activities (Mathieson and Wall, 1995; Daily Dispatch, 2004). Usually professional designers such as architects, ecologists, and horticulturists undertake the modifications of the landscape for tourism purposes to ensure that they are in harmony with the environment.

The modification and transformation of the natural environment of these nine tourism regions can negatively impact the very attractions they aim to promote and develop.

- The collection of flowers, plants and so on, for medicinal and other purposes, chopping down of trees, the careless use of fires in conservation areas and excessive garbage dumping and trampling have been found to constitute examples of the conflicts between the natural environment and tourism activities. Most tourism destinations in the Eastern Cape have been found to be notorious for garbage littering and the use of beach buggies and four-wheeled drive vehicles, especially on the beaches, camping and picnic sites. This contributes to soil erosion and compacting of the soil, killing organisms such as mussels, crabs and other marine organisms. These problems have led to the Department of Environmental Affairs and Tourism releasing a draft policy on the implementation of the regulations to control vehicle use in the coastal zones (Hunter and Green, 1995; DEAT, 2000a).
- The quality of water in these tourism regions also leaves much to be desired as a result of pollution. Small or remote resorts in the regions often dump raw sewage, insecticides, herbicides and fertilizer additives into nearby rivers, with detrimental effects on the water quality and natural life in those rivers. Various forms of pollution – air and noise – caused by emissions tour buses and private vehicles, as well as noise by tourists themselves in discos and night clubs, all lead to unacceptable levels of pollution in the regions (Beeton, 2006).

- The activities of tourists have also been found to interfere directly with the entire ecosystems of the nine regions. For instance, the multi-million Rand seasonal hunting of game for horns and trophies, as well as, the accidental killing of animals disrupt the feeding and breeding patterns and the predator-prey relationships of the animals. There are also the problems created by vandals, who cause serious geological damage through activities such as the collection of precious minerals, plants, coral, rocks and animal fossils. Vandals to the nine regions are known to strip caves of their natural formations and spray paint or carve or etch their initials, names and graffiti on rocks. These vandals have been found to deface some of the most precious Bushman rock paintings found around Drakensberg in the north-eastern parts of the province. The erection of signposts for directions and promotions has also reduced the visual appeal of several destination areas in the 9 tourism zones.
- Exceeding the carrying capacity of a destination, (such as the thousands of people on the Eastern and King's Beaches in East London and Port Elizabeth respectively on festive seasons), often lead to congestion with disastrous consequences, such as the loss of appeal of the destination spots and the destruction of the local ecological systems.
- The proposed billion-Rand 550 kilometre toll road from East London to Durban that includes a 90km of new road construction along the coast, through Xolobeni in Pondoland, a world renowned botanical hotspot, has raised the anger of tribal leaders, the intellectuals and the Amadiba Tribal Trust. Another development by an Australian company, Mineral Commodities, to prospect for titanium minerals such as rutile, which abut the Mkambati Nature Reserve, intertwines the toll road furore with controversy over the proposal. The local communities do not want both the toll road that has been routed through pristine natural areas and would wreck the environment and their livelihoods, as well as the mining project being used to "rail road through" the toll road (Daily Dispatch, 20 May 2003:8). The

concerns of the tribal authority, conservation organizations and environmentalists are that their ecosystems would be damaged irreparably and the efforts already under way to uplift the economy of the area seriously undermined. The developments are "going to damage the environment, our tourism businesses, our traditional way of life and horse and hiking trails which are what the tourists come to see"(ibid). The Trust is concerned that the development will draw into the area, jobless outsiders looking for short-term construction jobs and exacerbate the social decay already sparked by the Wild Coast Holiday Inn on the Mtamvuna River. It has been suggested that the existing national road (N2) should be upgraded or a new road, narrower than the one proposed, built along the existing Bizana-Flagstaff R61 route, which traverses a watershed and could be far less expensive. However, the other section of the community that supports this development believes that such projects will bring to the region the necessary development that is required in an area considered to be one of the least developed areas in the province. The debate therefore continues.

The above, thus, gives some insight the problem and challenges facing the nature-based tourism regions of the Eastern Cape. The nine tourism regions are quite popular with the Eastern Cape public and have been taken into account in the discussions in this study. Instead of seeing the nine regions as given and using them as the observation units in this study, the concept of political region, as manifested in the 39 municipalities of the province was rather used in view of their importance as development planning regions.

## **2.9 Concluding remarks**

One central theme which has ended this chapter relates to the challenge of seeing how the tourism regions, the municipalities, the local integrated development plans and all

the other development plans could be conceptualized as a system of parts within the provincial integrated development planning process. Instead of seeing the individual plans, regions and sectors as distinct entities, the concept of emergence discussed above requires that the regions and the individual plans need to work with the 39 municipalities as complementary entities out of which could emerge sustainable development. The theory of emergence stresses that maximum benefit of any development initiatives can only emerge when parts which need to join are joined.

The Eastern Cape provincial government and its social partners - public entities; municipalities; business; labour; non-governmental organizations (NGOs); and higher education institutions – have formulated the Provincial Growth and Development Plan (PGDP) in line with the national policy framework for socio-economic planning at provincial level. The PGDP provides the strategic framework, sectoral strategies and programmes aimed at a rapid improvement in the quality of life of the population of the province, targeting areas of economic growth; employment creation; poverty eradication; and income redistribution for the 10-year period 2004-2014 (Eastern Cape Government, 2004). This ten-year plan has been designed to achieve sustainable growth, human development and poverty reduction targets that inform a set of feasible and affordable programmes, and a fiscal framework designed to expedite achievement of the provincial goal of “a better life for all”. Its vision is “Eastern Cape devoid of the imbalances and inequities of the past, with integrated and balanced development” (ECG, 2004).

According to the provincial government, the challenges and constraints include the following:

- Wide-spread and deep-rooted poverty with some 67% of the provincial population living below the poverty datum line.

- Sub-optimal economic growth – estimated at 2,4% between 2001-2010, and stagnation in key labour absorptive sectors such as agriculture
- Rising unemployment – estimated at 55%.
- Geo-political and economic bifurcation between the former Cape provincial administration region of the province in the western half and the former Bantustans in the eastern half of the province.
- Labour market fragmentation that mirrors the spatial fragmentation of the province, with a provincial labour market characterized by those employed in the core consumer economy, consisting of the dominant high-wage modern sectors of manufacturing, government service, and the other industries and services; those employed in the marginal modern sectors such as the two low-wage sectors of commercial agriculture and domestic service; and the peripheral labour force, including the unemployed, and those engaged in subsistence agriculture and the informal sector.
- Constraints on provincial expenditure, with some 83% being allocated to social services and only 17% to economic programmes and infrastructure, compounded by an extremely weak revenue base at municipal level.
- High HIV/AIDS prevalence throughout the province, exacerbated by high levels of poverty, and backlogs in water, sanitation, and access to health care.
- Delivery and co-ordination failures within the state (Eastern Cape Government, 2004:15-16).

With regards to tourism, the Provincial Growth and Development Plan (PGDP) proposes a tourism programme that would be developed to include not only management and promotion of nature-based tourism, but also tourism based on the province's rich cultural, economic and political heritage. The overarching objective of the current tourism policy is to facilitate the unlocking of the tourism potential of the Eastern Cape for the benefit of its people. This requires management of natural resources in ways

that protect the natural resource base, allow people continued access to resources on which livelihoods depend, and facilitate investment in tourism products that attract a growing share of the South African tourism market. It also requires active attention to ways of marketing the Eastern Cape heritage as a tourism attraction without exploiting the local communities or alienating them from key community resources. The tourism policy is focused on marketing, development, research and regulation at the provincial level, linking with other PGDP programmes for the development of tourism enterprises. Required are effective working relationships between the provincial officials in Bhisho and the local municipalities based on a growing and more inclusive tourism private sector (DEDEA, 2009).

The mandate and activities would be centred on the Eastern Cape Department of Economic Affairs, The Department of Environment and Tourism and its public entities, particularly the Eastern Cape Tourism Board and the Eastern Cape Parks Board, the Eastern Cape Department of Sport, Recreation, and the Department of Arts and Culture all linked to the Integrated Development Plans developed by municipalities (ECG, 2004).

The next chapter is a review of the current literature related to the objectives of this study.

## **CHAPTER THREE**

### **LITERATURE REVIEW**

#### **3.1 Introduction**

This chapter reviews the various publications on tourism in relation to the objectives of this study. In doing so, the existing literature has, therefore, been organized on the basis of those that are largely descriptive, followed by those that are explanatory in nature and ends by indicating the merits of the critical and integrated sustainable development approach to tourism analysis.

In approaching the review in this way, the study has benefitted tremendously from the publications of those leading authorities on tourism research who emphasize that descriptions, explanations and recommendations for purposes of promoting positive transformation in society are inseparable. Such authorities also touch on the demerits of publications which separate these aspects of social reality - individuals and society; the past, present and the future; the here and there; the quantitative and the qualitative; cause and effect, description and explanation, and other such chaotic conceptions. The authorities cited argue that instead of pursuing such separatist modes of the research process, society will stand to benefit tremendously if the information and knowledge produced by researchers were rather based on the necessary links that exist and need to exist between those entities that participate in the production and consumption of certain goods and services in the tourism sector (Brundtland, 1987; Cooper, Fletcher, Wanhill, Gilbert and Fyall, 2005).

In the first chapter of his book, *Method in Social Science*, Sayer, (1992: 13-44), for example, demonstrates that much of the task and challenge of research in the social

sciences in general needs to relate to the way the object of study is conceptualized. Sayer and current leading authorities in social science research agree that the relational perspective needs to constitute the logical approach in the research process since ontologically speaking the social world is structured on the basis of connectedness. It is within this relational framework advocated by Sayer and other leading philosophers and social theorists that this literature review is set.

One general emerging theme associated with the relational perspective is about the challenge thrown to tourism researchers to see the tourism development process in terms of the "bigger picture" by which they mean that the worth of research projects needs to be assessed in terms of the contributions made to the sustained development effort by the people or stakeholders concerned (Sinclair, 1998). The recent works of Westwood, Morgan and Pritchard (2006) and Ateljevic, Harris, Wilson and Collins (2005) on the impacts of the "situated voices" (the tourism operators and tourists) in the transformation of the tourism change processes are clearly set within this framework of connectedness. This is a development which is associated with Ryan, (1991; 1995), Myles (1994) and Sinclair and Stabler, (1998). This integrated theme also has its philosophical dimension whereby this study argues that the worth of research projects needs to be evaluated in terms of the contributions of the empiricist, interpretive, structuralist and critical element (Archer et al, 1998; Sayer, 2000). This idea of relating parts in order to get the whole also finds expression in the way data obtained from the individual municipalities in the Eastern Cape was systematically combined to obtain a comprehensive picture of the inequalities in the tourism sector of the province.

This review of the publications on tourism development is organized within this integrated approach involving descriptions and explanations. The discussions in this chapter therefore begin with the review of those tourism development publications which provide descriptive information on tourism and follows this up with the



explanatory-based publications. The review then ends by discussing how the tourism-sustainable development relations challenge has been addressed and needs to be addressed in the study region (McIntyre, 1993; Nelson, Butler and Wall, 1993; Fossati and Panella, 2000; Jennings, 2001).

One first impression which anyone interested in the publications on tourism development cannot fail to realize is the fact that the literature on tourism development in the Eastern Cape is currently very scanty and scattered in various offices. The few government publications that exist devote the bulk of attention to policy issues with little information on variables such as the size of the sector, the locations of the tourism businesses, the ownership situation of the businesses and the underlying growth processes, and also information on the problems and the future development strategies (Eastern Cape Tourism Board, 2003; Acheampong, 2001; 2009; 2009).

Outside the Eastern Cape, there are numerous publications on the tourism development problems and prospects in the other provinces of South Africa. These include the works of Rogerson (2000d; 2002a); Rogerson and Visser (2004); The Cluster Consortium (1999a, 1999b); Kirsten and Rogerson (2002); Ashley, Roe and Goodwin (2001a; 2001b); Mahony and Jurgens van Zyl (2002); and Bourgouin (2002) and others.

Outside South Africa, mention can be made of the works of Smith (1989); Ecotourism Society (1992); World Tourism Organization, (1995); Sinclair (1998); Coltman (2001); and McIntosh, Goeldner and Ritchie, (2003); among numerous others. These publications cover diverse topics such as the definitions on tourism; the classifications on tourism products; the variables that could be used to describe the variations associated with the tourism businesses; the role of the government officials in setting up the broad frameworks for tourism activities; the problems facing the tourism sector;

and the strategies for dealing with them; among others. Below, these various publications are discussed beginning with the descriptive models.

### **3.2 The descriptive models**

The tourism publications on this perspective devote the greater part of their attention to the provision and analysis of information covering inequalities in tourism development on variables such as the incomes generated by the tourism sector; ownership structures; the age of the business owners; the spatial distribution of the tourism activities; the socio-economic and environmental impacts of the tourism businesses; etc. The various definitions of tourism, the nature of the temporal and transformation processes that take place within the sector; and other performance measurement indicators also fall under this heading.

#### **3.2.1 Definitions and nominal classifications in tourism research**

The operational definition of tourism has been addressed by a number of individuals and organizations (Hunt and Layne, 1991; World Tourism Organization, 1995; Turco, Riley, and Swart, 2002; Weed and Bull, 1991; 2004). The definitions have been based on a number of apparently separate criteria. The discussions begin with the various variables used to define or classify tourism activities and end with the integrated definition and classification as the preferred approach.

From the definition perspective, it could be noted that the earliest travel started before 1000 BC, when literally visitors from abroad arrived in Egypt to visit the pyramids. However, Theobald (1998) believes that the Industrial Revolution in the 1700s was responsible for the great changes in the opportunities for people to indulge in tourism. The move from rural dominance to an urban lifestyle due to industrialization gave

people not only the opportunity, because they had time, but also the funds to travel because of paid holidays (Theobald, 1998).

It is generally accepted that the father of modern mass tourism was an English evangelist, Thomas Cook, who, on July 05, 1841, organized the first **package tour** in history by chartering a train to take a group of 570 temperance campaigners from Leicester to a rally in Loughborough, some twenty miles away. Cook immediately saw the potential for business development in the sector, and became the world's first **tour operator** and invented **travel agencies**, as known today. Tickets were sold at cheaper price than the usual. He then opened the world's first travel company, selling travel cheques to travellers. The most exciting and a successful trip he arranged were in 1851 when he took more than 165 000 tourists to visit the Great Exhibition (Theobald, 1998; Bramwell, 2004). Hunt and Layne (1991:11) acknowledge that **travel** was the most accepted term until 1987 when **tourism**, as a term, was adopted to "singularly describe the activity of people taking trips away from home and the industry which has developed in response to this activity".

Tourism today is conceptualized as a multi-faceted activity that cuts across the economic, social, political, urban, rural, formal, informal, cultural and environmental sectors of any economy (Lickorish and Jenkins, 1997:1; Coltman, 2001; Jennings, 2001). The definitions that have evolved over time are intended to suit specific purposes of the organizations that use them. Some definitions have been arrived at by academics, whose interpretation of tourism is inevitably coloured by the discipline, such as sociology, anthropology or geography, from which they come (Garner and Forbes, 1998; Coltman, 2001). Other definitions have emerged from business board rooms, government offices and public meetings.

Generally, there are four reasons why it is necessary to define tourism, namely: from the educational, business, legal, and government policy/development planning perspectives. Firstly, if tourism is to be taught in schools, it is important for educators and students to be aware of the boundaries of the subject with which they are concerned. Secondly, as a major commercial activity, tourism inevitably requires a certain amount of regulation, and so those who have to produce the legislation affecting tourism need to know what it is. Governments also need to plan for it and be sure of its assigned role in the overall development process (Garner and Forbes, 1998).

One of the efforts towards defining tourism is based on the meanings of the terms *leisure* and *recreation*. Leisure, recreation and tourism are sometimes confused, which partly explains why so many people, including some academics, erroneously consider tourism to be simply a branch of leisure. Garner and Forbes (1998) quote Urry as one of such the authors perpetuating the misconception of tourism "as a leisure activity". Urry believes that leisure is the opposite of organized work (Urry, 1990:2). Garner and Forbes (1998) define *leisure* as the time where a person enjoys full autonomy with the time at his disposal outside work-related obligations, basic biological needs and non-work obligations; or the time in which a person may choose what to do. Boniface and Cooper (1994:2) on the other hand, define *leisure* as the "time available to an individual when work, sleep and other basic needs have been met". *Recreation*, on the other hand, is defined by them as any activity carried out during one's leisure time. Such activities have been conceptualized to include home-based activities such as reading, gardening, watching television, socializing; daily leisure, such as visiting restaurants, theatres, sports; day trips, including visiting attractions, picnicking; and tourism, including business travel.

Some definitions of tourism have been approached from the conceptual or technical perspectives. Four basic concepts underpin this approach, namely: travel; stay including

day visitors; activities distinct from those of the destination's residents; and temporary duration of visit (Buckinghamshire Chilterns, 1998:8). According to Cooper et al (2005), the technical definitions generally demand that an activity must pass certain "tests" before it can be classified as tourism. Such a definition may demand a certain length of stay, a minimum one day up to a maximum of one year, and requires certain distance to be travelled before tourism is deemed to have taken place. This approach, thus, aims to distinguish the temporary visitor and his expenditure from the residents' economic behaviour and impact (Laws, 1991).

### **3.2.1.1. The time spent**

The first step towards the development of international definitions on tourism was in 1937 by the Council of the League of Nations, which recommended a definition of "international tourists" for statistical purposes. The Council arrived at a definition for a tourist as one who travels for a period of 24 hours or more in a country other than that in which he normally resides... including travel for pleasure, domestic reasons or health, to meetings or on business (WTO, 1995). Burkart and Medlik quote Swiss Professors Werner Hunziker and Kurt Krapf's definition of tourism from their publication on the general theory of tourism in 1942 as "the sum of the phenomena and relationships arising from the travel and stay of non-residents, in so far as they do not lead to permanent residence and are not connected with any earning activity" (Burkart and Medlik, 1981:41). This type of definition is thus conceptualized in terms of the time spent at a new place. From this temporality perspective, Mathieson and Wall (1995:1) thus define tourism as the temporary movement to destinations outside the normal home and workplace, the activities undertaken during the stay and the facilities created to cater for the needs of tourists.

In 1968, the Statistical Commission of the United Nations, following the first Inter-governmental Conference on Tourism in Rome in 1963, approved the following

definition: for statistical purposes the term 'visitor' describes any person visiting a country other than that in which he has his usual place of residence for any reason other than following an occupation remunerated from within the country visited. According to Burkart and Medlik (1981: v) tourism denotes the temporary short-term movement of people outside the places where they normally live and work and their activities during the stay at these destinations. The World Tourism Organization (WTO) 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 including both overnight and same-day visitors (WTO, 1994).

Based on the nature and the purpose (leisure or business) of the journey, Lickorish and Jenkins (1997:2) categorize tourism under the following three headings:

- Day tripper/visitor - a journey made for less than a day;
- Domestic tourism trip - a journey within a national boundary; and
- International tourism trip - a journey that crosses an international boundary.

Authorities such as Clare Gunn (1994:4) argue that tourism "encompasses all travel with the exception of commuting". McIntosh, Goeldner and Ritchie (2003: ix) on the other hand, define tourism as "the science, art and business of attracting and transporting visitors, accommodating them and graciously catering for their needs and wants". They introduced the notion that tourism is interactive in that "it is the sum of the phenomena and relationships arising from the interaction of tourists, business suppliers, host governments and host communities in the process of attracting and hosting these tourists and other visitors" (McIntosh, Goeldner and Ritchie, 2003:4).

### **3.2.1.2 Peace promotion**

Tourism has also been defined from a *peace promotion* perspective. According to D'Amore, (1987) Taylor, (1988) and Dann, (1988), tourism is a vehicle for world peace

in the sense that the information obtained from tourists can bring greater understanding between people of different cultures, thereby intermingling and reducing prejudices. McIntosh and Goeldner (1995) are also of the opinion that tourism can contribute to peace, particularly if tourists can make a casual acquaintance with their hosts.

### **3.2.1.3 The experiential perspective**

Graburn and Nash illuminate the *experiential dimension* of tourism by defining it as an activity which can generate new experiences and anxieties in people by their axiom "travel and see and learn new things". Making reference to the western tourist travelling to remote parts of the underdeveloped countries, Graburn (1989:22-36) speaks of tourism as the "sacred journey" of the western traveller – a time of great expectations, new experiences and new lessons. Nash (1989:37-52), on the other hand, views tourism as a "form of imperialism" – a dichotomy of the have and have-nots, with lesser-developed countries serving the pleasures of the tourists from the more developed countries, doing "everything possible to satisfy the first world visitors during the short periods of their sojourn". It is from such a cultural diversity perspective that Shames and Glover (1989:2) analyze this duality by positing the notion that the "service experience" of tourism is a "social experience" and as such involves "human interaction" whose "nature or form is determined by the culture or cultures of the interacting individuals". It is also from this perspective that Smith and Eadington's (1992: xiii) produced a definition of tourism which states that "tourism is, in fact, a significant learning institution". Tourism "is the means by which people seek psychological benefits that arise from experiencing new places, and new situations that are usually of temporary duration and which free the tourist from the boredom of work or other "routinized" patterns of daily life at home" (Smith and Eadington, 1992: 27).

#### **3.2.1.4 The business motive perspective**

From the *economic/business perspective*, Ryan (1991:5-6) defines tourism as “a study of the demand for and the supply of accommodation and supportive services for those staying away from home, and the resultant patterns of expenditure, income creation, and employment. This definition thus sees tourism largely from the profit making perspective. From this perspective, Tribe (1997:60), thus, defines tourism as a particular set of stakeholders, “the sum of the phenomena and relationships arising from the interaction in generating host regions, of tourists, business suppliers, governments, communities and environments”.

#### **3.2.1.5 The product perspective**

Those who utilize this approach argue that the type of product a destination offers will determine the type of tourists that will visit such a destination which can result in either mass tourism or alternative tourism. United Nations’ World Tourism Organization (2010) defines mass tourism as the act of visiting a destination with large amounts of people at one time; the study of the effect that such large amounts of people can have on a particular destination; or a particular destination which has been over-exposed by single tourists having been there repeatedly. Those who analyze tourism from this perspective argue that *Mass tourism* can only develop with the improvements in technology, allowing the transport of large numbers of people in a short space of time to places of leisure interest, so that greater numbers of people could begin to enjoy the benefits of leisure time. According to Swiss author Fink (1970) and quoted by Vanhove, the basic elements of *mass tourism* are: participation of large numbers of people; mainly collective organization of travelling; collective accommodation; and conscious integration of the holidaymaker in a travelling group (Vanhove, 2005:50-77). He, again, quotes Burkart and Medlik’s (1981:24) reference to *mass tourism* as the participation of large numbers of people in tourism. They describe this type of tourism as being essentially a quantitative notion based on the proportion of the population participating



in tourism or on the volume of tourist activity (Vanhove, 2005:50-77). Package tours are described as an example of *mass tourism*. Some researchers have defined *alternative tourism* as a tourism activity that puts emphasis to the contact and understanding between the hosts and the tourist, and the broader environment (Smith and Eadington, 1992; Newsome, et al., 2002). *Alternative tourism* is, thus, defined as forms of tourism that set out to be consistent with the natural, social and local community values and which allow both hosts and guests to enjoy positive and worthwhile interaction and shared experiences. Ecotourism is cited as an example of alternative tourism (Wearing and Neil, 1999 as cited in Newsome, Moore and Dowling, 2002).

### **3.2.1.6 The origin of the tourist perspective**

Tourism has also been defined or classified on the basis of the place of origin of tourists in relation to the destinations they may be visiting. Traditionally, tourists are classified in broader terms as domestic (local) or international (foreign). Domestic tourism is tourism of resident visitors within the economic territory of the country of reference (Davidson and Maitland, 1997; OECD, 2001). United Nations World Tourism Organization (UNWTO) defines a *domestic tourist* as any person residing in a country who travels to a place within the country outside his/ her usual environment for a period not exceeding 12 months and whose main purpose of visit is other than the exercise of an activity remunerated from within the place visited. UNWTO also defines an *international tourist* as any person who travels to a country other than that in which they have their usual residence but outside their usual environment for a period not exceeding 12 months and whose main purpose of visit is other than the exercise of an activity remunerated from within the country visited, and who stay at least one night in a collective or private accommodation in the country visited (UNWTO, 2006). Domestic and international tourism can further be categorized into *inbound, outbound, internal, national and international* tourism.

- *Inbound* tourism is international tourism, and usually involves non-residents travelling in a given country. It refers to the tourism of non-resident visitors within the economic territory of the country of reference.
- *Outbound* tourism is also international tourism and refers residents travelling in another country. It is the tourism of resident visitors outside the economic territory of the country of reference.

*Inbound* and *outbound* tourism can further be categorized into *internal, national and international* tourism.

- *Internal* tourism comprises domestic tourism and inbound tourism. It is the tourism of visitors, both residents and non-residents within the economic territory of the country of reference.
- *National* tourism comprises internal tourism and outbound tourism. It is the tourism of resident and non-resident visitors, within and outside the economic territory of the country of reference.
- *International* tourism consists of inbound tourism and outbound tourism (UNWTO, 2006).

### **3.2.1.7 The type of activity performed by the tourist**

Another way in which tourism has been classified is on the basis of the purpose, that is, what motivates one to visit a place (Warn, 2001; Hall and Page, 2002; Medlik, 2003; McIntosh, Goeldner and Ritchie, 2003; BFSC, 2010). In this classification model, it is observed that most people decide to travel away from home for varying reasons, spending considerable resources to satisfy certain set objectives. The purpose of such travels can be either for leisure (pleasure) or business. Some people are said to take tours for pleasure just for the sake of change or to see something new, like culture (ethnic), history, heritage, nature-based (eco-) tourism, farm-based, rural tourism, personal development, health, visiting friends and relatives, social status and for

recreation. Such travels are said to afford them the opportunity to take a break from their routines at work and home, to relax and unwind. Others travel away from home for the reason of breaking new business grounds or strengthening existing connections, or for educational or sports purposes to either study or compete in some sports codes. Irrespective of the motivation of people to travel, the purpose contributes to the classification of tourism (Warn, 2001; Hall and Page, 2002; Medlik, 2003; McIntosh, Goeldner and Ritchie, 2003; BFSC, 2010).

Tourism can, thus, be classified on the basis of the nature of activities tourists undertake at the destinations they visit. In choosing a destination, the initial consideration of the potential tourist is the sort of activity to be enjoyed at that destination before thinking of affordability. The nature of activities to be indulged by tourists can be categorized into active and passive tourism.

*Active tourism* is responsible travel to foreign areas requiring physical and mental participation from the tourist and following the maxims of sustainability, protection of biodiversity and conservation of culture. The important elements are recreation and education, respect and contemplation, action, exercise and active involvement in the company of an expert local friend, and an academically competent tour guide (Active-Tourism.org, 2002). *Active tourism* is defined by the "way of visiting", the attitude of the tourist and the activities that are carried out during visitation. It requires active physical and intellectual participation regardless of the destination. Activities that fall under this type of tourism are usually adrenalin-pumping, dangerous and challenging and may be considered unpleasant, disagreeable, foolishly reckless, traumatic or boring. Such activities include adventure tourism, eco-tourism and sports. *Active tourism* has three major aims: Recreation: distraction from daily working routine during vacations. Active tourism is fun and can provide one all the pleasure one can desire, relax one's mind and recharge one's body energy by exercising and actively participating in

entertainment. Education: an active tourist is eager to learn and wants to know more about another culture and way of living to broaden their horizon. Activities undertaken in this regard include the willingness to learn the language, eat the traditional food, to value local traditions and to respect foreign cultures and beliefs. Benefit: tourism not only brings advantages to visitors but also helps the local economy and promotes development of the visited land. Active tourism is low impact, ecologically and socially sustainable. Active tourism uses and values nature, protects biodiversity and offers work to people (figure 3.1) (Active-Tourism.org, 2002).

Figure 3.1 A Model of the importance of active tourism



Source: Active-Tourism.org (2002)

*Passive tourism*, on the other hand, is any leisure travel that emphasizes seeing and observing rather than more active pursuits. It is a type of tourism that demands little of the environment and places particular emphasis on the comfort enjoyed in the destination being visited. The interrelationships established at social and cultural levels between the tourist destination and tourists are virtually zero. This somewhat defeats the object of tourist activities since the reason for visiting a specific tourist destination is not to become familiar with a region but to consume a tourist product that one knows in advance. Passive tourists are supposed to enjoy the destination by relaxing, enriching the spirit and getting back to basics. By doing so, it is able to enhance their broader

experience of a destination demanded by social factors and in which recreation is imposed, not freely chosen. Examples of passive tourism include bird-watching, whale watching and theatre going, sightseeing, sun and sand beach holiday, cruise and so on (Budowski, 1976).

### **3.2.1.8 The duration of the trip and the distance travelled**

The time visitors spend at a destination and distance covered by travelling to such destinations contributes in the classification of tourism. Using duration of trip and distance travelled, tourism can be classified into three: *day trip*; *weekend break*; and *annual holiday* (Warn, 2001; Hall and Page, 2002; Medlik, 2003; McIntosh, Goeldner and Ritchie, 2003; BFSC, 2010).

*Day trip* is a journey one makes for pleasure in which one goes to a place and returns home the same day without an overnight stop. It is also termed as excursion and does not involve a night away from home as experienced on a holiday. It is a very popular form of recreation and leisure for families with young children, or people who are too frail to travel easily, or people who own pets, or people for whom the logistics and cost of a night away from home may be prohibitive. A destination for such days out may be commercial that is for shopping; religious - visiting a nearby shrine; or sports. Such trips do take place within the proximity of the local area.

*Weekend break* is a short holiday package for two or three days, usually from Friday evening through to Sunday evening especially regarded as a time for leisure. Such holidays are normally for two or three nights over a weekend at special low tariffs and do offer facilities to help one and their loved ones to relax and unwind. *Weekend breaks* do cover trips covered within the national area (Warn, 2001; Hall and Page, 2002; Medlik, 2003; McIntosh, Goeldner and Ritchie, 2003; BFSC, 2010).

*Annual holiday* is the period when one takes a break from the routine at work to spend at leisure. The law of every country dictates a halting of general business activity so that it goes into recess for a period and staffs is given the liberty to spend such period as and how they deem fit. Such holidays, which are taken once in a year for up a calendar month, are given with full job entitlements while staff is on holiday. This holiday, which can be largely international, offers the individual and family the opportunity to travel to places for pleasure and visiting friends and relatives (Warn, 2001; Hall and Page, 2002; Medlik, 2003; McIntosh, Goeldner and Ritchie, 2003; BFSC, 2010).

The above gives a picture of the many criteria which have been used to define or classify tourism. The definitions are basically descriptive or nominal classification systems. They indicate different ways of describing, looking at, or experiencing the same object depending on the interests which the definitions are expected to serve (Habermas, 1989; Smith, 1989; Dann, 1997). Franklin (2007: 139) adds an interesting twist to the attempts at defining tourism by stating that the activity is expanding all the time so "the definitions always run into the problem sooner or later of having to include machines, financial movements, bureaucratic systems, human bodies, technologies, places, translations, temporalities, natures, texts and a great many more". By this statement, Franklin is saying that what falls under the term tourism will keep changing as the form of human activities change (Budowski, 1976; Brundtland, 1987).

To bring the discussions home to the South Africa situation, two more aspects of the nominal classifications systems are discussed below. They have been included in the discussions because of their importance to the economy of the Eastern Cape.

### **3.2.2 The informal and formal sectors in the tourism industry**

An important element in the analysis of tourism concerns the approaches based on the formal and informal activities in the sector. Such studies could be useful if the intention is to demonstrate how they could be made to work as part of an integrated system. The classifications in fact, largely reflect the subjective actions of people in power trying to create entities to satisfy certain sectional interests (Habermas, 1978). The classifications are the manifestations of the work of officials connected with policies which tend to marginalize certain tourism businesses and push them into the unrecognized and illegal sector within the economy (Tokman, 1978; Devey, Skinner and Valodia, 2006: 302).

Wahnschafft, (1982) and Wannhill, (2000) and Bond (2007) have argued persuasively that the informal sector has the biggest potential to contribute to GDP growth in the underdeveloped countries in view of the relatively large population that operate in the sector, the ease of entry into the sector, the relatively cheap and simple infrastructural and other support system needed to develop the sector and the numerous local linkages associated with it.

In most underdeveloped countries, the existing publications indicate that the formal sector tends to receive the attention of the authorities in spite of the fact that it offers employment to only relatively few people. They also indicate that the formal sector in the tourism businesses tends to establish links with foreign business and technological partners through the imports of expensive goods and services thereby adversely affecting the foreign exchange position. Above all, the formal sector is shown to displace the informal sector from the potential positions which they could occupy in the local economies (Inskeep, 2000:53; Kirsten, 2006).

Authorities within the sustainable tourism development agenda argue therefore that the relations between the two sectors need to be conceptualized as being complementary instead of the current position of seeing two antagonistic systems (Koch, 1993; Koch, et al, 1998). During the period of apartheid social engineering, the informal operators could not operate in the urban centres in particular since they were illegalized. Although the laws have changed since 1994 and the informal black businesses can now operate in the various sectors of the South African economy, from the literature it is clear that the authorities have yet to address numerous obstacles in the way of ensuring the maximum output from the informal activities (Letsema Consulting, 1999).

The formal and informal tourism activities constitute an important element of the concept of first and second economy classification systems. In this connection, the second economy is often associated with the relatively underdeveloped sector of the economy. Devey, et al (2006) quotes former South African president Mbeki by stating that in South Africa, the *Second Economy* comprises low-key economic activities such as spaza shops (informal shop or cafe usually situated in a house in the township), hawking, brewing traditional beer, selling second-hand clothes and other hand-to-mouth economic activities. With a low tax base and a tiny turn-over per annum, this economy needs concerted effort if the majority of South Africans are to be empowered to make a meaningful contribution to the growth and development of our country (Devey, et al., 2006:1-2; Faundez, 1994). The *second economy* is a mainly "informal", marginalized, unskilled economy, populated by those who are unemployed and those unemployable in the formal sector and are largely black and poor and live effectively on the margins of mainstream society (Devey, et al., 2006, quoting from Ten Year Review, 2003). The *second economy* is disproportionately large and imposes a burden on the *first economy* because it is largely dependent on the *First Economy*.



In an address to the National Council of Provinces in November 2003, South African President Thabo Mbeki had this to say that:

The second economy (or the marginalized economy) is characterized by underdevelopment, contributes little to GDP, contains a big percentage of our population, incorporates the poorest of our rural and urban poor, is structurally disconnected from both the first and the global economy and is incapable of self generated growth and development" (Devey, et al., 2006:1-2).

According to Marie Kirsten (2006), the people living in the *second economy* are "caught in a poverty trap"; "unable to benefit from growth in the *first economy*, and it is "difficult to assist" them.

The cause of this dual-system of *First* and *Second Economies* in South Africa has been attributed to three hundred years of colonialism, and fifty of internal colonialism, that had hard-wired a duality into the system, whereby two domains coexisted: on the one hand, a globally integrated world of production, exchange and consumption, and on the other, a constrained world of informality and poverty (Aliber, et al., 2005; Bond, 2007). According to the ruling African National Congress, even though this dual system coexisted, it is separated from each other by a structural fault. Accordingly, what we now have is the reality of a "mainly informal, marginalized, unskilled economy, populated by the unemployed and those unemployable in the formal sector". The *second economy* is caught in a "poverty trap" (Christiansen, Demery and Paternostro, 2005) and it is, therefore, unable to generate the internal savings that would enable it to achieve the high rates of investment it needs. Thus, on its own, it is unable to attain rates of growth that would ultimately end its condition of underdevelopment". The *second economy* is linked to the *first economy* by the extent to which it can still supply the cheap, unskilled labour this *first economy* may require. The *second economy* survives on money transfers sent by family members who have been able to secure regular or occasional employment within the *first economy*, as well as social grants and elements

of the social wage provided by the democratic state. It is also linked to the *first economy* by the goods, equipment and services it purchases with the meagre resources at its disposal. Those resources also make it possible for the *second economy* to maintain an informal economic sector of small traders, artisans and service providers (ANC Today, 2004).

### **3.2.3 SMMEs and big businesses in the tourism industry**

The distinction between small businesses and the medium and large ones is another “separatist” problem which tends to feature in some publications on the tourism sector. There is this tendency for the authorities to structure two separate policies and development plans for the small businesses and big businesses seeing the two as contradictory sides of opposing objects (Timothy and Wall, 1997: 14; ANC, Today, 2004). This situation has been the theme in some of the tourism research publications (Sinclair, 1998; Wannhill, 2000).

A more realistic approach to tourism business analysis would be the one which conceptualizes the two in terms on interactions between them with an account of the positive outcomes that could emerge from such relations (Goldstein, 1999). As mentioned previously, this concept of integration is recommended as one approach that needs to be applied in several spheres of social life to ensure sustainable development.

Attention is now turned to another important element associated with the task of defining, describing and nominally classifying variables associated with the tourism sector.

### **3.2.4 Variables that can be used to measure variations within the tourism sector**

The criteria for selecting the variables for measuring or describing the levels of inequalities in development has also gone through a series of debates culminating in the current position that the variables selected must be made up of several quantifiable and/or qualitative, descriptive indicators that can be considered as performance measurements, problem indicators, and as data for measuring development challenges and future decision making of the sector concerned (Bennett, 1998). Furthermore, the position is that the variables selected must also be comprehensive enough to cover the geographical, political, historical, environmental, economic, cultural and other important dimensions of the issues at stake. Employing several variables or indicators to measure variations in certain social conditions helps to present comprehensive pictures of those which situation could then be subjected to explanations. Each of the selected variables is therefore expected to constitute a meaningful indicator of the condition to be analysed (Aliber, Maharajh, Kirsten and Nkoane, 2006).

From these perspectives, 27 variables have been selected for this study to serve as the attribute indicators: the population of the municipalities; the number and types of tourism establishments (such as nature-based and culture-based tourism); food and beverage outlets; transport-related tourism business; sports-related tourism businesses; tourism-based facilities; the amount generated by the tourism businesses per municipality; the number of insured tourism businesses; urban-located tourism businesses; the ownership situation; business experience of the owner of the firm; the number of employees in the businesses; patronage of the businesses from the informal sector; the number of and amounts spent by the tourists; the racial back grounds of the business owners; and the quality of services to the public. These variables appear in Appendix 4.

These variables took time to conceptualize. After long periods of reviewing the literature, they finally emerged as the practically adequate indicators for measuring the current inequalities in the tourism development process of the study region.

### **3.3 The regional inequalities dimension of tourism analysis**

This is another dimension of the descriptive works that constitutes an important part in tourism research. As mentioned earlier, disclosing the impacts of the tourism businesses on the spatial dimension of development constitutes one of the objectives in this study (Pred, 1985; Martin and Sunley, 1998; Mahony and Jurges van Zyl, 2002). The concept of the region has become important in the world of economic development because in the long run, development projects need to be located somewhere. A region is an area, which has certain uniform characteristics, setting it apart and making it distinctive. Regions can be centres of innovation, ideas and fashions, which gradually become established at regional, national or international scale. The concept of the tourism region can be applied in policy formulation and in decentralized development planning issues (Blomley, 1994; Koch et al, 1998; Gallup, Sachs, and Mellinger, 1999; Coetzee et al, 2001: 89; Armstrong and Taylor, 2000: 14; Sorensen, 2010).

Formal, uniform or homogeneous regions, for example, are delimited on the basis of uniform characteristics. The idea of formal region as an entity for description is that whatever is stated about one part of this region is true of any other part. It is the largest area over which generalization remains valid (Browett, 1976; Kanbur and Venables, 2005). Such generalizations remain valid while drawing boundaries for a grouping of small homogeneous regions like tourism regions in geography. However, the homogeneous approach used for the delimitation of economic sub-spaces for certain regional planning goals is often unsatisfactory, because of its assumption of a uniform human response to surface in each of the sub-units (Dabinet, 2002). It is for

this reason that Kanbur and Venables, (2005: 27) rightly observed that only small regions could, by any stretch of imagination, be considered sufficiently homogeneous' to qualify as homogeneous regions. Examples are single-feature regions for purposes of tourism analysis include game parks, vegetation regions, cultural regions, industrial parks, science parks and others. Such regions are ideal for development planning purposes (Acheampong, 1992: 153).

Political definition of the Region: Tourism development in South Africa, like all other sectors of the economy, in the period pre-1994, was influenced by apartheid and its official policies of segregation and separate development along racial lines. Segregation and apartheid assumed their shape, in part, as a white response to non-whites' increasing participation in the country's economic life and their assertion of political rights from 1948-1994. The Reservation of Separate Amenities Act, Act No 49 of 1953, formed part of the apartheid system of racial segregation in South Africa. The Act legalized the racial segregation of public premises, vehicles and services. Only public roads and streets were excluded from the Act. Section 3b stated that the facilities for different races did not need to be equal, while Section 3a made it legal not only to supply segregated facilities, but also to completely exclude people, based on their race, from public premises, vehicles or services. In practice the best facilities were reserved for whites while those for other races were inferior (Freitag, 1994; Wikipedia, 2010).

In the period pre-1994, South Africa was divided into four provinces of the Cape Province; Natal; Orange Free State and Transvaal; and ten ethnically-based homelands, created for the black population of which four were granted "independence" that was only recognized by apartheid South Africa and those homelands ( Refer to Figure. 2.3). Out of the four that were granted "independence", two of them, Transkei and Ciskei presently form part of the Eastern Cape. The four provinces, excluding the former homelands, formed the main tourism development regions in South Africa prior to 1994.

All tourism developments that took place during this period strictly conformed to apartheid's policy of *Separate Development*. Tourism was basically urban-centred and the products developed were to satisfy the minority white taste. About 80 to 90 per cent of this racial group was urbanized and almost all the available tourism resorts were located in the urban centres solely for the enjoyment of the white sector of the population. It was, therefore, not by accident that emphasis was put on the development of beaches, water sports, hotels, museums, theatres, war memorials and nature reserves. These activities were of little or no interest to the black majority, not by choice, but due to their economic circumstances and also apartheid's *Influx Control* and *Separate Amenities* legislations (Plate 3.1 below).

The interim Constitution of 1994 divided South Africa into nine new provinces in place of the previous four provinces and 10 "homelands", namely: Eastern Cape, Free State, Gauteng, KwaZulu-Natal, Limpopo, Mpumalanga, Northern Cape, North West and Western Cape Provinces. The ANC-led government embarked on a programme to promote the reconstruction and development of the country and its institutions. This called for the simultaneous pursuit of democratization and socio-economic change, as well as reconciliation and the building of consensus founded on the commitment to improve the lives of all South Africans, in particular the poor.

Plate 3.1 Durban Beach sign in English, Afrikaans and Zulu, declaring Beach "Whites Only"



Source: <http://upload.wikimedia.org/wikipedia/commons/8/81/DurbanSign.1989>  
Accessed 02.17.2010 at 01:16

It required the integration of South Africa into a rapidly changing global environment. Pursuit of these objectives was a consistent focus of government during the First Decade of Freedom, seeking the unity of a previously divided society in working together to overcome the legacy of a history of division, exclusion and neglect (South Africa Online, 2010).

In the tenth year after the 1994 elections (1994-2004), the ANC government placed emphasis on meeting basic needs through programmes for socio-economic development such as the provision of housing, piped water, electricity, education and healthcare, job creation, poverty eradication, reduction of inequality and overall growth, as well as social grants for those in need. Tourism was recognized as one of the economic activities that would help accelerate the development goals of the country because of the tourism potential of South Africa. It is a country with diverse and exotic combinations of landscapes, people, history and culture and a unique and authentic experience. South Africa is a heady mix of third and first world cultures - along with the best and least crowded beaches in the world. Throw in wildlife parks such as the Kruger National Park, eight World Heritage Sites, beautiful natural scenery, a great infrastructure and a stable post-apartheid environment and you have a great destination waiting to happen. The nine Provinces have their tourism regions.

As indicated in chapter two, the Eastern Cape Province has six district municipalities and one metropolitan municipality. They are Alfred Nzo, Amathole, Cacadu, Chris Hani, OR Tambo and Ukhahlamba District Municipalities and the Nelson Mandela Metropolitan Municipality (Figure 2.4). These seven district municipalities are further broken, at the grassroots level, into 39 local municipalities. Each municipality has a Local Economic Development (LED) unit whose functions are basically to promote, facilitate, coordinate, strengthen and monitor: LED policies, strategies, programmes and plans; institutions and forums; research and database management, monitoring and evaluation; and integration of local government support programmes to municipalities. Tourism is one of the key programmes that the LEDs are supposed to engage in so as to help realize the national developmental goals (DEDEA, 2009).

The nine tourism routes/regions in the Eastern Cape Province that were discussed earlier in chapter two, are distributed among the thirty-eight local municipalities and the



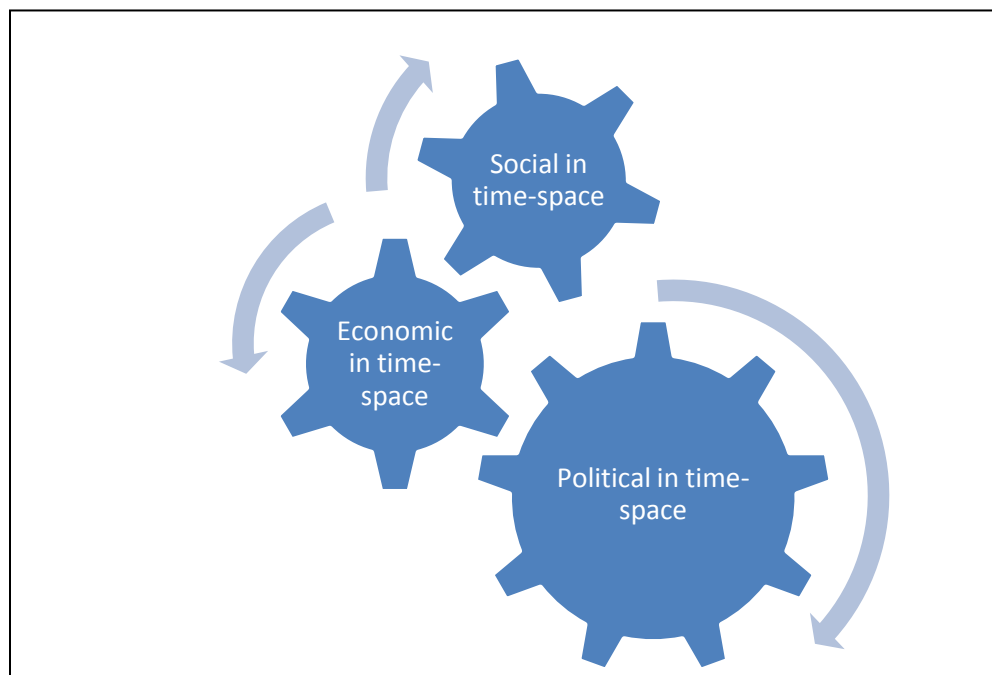
metropolitan municipality. They are Tsitsikamma Adventure Route; Kouga Region; Sundays River Valley; Sunshine Coast; Frontier Country; Karoo Heartland Route; Amathole Mountain Escape; the Friendly N6 and the Wild Coast (figure 2.7). Each of these nine tourism regions has got a unique theme to coordinate and promote tourism and to attract investment. The Eastern Cape Tourism Board that consolidated the tourism potential of the three previous tourism regions of the former Transkei, Ciskei and Cape Province of South Africa, has packaged the themes into these tourism regions for tourists, and investment opportunities abound along all the routes. The thirty-nine local municipalities of The Eastern Cape are to be used as the units of observation in this thesis. The 9 tourism regions do exist but they are not currently managed or accountable to any specific officials as is the case with the 39 municipalities. Because of this, the 39 municipality regions under the 39 tourism officials, who have specific mandates to oversee the tourism activities in their respective zones, will constitute the units of observation in this study. This type of conceptualization will set this study apart from the existing tourism research projects on the Eastern Cape.

In the light of this exposition, it means that this study does not see any contradiction between the 9 tourism regions and the 39 municipalities. This study conceptualizes them as being complementary with the LEDs and the other regional systems. This implies that the planning officials in the 39 municipalities simply need to work together and see how to plan jointly around the existing 9 tourism regions. This study also sees no contradictions between the individual variables discussed since multivariate techniques such as Factor Analysis can be used to group them on the basis of statistical relations.

### 3.4 The descriptive variables and their underlying explanatory factors

The above descriptive discussions are however based on the theory that social outcomes do undergo change with the underlying social mechanism at particular periods in particular regions. Soja (1980), Cochrane (1987), Sheppard (1990), Amin and Thrift (2000), and other contemporary authorities have all alluded to the fact that societal activities cannot be separated from their socio-spatial components. The model below (figure 3.2) illustrates the intimate links. This model indicates that the social, economic and political are inseparable in their time-space configurations.

Figure 3.2: A time-space model of actors of the tourism industry in the Eastern Cape



Source: Author (2010)

This model indicates that there is an intimate relationship between activities of the tourism businesses and their geographical locations in their historical contexts. The discussions there will indicate that the Eastern Cape tourism sector as a whole has

changed significantly since 1994 to reflect the decisions of the business owners in the various municipalities in the context of government policies. The discussions which follow are, thus, based on the idea that the historical and spatial dimensions are integral to the social.

### **3.5 The explanatory models used in analyzing inequalities in the tourism sector**

The feedback loop of the descriptive processes outlines in Figure 3.2 cannot exist on its own which explains why the explanatory models below need to be discussed to complement the descriptions above. This intimate link between cause and effect has been stated by Sayer (1992:89) in the following terms: *the existence of certain social conditions presupposes the existence of some causal processes*. Bernstein (1976), Walle (1997), Archer et al (1998) and Franklin (2007) also devote attention to this issue by stating that descriptions of social phenomena, however sophisticated, cannot be complete without the explanatory component.

This section of the thesis is very important by providing insights into the different positions held on the factors which are believed to cause certain outcomes to happen within the tourism industry generally and in South Africa in particular (Smith, 1989; Smith and Eadington, 1992). The review here could be described as falling under causal models since it is underpinned by an examination of the forces believed to cause the varied conditions witnessed in the tourism industry (Rogers, Turpin-Petosin, Huebner and Hatsi, 2000: 52; McIntosh, Goeldner and Brian Ritchie, 1995; Jennings, 2001).

From a review of the literature, three causality models stand out. These theories form an integral part of the broader classification models in other development studies by Pantojas-Garcia (1991); Coetzee, Graaff, Hendricks and Wood (2002); and Katie

(2005). The publications by Dann (1997); Walle (1997); Charmaz (2006); and Franklin (2007) indicate that the three classifications from development studies have their philosophical counterparts in the positivist, humanistic and critical realist research paradigms.

### **3.5.1 Positivism as an explanatory framework on inequalities in development**

*Positivism* in the human sciences is a philosophy which holds that the scientific method is the best approach to uncovering the processes by which human events occur. It asserts that the only authentic knowledge is that which is based on sense experience and positive verification, that is, real events can be observed empirically and explained with logical analysis (Mathieson and Wall, 1995). Positivist approaches are concerned with the making of empirical descriptions; impact analysis; generalizations; and statements of a law-like character, which relate to phenomena that are empirically recognizable (Johnston, 1986:11).

In the positivistic tradition, what is deemed to be *valid* is considered public knowledge because others can replicate the findings by employing the same instruments and methods, while reducing the potential consequences stemming from researchers' personal values and biases (Smith, 1983). Positivism is synonymous with Modernization Theory which states that regional equality in development will be achieved naturally through the spread effects from the core regions to the underdeveloped regions. This theory supports the status quo and sees no need for major policy interventions in the development process. The free market is believed to be capable of achieving balanced development in the long run (McKercher, 1993; Mathieson and Wall, 1995; Martin and Sunley, 1998). The spontaneous activities of individual stakeholders and groups are said to be rational and capable of producing balanced and self-sustaining development

conditions with time. In the positivist models, variables, and not actors do the transformation processes.

Evidence from various countries indicates that regional inequalities are increasing even in the presence of government policy interventions (Naude and Waldo, 2003; Christiansen, Demery and Paternostro, 2005; Kanbur and Venables, 2005). One other limitation of positivism as a research tool is that it ignores the influences of structural constraints on individual action. The one advantage, however, is that it supports the use of empirical verifiable information as evidence of reality (Mathieson and Wall, 1993).

A typical positivist theory in tourism research is one which uses age and socio-economic status as "explanatory" variables. According to Shaw and Williams (2002), certain variables condition people's ability to participate in tourism and leisure. These, they maintain, include the stage in the family life cycle, gender, cultural conditions, the amount of leisure time available, levels of disability, access to tourist area, and disposable income. According to them, all these do not only condition access but also represent considerable differences in the quality of experience. Shaw and Williams quote from a European Commission survey of 1998 to show strong correlations between Gross Domestic Product per capita, and the proportion of people taking holidays. The survey concludes that the demand for holidays rises with increases in personal incomes. Older people and people with large families and those living in rural areas are said to be less likely to take holidays away from home (Shaw and Williams, 2002:58-62). When it comes to holidays, there is said to be considerable divergence between different socio-economic groups' access to tourism and particularly, to certain forms of holiday tourism. Shaw and Williams argue that socio-economic factors do relate to the consumption of holidays. They maintain that social class groups of low income bracket, unskilled workers, pensioners and others of the same kind, do not have

as much holiday time as those in the professional and managerial occupation. Thus, they conclude that inequalities in holiday-taking among socio-economic groups have much to do with the type of holiday taken as with participation rates (Shaw and Williams, 2002:58-62).

The Barcelona Field Studies Centre (2009) classifies tourists, on the basis of age and socio-economic status, into a number of groups which appear in Appendix 6. The positivist models are descriptive and not explanatory as such since the mechanism underlying the observable associations are left out in such discussions.

### **3.5.2 The agency-based explanations on inequalities in the tourism sector**

This approach pays attention to the role of value judgements in influencing the outcomes of social processes. According to Johnston (1986), Phillimore and Goodson (2004), Sutton and Sutton, (2004: 56) and Comstock, (1996: 84) , the basic feature of *interpretivist explanations*, also known as *humanistic approaches* is their focus on the individual as a thinking being, as a human rather than as a dehumanized responder to stimuli in some mechanical way. *Interpretive research* seeks to understand values, beliefs, and meanings of social phenomena, thereby obtaining a deep and sympathetic understanding of human cultural activities and experiences (Smith and Heshusius, 1986; Arzeni and Pellegrin, 1997). There are four main humanistic approaches: *idealism, pragmatism, phenomenology and existentialism*.

The basic tenet of *idealism* is that reality is a mental construction so that the world does not exist outside its observation and representation by the individual (Johnston, 1986). According to Johnston (1986: 56-57) idealism involves the belief that human ordering of the universe is determined by spiritual values. According to the idealist view, people build up their own pictures of the world, within which their actions are predicated. The

nature of those pictures is determined by the purpose for which they are being constructed. Idealism then, is a philosophy which proposes that knowledge is subjective. It is ordered by individuals according to their own theoretical systems, which are modified in the light of new knowledge but whose criterion of truth is internal to the theory.

This aspect of theory is very central in this research via the interviews which were held with six stakeholders who are involved in the day-to-day operations of the tourism industry in the 39 municipalities. They were made up as follows: 42 government tourism officials, 10 LED official, 520 tourism business owners, their workers and service providers, 120 informal tourism business owners, 220 tourists to the province and 132 individuals residing near particular tourism businesses. In the interviews, these stakeholders were expected to disclose to the researcher their practical day-to-day activities in the context of the provincial tourism policies, their experiences in the tourism activities and their impacts on other related activity systems (Ferreira, 1995; Flaherty, 1995; Voase, 1995; Holden 2006).

The major demerit of the interpretivist approach is, however, its neglect of the influences of the social mechanisms underpinning the concrete actions of people.

### **3.5.3 Structuralist explanations on inequalities within the tourism sector**

Structuralism theory postulates that explanations for observed phenomena must be sought in underlying and often unobservable structures or mechanisms which underpin all social phenomena. Simply put, structuralism is based on the idea that there is more to reality than that which is immediately perceived. It is based on the notion that explanation cannot be produced through the empirical studies of the phenomena (as performed by the positivists) nor through the understanding of human actions (as

performed by the interpretivist researchers). Johnston (1986) distinguishes between empirical structuralism (functionalism/systems theory) and transformational structuralism associated with critical realism. Structuralists argue that researchers must go beyond the statistical relationships and surface appearances to find the generative mechanisms responsible for producing the observed phenomena.

Transformational structuralism, as defined by Johnston (1986) is the model used in this thesis. It uses the method or *retroduction* to identify the relevant underlying mechanisms responsible for the existence of the object of interest. By isolating the deep structures of social systems, the structures identified (such as official policies and rules) enable us to see how they influence concrete outcomes in social lives. Such research models permit one to study the nature of the social mechanisms and their expected output through the theory of natural necessity (Johnston, 1986:97; Stuart, 1990; Gunn, 1994; Hall and Jenkins, 1995). What a thing is and what it is capable of doing is described by structuralists as necessary by virtue of their intrinsic nature (Harre and Madden 1975). Structuralist Marxism and Dependency Theory are examples of structuralism theory that can be discussed under the tourism development-underdevelopment processes.

In this study, tourism policies are used as exemplars of structures with potential powers to produce certain social changes depending on their nature. Policies formulated with the intention of dominating sections of society are described in critical realist terms as technocratic and social engineering-based. Thus, Taylor and Flint (2000) for example, have used the dependency theory to explain why the international capitalist system is a structure which, by nature can influence tourism and other development policies to under-develop the Third World. Harvey (2003, 2006) has also provided accounts of how global capitalism by nature develops the First World whilst simultaneously underdeveloping the underdeveloped countries of the south. The emphasis of the *economistic*



*/structuralist* approach is on forces such as the use of economic power by the capitalist class to marginalize labour, civil society and the political class (Khan, 1997; Graaff and Venter, 2001: 77). Those emphasizing the political class have also used the structuralist approach to explain the existence of inequalities in society through the political power of the ruling classes (Johnson and Thomas, 1992).

Among authors who have discussed the influences of tourism policies in the development process, mention can be made of the works of Stuart (1990), Hall and Jenkins (1995), Bramwell and Sharman (1999), Dieke (2000), Ashley, Roe and Godwin (2001a; 2001b), and Bullock, Mountford and Stanley (2001). In their works, these authors indicate that no meaningful understanding of variations in tourism development is possible without an analysis of the underlying policies. The demerits of the structuralist (policy framework) perspective however relates to its refusal to give space to human agency in the actual level of the critical realist stratification model (table 3.1).

Table 3.1 Modes of theorizing structure (tourism policies) and agency/voluntarist theories (stakeholder activities)

	<i>Structuralist Theories</i>	<i>Voluntarist Theories</i>	<i>Structuration Theories</i>
<i>Characterization of structure</i>	Structures and cultures determine, shape or heavily constrain.	Structures are the revisable products of free individuals, agents/stakeholders.	Structure is the medium and outcome of the conduct it recursively organizes.
<i>Characterization of actors/agents</i>	Actors' choices are illusory, marginal and/or trivial. Actors are cultural dopes, the victims of circumstances or instruments of history.	Actors make real choices. Actors /stakeholders determine	Actors are knowledgeable and competent agents who reflexively monitor their action.

Source: Christopher Bryant and Jary D. (2001)

The above table illustrates that both structure (policies) and agency (the stakeholders concerned) need to be brought into the picture to understand the concrete situations.

### **3.5.4 Critical realist explanations and emergence**

The above discussion indicates that each of the explanatory models taken individually can only provide partial explanations. What this section of this chapter seeks to do at this stage is to disclose how the merits of each of the three models could be used to construct an integrated explanatory model of inequalities in tourism development in the Eastern Cape. This thesis sees merit in the critical realist approach for its stance of borrowing useful ideas from the three theories above and integrating them into a composite whole. As in the case raised above concerning the need to relate the variables for measuring inequalities to get the bigger picture, so in this section of the study, a case is also being made for integrating the merits of the individual explanatory models (the positivist, interpretivist and structuralist perspectives) into an integrated one.

From the positivist camp, the empiricist idea of using verifiable objective data for example, can in fact, be borrowed to provide descriptive information on the current state of affairs of the tourism industry. The empiricist methodology can, for example, be used to collect objective data such as the jobs created, income generated, skills transmitted, numbers of tourism entrepreneurs, volumes of tourist flows to the Province, and the problems associated with the industry. The nature of transformation that has taken place in the industry can also be analyzed with empirical verifiable data. This study uses the quantitative technique of factor analysis to provide important information on such statistical data.

The interpretivist approach can also be used in this research to supplement the findings from empirical descriptions by using the open-ended method of data collection to obtain information from the relevant stakeholders on the meanings which they attach to their

concrete tourism activities. Such qualitative information can provide understanding about causality (Fay, 1977; Giddens, 1984; Sayer 1986; Sayer, 2000; Gray, 2004).

The concrete actions of agents, however, do not take place in a vacuum but in the context of specific social mechanisms such as the government tourism policies discussed above. The structuralist approach will, therefore, be equally useful in this respect by helping to point to the relevant underlying structure or, in our case, the government tourism policies in the Eastern Cape, during specific periods.

This section of the thesis is, thus, based on the idea of borrowing useful concepts, ideas and methodologies from the three explanatory paradigms. As indicated above, this is one of the hallmarks of the concept of emergence. By borrowing useful ideas from the above three explanatory paradigms, it becomes evident that a comprehensive explanatory theory can indeed be generated which could be simultaneously empirical (aspects of positivism), interpretive (aspects of interpretivism) and also structuralist (aspects of structuralism). By combining the merits of the three models, critical realism can therefore be seen as gaining its merit on the idea of integration (Goldstein, 1999; Johnson, 2002). The benefits can only emerge from the integration process. Emergence is, thus, a useful concept which indicates how by combining certain apparently formerly separate elements, new qualities can emerge which cannot be reduced to any of the individual components.

The critical realist approach as applied in this is based on this idea that explanations in the social sciences cannot be undertaken meaningfully under any of the individual models since any one model can only be reductionist producing partial or incomplete theories (Burrows, 1989; Chambers, 2007; 105). By combining the merits of the various approaches, however, a holistic picture can be obtained incorporating the empirical,

actual and real as displayed in Figure 1.4 (Downward, and Mearman, 2004a, 2004b; Downward, 2005).

From the emergence concept discussed, we can, therefore, state that the very possibility of a practically adequate research on the Eastern Cape tourism development process must be based on the critical realist approach, which will derive its merit from a 3-tiered ontology of the social world (the empirical, real and actual), thus, the use of Figure 1.4 and Figure 4.1 as the conceptual framework of this thesis.

The idea of emergence is also applied in this study to illustrate how the individual information from the 39 municipalities, when combined in one matrix table, provides the basis for comparative studies making it possible to rank and group the municipalities on the basis of some criteria.

Thirdly, this study is also based on the principle that the very possibility of sustainable tourism development must also be based on the joint and not the individual efforts of the stakeholders required in participating in a particular activity system, an idea which will be elaborated later under Figure 4.3.

Emergence, as applied in this study, is thus conceptualised as a bottom-up model. Rather than being engineered by a general or a master planner from the top, this study describes it as beginning at the ground level from simple elements (Johnson, 2002). Peter Corning (2002) quotes philosopher David Blitz (1992), in his definitive history of *Emergence* entitled, appropriately enough, *Emergent Evolution: Qualitative Novelty and the Levels of Reality*, arguing that the term "Emergent" was coined by the pioneer psychologist G. H. Lewes in his multivolume *Problems of Life and Mind* (1874-1879:3).

Corning, (2002: 2-3) quotes Lewes as saying:

Every resultant is either a sum or a difference of the co-operant forces; their sum, when their directions are the same — their difference, when their directions are contrary. Further, every resultant is clearly traceable in its components, because these are homogeneous and commensurable... It is otherwise with *emergents*, when, instead of adding measurable motion to measurable motion or things of one kind to other individuals of their kind, there is a cooperation of things of unlike kinds...The emergent is unlike its components in so far as these are incommensurable, and it cannot be reduced to their sum or their difference (Lewes, 1874-1879:413). Corning (2002:10) proposes further that emergent phenomena be defined as a "subset" of the vast (and still expanding) universe of co-operative interactions that produce synergistic effects of various kinds, both in nature and in human societies. In this definition, *Emergence* is confined to those synergistic wholes that are composed of things of "unlike kind" (following Lewes' original definition), limited to "qualitative novelties" that is, unique synergistic effects that are generated by functional complementarities, or a combination of labour (stakeholders in this study).

John Casti (1997), like Lewes, associates emergence with dynamic systems whose behaviour arise from the interaction among its parts and which, therefore, cannot be predicted from knowledge about the parts in isolation. John Holland (1995) also describes emergence as "much coming from little" and imposes the criterion that it must be the product of self-organization, not centralized control.

Perhaps the most elaborate recent definition of emergence was provided by Jeffrey Goldstein (1999), in the inaugural issue of *Emergence*, where he refers to the term as "the arising of novel and coherent structures, patterns and properties during the process of self-organization in complex systems." According to him, the common characteristics are:

- radical novelty (features not previously observed in the system);
- coherence or correlation (meaning integrated wholes that maintain themselves over some period of time);
- a global or macro "level"

- it is the product of a dynamical process (it evolves);
- it is “ostensive” — it can be perceived.

For good measure, Goldstein throws in *supervenience* — downward causation. As Jeffrey Goldstein noted in his *Emergence* article, “emergence functions not so much as an explanation but rather as a descriptive term pointing to the patterns, structures or properties that are exhibited on the macro-scale” (Goldstein, 1999:58).

According to Steven Johnson (2002) in his book *Emergence*, the basic concept of ‘emergence theory’ is that when a large number of complex reactions occur at a time, it may lead to completely new phenomena such as life. For example, in a glass of water we don’t see high waves and tides. However, when water is aggregated in large quantity, as we find in an ocean, then new phenomena appear such as waves and tides. Similarly, scientists who are proponents of emergence theory surmise that, if many complex chemical reactions are carried out simultaneously, life may arise all of a sudden. Johnson (2002) sums the concept in terms of how complex systems organize themselves, without any *apparent* direction or overall plan. Individual units of systems ‘do their own thing’ without knowledge of any overarching aim or scheme, but out of this ‘chaos’, order, pattern and systems can emerge.

### **3.6 Critical theory, sustainable development and tourism research**

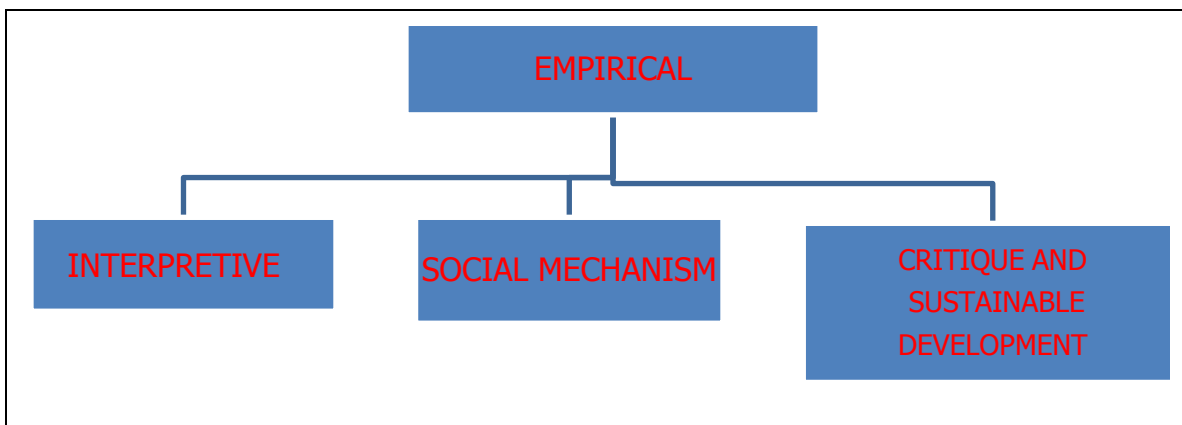
In addition to the above however, there is the all-important critical theory dimension in social research. From a review of the existing literature, the relevance of critical theory has not been demonstrated in the existing publications on tourism studies in the Eastern Cape.

The term "critical theory" was first developed by Horkheimer as a self-description of the Frankfurt School and its revision of Marxism. It now has a wider significance to include any critical, theoretical approach including feminism, culture, and development planning and liberation philosophy (Shaw and Williams, 2002). The theory is based on the idea that ending research projects without suggesting how problems associated with overuse of power, unequal opportunities, poverty, distortion, ignorance on the part of the key stakeholders and the general public at large, and with peoples' obsessions with the status quo, etc, could render the research project conservative in the sense of not providing new emancipatory knowledge and other resources to the actors concerned to enable them to live better lives (Held, 1980; Guess, 1981; Morrow, 1994; McNamee, 2005). Critical theory is based on the idea that research findings per se may not concern themselves with the plight of the research subjects. The theory expects researchers to go the extra mile to give to people information concerning the causes of their ignorance, oppression, distortions and exploitation in various forms, among others. The theory makes provision for agents to reflect on their activities so that they might see the necessity for positive change (Sawyer, 2004; Chambers, 2007; Aitchison, 2007). The theory is therefore normative since it involves making negative evaluations of certain current problems facing the research subjects. Critical theory, thus, shares a common dissatisfaction with the contradictions that may be associated with the status quo (Fleetwood, 2005; Ateljevic, Pritchard and Morgan, 2007). The theory is practical in that it seeks to provide better self-understanding for agents who would need to improve the current negative situations under which they live. Such improvements are generally associated with emancipation through the provision of new knowledge for constructing new life styles for the integrated development of those concerned (Faundez, 1994; Holland, 1995; Comstock, 1996; Koch et al, 1998; Deloitte and Touche, 1999). Today, linking various sectors of an economy to the broader imperative of national integrated sustainable development process is one measure or indicator which needs to be used to assess the value added made by the sector concerned

(Mowforth and Munt, 1980; Tourism Concern, 1992; McIntyre, 1993; Nelson, et al, 1993; Stabler, 1997; Ansong 2002; Nkazane, 2003).

Figure 3.3, thus, gives a picture of the four key elements which will constitute the theoretical framework for this thesis. The model indicates that empirical data will be collected. The relevant social mechanism behind the empirical observations will then be identified or *retroduced*. Information on the various interpretations given by the six stakeholders to the social mechanism concerned (that is, the tourism policies) will then be collected for purposes of promoting mutual understanding. The problems associated with the existing situation will then finally be discussed from the framework of Critical Theory and the sustainable development imperative.

Figure 3.3: Outline of the conceptual framework for the study



Source: Author (2010)

Figure 3.3, thus, shows an outline of what might be described as a Balanced Score Card model for relating the empirical, interpretive, explanatory and critical components in the research process.

The model shows the four components of the research information needed to understand and transform the tourism sector to contribute to the development of the



Eastern Cape. The model indicates how the empiricist, interpretative/discursive, structuralist and critical components need to come together to obtain an understanding of the processes behind the workings of the tourism sector in the study region. The critical component illustrates that the provision of new knowledge and other forms of support is critical for changing the status quo (such as the activities of the stakeholders in this study) for better results. The above could thus be described as the score card used for undertaking this study (Sayer, 2000; Sutton and Sutton, 2004; McNamee, 2005).

### **3.7 Concluding remarks**

This chapter has reviewed the literature on issues related to inequalities associated with the development of the tourism sector, the implication of such inequalities and strategies for dealing with them. In addressing these issues, four points have emerged which are as follows:

- The variables for providing a general descriptive picture of inequalities in the development of the tourism sector
- The merits of the multivariate statistical techniques such as factor analysis in providing simple descriptive perspectives of some key aspects of the inequalities in the tourism businesses
- The advantages of incorporating explanatory models in the tourism research process
- The importance of incorporating critical theory issues for important decision making on policy and sustainable development planning-based recommendations.

The review has made it clear that any social research project which only looks at binary opposites (such as descriptive or explanatory, geographical or cultural, economic or

sociological, locality or large regional studies, short term or long term) can only provide partial perspectives of the tourism development and research process. To be practically adequate, this chapter has therefore argued that the tourism research agenda at this time in the development of the Eastern Cape needs to be necessarily empirical (descriptive), interpretive (explanatory) and also critical (sustainable development-based). From the regional development perspective, the discussions have also demonstrated the importance of linking information from the micro spatial units (the municipalities) in order to obtain general understanding of the macro situation at the provincial level. Finally, from the temporal perspective, the study has also demonstrated the need for linking the mundane day-to-day of stakeholders to the long term goals behind regional policy goals.

These positions indicate clearly the conceptual framework which underpins this thesis. It is to the details of such a framework that attention is now turned.

## **CHAPTER FOUR**

### **CONCEPTUAL FRAMEWORK**

#### **4.1 Introduction**

The previous chapter ended with an outline of the merits of the theory of emergence as an important framework in using critical realist concepts and methods to address the objectives of this study. This chapter now summarizes the key features of the relevant concepts discussed above with indications as to how they are applied specifically in this study. The concepts will also serve as the propositions which will feature in the methodological framework and the findings in this study. As is well-known, in doing social research, one has to state clearly the position taken regarding ontology, epistemology and methodology (Sayer, 1992: 17; Yeung, 1997: 53). This chapter elaborates on the key concepts used in this study to address the research objectives.

It has already been indicated that critical realist philosophy prioritizes ontology (the study of being or existence) over epistemology in the sense that it is based on the principle that the way the social world is structured needs to guide the way knowledge of it is obtained and used to transform society (Harre and Madden, 1975; Lawson, 1989; Bhaskar, 1991; Sayer, 2004; Yirenkyi-Boateng, 2001; 2010). This idea is well captured in the statement by Yeung (1997: 54) where he states that one important lesson for researchers who aspire to critical realism "is that it is a philosophical argument about the ontology of reality". Ontology, as mentioned earlier, is that aspect of philosophy which deals with the theory of existence – the fundamental elements that constitute some entity (Bhaskar, 1989; 1991). From the ontological perspective, this study on the tourism development process of the Eastern Cape is based on the 3-tiered

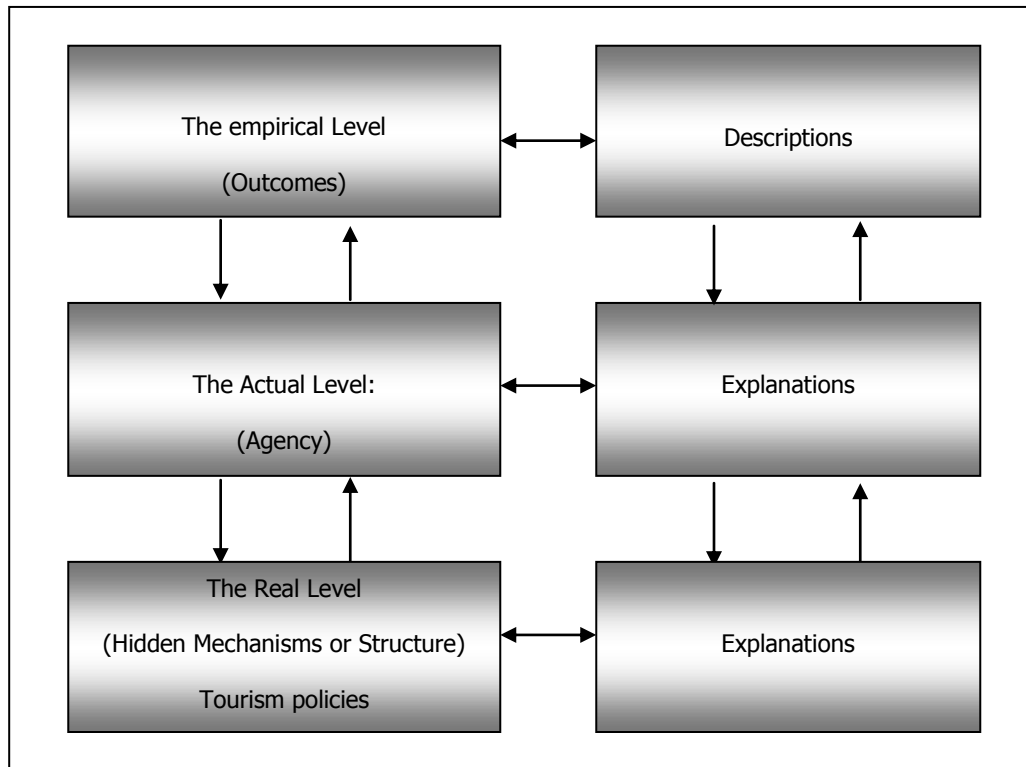
stratification model of Bhaskar (1986) as elaborated by Pleumarom (1994); Archer, et al (1998:108) Downward (2005:311); and Katie (2005:11) among others.

## **4.2 The three-tiered ontology**

As mentioned earlier one central feature of the conceptual framework of this study relates to Roy Bhaskar's three-tiered ontology which is made up of an empirical layer, representing the outcomes of the interactions between the hidden mechanism (the real) and the actual level. Applying this three-tiered model (figure 4.1) in this study implies that the thesis applies the concept of "depth ontology" in the sense that what is observed on the surface is explained in terms of the workings of mechanisms deep below the surface.

This type of conceptualization means that the analysis of inequalities and other concepts to be discussed in this thesis will be undertaken in terms of the underlying processes that produce them (Harre, 1985; Sayer, 2000). This three-tiered ontology will also underlie the research methodology. In terms of the empirical level, descriptive information will be collected on certain demographic variables of the stakeholders in the tourism activities and other quantitative information on the tourism businesses in order to generate maps indicating the regional inequalities in the tourism activities. From the perspective of the actual level, explanatory-based information will be collected from the stakeholders to obtain an understanding of the concrete factors influencing the inequalities. And from the real level perspective, information will be collected on the nature of the tourism policies. Figure 4.1 illustrates key features of these three layers.

Figure 4.1 The three-tiered ontology as applied to the explanations used in this study



Source: Adapted from: Yirenkyi-Boateng (2010)

### 4.3 The empirical level as the location of the descriptions of inequalities

This level harbours the variables for empiricist descriptions of the outcomes of the causal processes located at the actual and real levels. This layer thus deals with variables covering 'objective' verifiable indicators. For purpose of this study, the analysis of this layer will involve describing certain socio-economic conditions of the stakeholders in this study as well as the quantitative relations between the 27 variables mentioned on sub-section 5.5.2.

#### **4.4 The operations of the stakeholders in the context of underlying policies**

One central theory that was discussed in chapter 3 was based on the idea that social networks tend to emerge in the operations of stakeholders to provide rules, guidelines and other resources to facilitate or regulate their activities (Yeung, 1997: 67). Without such mechanisms, society could degenerate into chaos (Heller, 2001; 54). The idea of mechanisms, thus, directs attention to the set of properties essential to the existence of the object of interest. In this project, the interactions with the stakeholders indicated that government tourism policies and development plans constitute their local mechanisms (Bramwell and Sharman, 1999).

Theorizing about the tourism policies will, thus, imply isolating particular one-sided aspects of the tourism sector with some unity and autonomous causal powers. Theorizing about the policies will consist of making claims about what they can produce in the economy of the Eastern Cape by virtue of their nature (Hedstrom, and Swedberg, 1998). The elements making up the policies will, therefore, be substantially or causally related in critical realist terms, with internal bonds which have the causal powers to produce some expectations. Theories will, thus, make their strongest claim at the nature of the real level mechanisms and their causal powers. The policies will, therefore, be expected to depict a cluster which interacts in some way to produce some expectations (Fleetwood and Ackroyd, 2004:152; Jeppesen, 2005:1; Danermark, et al., 2006:20; Thomas and James, 2006).

The above conceptualization exercise will further imply that this study will also pay particular attention to the role of the local politicians and tourism officials in influencing the tourism policy development processes. The study will put emphasis on the role of the political class and the administrators in formulating policies and development plans to regulate the concrete actions of the tourism stakeholders.

As regimes change, so policies will be expected to change (Forrester, 1993). Plate 4.1 illustrates the reality of the power of the political class with particular reference to the South African National Assembly in Cape Town where numerous laws continue to be enacted to provide the general frameworks for the day-to-day activities of the citizens of South Africa (DEAT, 1998; 1999). The Parliament House represents one important element of the hidden social mechanism in the development of South Africa. It is from this building that much of what goes on in the provincial parliament houses and in the local business and civil society organizations in the country emanates.

Plate 4.1: Front view of the National Assembly of South Africa in Cape Town



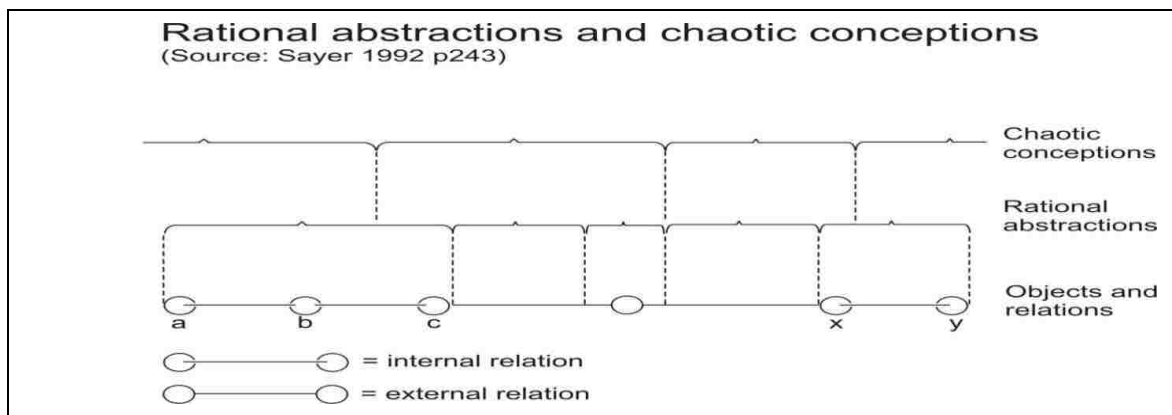
Source: <http://allafrica.com/photoessay/> Accessed:17 09 2010 at 02:30

## 4.5 Hidden interests as an essential element in the mechanisms

One other theory which runs through this thesis is the idea that social mechanisms tend to serve some interests. Habermas (1989) identified three types of interests in this connection: for domination, for promoting mutual understanding and for emancipation. This 3-fold classification of Habermas corresponds to the apartheid period (domination), the current period (1994–2010) and emancipation (post-2010) as made in the recommendations in chapter 7. Anand and Sen (2003) have elaborated on this idea by illustrating how the knowledge systems produced by those in power could be used as the basis for public communication. Ollman (1976), Habermas (1989), and Milanovich (2003: 84) have also indicated that the guidelines, norms, ideologies and rules of people tend to serve some interests.

As has been mentioned above, the apartheid ideology was a mechanism that served the sectional interests of the minority white population. The term chaotic conception has been used by Sayer (1992: 139) to indicate how necessarily related objects can be separated by the authorities to serve sectional interests, and how contingently related objects can also be included in programmes for purposes of satisfying certain hidden agendas. Figure 4.2 shows the way Sayer presents the two situations.

Figure 4.2: Rational abstractions and chaotic conception (Source: Sayer, 1992: 243)





Apartheid was, thus, a chaotic conception-based mechanism in which there was no requirement that the ruling class or experts referred to the broader majority or public expression of needs and wants; no need that the ruling class had to continually be in communication with the majority black population; no need that they changed their policies on the basis of consultations; and no need that they pursued the democratic political order (Nash, 1989: 37). Sayer argues that a system which serves interests based on separation, deprivation, social engineering and domination will, by nature, deprive large sections of the population (including some of the essential stakeholders) the opportunity of making their maximum contribution to the development process (Lemon, 1991).

#### **4.6 The activities of stakeholders in the context of substantial relations**

The critical realist stance is that sectional interests need to give way to substantial relations based on the principle of co-operation. It is based on the idea that stakeholders need to work as teams for their mutual benefit (Keogh, 1990; McIntyre, 1993; Franchi, 2003). This discourse on participatory development is illustrated below in terms of how stakeholders need to join in the production process following one event. The model thus begins on the idea or scenario that thousands of tourists begin to stream to the Eastern Cape as a prime tourist destination region.

This initial trigger or first activity is number one (1) in the model below (Figure 4.3). This initial trigger then asks the transcendental question of what activities need to follow in order for the stakeholders to meet the needs of the tourists. The answer is that this initial trigger should require the formal sector tourism business owners for example, asking for the services of more workers and catering staff (2), mobilising more funds for investment (3), security staff (4), interior decorators for the hotel rooms (5), more cleaners (6), drivers (7), receptionists (8), plumbers (9), electricians (10),

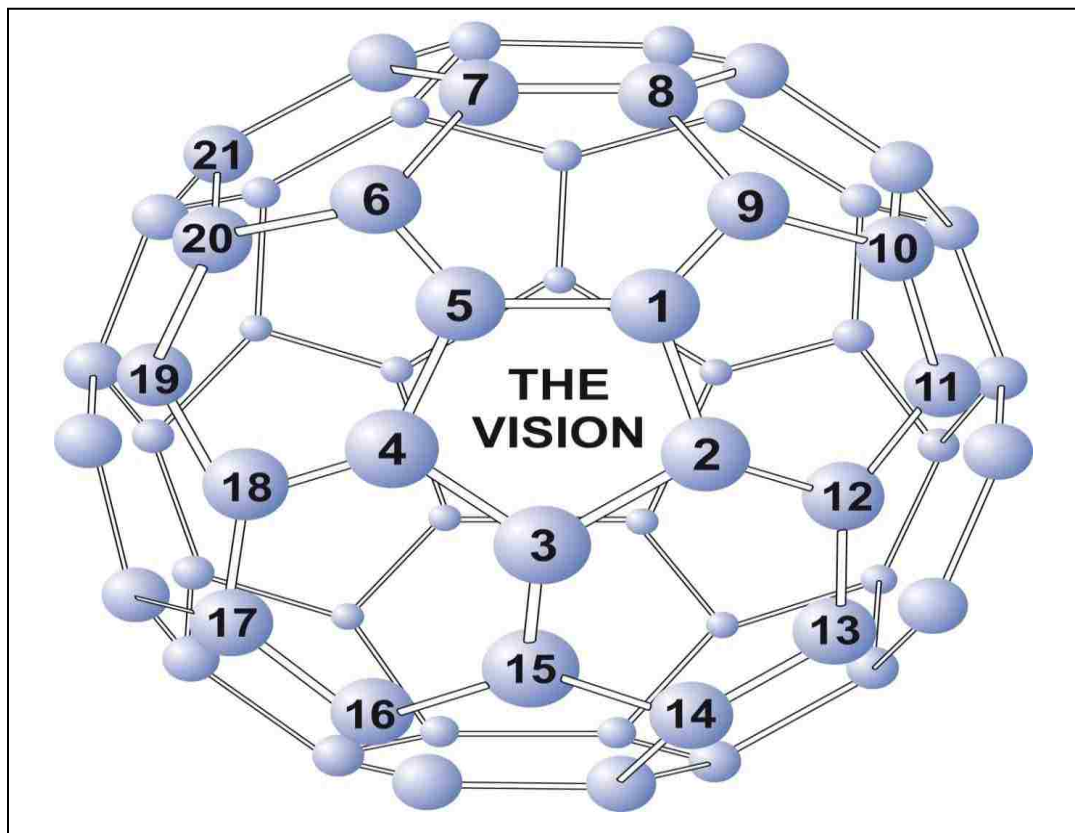
brochure producers (11), consultants of various types (12), more food suppliers (13), and increases in electricity consumption from the energy suppliers (14). For the informal sector operators, the increases in the number of tourists coming to the Eastern Cape could also imply increased output (15), increased purchases from their suppliers (16), and therefore, increased incomes (17).

Finally, for the government officials in the tourism sector, operating at the real level, all these developments could imply increased responsibilities in terms of helping to address any emerging problems related to the tourism department (18), organizing strategic meetings with the LED's (19), organizing meetings with the other provincial government departments with connections to the tourism department (20) and, finally ensuring that all these government officials can interact effectively with the other stakeholders in the overall tourism sector (21). The key role of the government officials as regulators of concrete social activities should, thus, stand out in this scenario-based model (Tait and Campbell, 2000; Harre and Madden, 1975; Lawson, 1989; Boscovitch, 1996; and Mowforth and Munt, 1998).

The model illustrates that all these actors need to be seen as being substantially related in responding to just one event. This scenario, thus, indicates how important the principle of connectedness in the development process needs to be taken (English Tourism Board, 1991; Holloway, 1992; Morrison and Christie-Mill, 1992; Hall, 2000). The model indicates that the primary trigger should create conditions related to the efforts that would need to be made to make stakeholders to rise to the occasion to successfully address common problems and challenges. The positioned practices of any of the actors involved will, therefore, be related to the activities of the other stakeholders.

The 21 elements indicated below, would, thus, represent a network model of stakeholder activities without whose joint contributions, it is argued, that tourism business cannot change that much in the Eastern Cape. This scenario-informed model is based on the concerns that were expressed to the researcher by the tourism business owners about the little resources they currently have at their disposal to respond to any major increases in the number of tourists to the Eastern Cape.

Figure 4.3: A normative model indicating the links that need to exist among tourism stakeholders in the Eastern Cape



Source: Based on Yirenkyi-Boateng (2009)

#### **4.7 The complementarities between the existing and future planning regions**

In the same way that all stakeholders will need to work together in order to produce at their maximum, so the model of rational abstraction also requires that the various regions in the Eastern Cape will also need to work together to relate the current situation to the future tourism sustainable challenges of the Eastern Cape as illustrated in figure 4.3 above.

The 39 municipalities currently represent important development planning regions in the province and the government officials stationed in these municipalities also need to interact constantly with those in the tourism department to promote the sustained growth and development of the provincial economy. As conditions change, the municipal boundaries may also change and the officials must be ready all the time to work with the future stakeholders in the business and civil society organizations.

#### **4.8 Critique as a legitimate goal of social research**

The above model (Figure 4.3) is normative. It is based on the idea that stakeholders are often under-resourced. In addition, they can also be deceived or oppressed with their obsessions, false ideologies, myths, ignorance and superstitions. Thus, the knowledge and the output of stakeholders tend to be limited. Stakeholders may not be aware of the underlying mechanisms under which they work (Fleetwood, 2006: 121). They may be working in the context of tacit knowledge unable to articulate the conditions under which they work. As a result of this situation, the tourism stakeholders in the Eastern Cape might be living in closed environments, unaware of the role of tourism policies in giving them direction (Guess, 1981:88; Held, 1980; 1993; Gibson, 1998:25).

Thus, Chambers (2007: 105-119), and Martella, Nelson and Martella (1999: 45), emphasize the point that social research cannot be complete without the critical component. Outhwaite (1987a, 1987b) has also elaborated on this point. This idea of social researchers being obliged to use new knowledge to transform the nature of social mechanisms and the concrete activities of the agents they study is, therefore, also to be incorporated in this conceptual framework as part of the recommendations as noted by Guess (1981); Harre (1985); Unwin (1992: 84); Morrow (1994); and Denzin (2006: 98). The recommendations are intended to help the stakeholders in this study towards self-knowledge by making explicit for them the ontological principles they currently use, but whose problems they may not perhaps be fully aware of and give them new knowledge for improving upon their current situation.

In this context, it needs to be emphasized at this point that the need for the stakeholders in this study to work together as a team is one central recommendation. As will be shown later, the six stakeholders have been working over the decades unaware that they in fact constitute an integrated system under a policy framework in which the sectional interests need to give way to co-operative endeavours. It will be demonstrated that the stakeholders constitute a classic example of rational abstraction in critical realist research and therefore need to be provided with new forms of explicit knowledge concerning the need to work as a collective as advocated by Fossati and Pannela, (2000), Hall, (2000), Fleetwood (2005) and Chambers, (2007).

#### **4.9 Concluding remarks**

This chapter has provided an outline of how the theories discussed in chapter three are to be applied specifically to serve as the conceptual framework of this study. It has been demonstrated that descriptions, explanations and critical realist-based recommendations are inseparable and, therefore, will constitute the key elements or

building blocks of this study. These elements of the research process relate to the research questions, objectives and theories underpinning this study.

The next chapter, thus, indicates how descriptive, explanatory and intervention-informed data were collected and analyzed to relate to the objectives of this study.

## **CHAPTER FIVE**

### **RESEARCH METHODOLOGY**

#### **5.1 Introduction**

The aim of this chapter is to provide an outline of the methods that were used to collect and analyze data in 2009 to relate to the research objectives and the conceptual framework discussed in the previous chapter

To recapitulate, this chapter seeks to do the following:

- To indicate the variables used to give a general descriptive picture of inequalities in the development of the tourism sector of the Eastern Cape.
- To indicate how the multivariate statistical technique of factor analysis was used to provide a simpler descriptive picture of the inequalities in the development of the tourism sector of the Eastern Cape.
- To indicate how the stakeholders in the tourism businesses were brought into the study to provide an explanation and, therefore, an understanding of the processes producing inequalities in the tourism sector of the province.

The general aim of research methodology is to collect and make available the data needed to address research objectives. The significance of research methodology is reflected in the following quotation:

Design helps investigators obtain answers to the questions of research and to control the experimental, extraneous, and error variances of the particular research problem under study. Designs are carefully worked out to yield dependable and valid answers to the research questions epitomized by the hypotheses (Kerlinger and Lee, 2006:450).

According to Leedy and Orsmond (2005:93):

Data are like ore because they contain pieces of the truth, but are in a rather unrefined state. To extract meaning from the data, what is commonly known as research methodology is employed. Data and methodology are inextricably interdependent. For this reason, the methodology to be used for a particular research problem must always take into account the nature of the data that will be collected in the resolution of the problem. The data dictate the research method.

In this study, the methodology employed relates to specific objectives that are intended to be achieved in the light of research problems that are elaborated below. The methodology is thus inseparable from the task of relating the transformations in the tourism sector to some underlying policies.

## **5.2 Problem statement, objectives and research design**

The main research problem of this study is: To what extent tourism policies have succeeded in addressing the problem of inequalities in the development of the Eastern Cape Province. The objectives of the study, as was indicated in chapter one, relate to an examination of how far tourism policies in post-1994 Eastern Cape have transformed the provincial tourism sector.

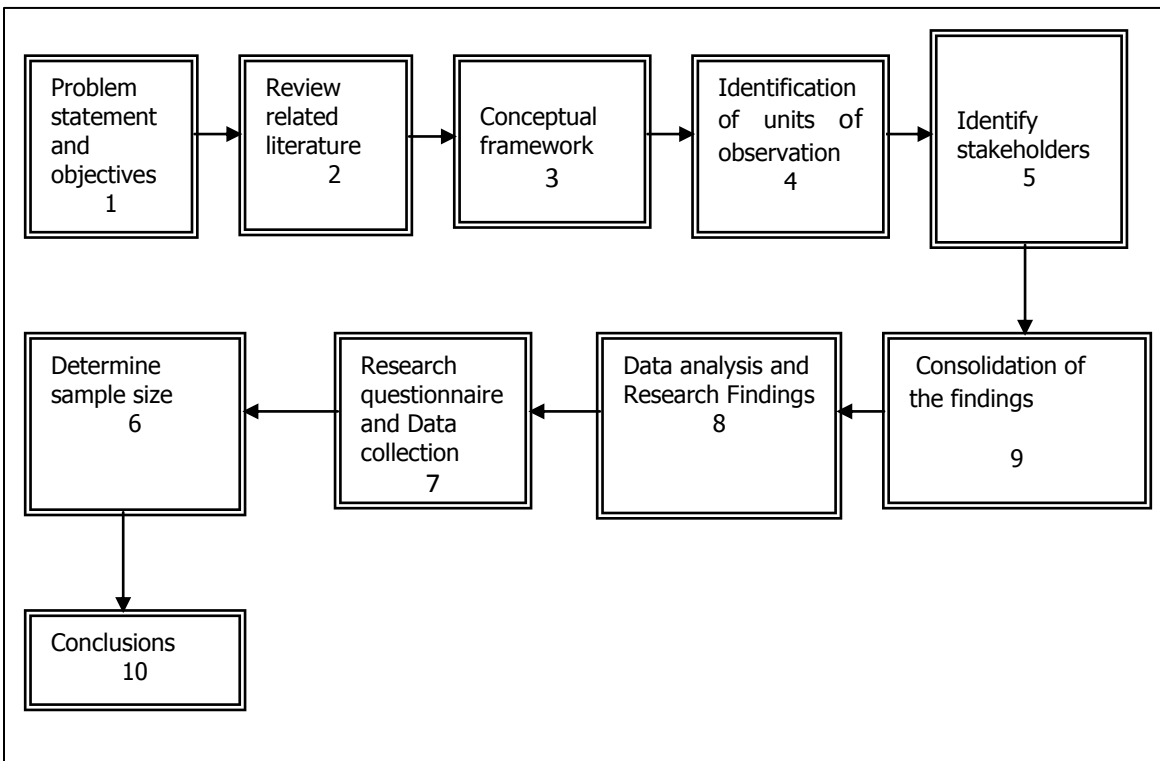
Research design indicates the procedure followed in the research process to achieve particular research objectives. Zikmund (1997:42); Cooper and Schindler (2008:153); Mouton (2002:193); Wilkinson and Birmingham (2003: 84), Leedy and Ormond (2005:85), De Vos, Strydom, Fouche and Delport (2006:71), among others, have indicated that research design provides the overall structure for the procedures the researcher follows to collect data to relate to some specified research objectives.



The following procedure was followed in this research study and is illustrated schematically in Figure 5.1

- Step 1:** State the research problem and objectives
- Step 2:** Undertake a literature review on the problem
- Step 3:** Indicate the conceptual framework and the propositions in terms of the research objectives;
- Step 4:** Identify the units of observation of the study
- Step 5:** Identify the stakeholders in the research
- Step 6:** Address issues related to the appropriate sample for the study
- Step 7:** Collect data to relate to the Research Questionnaire
- Step 8:** Data Analysis and Research Findings
- Step 9:** Consolidation of the research findings
- Step 10:** Draw conclusions

Figure 5.1: The research design used in this study



Source: Based on Leedy and Ormond (2005:86); Danermark et al, (2006: 109).

### **5.3 The sampling method used**

The tourism sector of the Eastern Cape is made up of thousands of stakeholders too large to cover. Through the use of scientific or unbiased sampling, it was possible to obtain a sub-set of the population which could be used to generalize for the population (Adèr, Mellenbergh and Hand, 2008). Sampling from the population enabled the researcher to focus on the sample to obtain comprehensive information which would otherwise not have been possible. Mouton (2002:136), cautions however that “the key concept in sampling is representativeness. Unless the sample from which we will generalize truthfully or faithfully represents the population from which it was drawn, we have no reason to believe that the population has the same properties as those of the sample”. To ensure that the study produced practically accurate and representative results, the following procedure was followed

#### **5.3.1 Operational taxonomic units used in this study and their justification**

On page 67-68 it was mentioned that nine tourism regions already exist in the province. These are not used as the Operational Taxonomic Units (OTUs) in this study, however, because they are merely regions without stationed government officials in charge of the tourism businesses. Instead, the OTUs to be used in this study are the local municipalities of the Eastern Cape Province. The Eastern Cape Province has been divided into **six District Municipalities** made up of **thirty-eight Local Municipalities** and **one Metropolitan Municipality** (refer to Figure 5.2).

Figure 5.2: Map of Eastern Cape showing the 39 municipalities from which information was collected for this study



Source: Statistics South Africa, 2007

The district municipalities and their local municipalities are indicated in the table 5.1 below:

Table 5.1: The six district and 39 local municipalities

District Municipality	Category	Local Municipality	Main City/Town
<b>Alfred Nzo</b>	EC441	Matatiele	Matatiele
	EC442	Umzimvubu	Mt. Ayliff
<b>Amathole</b>	EC124	Amahlati	Stutterheim
	EC125	Buffalo City	East London
	EC123	Great Kei	Komga
	EC121	Mbashe	Idutywa

	EC122	Mnquma	Butterworth
	EC126	Ngqushwa	Peddie
	EC127	Nkonkobe	Alice
	EC128	Nxuba	Adelaide
<b>Cacadu</b>	EC107	Baviaans	Willowmore
	EC102	Blue Crane Route	Somerset East
	EC101	Camdeboo	Graaff-Reniet
	EC103	Ikwezi	Jansenville
	EC108	Kouga	Humansdorp
	EC109	Kou-Kamma	Kareedouw
	EC104	Makana	Grahamstown
	EC105	Ndlambe	Port Alfred
	EC106	Sundays River Valley	Kirkwood
<b>Chris Hani</b>	EC136	Emalahleni	Lady Frere
	EC137	Engcobo	Engcobo
	EC133	Inkwanca	Molteno
	EC135	Intsika Yethu	Cofimvaba
	EC131	Inxuba Yethemba	Cradock
	EC134	Lukhanji	Queenstown
	EC138	Sakhisizwe	Elliot
	EC132	Tsolwana	Tarkastad
<b>OR Tambo</b>	EC153	Qaukeni	Flagstaff
	EC157	King Sabata Dalindyebo	Mthatha
	EC151	Mbizana	Bizana
	EC156	Mhlontlo	Qumbu
	EC152	Ntabankulu	Tabankulu
	EC155	Nyandeni	Libode

	EC154	Port St. John's	Port St. John's
<b>Ukhahlamba</b>	EC141	Elundini	Mt. Fletcher
	EC144	Gariep	Burgersdorp
	EC143	Maletswai	Aliwal North
	EC142	Senqu	Barkley East
<b>Metropolitan Municipality</b>	Nelson Mandela Metro		Port Elizabeth

Source: EC Govt (2004).

These local municipalities serve as the administrative and political centres for the Eastern Cape at the grass-roots level and as such all decision making and government policies for the Province, are based on these local municipalities. Development planning in the Eastern Cape, as presently constituted, is based on these existing administrative and political structures. The municipalities are planning districts, because they are empowered to formulate development plans for each municipality. They have political power to initiate and implement plans with the business and civil society organizations in the municipalities and, therefore, constitute the most important regional planning framework for the development of the Eastern Cape. This is in conformity with the South African government constitution and the national development policies and plans (Hicks, 1978; Blomley, 1994; Myles, 1994; GSA, 1996; DEAT, 1998; 1999; Downward, 2005).

The sampling method could have been used to select some of the above 39 municipalities for this study. This was however not the case. It was observed that the selected municipalities might not necessarily have had all the information required such as having tourists at the time of the interviews. All the 39 municipalities have, therefore, been selected for this study as indicated in Table 5.2 below. Even when all the municipalities were selected, one can still observe that some of research assistants did not meet any tourists at the time of the interviews. Even the Bed and Breakfast

facilities in such municipalities were found to be empty of tourists at the time of the research.

Table 5.2 below illustrates the distribution of the sample size of the six stakeholders among the 39 observation taxonomic units, made up of the 38 local municipalities and one metro, as follows:

- ❖ Neighbouring residents of rural-based tourism businesses, represented as **A**
- ❖ Tourism business owners, the workers and service providers represented as **B**
- ❖ Tourists visiting the municipalities, represented as **C**
- ❖ Government and LED officials involved in tourism, represented as **D**
- ❖ Informal tourism business operators, represented as **E**
- ❖ Knowledgeable tourism individuals, **F**

Table 5.2: Distribution of sample sizes among the observation units

<b>Municipality</b>	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>	<b>F</b>
Amahlati	3	10	2	1	2	0
Baviaans	3	6	0	0	1	0
Blue Crane	3	7	0	1	1	0
Buffalo City	10	64	52	5	10	5
Camdeboo	3	10	2	1	2	0
Elundini	3	7	0	0	2	0
Emalahleni	3	9	0	1	2	0
Engcobo	3	5	0	1	2	0
Gariep	3	10	0	0	2	0
Great Kei	3	14	2	1	2	0
Ikwezi	3	5	0	0	2	0
Inkwanca	3	7	0	0	2	0
Intsika Yethu	3	6	0	1	2	0
Inxuba Yethemba	3	11	2	1	3	0
King Sabata Dalindyebo	4	25	14	2	5	2
Kouga	3	20	5	1	3	0
Kou-Kamma	3	10	4	0	2	0
Lukhanji	4	14	3	2	5	0
Makana	4	20	8	1	4	1
Maletswai	3	10	2	1	3	0
Matatiele	3	5	0	1	2	0
Mbashe	3	8	0	1	2	0
Mbizana	3	10	2	1	2	0
Mhlontlo	3	6	0	1	1	0
Mnquma	4	12	4	1	4	1
Ndlambe	3	20	5	1	2	0
Nelson Mandela Metro	5	72	78	4	20	3
Ngqushwa	3	7	0	1	1	0
Nkonkobe	3	14	5	1	2	0
Ntabankulu	3	6	0	1	1	0
Nxuba	3	7	0	1	1	0
Nyandeni	3	5	0	1	1	0
Port St. John's	5	21	20	2	8	0
Qaukeni	3	7	0	1	2	0
Sakhisizwe	3	5	0	1	2	0
Senqu	3	14	4	1	3	0
Sunday's River Valley	3	16	6	1	3	0
Tsolwana	3	5	0	0	2	0
Umzimvubu	3	10	0	1	4	0
<b>Total</b>	<b>132</b>	<b>520</b>	<b>220</b>	<b>42</b>	<b>120</b>	<b>12</b>

Source: Fieldwork (Author, 2010)

If it is borne in mind, however, that 39 municipalities are involved in this study, then one realizes that the figures in the above table were quite reasonable. For the local rural residents (A) for example, it could be observed that the average figure of respondents per municipality was only three household heads. In the case of column B, it also needs to be noted that three stakeholders were, in fact involved - business owners, their workers and service providers distributed over 39 regions. The unusually high figures under B for East London and Port Elizabeth were interviews that were conducted with groups of tourists in buses and not with individuals as such.

Each figure in the table thus represents a municipality. Thus, for the Blue Crane municipality for example, the research assistant assigned to that locality interviewed three household heads, seven people (made up of formal tourism business owners, their workers and service providers), no tourist during the period of the interview, one government official and one informal tourism business.

### **5.3.2 The research respondents**

Open-ended questionnaires were directed to these 6 stakeholders/respondents:

**A** *Residents living in and around the tourism destinations (Appendix 2a)* – These subjects are crucial in the research because they live close to the tourism establishments and have strong memories, emotional attachments and other types of relations with the businesses. They are directly affected by the operations of the tourism products and, therefore, it is highly appropriate to sample their views on the development of the tourism industry around them. As noted above, top-down research projects tend to ignore the opinions of people living close to development projects, business establishments and other entities on the basis not being employees or managers of the organizations concerned. This technocratic way of conceptualising stakeholders was rejected in this study in favour of the business



social responsibility model which looks at the broader environment in which businesses operate. On the basis of this criterion, the communities living near the tourism establishments were included in the research. In this research, the focus was on the rural communities living close to the tourism establishments. These communities were included because of the high levels of poverty, marginalization and dependency of the rural communities in the province (Carmichael and Drummond, 1989; ECSECC, 2009).

**B *Formal sector tourism product owners, their workers and service providers***

A sample of 415 business owners, 75 of their workers and 30 service providers were interviewed giving a total of 520. (*Appendix 2e, Appendix 2b*) – The business owners were those responsible for investing their capital, skills and time in the tourism products that are enjoyed by the tourists that visit their premises. These investors were critical in providing information on the dynamics and trends of the local tourism industry. To a large extent, these stakeholders influence the sizes of investments, output, profits, employment created and other impacts of the tourism activities. The owners, thus, constituted the supply side of the business.

No meaningful business research can afford to ignore the role of the workers and service providers associated with the business owners. With the exception of one-man business ownerships characteristic of the informal sector, the formal businesses under study had their full-time and part-time paid employees. The employees who were identified were in most cases given questionnaires to go outside or home to provide the answers since most of them did not want their bosses to see them provide research information.

The service providers were made up of contract workers who undertake occasional assignments such as attending to maintenance problems of the buildings and other

infrastructure facilities of the businesses, undertaking room decorations on important occasions, doing advertisements, accounting services and other forms of assistance to the owners of the businesses. The full-time service providers on the other hand, included those who supply food to the businesses. The service providers were referred to the researcher by the owners of the businesses concerned.

The distribution of the business owners, their employees and service providers appear in Table 5.3. These respondents are classified under the following heading:

- ❖ **B** represents tourism business owners, employees and service providers
- ❖ **BA** stands for tourism business owners
- ❖ **BB** represents their employees
- ❖ **BC** stands for the service providers

Table 5.3 Distribution of tourism business owners, employees and service providers

<b>Municipality</b>	<b>B</b>	<b>BA</b>	<b>BB</b>	<b>BC</b>
Amahlati	10	8	1	1
Baviaans	6	6	0	0
Blue Crane	7	6	1	0
Buffalo City	64	50	10	4
Camdeboo	10	9	0	1
Elundini	7	7	0	0
Emalahleni	9	9	0	0
Engcobo	5	5	0	0
Gariep	10	7	2	1
Great Kei	14	9	3	2
Ikwezi	5	4	0	1
Inkwanca	7	6	0	1
Intsika Yethu	6	6	0	0
Inxuba Yethemba	11	7	3	1
King Sabata Dalindyebo	25	17	5	3
Kouga	20	14	5	1
Kou-Kamma	10	9	1	0
Lukhanji	14	9	4	1
Makana	20	14	5	1
Maletswai	10	8	1	1
Matatiele	5	3	1	1
Mbashe	8	8	0	0
Mbizana	10	10	0	0
Mhlontlo	6	6	0	0
Mnquma	12	9	2	1
Ndlambe	20	16	3	1
Nelson Mandela Metro	72	52	15	5
Ngqushwa	7	7	0	0
Nkonkobe	14	13	1	0
Ntabankulu	6	6	0	0
Nxuba	7	7	0	0
Nyandeni	5	5	0	0
Port St. John's	21	15	5	1
Qaukeni	7	7	0	0
Sakhisizwe	5	4	1	0
Senqu	14	11	2	1
Sunday's River Valley	16	13	2	1
Tsolwana	5	4	1	0
Umzimvubu	10	9	1	0
<b>Total</b>	<b>520</b>	<b>415</b>	<b>75</b>	<b>30</b>

Source: Fieldwork (Author, 2010)

**C** *Tourists that visit the Eastern Cape (Appendix 2c)* – The tourists patronising the businesses constituted the demand side or customers of the industry. They were found to be the living proof of whether the industry had a future in the province or not. They also provided an indication of the popularity or otherwise of the tourism products available in the province (Graburn, 1989). Tourists are very important in tourism research since, in the long run, changes in their demand for the tourism products can affect the concrete activities or output of the tourism business owners as was discussed in Figure 4.3 above.

**D** *Tourism policy makers (Appendix 2d)* – These are the officials involved in the formulation of the various tourism policies and plans for regulating the tourism industry. It was important to find out from them what their motivations, problems and recommendations were in the implementation of the tourism policies that drive tourism in the province (Hall and Jenkins, 1995). The tourism policies are local mechanisms with particular ways of influencing the tourism sector by virtue of their nature. Middle range or grounded theories can therefore be built on the causal powers of such mechanisms (Mey and Mruck, 2007: 38). Thirty-two tourism officials were interviewed. Ten of the LED officials were also interviewed to find out the extent of their involvement in the tourism activities in the 39 municipalities. These officials are associated with the Provincial Growth and Development Strategic Plans.

**E** *The informal sector tourism operators (Appendix 2f)*. A sample of the informal operators (120) in the tourism sector was interviewed in the local municipalities to obtain information about their day-to-day activities. It was important to include them in the research to present a perspective of the *second economy* dimension of the tourism businesses. In a country such as South Africa in which the apartheid ideology created the dual economies for decades, no research could be complete

without including the other half of the first or formal economy (Yirenkyi–Boateng, 2010).

**F** In addition to the above, arrangements were made to interview some individuals in the Eastern Cape who, the author felt, were quite knowledgeable enough to enrich the study with their opinions. These knowledgeable people were made up of the following: 4 academics, 2 consultants, 3 community leaders and 3 directors from Bhisho and East London. These were people who have shown tremendous interest in the potential and development of tourism in the province, serving in different capacities as resource persons for the benefit of the industry. The academics were drawn from tertiary institutions in East London, Butterworth, Queenstown and Mthatha; the consultants, were from Butterworth and East London; and the community leaders were drawn from Nkonkobe, King Sabata Dalindyebo and Lukhanji Municipalities. In this connection, mention could be made of the ideas expressed by intellectuals such as Mamdani, (1991) who have stressed the importance of consulting public experts on certain topical social issues.

The method of stratified sampling was used in this study. Stratified sampling is the process of grouping members of a population into relatively homogeneous subgroups so that the strata should be mutually exclusive. Every element in the population is assigned to only one stratum so that the strata should also be collectively exhaustive and no population element is excluded (Chambers and Skinner, 2003). In using this method, the researcher first identifies the relevant strata and their actual representations in the population and then, selects elements from each stratum at random, using one of these two ways:

- the number of elements drawn from each stratum depends on the stratum's size in relation to the entire population ("proportionate" sampling),

- the number of elements sampled from each stratum is not proportionate to the size of the stratum ("disproportionate" sampling);

Random sampling is used to ensure that "*sufficient*" number of elements is typically selected from each stratum and the results are weighted according to the stratum's size in relation to the entire population. "*Sufficient*" refers to a sample size large enough for us to be reasonably confident that the stratum represents the population. Stratified sampling is often used when one or more of the strata in the population have a low incidence relative to the other strata. Stratified sampling is a commonly used probability method that is superior to random sampling because it improves the representativeness of the sample by reducing sampling error (Frankfort-Nachmias and Nachmias, 2000; Chambers and Skinner, 2003).

The above respondents were found during the pilot survey, to differ in terms of their wealth, business experience, race, gender, educational background, age, geographical locations and other factors, thus, the efforts that were made to apply the stratified sampling method to choose them in such a way as to ensure balanced representations with regards to the information needed for this study.

Table 5.4 below provides information about the population and sample sizes used in various sections of this study to gain access to the opinions of the stakeholders regarding their interpretations of the tourism policies and other aspects of the tourism activities in general.

Table 5.4 Relationships between Population sizes and the samples used in the study

<b>Local Municipality</b>	<b>Population</b>	<b>Sample size</b>
39 municipalities	9466 business registered with the ECTB/Municipalities. For Factor analysis study (Extensive research).	520 formal sector-based businesses with their workers and service providers for intensive research ( 415 business owners; 75 workers, 30 service providers)
39 municipalities	Total number of tourists visiting: 5.25 million (2009). Refer to Table 2.4	220 (for intensive research)
39 municipalities	Total number of rural residents living very close to the businesses - estimated to be 3.982m (ECSECC, 2011)	132 respondents (for intensive research)
39 municipalities	Total number of government tourism officials - estimated to be 200 workers	10 LED officials; 32 tourism officials that is, (42, for intensive research)
39 municipalities	People with important information on Eastern Cape tourism - not applicable	12 knowledgeable people (for intensive research).

Source: Fieldwork (Author, 2010)

A sampling frame means the list of elements from which a sample is actually drawn (Cooper and Schindler, 2008:170). From the list of 9466, a stratified random selection of 415 tourism business owners was selected for the purpose of addressing the objectives of this study. Only a few of these businesses were established prior to 1994, when tourism was seen as an exclusive economic activity. In view of the fact that tourism businesses within the six major role-players are not equally distributed in the local municipalities of the Eastern Cape Province, the variances of the sampling fraction

differ across the strata. For this reason, as noted above, disproportionate stratification was used to provide better precision from the sample points allocated to the strata. If a researcher makes mistake in the allocation of sampling points, a stratum may either be over-represented or under-represented, producing skewed results.

Researchers tend to differ as to what sample size is considered appropriate for a research. Some maintain that a larger sample is better because of a lower random sampling error (Cooper and Schindler, 2008:170). The following parameters of interest dictated what sample and of what size were needed:

- Variation (heterogeneity) or dispersion within the population;
- Desired precision
- The higher the confidence levels in the estimate, the larger the sample needed.

In this study the stratified sampling method was used to obtain the list of stakeholders who were interviewed to obtain the information required.

## **5.4 Data collection**

### **5.4.1 The research questionnaires and data collection**

Between 2003 and 2006, trips were made by the author to the municipalities as a familiarization exercise for preparing unstructured questionnaires with the help of some tourism product owners in the accommodation, transport, culture and heritage and food and beverage sectors, some of whom had just ventured into the business with little or no skill. The questions helped to design a formalized research questionnaire that was pre-tested in 2007. The pre-test questions helped to ensure high response rates from the six stakeholders.



The product owners, who were interviewed during the pilot survey, were not interviewed again when the final instrument was used for the actual interviews during the latter part of 2008 to 2009, in order to avoid any preconceptions. A different set of respondents mentioned in Table 5.4 was, therefore, targeted in the collection of the final data during the latter part of 2008 to 2009. The long period of association with the tourism stakeholders in the Eastern Cape has, proved particularly advantageous by giving the author more than enough time to properly understudy the tourism sector of the province. All the municipalities were visited on several occasions. The role of the research assistants in the data collection exercise needs to be acknowledged. They were particularly helpful in their interactions with all the respondents. Without them, it would not have been possible to obtain the information in this study. Table 5.5 below indicates the amount of work that was done by the research assistants.

Twelve research assistants were used for the pilot survey. Four were selected from unemployed-graduate database of the provincial DEDEA; six post-graduate tourism students; one tourism lecturer from Walter Sisulu University; and one high school tourism teacher. These assistants were drawn from Eastern Cape because of their knowledge and familiarity of the tourism dynamics of the province. Their average age was 26 years, and they all had basic tertiary qualification of a bachelor's degree. A four-day training session of three hours a day was held with them to help them understand the objectives of the research as enshrined in the questionnaire. They were taken through the questionnaire, with directives as to how to interpret the questions in the vernacular (Xhosa), to make it understandable to all the respondents, if necessary. They were trained regarding how to allow the respondents to freely express themselves in providing answers to the questions. The whole data collection exercise took six weeks to complete.

For the purposes of this study, the Eastern Cape was divided among the research assistants, and the breakdown of the allocations to the research assistants according to the municipalities were as follows (Table 5.5 below):

Table 5.5: Assignment of municipalities to the research assistants

<b>Local Municipalities</b>	<b>No. of research assistants</b>
Matatiele; Umzimvubu; Ntabankulu; Mbizana; Qaukeni; Port St. John's; Nyandeni; King Sabata Dalindyebo	2
Buffalo City; Great Kei; Nkonkobe; Mngquma; Amahlati; Ngqushwa; Mbashe	2
Lukhanji; Emalahleni; Sakhisizwe; Intsika Yethu; Engcobo; Mhlontlo; Elundini	2
Baviaans; Nxuba; Blue Crane Route; Kou-Kamma; Makana; Ndlambe; Ikwezi	2
Camdeboo; Inxuba Yethemba; Gariiep; Tsolwana; Maletswai; Inkwanca; Senqu	2
Nelson Mandela Metro Kouga; Sundays River Valley	2
42 government officials assigned to	Author
12 knowledgeable people assigned to	Author

Source: Fieldwork (Author, 2010)

The author visited the selected local municipalities in a fortnight cycle to check on the assistants' progress, problems encountered and to collect completed questionnaires. The whole exercise took six weeks to complete. Some of the problems encountered at this stage of the research included: suspicion and non-cooperation of stakeholders; long travel distances between products and the inconvenience of using public transport; some degree of bias in achieving representation and diversity of tourism operations; long questionnaires were discomfoting for most respondents; dearth of knowledge of some municipal tourism officials, precipitating in disinterest in answering questions; bringing together the 12 assistants in East London for training, was a real challenge due to inadequate funding; the vastness of the province and the cost involved in undertaking the exercise was too challenging for the author.

To address the research objectives, research questionnaires were prepared under Appendix 2a, 2b, 2c, 2d, 2e and 2f as seen from page 331 to page 360. The research assistants collected information with these research questionnaires from samples of the stakeholders indicated in Table 5.2.

The second assignment of the research assistants involved analysing the data collected from the municipalities assigned to them in tables based on the structure of Appendix 4. The individual tables from municipalities assigned to them, thus, comprised of one row each with information on 27 variables representing the columns. This preliminary analysis of the research findings and their consolidation is what was implied in steps 8 and 9 on page 141. The 39 tables were combined to produce the information in Appendix 4. The 39 by 27 matrix table was subsequently simplified into two factors as presented in Table 6.3. The type of research design adopted in this study, thus, involved beginning with the simple to the complex and back to the simple as discussed by (Danermark, Ekstrom, Jakobsen and Karlsson, 1997: 109-112).

## **5.5 Information generated from the questionnaires and justification**

Obviously in a research of this nature, one needs to disclose the precise information that is intended to be produced. Initially, the information and the related variables selected for the study had to satisfy certain criteria. First, the variables selected had to be relevant to a developing province like the Eastern Cape. Communication with the relevant government officials and the general public in the Eastern Cape helped in the identification of the variables concerned. Second, the availability of such data had to be taken into consideration. Thirdly, the variables had to be practically adequate indicators for getting a picture of the concept of inequality on the tourism sector of the Eastern Cape (Sayer, 1992: 84; Silverman, 1993; Neuman, 2006). Another basis for the selection of the variables was that they must cut across various sectors: economic

(production, distribution and consumption), social, geographical, and political (regime theory) and historical (pre- and post-1994) and also be able to relate to the current imperatives of the Eastern Cape Provincial Tourism Development Policy. In short, the variables had to be selected to relate to the objectives of this research and the underlying theories.

The credibility of the variables selected for measuring the phenomenon of inequalities in the development of the tourism industry of the Eastern Cape, as in any such social studies, tend to fall under the following:

- Their validity (content, or face; criterion, and construct), and
- Their reliability

The quality of measurements in any social research depends very much on the validity and reliability of the data being measured. Validity is about what must be measured (Bryman, 2001).

*Content validity* deals with the adequate coverage of the concept elements. Face validity is concerned with the nominal value of the measurement. The *criterion validity* on the other hand, deals with the predictive and concurrent aspects of the measurement. The *construct validity* deals with the extent to which a set of variables actually represent the theoretical construct (inequalities in this case) which they are designed to measure (Zikmund, 2003: 300).

The *reliability* aspects deal with the extent to which the variables selected could yield consistent results when the object being measured has not changed. It is thus a measure of the extent to which the indicators used could be relied upon objectively as indicators of inequalities in the development of the tourism sector in our case. The reliability component indicates that if multiple measurements were to be taken on the

object of study, the reliable measures will all be consistent in their values. The various aspects of reliability include internal consistency, equivalent forms and test-retest reliability.

In order to have validity in this study, one must also have reliability. The more valid and reliable our measurements are, the more likely we are at drawing appropriate conclusions from the data we have collected, to solve the research problem in a credible way (Saunders, Philip and Thornhill, 2006: 101).

The theories on measurement validity and reliability indicate that they need to indicate the degree to which the measurements are free from error and yield consistent results (Zikmund, 2003: 300). Among the possible errors associated with measurements, the following could be mentioned: subject error, subject bias and observer or researcher error and observer or researcher bias. All these issues were taken into consideration in ensuring the validity and reliability of the variables that appear in the questionnaire. Based on the above considerations, the following discussions feature in the findings:

#### **5.5.1 Variables providing some background information**

The first part of the information to be disclosed involved the provision of some background information such as demographic data on the research subjects.

#### **5.5.2 Variables for generating factor analysis-based information**

The second part of the descriptive information which was to be generated involved each research assistant providing initial information on 27 attribute variables of the municipalities that were assigned to them.

For the purpose of this study, the choice of the 27 variables was conditioned by certain considerations. The key question was how valid and reliable are the variables selected to undertake the measurements on inequalities in the study area? Are they valid indicators for measuring inequalities in the development of the tourism sector of the Eastern Cape?

Based on these considerations, the 27 variables on the inequalities on certain attributes of the tourism development of the 39 municipalities of the Eastern Cape, on which the research assistants were to provide information were as follows: population; number and types of tourism establishments (such as nature-based and culture-based tourism; food and beverage outlets; transport-related tourism business; sports-related tourism business; tourism-based facilities); amount generated by the tourism businesses per municipality; insured tourism businesses; urban-located tourism businesses; ownership situation; business experience; number of employees in the businesses; patronage from the informal sector; number of and amounts spent by the tourists; the racial backgrounds of the business owners; and the quality of services to the public.

It needs to be noted, therefore, that these variables in Appendix 4 indicate the operationalization process used to make the concept of inequality measurable. The process was intended to measure certain important features of the Eastern Cape tourism businesses as currently organized. The variables used could thus be conceptualized as assessment or performance indicators in the tourism sector of the municipalities. The variables were carefully selected to act as indicators to measure progress or setbacks and, therefore, as measures on which the municipalities and the actors involved could be made to perform better in future (Babbie, 1993; Silverman, 1993). For example, the data on the estimated contribution of the tourism businesses to the income of the municipalities (variable 5) gives a very important indication of their rankings in terms of the income generation factor. In the same way, the variables

providing information on the number of tourism businesses, the amounts spent by the tourists per day, and the sales to the informal sector all help to provide key statistics on the varying contributions of the tourism activities to the economies of the 39 municipalities. By comparing the 27 variables, the municipalities could be classified on the basis of their differences with reference to those indicators (Creswell, 2003; Manly, 2004). The details of the variables in Appendix 4 are as follows:

### **Population of the local municipalities (variable 1)**

Population has been included in the list because its composition is an aspect of demography that has a profound bearing on the character of human activity and on its ability to change. The correct interpretation of population structure and the study of demographic sub-groups can help understand socio-economic or political change. The economic objective of any development agenda is related to production, cost and income, all of which have geographical expression and directly affect the level of living of the population, the ultimate beneficiary of every development effort. If human beings are the object of our curiosity then the improvement of the quality of their lives is of paramount interest. The source of information for this study was based on South Africa's 2010 mid-year population estimate that was obtained from Statistics South Africa (2010).

### **Tourism establishments pre-1994 and 2009 (variable 2 and 3)**

This variable is the cornerstone of any economy's drive towards tourism development because it produces the attractions that entice tourists to a destination and the comfort that goes with such attractions (DEDEA, 2008; ECSECC, 2007). This variable (estimated for pre-1994 and 2009), broadly covers the following tourism products: types of accommodation units; nature-based and culture-based tourism; food and beverage outlets; transport-related tourism business; sports-related tourism business; tourism-based facilities. The availability of these products and their quality thereof will

determine the number of visitors the destination will attract. There is every justification that these products be included as a matter of great necessity in an effort to establish whether tourism is making meaningful contribution or not towards arresting the inequality problem in the Eastern Cape Province. The development of these products in a destination and the economic spin-offs of such development and the impact on the local community is a great recipe for eradicating inequalities. Nature-based tourism products like game and nature reserves; beaches natural landforms and culture-based items such as indigenous ways of life; dances; food; heritage; museums; and memorials, constitute the attractions to a destination. To enable tourists to have authentic experience in enjoying these products, certain conditions need to be fulfilled. They need to travel to the destination, a place to stay, food and beverage to survive and other services that will make them feel at home away from their homes. Without these products there will be no tourists to visit any destination and, therefore, there will be no need to talk about tourism, let alone measure its contributions to development. This information was obtained from some of the local municipalities and augmented by information supplied by Eastern Cape Tourism Board database of 2010.

#### **Number of tourism businesses registered with ECTB (variable 4)**

This was an indication of tourism businesses that are compliant to regulations guiding tourism operations in the Province. Such businesses received great help from government through marketing, workshops and other necessary training to boost their businesses. This information was obtained from the database of the Eastern Cape Tourism Board.

#### **Estimated contribution of tourism to the Eastern Cape economy (variable 5)**

The inclusion of this variable is to measure the extent to which equity has been a factor in the amount invested tourism development in the Province. This variable will confirm or not the dichotomy between total investments in the municipalities. There is a need to



establish the reasons why huge investments in tourism development have been coalescing in the certain areas to the disadvantage of the peripheral regions that have the tourism potential but little or no attention. Huge investment in tourism development in the province has the potential to pull in large number of visitors for the benefit of the people of the province. This means much revenue, more jobs, cuts in poverty levels, improved standard of living and reduced regional inequalities between and within the local municipalities. The provincial government and local municipalities were the sources of this information (DEDEA, 2008; ECDC, 2007; ECSECC, 2007).

### **Insured tourism businesses (Variable 6)**

This variable has been included to establish the extent to which tourism businesses in the province are safeguarded against natural and human-induced hazards. Insured businesses guarantee sustainability. This variable will also provide information on the spatial distribution of insured tourism businesses in the province as a measure of the extent of inequality in the distribution of insured businesses. The tourism business owners interviewed were the sources of this information.

### **Urban-located tourism businesses (variable7)**

Urban-located tourism business as a variable is to bring to light the spatial extent of the distribution of tourism businesses in the province. This variable is to expose the rural-urban dichotomy, if any, of the tourism businesses and the extent to which such distribution has contributed to the regional inequalities that have been endemic in the development of the province. This variable will be useful in assessing the extent to which the citizens of the province are mobilizing the existing resources in their local municipalities into tourism development towards becoming economically self-reliant (Sorensen, 2010). This variable will indicate where potential tourists can access cultural and recreational facilities, their availability of which improves the quality of lives in every economic development. This information was obtained from the Eastern Cape

Tourism Board and in some cases from the research generated by the research assistants.

### **Race of business ownership (variable 8)**

The study intends establishing the race of ownership of tourism businesses in the province. Before the democratic elections in 1994, the perception has been created that tourism was an economic activity that belonged to and enjoyed exclusively by the white race of South Africa. As an economic activity the required skills and resources were beyond the capability of the non-white people of the country. For this reason, getting involved as a business or for enjoyment was not popular among the non-white. Post 1994 was supposed to usher in a different picture because of the democratic dispensation that offered equal opportunities to all South Africans. However, the extent to which the equal opportunities translate to participation of all citizens in the tourism industry cannot be ascertained if this variable is not included in the study (ECTB, 2010; DEDEA, 2008). The tourism business owners were the source of this information.

### **Tourism Businesses that are BEE-owned (variable 9)**

Consequent to a national government policy of encouraging black people to own and operate their businesses, a number of tourism business ventures have sprang up especially in some urban centres of the province. Such businesses enjoyed flexible financing that gave them a head start in the opening their businesses. Unfortunately not all prospective tourism business owners were able to enjoy this facility. The source of this information was the respondents of such businesses.

### **Business experience (variable 10)**

The adage that "practice makes perfect" forms the basis for the inclusion of this variable. The longer one stays in the business the better the chances of the owner running the business efficiently (Henderson, 1999). It is, therefore, important to

establish for how long those concerned had been involved in the tourism business as a way of gauging the extent of their commitment, confidence and skills. The tourism business owners were asked to ascertain the period they have been involved in the tourism business and what motivated them to get involved. These indicators can provide an idea of the future of the industry because good business experience can ensure the sustainability of the tourism industry (Cooper and Schindler, 2008).

### **The number of employees (variable 11)**

Tourism has been seen all over the world as an economic activity capable of creating employment in any economy. Some economists measure the success of an industry on the basis of how many jobs have been created, because, it is argued, employment translates to incomes, increased purchasing power and, therefore, improvements in the standard of living of people (DEDEA, 2008; EC Business, 2007; ECDC, 2007). This variable thus examines the extent to which the tourism businesses are helping the provincial government's programme of job creation. The tourism business owners were the source of this information.

### **Tourism products and their linkages (variables 13 to 20)**

The tourism products like accommodation units and their categories (variables 13 and 14); nature- and cultural-based tourism products (variables 15 and 16); food and beverage outlets (variable 17); transport-related tourism activities (variable 18); sports-related tourism businesses (variable 19) and the number of tourism service providers, such as travel agents, booking agents, and others (variable 20), were included in the questionnaire so as to measure the extent to which they are contributing to tourism growth and development. This information was sourced from the operators involved in these activities during the field work by the research assistants.

### **Participation of the informal sector (variables 21 and 22)**

Little recognition has been given to the role the informal sector of the economy plays in tourism development policies in the province. Yet the informal sector plays a significant role in commerce and other areas including art and craft making, selling of artefacts, fruits, vegetables and so on. This sector of the economy employs a sizeable portion of the labour force and gross domestic product in the Eastern Cape. The sector provides great support to the formal sector through the nature of its business. The informal sector provides fruits, vegetables, artefacts, and so on, to the formal sector. The participation of the informal sector in the formal sector is a way of establishing the sort of relationship between them, in terms of how much the informal sector buys from and or sells to the formal sector - a symbiotic sort of relationship (Rogerson, 2000d; Guba-Khasnabis, Kanbur and Ostrom, 2006). The source of information was the 120 informal operators who were interviewed in the municipalities.

### **Number of tourists and amount spent (variable 23 to 25)**

The performance of every destination in the tourism industry is measured by the number of tourists (both domestic and international, variables 23 and 24) that visit the facilities (Ryan, 1995; Davidson and Maitland, 1997), and the amount spent (variable 25). Some destinations are judged better than others on the basis of how many tourists visit the facilities. In South Africa, the Western Cape is adjudged the best tourist destination, followed by Gauteng and KwaZulu Natal provinces. In the Eastern Cape, the Nelson Mandela Metropolitan Municipality is adjudged most visited destination. Whether this is a fact or a perception can only be established by collating figures of tourists visiting the thirty-eight local municipalities and a metro in the province. Such data will provide a good indicator of how the local municipalities are performing in the development of the industry. The more attractions a municipality offers the greater the number of tourists that will flock to the area. If tourists find the destination enjoyable, they will stay longer and spend more money yielding greater revenue and more

investments for future development. The number of tourists visiting was obtained from the tourism centres of the Eastern Cape Tourism Board, the tourism business owners and also from the provincial government and Statistics South Africa.

### **Race of the patrons/tourists (variable 26)**

Including this variable in the study is to find out if patronage of the industry is still exclusively white, post-1994. This is one way of proving whether the industry is as open as the efforts of the government, post-1994, suggests (ECTB, 2010; DEDEA, 2008). Measuring the levels of inequalities in the tourism businesses will therefore be incomplete without including the racial profiles of the business ownership situation. The tourism business owners provided this information through the research assistants.

### **Satisfaction with the quality of service (variable 27)**

The quality of service tourism practitioners offer in the local municipalities will either draw in more tourists or not. The process of quantifying or scoring a person's performance on assessments is referred to as measurement and it occurs after data have been collected (Gay, et al., 2006). In this study, the quality of service was measured on a 3-point Likert Scale of above average; average; and below average to find out how tourists felt as a gauge for their possible repeat visit.

### **5.5.3 Variables based on the responses of the respondents/stakeholders**

This explanatory section of the thesis shows how the intensive *explanatory* research method was employed for purposes of getting internal access to the concrete activities or interpretations of the key stakeholders in the tourism sector of the study region. The primary sources of data were acquired from the stakeholders through interviews, open-ended questionnaires and informal discussions with them and also from personal

observations. The questions that were posed to these stakeholders are summarized in the Appendix 2 on page 332.

### **Local residents close to rural-based tourism businesses**

For this category of stakeholders (**A** on Table 5.3), the researcher wanted to know from a sample of 132 household heads living near designated tourism businesses the factors that they thought triggered the emergence of tourism potential in their local areas. Questions were posed to the household heads in the villages to probe the extent of the local residents' knowledge on the importance or goals of the tourism policies of the Eastern Cape government and the sort of tourism activities that had emerged in their locality, pre-1994 and post-1994. Information was also collected from the household heads on the ownership of the tourism businesses in the area, whether they were privately or publicly or private-publicly owned pre-1994 and post-1994. The researcher also wanted to know the extent of local communities' involvement in the tourism industry and in what capacity or activity. From other information collected, the researcher established the average number of tourists to the rural areas and the possible origin of the tourists. The local residents were also asked to provide information on any positive or negative impacts they could associate with the tourism activities and the problems facing the development of the tourism sector. They were then asked to propose programmes of action for sustaining tourism as a key sector in their localities.

### **The 520 business owners, their workers and service providers**

Table 5.3, (**B** on Table 5.3) provides a summary of these stakeholders and where they were based in the municipalities at the time of the interview. A total of 415 business owners in the 39 municipalities were asked about the factors that prompted them into getting involved in the tourism industry, and the nature of ownership of the tourism activity they are involved in whether private; public; private-public; the percentage of

ownership of the tourism activity and the nationality of the business and whether the business was insured or not. To measure how far transformation had gone in the industry, questions were posed as to the racial background and experience of the business owners; the number of employees and blacks in management positions; and whether the business had any links with the informal sector (Kirsten and Rogerson 2002). To alleviate any concerns with the environment, owners were asked of the carrying capacity of their facilities; the average charge per day; the average number of tourists that visit the facilities in a day, the origin of the tourists and the average amount spent by each visitors per day; and the medium through which they advertised their business. To ensure that their business operations conformed to the legal imperatives of the industry within the framework of provincial policies and guidelines, questions were posed to establish their knowledge of the provincial tourism policies and plans. They were also given the opportunity to identify problems that have affected and continue to affect the development of tourism in their local community. They were then requested to be proactive by proposing a policy of action for the sustenance of the tourism industry as a key sector for the future development of the Eastern Cape. In a similar vein, 75 workers and 30 service providers of the businesses were asked questions similar to those posed to the business owners. (Refer to Appendix 2).

### **The tourists visiting the tourism facilities**

A sample of 220 tourists was interviewed (C on Table 5.3). The success of every country's tourism industry depends to a large extent, on the number of tourists that visit a region/country since they ultimately constitute the demand side of the tourism production process (Krippendorf, 1989).

Getting respondents for this study on tourism, however, had some particular challenges. In the first case, tourists are not permanent residents at tourism facilities. They come and go. For this reason, the research assistants were asked to interview

tourists that they were to meet at particular facilities. The figures under column **C** in Table 5.3, thus, represent samples of tourists that the research assistants were able to meet and interview. In the second case, it also needs to be noted that the relatively high figures for Buffalo City (52), Nelson Mandela Metro (78) for example, were not individual tourist respondents as such but were made up of groups of tourists in some cases. For example, the research assistants could interview a group of 15 tourists in a hired bus or 3 cyclists riding as a group, or 2 families at a beach together as a *focus group type of research*. Finally, in municipalities where there were no respondents, the implication is that the research assistants did not meet tourists at the selected most important tourist attraction (for example, the major, and, in most cases the only hotel in town at that seat of the municipality) at the time of the interview.

It needs to be pointed out that perhaps, if the interviews had been conducted some weeks earlier or later, important occasions such as funerals, weddings or other events could have been happening in which case different figures would have emerged. These fluctuations in tourist numbers were realities which the business owners and, in fact, the local population argued is one of the key features of the tourist business. For example, one can just imagine the impacts which the FIFA Soccer World Cup would have had on the number of tourists visiting Port Elizabeth in June-July, 2010. Some of the information that was obtained from the tourists included the following:

The tourists were asked if it was their first or the last time visiting South Africa and the Eastern Cape at that time. They were asked as to how they got to know the province and the motivation for them to come to this part of the world and the medium through which booking was done for their holiday. This was a way of establishing the strategies that the province uses to market itself. To measure the level of service quality in the province, tourists were asked about the sort of accommodation they were staying in, the duration of their stay; the estimated amount they intended spending; their



impressions about quality of service; and any suggestions on how to improve on the available services. They were asked if they will visit the Eastern Cape again, given another opportunity and the memories they will be taking along about the Eastern Cape. It was also felt necessary to find out if the tourists felt their visit had made any impacts on the local community of the province; and if there were any problems they had encountered during their visit and stay in the Eastern Cape. They were given the opportunity to provide any suggestions, in relation to tourism development in their own countries of origin, and for best practices, to help the Eastern Cape improve upon its tourism to attract more tourists; and then any other issues they wanted to bring to the attention of the relevant authorities (Ateljevic, Pritchard and Morgan, 2007: 57; Creswell, 2003; Green, Benjamin and Goodyear, 2001).

### **The government tourism officials**

Tourism development cannot take place without due reference to relevant government policies. For this reason, government and other public body officials (D on Table 5.3) were engaged to find out the role of such bodies in influencing tourism development in the Eastern Cape or in the municipalities pre- and post-1994. A sample of these officials (10 working under the LED system and 32 working as tourism officials) were asked to provide information of the general tourism activities in the province and the extent of involvement of the government or municipality in the development of tourism in the Eastern Cape; the percentage of ownership of the tourism activities in the Province, public or private; and whether the ownership of those tourism activities reflect the demographics of the Province. For the purpose of transformation in the industry, the officials were asked to provide information on the extent of involvement of the black community (Africans, Coloureds and Indians) in tourism development; and efforts that are in place in the existing policies to incorporate culture and heritage into tourism development. For the purpose of balanced development, the officials were asked if tourism development in the Eastern Cape is predominantly urban-centred or rural-

centred. Tourism development in the Province must be sensitive to environmental issues. It was, therefore, imperative to find out from these officials if the current tourism policies and activities paid attention to environmental issues in the Province.

Other questions asked included the Eastern Cape provincial administration's strategies in place to encourage the creation of jobs in the industry for the local community; to market the municipality or Eastern Cape to prospective tourists over the years; and whether they see tourism as a growing or declining industry. The growth or decline in the industry is dependent on the estimates of the average number of tourists per year visiting the municipality or the Province; the origin and the proportion of the tourists; the estimate of average income per year derived from tourism; impacts, positive or negative, tourism has in the region. To improve and grow the industry, there is a need for research. For this reason the officials were asked if their institutions were involved in research activities; if there was a database of tourism activities, and how deep and reliable the database was in relation to such tourism activities in the Eastern Cape. They were given the opportunity to indicate problems affecting the future of the tourism industry; the programmes currently in place to link and sustain the tourism industry to the overall development process of the Eastern Cape/municipality. They were also asked to provide cases in which the tourism business owners, the tourists and the general public had failed to comply with the tourism policies, the reasons that have been unearthed, the measures that are in place to correct these failures; and the specific recommendations to bring about positive changes into the tourism sector in the Eastern Cape (Tashakkori and Teddie, 1998).

### **Links with the informal sector operators**

In addition to the above, data was also collected from a sample of 120 informal tourism business owners from the municipalities. Table 5.3 (E) indicates the number of informal tourism business owners who were interviewed in the municipalities. The following

questions, among others, were asked: the age of the business, ownership of the business, products dealt in, networking structures with the formal sector tourism businesses, in particular, the statistics on output, employment and incomes generated and the problems facing the businesses (Lawson, 1989; Lawson and Straeheli, 1990; Lawson and Straeheli, 1991)

### **Knowledgeable tourism individuals**

In addition to the above, the researcher also collected information on 12 knowledgeable people in five of the municipalities as indicated on Table 5.3 under **F**.

The responses from the above stakeholders were all important in filling the cells in Appendix 4 and also in the discussions under section 6.7.2.

## **5.6 Primary and secondary sources of data**

The primary sources of data were acquired from the 6 stakeholders mentioned above using both qualitative and quantitative research methods in keeping with the fact that critical realism combines both the extensive and intensive methods.

Qualitative (intensive) research examines people's words and actions in narrative or descriptive ways more closely, representing the situation as experienced by the participants. The answers of respondents from the detailed interviews (Appendix 2) provided rich information about the ideas and meanings the stakeholders held on the tourism policies. The basic feature of this qualitative-based information is that it focuses on the stakeholders as thinking human beings. The approach does not dehumanize the respondents to stimuli in some mechanical way, as presented in the positivist research (Johnston, 1986). The aim of qualitative research is to identify the true nature of human action, the means used to achieve certain ends. To obtain information related to

the way the stakeholders relate to the tourism activities, parts of the data in Appendix 2 was thus obtained through open-ended questions.

The quantitative (extensive) research associated with Appendix 4, however, is based on empirical, verifiable data convertible into discrete units that can be compared to other units by using statistical analysis (Maykut and Morehouse, 1994:2; Babbie, 1993; Silverman, 1993; Hair, Black, Anderson and Tatham, 2006). The advantages of quantitative analysis, however, are that it assures the validity and reliability of findings and it is a cheaper form of enquiry.

To supplement the data collected through the questionnaires, interviews and personal observations from the field in the municipalities, information was also gathered from secondary sources. Secondary data refers to the "recorded information made by other experts for purposes other than the specific research need at hand" (Creswell, 2003; Dillion and Murphy, 2008:62). The secondary sources were obtained from published research works done by institutions such as Eastern Cape Tourism (ECTB), Centre for Investment and Marketing in the Eastern Cape (CIMEC), Eastern Cape Development Corporation (ECDC), Eastern Cape Socio-Economic Consultative Council (ECSECC), Tourism South Africa (TSA), Department of Environmental Affairs and Tourism (DEAT), Department of Economic Development and Environmental Affairs (DEDEA), Statistics South Africa (StatsSA), and many others. Secondary sources of information were also obtained from books, local and international journals, newspaper reports, the Internet and reports on government policies and plans of the Eastern Cape Province.

## **5.7 Research instruments**

The quality of every research depends to a large extent on the quality of the data collection tools (Wilkinson and Birmingham, 2003). There are a number of research

instruments that can be used in data collection, namely: questionnaire, interview, focus groups and observations. Interviewing and administering questionnaires are probably the most commonly used research techniques (Wilkinson and Birmingham, 2003; Cohen, et al., 2000; Sutton and Sutton, 2004; Gray 2004). They often provide cheap and effective ways of collecting data in a structured and manageable form (Heaton, 2004; O'Leary, 2004; Corbetta, 2003).

In order to obtain quality data for analysis towards achieving the objectives of this study, all the four instruments: questionnaire, interview, focus groups and observations, were used by the research assistants. They were given training in all these techniques. The questionnaire in Appendix 2 combined both open-ended and closed questions. This is, thus, one application of triangulation in this study, combining different methods to address the same topic. The open-ended questions were used to permit free responses recorded in the respondents' own words. The answers from the questions were used to obtain in-depth information on why the tourism policies are seen differently by the stakeholders. Such questions were useful for obtaining in-depth information on facts, opinions, attitudes and suggestions about the policies which the respondents might not have been familiar with before the interviews (Taylor, 1981, 1982; Duncan, 1985; Ashley and Jones, 2001). Closed questions were also used in situations where variables required quantitative data as indicated in parts of the questionnaire and on the matrix table for the factor analysis. Such closed questions saved time and allowed certain types of information to be generated (Sutton and Sutton, 2004; Gray 2004; Heaton, 2004; O'Leary, 2004).

Attention is now turned to the procedure which was followed to apply the causality criteria in the study. Again, it could be observed that the two components of the critical realist research approach (description and explanation) are evident.

## 5.8 Causality criteria

This is a concept on explanatory theories which was elaborated in chapter three, that is, whether a causal relationship exists between outcomes and some mechanisms (Mouton, 2002: 17; Johnson and Christensen, 2004:231). These authorities have pointed out that causal explanation/causality refers to explaining the mechanisms under which a causal relationship holds (Johnson and Christensen, 2004: 231; Danermark, Ekstrom, Jakobsen and Karlsson, 2006: 108).

Identifying the causes of the inequalities brings into focus certain conceptual and methodological issues. Developments in theories on inequalities and social changes relate very much to the idea of causal modelling. Critical researchers place the construction of generative causal models at the forefront of theories in development analysis. This development stems from the increasing realization that the success of specific social interventions and the consequent credibility of social research in general depend on our knowledge of the specific social mechanisms which make certain things to happen (Neuman, 2006: 49; Danermark, Ekstrom, Jakobsen, and Karlsson, 2006:54).

Causal modelling in critical realism involves identifying a group of variables which influence the object of study to yield certain effects (dependent variables). Fleetwood and Ackroyd (2004:152) in quoting Pawson and Tilley (2000:58) mention that, "An action (X) is said to be causal if its outcome (Y) is produced by a mechanism operative in a given context". According to Neuman (2006:49); Cooper and Schindler, (2008:151) and Johnson and Christensen (2004: 231), research organized within the framework of causality needs to satisfy a number of conditions / criteria. These are as follows:

### **Time ordering criteria**

This indicates that the action of the cause comes first in time. This implies that researchers must ensure that the one that occurs first is the cause of the one that occurs second – that is, the cause X actually creates the effect Y. Thus, in this research, the researcher made sure that the factors behind the inequalities were there and identified first before the inequalities phenomenon occurred (the outcomes at the empirical level), and not the other way round.

### **The co-varying or correlation criteria**

This checklist is concerned with statistical descriptions. It is based on the idea that the variables to be used in the study must also co-vary. This means that the variables must move together in some patterned way. Statistical correlations have been used in Chapter 6 (Table 6.2) to satisfy this condition by relating the inequalities in tourism development to a number of variables which were subsequently reduced to two factors (Table 6.3). Such statistical correlations do not however “make” causal explanations. Before one can be sure that one has found a causal connection between any two variables, one must satisfy a third requirement for causality which is that the relationship must not be spurious (an extraneous intervening variable should not influence the relationship between two variables X and Y that are understood to have a causal relationship). This checklist was also applied from the field work in terms of correlation co-efficient calculations.

### **The non-spuriousness criteria**

A spurious relationship exist when there is an apparent but not a genuine causal connection between two variables, X and Y. With a spurious relationship, the appearance of a causal connection between two variables X and Y is due to the fact that both variables are causally linked to a third variable, Z. If one is unaware of the presence and influence of Z, one can mistakenly conclude that X is causing Y whereas,

in fact, a Z cause X and Y. This condition has also been satisfied in this research by ensuring that the questions posed to the respondents in chapter 5 sought to establish direct links between the inequalities in tourism development and the underlying tourism policies. After the above 3 conditions have been met, a further two other criteria are also important. These conditions are the context and the mechanism.

### **The context criteria**

This means relating the cause-effect relations in the context of the area where the research takes place. Thus, in this study, it implied relating the stakeholders, the research questions, the variables selected, the theories and methodology directly to the realities of the Eastern Cape tourism development processes since 1994. The context implied grounding the research in terms of the local organizational structure of tourism development (Fleetwood and Ackroyd, 2004:152).

### **The mechanism criteria**

Lastly, confidence in a conclusion that two variables have a causal connection will be strengthened if the role of a generative social mechanism can be introduced (Fleetwood and Ackroyd, 2004:152; Danermark, Ekstrom, Jacobsen, and Karlsson, 2006:55). Since this research is very much concerned about the causes of changes in the tourism sector, this aspect of causality is thus very crucial. In critical realist research, something is said to be real if it has causal powers (Fleetwood and Ackroyd, 2004; 29). This means the entity has an effect or makes a difference. To ascribe power to a particular social mechanism in critical realist research is thus to offer a schematic explanation of some effects. In critical realist theory, mechanisms are objects which have causal powers to produce certain outcomes by virtue of their nature or intrinsic qualities. In this thesis, the *retroduced* mechanism was the provincial tourism development policies (Sayer, 1992:29).



## 5.9 Triangulation and grounded theory

This study combines more than one method, multiple observers, theories and empirical materials with a view to double checking results and to overcome any potential weakness or intrinsic biases associated with single-theory studies (Yeung, 1997: 64; Jick, 1983). One technique that facilitates validation of data through cross verification from more than two sources is referred to as *triangulation* (Downward and Mearman, 2004b; Jick, 1983). The use of *triangulation* in this study was considered appropriate to achieve credibility in terms of theory. Wheeler, Shaw and Barr (2004) and Patton (1990) describe *triangulation* as methodology integration, whereby both qualitative and quantitative methods are used. Methodologically speaking, *triangulation* has more to do with hybridization and a holistic process in which a multi-faceted approach constitutes the basis for investigation. This is based on Cresswell's (2003) argument that social research cannot be captured using a single data collection method. Recognizing that this study looks at descriptions and causal explanation, *triangulation* was, thus, important.

Denzin (2006) extended the idea of triangulation beyond its conventional association with research methods and designs. He distinguished four forms of triangulation:

- *Data triangulation*, which entails gathering data through several sampling strategies, so that slices of data at different times and social situations, as well as on a variety of people, are gathered.
- *Investigator triangulation*, which refers to the use of more than one researcher in the field to gather and interpret data.
- *Theoretical triangulation*, which refers to the use of more than one theoretical position in interpreting data.
- *Methodological triangulation*, which refers to the use of more than one method for gathering data.

The idea of using triangulation is that one can be more confident with a result if different methods lead to the same result. If an investigator uses only one method, the temptation to believe in the findings is strong. If an investigator uses two methods, the results may well clash. By using three methods to get at the answer to one question, the hope is that two of the three will produce similar answers, or if three clashing answers are produced, the investigator knows that the question needs to be reframed, methods reconsidered, or both (Cheng, 2005:72). Bogdan and Biklen (2006) believe that triangulation can be employed in both quantitative (validation) and qualitative (inquiry) studies; it is a method-appropriate strategy of founding the credibility of qualitative analysis; becomes an alternative to traditional criteria like reliability and validity and that it is the preferred method in the social sciences.

Even though stratified sampling was used as a probability method in choosing a representative sample of the respondents, multiple research instruments were used for data collection, namely: interview, focus groups and observations, as a way of reducing sampling error. The questionnaire that was used to interview the six stakeholders appear under the Appendix 2 of this study.

The qualitative research method helped to examine the words and actions of the stakeholders in narrative or descriptive ways very closely, to represent the situation as experienced by the participants (Philimore and Goodson, 2004). The views of the respondents and detailed interviews I had with them provided rich information on their concrete activities, opinions and plans for the future. The quantitative analysis on the other hand, was based on observations that involved statistical analysis (Maykut and Morehouse, 1994:2). According to Sayer, (2000) and Sutton and Sutton (2004), this *descriptive* type of analysis tells us the extent or quantitative dimensions of certain properties and relations which are not causal or *explanatory*. Attempts to use it as a way of generating explanations are undermined by its *successionist* theory of causation,

evident in its dependence on finding regularities in punctiform data (Sayer, 2000: 22). The advantage of quantitative analysis, however, is that it assures the validity and reliability of findings and is also a cheaper form of enquiry (Cheng, 2005:72; Bogdan and Biklen, 2006).

The interviews with the stakeholders led to the identification of concepts which were important for the *explanations* in the study. This process is referred to as grounded theory, which contradicts the positivist model of research, where the researcher chooses a theoretical framework, and only then applies this model to the studied phenomenon (Clarke, 2005; Charmaz, 2006; Thomas and James, 2006; Mey and Mruck, 2007). Grounded theory is a research method in which the theory is developed from the data, rather than the other way round (an inductive approach - meaning that it moves from the specific to the more general). The use of the provincial tourism policies and their causal powers is an example of research grounded on local realities.

Sayer (1992: 243 and 2000: 22) and Martella, et al (1999: 180) use the terms extensive and intensive research to discuss the two related tasks of *description* and *explanation*. Table 5.6 provides an outline of these two components of the critical realist research project as used in this study.

Table 5.6: Triangulation: intensive and extensive research

	<b>Intensive research (Explanation)</b>	<b>Extensive research (Description)</b>
Research Question	How does a process work in a particular case or small number of cases? What produces a certain change? What did the agents actually do?	What are the regularities, common patterns, distinguishing features of a population? How widely are certain characteristics or processes distributed or represented?

Relations	Substantial relations of connection	Formal relations of similarity
Type of Groups Studied	Causal groups	Taxonomic groups
Type of Account Produced	Causal explanation of the production of certain objects or events though not necessarily representative ones.	Descriptive "representative" generalizations, lacking in explanatory penetration
Typical Methods	Study of individual agents in their causal contexts, interactive interviews, ethnography. Qualitative analysis.	Large scale survey of population or representative sample, formal questionnaires, standardized interviews. Statistical analysis.
Theories	Of mechanisms	Descriptions of relations between outcome-based variables.
Appropriate tests	Corroboration	Replication

Source: Based on Sayer (1992:243)

## 5.10 Data analysis

The first part involved the research assistants finding the appropriate answers to the issues addressed under Appendix 4. The individual tables on the municipalities produced by the research assistants were combined to produce the comprehensive information which emerged as the matrix table in Appendix 4. From this matrix table, the next output involved the application of the t test.

### 5.10.1 t-test

To measure the transformation that has taken place in the tourism sector since 1994, the "t-test" was used to examine the statistical significance of some simple correlation results.

### **5.10.2 Factor analysis and regionalization**

The multivariate technique of factor analysis was then applied to all the 27 variables with reference to the 9466 tourism businesses registered with the 39 local municipalities. The preliminary processing of the information entailed the checking of the completed questionnaires, coding and data capturing for the subsequent application of a technique involving the SAS JMP Version 8 for Windows by the Statistical Consulting Services Company in Pretoria. This statistical programme was used to execute the factor analysis (O'Leary, 2004: 38).

Common factor and principal component analyses are two basic factor models used as statistical techniques for synthesizing a large amount of data. Factor analysis can be "applied in order to explore a content area, structure a domain, map unknown concepts, classify or reduce data, illuminate casual nexuses, screen or transform data, define relationships, test hypotheses, formulate theories, control variables or make inferences" (Rummel, 1968:448). The basic assumption here is that if two variables are inter-correlated, they are measuring the same thing to the extent of that inter-correlation (Costello, and Osborne, 2005; Moustaki, 2006; Tabachnik and Fidell, 2005; Wheeler, Shaw, and Barr, 2004).

Factor analysis condenses a number of measures into one or more independent factors and is useful in producing the underlying factors responsible for the correlation. It is a method of determining the underlying order of sources of common variance within a set of variables. It provides a parsimonious description of common variance, beginning with a correlation matrix, which indicates common sources of variance for the inter-related variables (Preacher and MacCallum, 2002; Costello and Osborne, 2005; Field, 2005; 2006). In this way, the technique helps to reduce the problem of information overload or multi-collinearity. The technique is used to take care of redundant variables and the

need to isolate “basic dimensions” to describe general patterns (Frankfort-Nachmias and Nachmias, 2000; Costello and Osborne, 2005; Field, 2005; Tabachnik and Fidell, 2005; Moustaki, 2006).

Common factor and principal component analyses differ in terms of their assumptions and their results. The *principal component* model assumes a closed system where all the statistical variation in the variables is explained by the variables themselves, and it is used in solving the estimates of the communalities, when unity is assumed 1 the diagonal of correlation matrix. This usually assumes high correlations between all variables, with high common variances and low unique variances (Wheeler, Shaw and Barr, 2004). This statistical technique is favoured for the easy solution to the communalities problem, and as a result, it is preferred to common factor analysis. The technique is also termed “the maximum variance technique” (Wheeler, Shaw and Barr, 2004).

Common *factor analysis*, on the other hand, encounters problems relating to the estimation of communalities and for that matter does not assume a closed system. This feature attracts geographers dealing with situations where it would be totally unrealistic to assume closed model. In most of such studies, it is likely that we have not collected all the variables and that some degree of measurement error exists. Common *factor analysis* enables such problems to be taken into account, and any variance which is unexplained by the factors can be described a residual error term (Wheeler, Shaw and Barr, 2004). This means that this technique deals only with the common variance which represents the common elements running through the data and resulting in high correlations between variables. It handles both larger and smaller variable matrix and allows a wider range of analysis other than simple data reduction. Another feature of *factor analysis* is that by isolating common variances for analysis, “the interpretability of the factors is simplified since each factor or dimension is so rotated as to obtain the

minimum number of variable with large loadings on it" (Rummel, 1968:475). Apart from facilitating the interpretability of factors, *factor analysis*, by determining invariant factors through rotation can also enable a comparison of factor results of different studies to be made and, therefore, hypotheses tested (Rummel, 1968:475). The dimension can, therefore, be used to calibrate scales against which comparisons could be made. For these reasons, *factor analysis* technique was employed in this study to extract the factors underlying the variations associated the 27 variables and the 39 municipalities in the Eastern Cape Province.

*Factor analysis* has been applied as a statistical technique in various analyses of variations in level of development at different regional scales. Considerable amount of research has been done using this statistical technique to measure the inequalities in the level of development. On a macro-spatial scale, *factor analysis* has been used to measure inequalities in development of different countries. A classic example of such studies was by Berry who used factor analysis to identify and differentiate the so-called underdeveloped nations, to inquire whether there were any regional types of underdevelopment and to suggest answers to some hypotheses concerning the characteristics of underdeveloped countries (Berry, 1960:98-107). He analyzed 43 variables on the socio-economic development of 95 countries and obtained 5 factors which led him to the conclusion that "an underdeveloped country apparently is not a member of some discrete group with very special characteristics, but it is simply a nation which tends to be low in various scales relative to other nations" (Berry, 1960:106). Other examples include Enid Forde's work in Ghana in 1968, Carolyn Hall in Costa Rica in 1984, Barnett's study in 1970 on Oregon State of USA and Acheampong's 1992 study on the Transkei, a former Bantustan of South Africa.

From the foregoing, common factor analysis can be regarded as relevant for analysing problems where some statistical correlations may be involved and some underlying

structure is assumed about the relationships between the variables. Since it requires a large amount of computation, computer program are readily available for computing all correlations among all combinations of variables and presenting them in one correlation matrix. The SAS JMP Version 8 for Windows program was used for classifying the 27 variables used to describe some aspects of the tourism businesses in the Eastern Cape.

### **Cluster analysis**

Factor analysis can be supplemented with cluster analysis to provide a more detailed picture of the variations between the taxonomic units. Johnston has observed that “the aim of regionalization is to group observations into categories comprising of similar individuals and thereby to separate dissimilar individuals into different categories” (Johnston, 1980:202). Cluster analysis can be applied to achieve such regionalization procedure, to arrive at groups which could demonstrate greater internal similarity than those delineated on the basis of individual factor scores. It identifies the “natural” structure of groups based on a multivariate profile, if it exists, which both minimizes the within-group variation and maximizes the between-group variation (Chan, 2005). The objective is to perform data reduction into manageable bite-sizes which could be used in further analysis or developing hypothesis concerning the nature of the data.

The principles associated with classification/regionalization are intended to help the taxonomist to achieve precision, order and logical basis for regional analysis. When it comes to division or grouping procedure, it should be “exhaustive and classes formed should exclude each other. Thus, each of the taxonomic operational units used in this study, that is the 39 municipalities, is supposed to fall in one class and one class alone. Regionalization has a time dimension and the classification should be revised occasionally to reflect changes in the processes creating the spatial patterns. This study will employ the general regional systems or unconstrained grouping, as against specific regional systems or constrained grouping, as the basis for regionalization. This involves



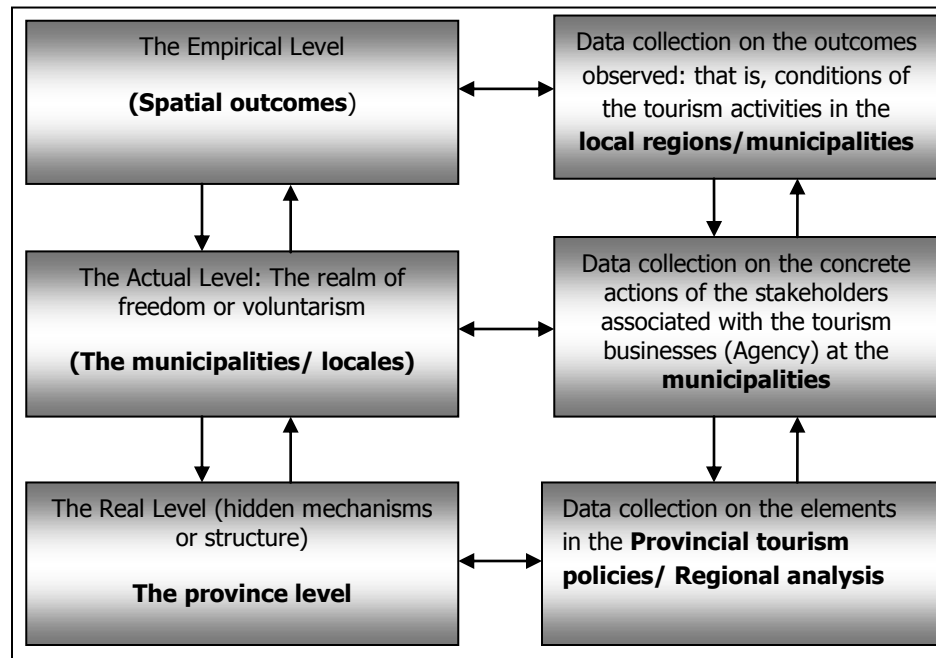
grouping in which observations or regions (municipalities in this case) are allowed to cluster whether they lie close together geographically or not. This pattern of grouping means grouping without regard to their geographical location or contiguity (Abler, et al., 1977). This system suits this study perfectly because regional inequalities in tourism development in the Eastern Cape are not underlain by any locational considerations of the municipalities.

Factor- and Cluster-Analyses have become an important tool for analyzing variations in geographic space. They have evolved as a technique to keep with the basic geographical objectives of providing "accurate, orderly and rational description and interpretation of the variable character of the earth's surface". They have helped to derive multivariate regional systems delimited on the basis of several variables reflecting the complex nature of regions. According to Abler, et al (1977:102), "underlying all measurements, is the ability to assign numbers to things according to a clear and well-defined rule". Quantitative regional analysis makes it possible to apply such measuring scales to regions for purposes of identifying the variations or inequalities between them.

### **5.11 Geographical perspective of the tourism policies**

The information in Appendix 4 is basically geographical since, as noted already, municipalities were used as the units of observation. To highlight this geographical perspective, the 3-tiered ontology comprising of the real, the actual and the empirical levels were given their geographical names as indicated in Figure 5.3.

Figure 5.3: The three critical realist levels used for data collection from a geographical perspective



Source: Based on Yirenkyi-Boateng, 2010

## 5.12 Data collection on the periodization of the tourism development process

The historical perspective is also equally applied in this study as is also the case with social systems as indicated above (Soja, 1980; Pred, 1984). To explain the historically changing nature of tourism in the Eastern Cape, two phases were used as the basis for data collection: **pre-1994** and **post-1994**. Each period is defined in this study as a particular combination of tourism policies and particular stakeholders for purposes of achieving certain development goals.

### The period pre-1994

The questions that were asked covered the following

- Apartheid laws on tourism development
- Involvement of local community in the tourism sector

- Tourism service providers and entrepreneurs
- Tourists visiting the Eastern Cape
- Public officials involved in the tourism sector
- Impact of tourism sector on economic growth
- The pre- 1994 geography of tourism development

### **The period post-1994**

The questions that were asked covered the following

- Post-apartheid policies on tourism development
- Involvement of local community in the tourism sector
- Tourism service providers and entrepreneurs
- Tourists visiting the Eastern Cape
- Public officials involved in the tourism sector
- Impact of tourism sector on economic growth
- The post-1994 geography of tourism development

### **5.13 Data collection on the recommendations of the respondents**

All the respondents (the tourists, business owners, their workers and service providers, the local residents in the villages living close to the tourism businesses, and the government officials) were also given ample opportunities to make their own recommendations regarding what they thought needed to be done to address the existing challenges and problems facing the businesses. The recommendations were reviewed in the context of the principles of sustainable development (Tourism Concern, 1992).

## 5.14 Limitations of the study

A research report without limitations could indicate that the researcher is unprofessional and possibly unethical.

The problems encountered during the data collection process and the limitations of the study have been highlighted at 5.17 below. The data collection took one year between late 2008 and 2009, and data capturing, cleaning, analysis and write up of the thesis were all done between late 2009 and 2010.

- Some of the challenges this study encountered during the data collection phase was non-cooperation of some of the stakeholders in providing information. There was some resistance from some of the stakeholders in providing information because of the perceived consequences other than the supposedly academic purpose. Despite attempts to achieve both representation and diversity of tourism operations in the survey, some degree of bias was inevitable. For instance, certain tourism products, like accommodation, appeared to be more heavily represented in the tourism products, possibly because it is perceived as the entry point for beginners into the industry.
- Some of the questionnaires were not returned and in some cases, respondents could not be reached for collection.
- A number of public institutions involved in tourism, were unable to provide the researcher with primary data and the required information because of either information was non-existent or constraints had been imposed by a bureaucratic administration. These institutions were supposed to be part of the most professionally managed group and as such, one expected much better cooperation from them. For this reason, it was only possible to incorporate a section of such public institutions in the sample.

- The vastness of Eastern Cape Province, time constraints, cost in travelling to collect data, poor road network posing accessibility problems to some municipalities, non-existence or dearth of database, poor communication with respondents and poor insight to the industry were all constraints this study faced.
- The problem of criminal activities in the industry is now public knowledge but it was difficult to delve into this area because of security concerns. It is estimated that millions of South African Rands worth of smuggled tourism products enter the Eastern Cape every year. This obviously has major implications for the provincial economy. It is hoped future researchers will investigate this aspect and other types of criminal activities of the tourism industry.
- This research could not also cover issues related to the negative environmental impacts of the tourism businesses because of time constraints.
- The integrity of the research assistants and the respondents.

Despite these, the data collection process was completed in time. The sample size was regarded as adequate for valid research findings and representativity. The 4 main criteria used in evaluating the validity and reliability of this research, namely: *truth-value*, *applicability*, *consistency* and *neutrality* were taken into consideration in this research. Suffice to say, and with confidence, that despite all the challenges faced by the researcher while conducting the survey, the study presents credible and trustworthy findings. Obviously, the academic merit of this study cannot dispute the fact that there are burning issues that are necessary to generate further discussions and identification of gaps for further research in the tourism industry of the province.

Due to the diverse nature of tourism within the different tourism regions in Eastern Cape Province and the impact that so many other factors can have on the quality and competitiveness of the provincial tourism enterprise, individual operators should be

seen to be accepting responsibility for appropriate tourism development plans. The onus is on them to act as catalysts and facilitators to bring together all tourism influences and suppliers, to produce synergy in their efforts to create a viable tourism market.

### **5.15 Concluding remarks**

This chapter has elaborated on the methods that were used to collect and analyze data to relate to the objectives of this thesis. The combination of the extensive and intensive methods in the data collection and analysis procedures is one particular feature which distinguishes this study from the previous ones. The continued reference to critical realist methodology is also one other hallmark of this study.

The next chapter will use empirical data to indicate the extent to which actors in the Eastern Cape tourism sector were interpreting the national tourism policies. The White Paper on the Development and promotion of Tourism in South Africa is the blueprint of the policy document (South Africa; 1996: 49). Other instruments such as the Tourism BEE Charter also exist to implement BEE in the tourism industry (Faundez, 1994).

According to the existing policies, the expectations are as follows:

- Evidence of integration among the tourism development stakeholders
- More tourism investments by the previously disadvantaged tourism sector
- More tourism products that are black-based
- More spread of tourism businesses to the rural areas
- More incomes being generated by the black tourism operators
- More spatial balance in the location of tourism businesses
- More outsourcing in the tourism business
- Lessening of white monopoly power in the tourism business
- More white businesses in the black rural areas

- More black-white partnerships in the tourism businesses
- Black business penetration on beaches, hiking trails, etc which are traditionally the preserve of the white businesses
- Increasing of safety and security conditions at the holiday resorts
- Rainbow nation principle in the tourism business

In the next chapter, the extent to which these expectations have or are being met will be disclosed.

## **CHAPTER SIX**

### **FINDINGS**

#### **6.1 Introduction**

The previous chapter ended with an outline of what, *inter alia*, the researcher expects to be the situation or outcomes to be associated with the current tourism policies. The key objective of this chapter then is to disclose the actual situation in the tourism development process of the post-1994 tourism sector of the Eastern Cape. The findings reported here are therefore about policy impact evaluation to a large extent, that is, to find out the actual changes produced by the current tourism policies.

The first observation which anyone looking for information on the transformation that has taken place in the Eastern Cape tourism sector will notice is no doubt the impressive increases in the number of the businesses since 1994. Field work indicated that this high growth rate can be attributed to the vast opportunities that have existed since 1994 for all prospective investors to set up their tourism businesses anywhere in the province without checking the racial or other apartheid-informed backgrounds of the investor or where the business would be located. With the constraining influences of apartheid lifted, thousands of small scale tourism-related businesses in particular have now appeared in several parts of the Eastern Cape, a development which would otherwise not have been possible had it not been for the new democratic tourism policies. Using the critical realist approach to disclose findings on the inequalities within the tourism sector of the Eastern Cape, will thus require that the researcher initially provides a description of the changes to be followed later by the explanations and, finally, the recommendations.



## **6.2 The tourism policies and the impressive increases in tourism businesses**

One outstanding impression on which there is general agreement is the massive increases in the number of tourism businesses that have emerged in the various municipalities of the Eastern Cape following the removal of the former restrictive apartheid laws. Areas which people formerly never thought of venturing into to engage in tourism business and tourism entrepreneurs who never thought of doing business in certain regions in the Eastern Cape now find themselves engaged in all sorts of tourism businesses ranging from Bed and Breakfast outlets to big private game parks. The participation of the black population in the tourism businesses is no doubt the most outstanding change.

The post-1994 tourism policies constitute a set of integrated, coherent tourism development guidelines which seek to mobilize all stakeholders towards the integrated development of tourism in South Africa based on the principles of democracy, inclusivity and integration. Since, 1994 the following policies have been formulated with the following goals.

### **Phase 1: 1994-2005 tourism BEE charters**

This is a series of guidelines that were to be implemented by stakeholders in the tourism businesses. Its emphasis was on how to empower the formerly disadvantaged black population to set up businesses within the tourism sector (Eastern Cape Tourism Board, 2003). The specific areas for implementation included black ownership of businesses, employment equity, preferential procurement, skills development, and business development. This charter faced a number of criticisms between 2000 and 2004 from the public which led to the introduction of the Tourism BEE Scorecard in 2006.

## **Phase 2: The Eastern Cape sustainable tourism development scorecard (2006-2011)**

This policy document has put together the following guidelines/rules/policies

- Government and the private sector should take steps to employ local communities in their tourism activities
- The tourism businesses must reduce any possible negative social impacts of their operations on the local people such the use of drugs.
- There must not be any negative environmental impact of the tourism businesses on the communities
- Positive linkages must be fostered with the economic activities of the local communities, that is, the tourism businesses should not lead to the closure of any of the local businesses as a result of competition
- The tourism business owners must provide capacity building programmes for their workers and the neighbouring communities, that is, responsible tourism and pro-poor tourism programmes (social responsibility- based tourism).
- There must not be any land dispute problems with the local communities
- The youth and women must be empowered to participate in the tourism businesses as tourism entrepreneurs
- The tourism offices must host up-to-date statistics on the tourism businesses in the Eastern Cape
- Tourism must be used to create wealth and reduce poverty
- Cultural/historical tourism – that is, the tourism businesses must be used to link up with the development of the local history, handicrafts, music, dance, poetry, etc.
- The tourism businesses must not create problems of enclave development in which the locals are barred from the facilities. The locals must be made to develop interest in the tourism businesses

- The tourism businesses need to be used to promote the LEDs, community development programmes, SMME development, etc already running.

An examination of the current tourism development policy indicates that it has the potential to achieve the following positive outcomes in the development process of the Eastern Cape:

- Greater promotion of the domestic tourism brand
- The provision of information to interested tourism investors
- Promotion of tourism products that relate to the tastes of South African and foreign consumers
- Facilitation of co-operative product packages
- Encouragement of repeat visitation by the tourists
- Use of tourism to promote a positive image of the new South Africa
- The creation of jobs and income in the province
- The use of tourism to link the rural/informal and urban/formal economies
- Encourage the tourism business owners to strive for excellence
- Encourage more people to think of entering the tourism business
- Encourage the Department of Education to think of introducing tourism studies in the high schools
- Raise the per capita incomes of the Eastern Cape with all the multiplier effects implications (increase investments, increased jobs, increased output, etc)
- Make more tourists interested in visiting the province
- Encourage the tourism officials to become more active in the provision of leadership in the municipalities
- Bring the areas whose tourism resources have not yet been tapped to the attention of prospective investors
- Raise the profile of the tourism industry in the mindsets of the Eastern Cape population.

- Tourism to be a basis for the diversification of the provincial economy

There is no doubt that the new policies have brought much change in the tourism profile since 1994. The changes are now discussed from a number of perspectives beginning with the transformations which have taken place since 1994, namely the changes in the number of tourism businesses in the province. This indicator is important because such changes can have important links with the provincial GDP, business growth profiles, per capita incomes and the general investment situation (Armstrong and Taylor, 2000; Katie, 2005).

### **6.3 t-test as a measure of change in the number of tourism businesses over time**

Information from variable 3 in Appendix 4 indicates that as at May 2009, there were a total estimated number of 9466 formal sector-based tourism businesses in the province. In 1994, records from the government officials of the Tourism Department indicated that the pre-1994 figure (variable 2) stood at some 1073 businesses. This change was, significantly enough, witnessed among all the municipalities. The importance that needs to be attached to this change cannot be under-estimated. It is one other important indicator of the type of changes which the tourism policies have produced in the Eastern Cape.

The dramatic change in the number of tourism businesses in the Eastern Cape can be explained in terms of the different government policies that prevailed at the time before and after 1994. Pre-1994 was the period when tourism was an exclusive economic activity where the main participants, either as operators or tourists, were limited largely to the white population. The bulk of the tourism products, such as, museums, monuments, theatres, beaches, hotels, game-viewing, water sports and hiking, were

developed to meet white taste. Most of these products were not affordable and did not appeal to the taste of the majority of the black people, hence, the perception then that the tourism industry was largely a white sector.

Some of the apartheid laws, such as Separate Amenities Act (see Plate 3.1 on page 107) limited the number of participants exclusively to the minority white, thus, limiting its potential market base and the number of products. It was not easy for any prospective person, other than white, to enter the industry. The few blacks, who had interest, were not permitted by law to patronize white tourism products, and the whites could not patronize black tourism products either. The blacks who could have patronized black products could either not afford or ignored it for the stigma that it was a "white no-go-area". The political situation and its attendant sanctions and boycotts did not help in attracting potential foreign investors and tourists to be part of the industry. The political situation in the country and the activities of liberation movements then fighting for freedom also posed security risks and further dented the appeal of South Africa as a tourism destination.

All the factors discussed above contributed to the fewer number of tourism products in the province in the period pre-1994. About 80 per cent of the 1073 tourism businesses in the region were located in the then Cape Province, operated and patronized by whites, whereas the rest were in the former Bantustans of the Transkei and Ciskei, operated and patronized by blacks who had little no idea as to the dynamics of the industry.

The demise of apartheid in 1994 and the abolishment of the apartheid laws culminated in the creation of favourable economic climate for the participation of people of all races in the mainstream economic activities, including tourism. The advent of black government after the 1994 first democratic elections and the new economic and

political order ensured the participation of all races in all spheres of life. Soon opportunities started opening up in areas hitherto unknown in the history of the country. Favourable conditions such as better infrastructure; government-sponsored economic opportunities; improved safety and security; the re-admission of South into the international community; participation and hosting certain international sporting codes; the influx of investors and tourists to South Africa, then “unknown and yet-to-be-explored jewel”; and policies, such as, BEE and Affirmative Action, contributed significantly in boosting tourism development in the Eastern Cape. The government saw tourism as one of the great opportunities for enhancing the economic trajectory of development for the benefit of the people. It was, therefore, not surprising that tourism products increased from about 1073 in pre-1994 to 9466 in 2009 (Eastern Cape Tourism Board, 2010).

The statistical technique, t-test was used to test the statistical significance of this change. The number of tourism businesses in the municipalities were compared over the two periods to establish whether any differences observed could be said to be statistically significant. In inferential statistics, the null hypothesis postulates that any result obtained or observed is the result of chance factors alone. The process of comparing observed data with the results that we would expect from chance alone is thus called testing the null hypothesis. The alternative hypothesis was that the difference between the two dates is significant. The variables below refer to the **pre-** and **post-1994** situations.

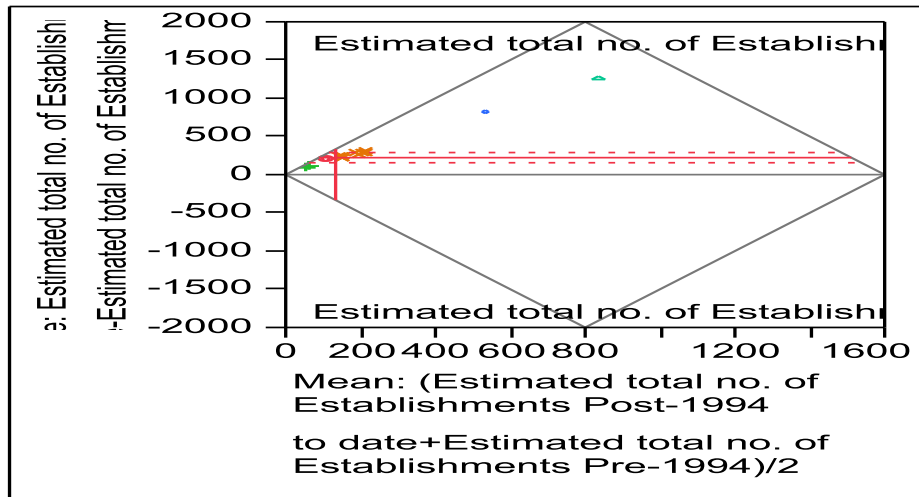
Table 6.1: The variables used in the t-test

	<b>Municipality</b>	<b>X1 estimated total no. of tourism businesses, pre-1994 (variable 2)</b>	<b>X2, estimated total no. of tourism businesses, 2009 (variable 3)</b>
1	Amahlati	12	208
2	Baviaans	5	120
3	Blue Crane	5	123
4	Buffalo City	123	952
5	Camdeboo	39	264
6	Elundini	6	110
7	Emalahleni	7	120
8	Engcobo	5	110
9	Gariep	15	206
10	Great Kei	18	205
11	Ikwezi	4	95
12	Inkwanca	5	101
13	Intsika Yethu	5	112
14	Inxuba Yethemba	31	267
15	King Sabata Dalindyebo	56	366
16	Kouga	70	357
17	Kou-Kamma	35	261
18	Lukhanji	30	274
19	Makana	58	345
20	Maletswai	26	265
21	Matatiele	6	124
22	Mbashe	8	124
23	Mbizana	11	208
24	Mhlontlo	4	111
25	Mnquma	18	210
26	Ndlambe	62	329
27	Nelson Mandela Metro	212	1462
28	Ngqushwa	5	120
29	Nkonkobe	18	210
30	Ntabankulu	3	100
31	Nxuba	6	121
32	Nyandeni	5	101
33	Port St. John's	56	332
34	Qaukeni	8	121
35	Sakhisizwe	6	110
36	Senqu	28	272
37	Sunday's River Valley	50	328
38	Tsolwana	6	97
39	Umzimvubu	6	125
	<b>Total</b>	<b>1073</b>	<b>9466</b>

Source: Fieldwork Analysis (2010)

The results of the t-test indicated a significant difference in the number of establishments between the two periods. The calculated t value of 6.3 was greater than the table or theoretical value of 2.7. Figure 6.1 provides the graphical information on the findings from the t-test (figure 6.1).

Figure 6.1. The t-test result on the number of establishments (Pre- and Post-1994 based on Matched Pairs Method).



	242.718	t-Ratio	<b>6.343373</b>
Estimated total no. of Establishments Post-1994 to date	27.5128	DF	38
Estimated total no. of Establishments Pre-1994	215.205	Prob >  t	<.0001*
Mean Difference	33.926	Prob > t	<.0001*
Std Error	283.885	Prob < t	1.0000
Upper 95%	146.526		
Lower 95%	39		
Correlation	0.9792		

Source: Fieldwork Analysis (2010)



The above findings aside, the clustering of the tourism activities around certain sectors, certain class of business owners, and in certain designated places in the province (contrary to the expectations one would want to associate with the tourism policy elaborated under Section 6.2 above), are pertinent issues that need to be discussed in any research that is focused on the relations between development policies and their concrete outcomes.

Attention now turns to the regional inequalities that were found to exist between the municipalities in terms of the 27 variables on the tourism sector in the 39 municipalities as they appear in Appendix 4.

#### **6.4 Analysis of inequalities in tourism activities between the municipalities**

This aspect of the study will begin with a summary of the information as presented in the matrix table in Appendix 4.

##### **6.4.1 Inequalities in the estimated contribution of the tourism businesses to the Eastern Cape income (variable 5)**

Fieldwork data as reflected from Appendix 4 (that is variable 5) indicates that the contribution of the tourism sector to the economy of the Eastern Cape as at May, 2009 was about R6.05 billion. The provincial geographic product was then estimated at about R15 billion which meant the tourism sector contributed about 45% of the provincial geographic product. This was a very important piece of information which indicated that the tourism sector needs to be taken seriously by the authorities.

The contributions from the various municipalities portrayed a rural-urban tourism development dichotomy, with the bulk of the contributions coming from municipalities

that are largely urbanized. For instance, the Nelson Mandela Metropolitan and Buffalo City Municipalities contributed approximately R3.2 billion, that is, about 52.9 per cent of the provincial annual tourism income of R6.05 in 2009. Whilst Nelson Mandela Metro was the highest contributor of R1.906 billion, followed by Buffalo City with R1.294 billion, 20 out of the 39 municipalities contributed an average of R16.725 million each during the same period. This is due to the fact that both Nelson Mandela, which is a Metropolitan Municipality and Buffalo City, command the largest economy among the 39 municipalities. They both offer a comprehensive list of tourism products and variety of activities for the benefit of tourists visiting the Eastern Cape Province.

#### **6.4.2 Inequalities in the ownership structure of the tourism businesses**

Appendix 4 (variable 9) indicates further that the Black Economic Empowerment policy has had a tremendous impact on the ownership structure of the tourism sector of the Eastern Cape. The percentage of businesses owned by BEE entrepreneurs has risen since 1994 to as high as 24% of the total number of tourism businesses in the Nelson Mandela Metro for example. It is interesting to note from variable 9 in Appendix 4, however, that the few tourism businesses in rural municipalities such as Amahlati, Engcobo, Ikwezi, Mhlontlo, Mquma Mbashe and Nyandeni are still owned by whites most of who reside in urban centres outside their businesses.

The information on that section of Appendix 4 further indicated that white ownership of tourism businesses in the two top municipalities stand at some 93% which is very remarkable indeed. The lowest in this respect was the municipality of Nyandeni where the 101 businesses had a very low white ownership of nine.

### **6.4.3 Inequalities in the business networks**

Another important variable indicating variations among the municipalities relates to the system of networks which have built up over the decades. Business networks indeed possess causal powers to enable successful business growth and they take forms varying from intra-firm co-ordination, inter-firm co-operation and extra-firm co-operation (Ashley and Jones, 2001a). Commercial banks, consultants, maintenance companies, interior decorators, security companies, and car hire companies, among others, were all found to form part of the complex tourism business networks in the Eastern Cape.

Information that was obtained on network relations in the tourism activities clearly indicated that considerable variations currently exist between the municipalities. The sales to and purchases from the informal tourism operators (variables 21 and 22), the transport-related tourism businesses (variable 18), the sports-related businesses (variable 19), the status of the hotels as 1,2,3,4 or 5-star (variables 13 and 14) – all these imply networking of sorts which indicate tremendous variations as one goes down the columns in Appendix 4 starting from Amahlati municipality at the top. The two municipalities of Nelson Mandela and Buffalo City emerged on top accounting for 62% of the provincial tourism networks.

### **6.4.4 Inequalities in the rural/urban component of the businesses**

Again Appendix 4 indicates that this refers to variable 7. Reading down the column one cannot fail to recognize the concentration of the few tourism businesses in the rural municipalities in the only urban centres in such regions. Thus, one realizes that literally all the tourism businesses in the rural municipalities currently have no choice but to locate in the single urban centre where electricity, water and other basic infrastructure

are available. This situation was evident particularly in the rural municipalities of Blue Crane Route (91.3%), Elundini (92.8%), Emalahleni (93.1%), Umzimvubu (93.7%), Engcobo (94.3%) and Sakhisizwe (92.6%). Great Kei Municipality had the lowest urban concentration of 50.5% of the tourism businesses. These percentages (in brackets) were calculated from the total number of the tourism establishments in the largely rural municipalities which were located in the few urban centres in such municipalities.

It is in such rural areas that the issue of the impacts of the tourism businesses on the living conditions of the surrounding rural communities became very crucial. This aspect of the study is discussed in detail under Section 6.7.2 below. Some towns in which studies of this nature were undertaken to obtain information on the impacts of the tourism businesses on the surrounding rural communities included the following: Coffee Bay in the King Sabata Dalindyebo Municipality, Cofimvaba in the Intsika Yethu Municipality, Cala in the Sakhisizwe Municipality, Peddie in the Nqushwa Municipality, Willowvale and Idutywa in Mbashe Municipality, Tabankulu in Ntabankulu Municipality and Tsolo in Mhlontlo Municipality.

It was also in such rural-based towns that the research assistants were able to interview tourists as noted earlier on page 167 during the discussion on Table 5.4.

#### **6.4.5 Inequalities in the number of tourists visiting and the sizes of their expenditures**

The variables 23 and 25 in Appendix 4 provide the necessary information concerning the variations between the 39 municipalities. The table indicates that the tourist figures are skewed in favour of the affluent municipalities. For instance, Nelson Mandela Metro and Buffalo City are the most visited municipalities in the province, accounting for 31.5 and 21.4 per cent, respectively, that is, about 52.9 per cent of the total provincial

figures. They are followed by King Sabata Dalindyebo Municipality, the third most visited municipality, at a distant 3.83 per cent and Kouga, at 3.57 per cent. Approximately, a third of these figures, that is 33 per cent, were foreign tourists, while 19 municipalities attracted less than 1 per cent of the tourists, of which only 10 per cent were foreign tourists in 2009. The reason for the gulf between Nelson Mandela Metro and Buffalo City and the rest of the municipalities is that they have some of the best quality and variety of tourism products to offer, that is, they are competitive with the top tourism facilities of Western Cape, Gauteng and KwaZulu Natal. The selection of Nelson Mandela Metro as a host city of the FIFA Soccer World Cup in 2010 also enhanced its appeal to the international and domestic community.

The information on the amounts spent by the tourists indicate that the provincial total stood at some R 5.9 million per day with the two top metropolitan centres accounting for R2.94 million per day (Appendix 4 variable 25). This indicates that the tourists spent about 50% of the provincial expenditures in the two centres at the time of this study.

#### **6.4.6 Inequalities in quality or status of the accommodation establishments**

Variables 13 and 14 on Appendix 4 provide information on this indicator on tourism standards. One would normally expect that the best and the finest accommodation establishments would be located in the urban municipalities and the others in the 'peripheral' municipalities. However, this was not the case from the findings. The statistics indicated that at the end of 2009, there were a total of 629 (3-5) star hotels in the province with the Nelson Mandela Metro and Buffalo City having 155 of them, that is, a mere 25%. Rural-based hotels in Kouga, Makana, Sundays River Valley, Port St. Johns and Ndlambe, were also found to operate accommodation establishments in the categories of 3 to 5 star-grading. In addition, it was also the case that the Nelson

Mandela Metro and Buffalo City also had some 590 out of the total of 1787 (0-2) star hotels in the province to cater for the low income class, that is, 33%.

Nelson Mandela Metro and Buffalo City however boast of world-renowned names, such as Radisson Blue, Holiday Inn, Shamwari and Regent Hotels. It became evident that Bed and Breakfast categories formed a sizeable percentage of the accommodation units in all the municipalities. Certain municipalities had neither hotels nor guest houses nor self-catering units, but all the municipalities were found to have Bed and Breakfast accommodation units. Most of the Bed and Breakfast units are run by the blacks who have opened their homes to host visitors. They see the Bed and Breakfast business venture as the entry level to staking their claim in this dynamic industry. Consequently, there are as many Bed and Breakfast accommodation units in the affluent municipalities as they are in the poorer municipalities. Thus, of the accommodation units registered with the Eastern Cape Tourism Board, there were far more Bed and Breakfast units than all the others.

#### **6.4.7 Inequalities in the sports- and transport-related businesses**

Most of sports-related tourism businesses (variable 19) are concentrated in the municipalities of Nelson Mandela Metro and Buffalo City. Nelson Mandela Metro and Buffalo City have a wide variety of sports facilities than all the others combined and do attract many sport tourists in sport disciplines like soccer, rugby and cricket. Nelson Mandela Metro hosted a number of soccer matches, including a quarter-final, at the recent 2010 FIFA Soccer World Cup hosted by South Africa in June-July 2010, attracting hundreds of thousands of tourists to the metro. Variable 19 indicates that out of the total of 247 sports-related tourism businesses, the Nelson Mandela Metro and Buffalo City had 57 giving a percentage of 23.0. The remaining 37 municipalities only boast of

very few sporting facilities of inferior standards, like school and community playgrounds, for honing local talents and for local entertainment.

Transport related businesses (variable 18) enjoy success in all the municipalities but with differential offerings. The municipalities of Nelson Mandela and Buffalo City were found to enjoy transport businesses from all the four codes of transport – air, rail, road and water. Nelson Mandela, Buffalo City and King Sabata Dalindyebo are the only municipalities with commercial airports, facilitating quicker mobility of tourists to the province. They also have air charter businesses for those who can afford for sightseeing. Other municipalities like Ndlambe, Lukhanji Mnquma and Mbizana have airstrips for affluent tourists who own small aircrafts and those who can afford charter aircrafts. The remaining municipalities do not have the luxury of air transport facilities and need to supplement their air travels with either rail or road. Sea transport is restricted to only the municipalities of Nelson Mandela Metro and Buffalo City and they both regularly play hosts to passenger liners sailing past the east coast of South Africa. Most municipalities have water sports including water cruises on the dams and rivers situated in their areas, and proprietors operate such cruises and sports on commercial basis. For road transport, the minibus taxi business is the most popular in all the municipalities for charter tours. But, when it comes to the luxurious bus operations, for ferrying large number of tourists, again, this is restricted to the main ports of entry of Nelson Mandela Metro, Buffalo City and King Sabata Dalindyebo, or neighbouring provinces of Western Cape and KwaZulu Natal.

#### **6.4.8 Inequalities in the culture-based businesses**

Appendix 4 indicates that this refers to variable 16. Reading down on this column, one observes tremendous differences between the municipalities. Businesses related to culture include the traditional handicrafts and other western artefacts. These products

are increasingly becoming popular with foreign tourists in particular. Variable 16 indicates that as at 2009, there were about 846 culture-based tourism businesses in the province. Out of these, Nelson Mandela Metro and Buffalo City had 130, giving a percentage of 15.3. The rural municipalities, such as Nqushwa, Mbashe, Engcobo, and Nyandeni are the custodians of the authentic indigenous Xhosa cultures, traditions and local arts and crafts of the province.

#### **6.4.9 The formal and informal businesses**

The tourism businesses in the municipalities were found to be a mix of formal (variables 2 and 3) and informal operators (variables 21 and 22). The formal operators usually comprise of SMMEs and big businesses with proper addresses and may be registered for tax purposes. They are also referred to as first economy businesses. The total number of such businesses stood at 1826 as at the end of 2009. There were a total of 803 of these businesses in the Nelson Mandela Metro and Buffalo City as at the end of 2009, giving a percentage of 41. This gives an indication that almost half of the registered tourism businesses are concentrated in the two metros.

The second economy tourism businesses are “informal”, marginalized, operated by those who are unemployed and those unemployable in the formal sector and who live on the margins of mainstream economy. They were found to operate low-key economic activities such as “spaza” shops, hawking, brewing traditional beer, selling second-hand clothes and other hand-to-mouth economic activities, with a low tax base and a tiny turn-over per annum. The majority of the tourism businesses in the municipalities of Eastern Cape Province fall in this category of second economy with informal operations. Resources like the sea and its coast, rivers, rocks, forests and the mild temperatures are available to help them to engage in activities such as selling handicrafts made from seashells, bags and mats made from tree branches, twigs and grass, building lodges



near the beaches to accommodate tourists, due to lack of capital, training, entrepreneurial know-how and an enabling atmosphere, the few businesses were found to be making very low profits with some of them actually facing the possibility of closing down.

In terms of linking with the formal sector, the statistics on variables 21 and 22 indicate that only about 6.5% of the tourism businesses in the Nelson Mandela Metro and Buffalo City had business dealings with these informal sector operators. A common observation in the main urban centres was the unwillingness of the owners of the leading hotels to allow informal tourism related businesses to display their products near the premises of their hotels.

### **6.5 The statistical relations between the variables: the first step towards obtaining the factor scores**

The above analyses have provided useful background information on the locations of various aspects of the inequalities inherent in the tourism businesses of the Eastern Cape. This certainly serves as a useful backdrop to more rigorous statistical analysis which now follows. The above discussions have shown the importance of the Nelson Mandela Metro and Buffalo City in the various tourism activities.

It is important that the concepts based on the theory of emergence addressed earlier in Figure 3.3 are now applied once more to see how patterns emerge through the bringing together of the individual variables discussed above. Individually the variables examined above cannot provide patterns or impressions based on relationships. By grouping the variables into few classes on the basis of some logical criteria however, information and knowledge which is not possible to find can emerge (Johnson, 2002).

Below, we begin the first step in this exercise of finding patterns within the inequalities described above by the disclosing the correlation coefficients associated with the 27 variables. This is the first requirement towards the application of the technique of Factor Analysis.

### **6.5.1 Finding patterns from the inequalities through factor analysis**

As was noted in chapter 5, one of the conditions for addressing causality is to establish associations between the variables concerned. Such associations can be calculated from the type of raw data as presented in Appendix 4. One key feature of the matrix table is the obvious inequalities in the distribution of the 27 variables in the 39 municipalities. The information shows the varying conditions of the variables among the 39 municipalities. There is, however, the problem of information over load in Appendix 4. One cannot obtain any general or broad pattern in the variations as presented. Correlation coefficients can be calculated as a first step towards getting some bigger picture of the statistical relations that actually exist between the variables and which must therefore be found out (Creswell, 2003; Manly, 2004).

Below, in Table 6.2, such associations are indicated in terms of correlation coefficients. Correlation coefficients are statistical indices indicating how certain variables co-vary. They range from -1.0 for the highest possible negative relationship which could occur to +1.0 representing perfect positive relationship. In-between these extremes are various values representing various types of relationships between variables.

To find some patterns in the relations between the variables, the negative and positive correlation coefficients in the matrix table were carefully studied. From the study, it began to emerge that negative coefficients were associated with some specific variables in the table. As can be seen from Table 6.2, the negatively related variables that stood

out were the following: percentage of tourism businesses which are urban-based (variable 7); percentage of tourism businesses whose top management are not whites (variable 12); percentage of sales in the tourism business which emanates from the informal sector (variable 21); percentage of purchases in the tourism sector which emanates from the informal sector (variable 22); percentage of tourists per day (variable 23); and the percentage of domestic tourists per day (variable 24). Variables 12, 21, 22 and 24, for example, were found to be negatively related to variable 13 (which relates to patronage of the 3-5 star hotels in the province). Other such examples abound on the table. Such relations immediately suggest the need for further investigation with a view to finding the possible underlying mechanism (Sayer, 2000: 26).

The variables associated with positive correlation coefficients include the post-1994 establishments and the number of registered businesses for example, and also the 3-5 star businesses and variable 3, that is, the post-1994 establishments. The positive correlations indicate that as one of the variables increases the other tends to increase as well whereas the opposite is the case with the negative correlations. It is such co-variations which statisticians find intriguing and would want to find answers to the underlying mechanisms through intensive research. Table 6.2 shows details of the correlation coefficients between the variables.

Table 6.2: Table of Correlation Coefficients

Multivariate																											
Correlations																											
	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10	Q11	Q12	Q13	Q14	Q15	Q16	Q17	Q18	Q19	Q20	Q21	Q22	Q23	Q24	Q25	Q26	Q27
Q1	1.00	0.73	0.80	0.71	0.84	0.32	0.21	0.18	0.33	0.40	0.68	-0.2	0.66	0.81	0.31	0.62	0.83	0.76	0.79	0.82	-0.4	-0.5	0.84	-0.0	0.83	0.33	0.31
Q2	0.73	1.00	0.98	0.85	0.94	0.77	-0.1	0.62	0.74	0.81	0.98	-0.6	0.96	0.95	0.75	0.93	0.94	0.95	0.97	0.96	-0.9	-0.9	0.94	-0.4	0.96	0.80	0.77
Q3	0.80	0.98	1.00	0.88	0.99	0.71	-0.1	0.57	0.70	0.76	0.96	-0.6	0.95	0.98	0.66	0.91	0.98	0.97	0.99	0.99	-0.8	-0.8	0.99	-0.4	0.99	0.71	0.72
Q4	0.71	0.85	0.88	1.00	0.89	0.63	-0.0	0.49	0.60	0.66	0.89	-0.5	0.88	0.94	0.64	0.75	0.87	0.76	0.82	0.83	-0.8	-0.8	0.89	-0.3	0.91	0.66	0.64
Q5	0.84	0.94	0.99	0.89	1.00	0.59	0.05	0.45	0.60	0.66	0.91	-0.5	0.90	0.99	0.55	0.84	1.00	0.93	0.97	0.99	-0.7	-0.7	1.00	-0.2	1.00	0.60	0.61
Q6	0.32	0.77	0.71	0.63	0.59	1.00	-0.7	0.96	0.90	0.99	0.84	-1.0	0.87	0.66	0.94	0.89	0.57	0.71	0.69	0.63	-1.0	-1.0	0.59	-0.8	0.64	0.97	0.98
Q7	0.21	-0.1	-0.1	-0.0	0.05	-0.7	1.00	-0.8	-0.5	-0.6	-0.2	0.82	-0.3	-0.0	-0.5	-0.4	0.08	-0.2	-0.1	0.00	0.49	0.47	0.05	0.92	0.00	-0.5	-0.7
Q8	0.18	0.62	0.57	0.49	0.45	0.96	-0.8	1.00	0.84	0.95	0.70	-1.0	0.76	0.51	0.86	0.80	0.43	0.62	0.57	0.49	-0.9	-0.9	0.45	-0.9	0.50	0.89	0.96
Q9	0.33	0.74	0.70	0.60	0.60	0.90	-0.5	0.84	1.00	0.89	0.81	-0.8	0.85	0.64	0.83	0.87	0.60	0.69	0.70	0.64	-0.9	-0.9	0.60	-0.6	0.63	0.85	0.90
Q10	0.40	0.81	0.76	0.66	0.66	0.99	-0.6	0.95	0.89	1.00	0.87	-1.0	0.90	0.71	0.92	0.92	0.64	0.78	0.75	0.70	-1.0	-1.0	0.66	-0.8	0.70	0.95	0.98
Q11	0.68	0.98	0.96	0.89	0.91	0.84	-0.2	0.70	0.81	0.87	1.00	-0.7	0.99	0.94	0.84	0.95	0.90	0.90	0.93	0.91	-0.9	-0.9	0.91	-0.5	0.93	0.87	0.84
Q12	-0.2	-0.6	-0.6	-0.5	-0.5	-1.0	0.82	-1.0	-0.8	-1.0	-0.7	1.00	-0.8	-0.5	-0.9	-0.8	-0.4	-0.6	-0.6	-0.5	0.88	0.87	-0.5	0.93	-0.5	-0.9	-1.0
Q13	0.66	0.96	0.95	0.88	0.90	0.87	-0.3	0.76	0.85	0.90	0.99	-0.8	1.00	0.93	0.83	0.96	0.89	0.90	0.93	0.91	-0.9	-0.9	0.90	-0.5	0.92	0.87	0.88
Q14	0.81	0.95	0.98	0.94	0.99	0.66	-0.0	0.51	0.64	0.71	0.94	-0.5	0.93	1.00	0.64	0.85	0.97	0.91	0.95	0.96	-0.8	-0.8	0.99	-0.3	0.99	0.67	0.67
Q15	0.31	0.75	0.66	0.64	0.55	0.94	-0.5	0.86	0.83	0.92	0.84	-0.9	0.83	0.64	1.00	0.84	0.53	0.62	0.62	0.57	-1.0	-0.9	0.55	-0.7	0.60	0.98	0.92
Q16	0.62	0.93	0.91	0.75	0.84	0.89	-0.4	0.80	0.87	0.92	0.95	-0.8	0.96	0.85	0.84	1.00	0.83	0.90	0.91	0.88	-0.9	-0.9	0.84	-0.6	0.86	0.87	0.89
Q17	0.83	0.94	0.98	0.87	1.00	0.57	0.08	0.43	0.60	0.64	0.90	-0.4	0.89	0.97	0.53	0.83	1.00	0.94	0.97	0.99	-0.7	-0.7	1.00	-0.2	0.99	0.58	0.60
Q18	0.76	0.95	0.97	0.76	0.93	0.71	-0.2	0.62	0.69	0.78	0.90	-0.6	0.90	0.91	0.62	0.90	0.94	1.00	0.98	0.97	-0.8	-0.8	0.93	-0.5	0.94	0.69	0.72
Q19	0.79	0.97	0.99	0.82	0.97	0.69	-0.1	0.57	0.70	0.75	0.93	-0.6	0.93	0.95	0.62	0.91	0.97	0.98	1.00	0.99	-0.8	-0.8	0.97	-0.4	0.97	0.68	0.71
Q20	0.82	0.96	0.99	0.83	0.99	0.63	0.00	0.49	0.64	0.70	0.91	-0.5	0.91	0.96	0.57	0.88	0.99	0.97	0.99	1.00	-0.7	-0.7	0.99	-0.3	0.98	0.63	0.65
Q21	-0.4	-0.9	-0.8	-0.8	-0.7	-1.0	0.49	-0.9	-0.9	-1.0	-0.9	0.88	-0.9	-0.8	-1.0	-0.9	-0.7	-0.8	-0.8	-0.7	1.00	1.00	-0.7	0.70	-0.8	-1.0	-1.0
Q22	-0.5	-0.9	-0.8	-0.8	-0.7	-1.0	0.47	-0.9	-0.9	-1.0	-0.9	0.87	-0.9	-0.8	-0.9	-0.9	-0.7	-0.8	-0.8	-0.7	1.00	1.00	-0.7	0.68	-0.8	-1.0	-1.0
Q23	0.84	0.94	0.99	0.89	1.00	0.59	0.05	0.45	0.60	0.66	0.91	-0.5	0.90	0.99	0.55	0.84	1.00	0.93	0.97	0.99	-0.7	-0.7	1.00	-0.2	1.00	0.60	0.61
Q24	-0.0	-0.4	-0.4	-0.3	-0.2	-0.8	0.92	-0.9	-0.6	-0.8	-0.5	0.93	-0.5	-0.3	-0.7	-0.6	-0.2	-0.5	-0.4	-0.3	0.70	0.68	-0.2	1.00	-0.3	-0.7	-0.8
Q25	0.83	0.96	0.99	0.91	1.00	0.64	0.00	0.50	0.63	0.70	0.93	-0.5	0.92	0.99	0.60	0.86	0.99	0.94	0.97	0.98	-0.8	-0.8	1.00	-0.3	1.00	0.64	0.65
Q26	0.33	0.80	0.71	0.66	0.60	0.97	-0.5	0.89	0.85	0.95	0.87	-0.9	0.87	0.67	0.98	0.87	0.58	0.69	0.68	0.63	-1.0	-1.0	0.60	-0.7	0.64	1.00	0.94
Q27	0.31	0.77	0.72	0.64	0.61	0.98	-0.7	0.96	0.90	0.98	0.84	-1.0	0.88	0.67	0.92	0.89	0.60	0.72	0.71	0.65	-1.0	-1.0	0.61	-0.8	0.65	0.94	1.00

The correlations are estimated by Pairwise method.

Source: Based on Appendix 4

A way of further reducing the information in a table such as the above into fewer dimensions is still necessary. Factor analysis has been developed to provide this type of more simplified information. Through this type of analysis, the inequalities within the tourism sector could be described in terms of far fewer constructs instead of concentrating on all the individual correlation coefficients. The SAS JMP Version 8 for Windows Factor Analysis Model was used to perform this data reduction exercise.

Table 6.3 indicates that two principal dimensions could, in fact, be abstracted from the 729 variables to do the descriptions. Thus, instead of working with all the 729 variables,

that is with a 27 x 27 matrix structure, the application of the technique of factor analysis indicates that just 2 factors, could in fact, be used in this study to get the broader picture of the dimensions associated with the many relationships.

Table 6.3: Rotated factor patterns

<b>Variables</b>	<b>Factor 1</b>	<b>Factor 2</b>
No. of Food and Beverage Outlets (variable 17)	0.97	0.19
Est. Contribution to Eastern Cape Tourism Income in R millions (variable 5)	0.97	0.21
% of Tourists/ Day (variable 24)	0.97	0.21
Amount spent/tourist/Day in R 1000s (variable 25)	0.96	0.27
No of Tourism Facilities and Services (variable 20)	0.95	0.27
No. of 0-2- Star Accommodation Outlets(variable 14)	0.94	0.30
Estimated total no. of Establishments Post-1994 to date (variable 3)	0.93	0.36
No. of Sports-related Tourism Business (variable 19)	0.92	0.35
Total Pop. of Municipalities (Community Survey 2007) (variable 1)	0.88	-0.05
Estimated total no. of Establishments Pre-1994 (variable 2)	0.88	0.44
No. of Transport-related Tourism Business (variable 18)	0.86	0.41
No. of Businesses registered with ECTB (variable 4)	0.84	0.31
% of Employees in Tourism Business (variable 11)	0.83	0.54
No. of 3-5- Star Accommodation Outlets (variable 13)	0.80	0.59
No. of Culture-based tourism products (variable 16)	<b>0.72</b>	<b>0.65</b>
Business Owners' Tourism Experience: % with 10 yrs and more (variable 10)	0.48	0.87
% of BEE Tourism Business Owners (variable 9)	0.46	0.78
% of White Patrons of Business/ Day (variable 8)	0.45	0.84
% of satisfactory responses to Tourism Services (variable 27)	0.43	-0.89
Estimated % of Tourism Business Insured (variable 6)	0.41	-0.90
No. of Nature-based tourism products (variable 15)	0.41	0.83
% of Urban-based tourism products (variable 7)	0.28	-0.88
% of White Owners of Tourism Businesses (variable 8)	0.24	0.96
% of Domestic Tourists/ Day (variable 24)	-0.01	-0.93
% of Non-Whites Management positions (variable 12)	-0.26	0.95
% of Informal Sales to tourism business (variable 21)	-0.57	-0.80

Source: SAS JMP Version 8 for Windows based on fieldwork (2010)

Thus, for this particular study, it could be stated that two basic structures could be used to describe the relationships associated with the inequalities between the variables associated with the tourism sector in the Eastern Cape. The loadings on the two factors in Table 6.3 represent the degree and direction of the relationships of the 27 variables on the factors.

Table 6.4 indicates the Eigen values associated with the two factors. They represent the sum of column of squared factor loadings, that is, the algebraic roots of a characteristic equation. These two factors emerged as very important, accounting for some 94.25% of the variations inherent in the table of correlation coefficients. The two other dimensions indicated on Table 6.4 below make relatively little contributions to the overall variance structure.

Table 6.4 Distribution of the percentage variances

Number	Eigen value	%	Cumulative %
1	21.48	76.71	76.71
2	4.91	17.53	94.25
3	0.66	2.39	96.64
4	0.34	1.21	97.85

Source: Based on Table 6.3

The task now is how to name the two factors in tables 6.3 and 6.4. In naming these two dominant factors, the nature of the loadings was taken into account. It is clear from Table 6.3 that the variables which loaded highly and positively on factor one were 17, 5, 23, 25, 20, 14, 3, 19, 1, 2, 18, 4, 11, 13 and 16. Factor Two also related highly (negative and positive) to variables 10, 9, 27, 6, 15, 7, 8, 24, 12, 21 and 22.

After initially debating about how to name the two factors, it finally became clear that factor one is very much associated with the high income generating variables. These variables relate to incomes generated in million South African Rands per year, amounts spent by the tourists per year, the provincial employees in the tourism businesses, and the availability of good tourism facilities such as transport facilities. The variables associated with factor two on the other hand, deal basically with the ownership patterns of the businesses. BEE ownership is an important attribute of the variables which have relatively low levels of investments and business networks and are largely non-urban in terms of location. A central theme of the two groupings is thus the clear distinction between the largely high income generating functions of the variables associated with factor one as against the largely rural-based businesses with their BEE component characteristic of factor two.

The implications of these two factors will be mentioned from time to time in the following pages. The above pattern reflects the fact that the dualistic structure associated with the provincial tourism economy is still intact in which the old (pre-1994 tourism business system) and the new (post-1994 system) operate side by side in a palimpsest sort of situation. This is the situation where pre-1994 tourism development legacies co-exist with post-1994 tourism policies. It is one of the current realities in the development of post-1994 South Africa, where massive efforts have been made by the various administrations to spread the tourism activities widely in the Eastern Cape through various intervention packages. However, the old established tourism businesses continue to dominate the economic landscapes. New entrants are merely welcome into an already established framework of regional imbalance between the urban and rural tourism sectors, thus, creating a tourism palimpsest in the spatial development of the Eastern Cape Province.

### **6.5.2 The spatial dimensions of the two factors**

This section of the findings now turns attention to the fourth objective of this study – a description of the spatial dimension of the tourism businesses with a disclosure of the distribution of the two factors among the 39 municipalities. This aspect of the research was addressed by calculating the scores of the 39 municipalities with reference to the 2 factors. Table 6.5 shows how the 39 individual municipalities scored on the two factors.



Table 6.5: Distribution of the two Factors among the 39 municipalities

<b>Municipality</b>	<b>Factor One</b>	<b>Factor Two</b>
Amahlati	-0.56	0.66
Baviaans	-0.31	-0.65
Blue Crane	-0.24	-0.77
Buffalo City	3.07	0.48
Camdeboo	-0.30	1.07
Elundini	-0.17	-0.95
Emalahleni	-0.17	-0.93
Engcobo	-0.12	-1.20
Gariep	-0.55	0.60
Great Kei	-0.56	0.66
Ikwezi	-0.32	-0.77
Inkwanca	-0.29	-0.83
Intsika Yethu	-0.10	-1.16
Inxuba Yethemba	-0.34	1.07
King Sabata Dalindyebo	0.22	1.23
Kouga	0.04	1.35
Kou-Kamma	-0.33	1.10
Lukhanji	-0.22	0.99
Makana	-0.06	1.35
Maletswai	-0.35	1.11
Matatiele	-0.06	-0.98
Mbashe	-0.11	-0.92
Mbizana	-0.43	0.50
Mhlontlo	-0.05	-1.21
Mnquma	-0.39	0.52
Ndlambe	-0.08	1.36
Nelson Mandela Metro	5.07	-0.11
Ngqushwa	-0.22	-0.89
Nkonkobe	-0.48	0.59
Ntabankulu	-0.14	-1.18
Nxuba	-0.27	-0.75
Nyandeni	-0.08	-1.19
Port St. John's	-0.05	1.31
Qaukeni	-0.05	-1.09
Sakhisizwe	-0.21	-0.95
Senqu	-0.28	1.06
Sunday's River Valley	-0.14	1.40
Tsolwana	-0.32	-0.78
Umzimvubu	-0.05	-1.08

Source: Based on SAS JMP Version 8 for Windows (2010)

A striking feature of the factor scores on the above table is the dominant position occupied by the **Nelson Mandela Metro** with the top score of 5.07 on Factor One. As was mentioned earlier, Factor One is associated largely with the high income generating component of the tourism businesses. Second on the list was **Buffalo City Municipality** which covers the East London-King Williamstown region with a score of 3.07 on this factor. As could be seen from the above table, the other municipalities scored very low or even negatively on Factor One. Thus, only the two major cities in the Eastern Cape, Port Elizabeth (Nelson Mandela Metro) and East London (Buffalo City), with their surrounding satellites, scored positively on Factor One. These two municipalities, thus, emerged as the most important in the tourism development of the Eastern Cape.

To get a picture of where the remaining 37 municipalities belong, the technique of Cluster Analysis was used and from the information that emerged, they could all be put into two groups. Thus, the third on the list according to the total scores of all municipalities in this group under Factor One were the following municipalities in the same group with Amahlati Municipality, Camdeboo, Gariiep, Great Kei, Inxuba Yethemba and King Sabata Dalindyebo, among others. This group is, thus, referred to as the **Amahlati Group**.

Fourth on the list were largely rural municipalities such as Baviaans, Blue Crane, Elunduni, Emalahleni, Engcobo, Ikwezi, Intsika Yethu, Matatiele, Mbashe, Ntabankulu, Nyandeni and Umzimvubu, with the lowest total scores of all municipalities in this group on Factor One. In fact, this group scored negatively on both Factor 1 and 2. An important point that needs to be noted here is that these municipalities formed part of the former poor homelands of the Transkei and Ciskei. This group is, thus, termed the **Baviaans Group**.

For easy identification of towns and cities that are incorporated into the new municipalities, refer to figure 2.5 above. In the following sections, the terms **Port Elizabeth/Nelson Mandela Metro**, **East London/Buffalo City**, **Amahlati** and **Baviaans** will be used to designate the 4 hierarchies.

When it comes to the distribution of Factor Two, one notices that it is the rural-oriented municipalities such as Camdeboo, Nxuba Yethemba, King Sabata Dalindyebo, Kouga, Makana, Maletswai, Ndlambe, Port St John’s and Sunday’s River Valley regions which scored significantly with the values ranging from 1.06 for Camdeboo to 1.34 for Makana. Other municipalities which scored positively on Factor Two include Amahlati (0.65), Gariiep (0.59), Great Kei (0.66) and Mnquma (0.51). These figures help to disclose the fact that BEE-owned businesses and the other variables associated with “rurality” are prominent in these municipalities. The Amahlati Group tops Factor Two. It needs to be noted that Buffalo City came second with a score of 0.47 whilst the Nelson Mandela metro came third with a score of -0.10. The Baviaans Group again came fourth with a score of -0.96. Table 6.6 gives a summary of the average scores associated with the 4 clusters as derived from the cluster analysis (figure 6.3) on both Factor One and Factor Two.

Table 6.6: The average scores associated with the four clusters

<b>Group/Cluster</b>	<b>Average scores for Factor 1</b>	<b>Average scores for Factor 2</b>
Nelson Mandela Metro (PE)	5.06 (1 <sup>st</sup> )	-0.106 (3 <sup>rd</sup> )
Buffalo City (East London)	3.074 (2 <sup>nd</sup> )	+0.476 (2 <sup>nd</sup> )
The Amahlati Group	-0.29 (3 <sup>rd</sup> )	+0.995 (1 <sup>st</sup> )
The Baviaans Group	-0.17 (4 <sup>th</sup> )	-0.96 (4 <sup>th</sup> )

Source: Based on Table 6.5

The above data thus provides important information concerning the rankings of the 4 clusters on both Factor One and Factor Two.

A still more authentic picture of the tourism profile of the 4 clusters can be obtained by an examination of Table 6.7 which examines the scores of the 4 clusters on six important variables on the tourism business. This table gives credence to the reality that the tourism sector in the Eastern Cape, as currently organized, is very much polarized in the principal metro of Port Elizabeth (PE) and the soon-to-be-declared metro of Buffalo City. Mabindla (2008), quoting Gaster Sharpley, the municipal manager, confirmed that the Municipal Demarcation Board had decided to award Buffalo City (East London-King William's Town corridor) (EL) a metro status in 2011. The importance of these two regions could better be appreciated when their population sizes are related to those of the Amahlati and Baviaans Group of municipalities. The statistics from Appendix 4 of all the municipalities under Amahlati and Baviaans groups were added up to get the figures in the table below.

Table 6.7: Key statistics for further highlighting the differences in the tourism activities between the four municipality clusters in the Eastern Cape

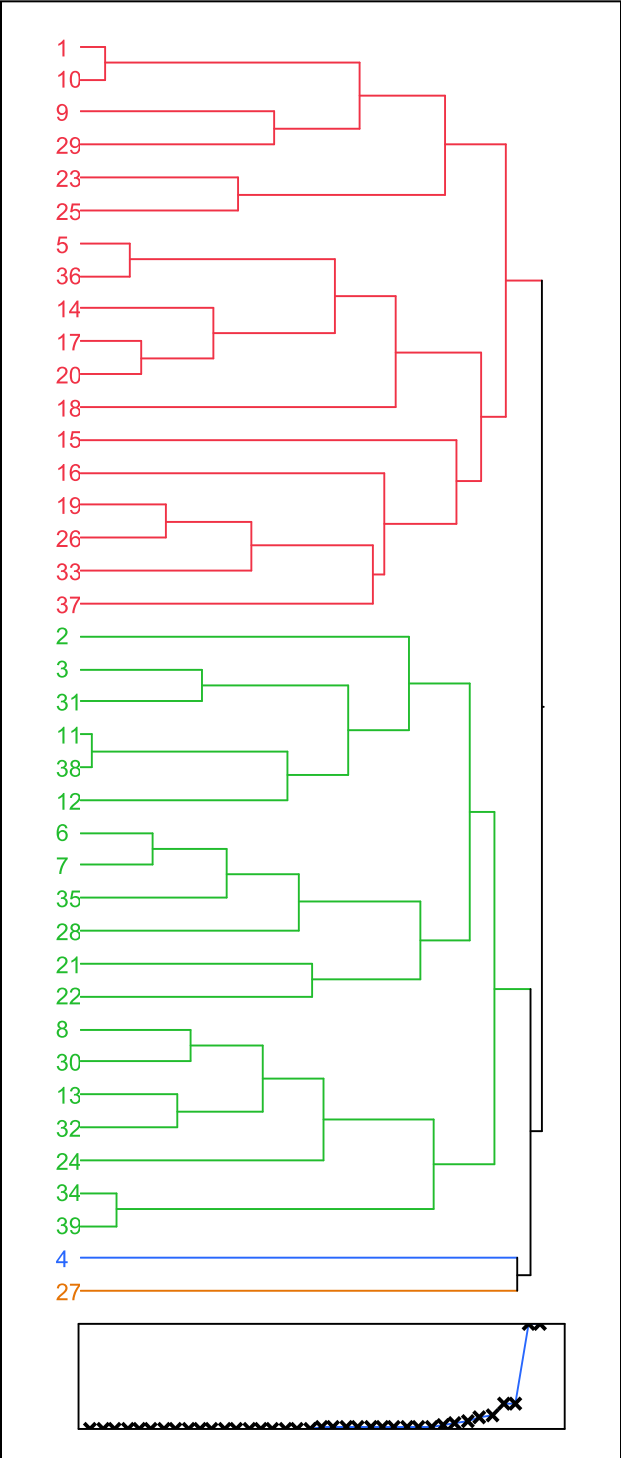
Group/Cluster	Pop in Millions	Pre-1994 Businesses	Post-1994 businesses	Businesses registered with ECTB (2010)	Contribution EC tourism business in R millions	No. of Tourists/yr in millions
Nelson Mandela Metro (PE)	1.05	212	1462	311	R 1906.10	1.64
Buffalo City (EL)	0.72	123	952	492	R1294, 94	1.12
Amahlati Group	2.22	633	4907	876	R2529.36	2.18
Baviaans Group	2.54	105	2145	147	R320.71	0.28

Source: Based on information from Appendix 4

To give further credence to the inequalities among the municipalities, attention is now turned to a graphical illustration of the groupings associated with Factor One (that is the municipalities associated with Factor One on Table 6.5 above). The results of this type of grouping are shown by a dendrogram, in Figure 6.2 which shows the hierarchical relationships between the 39 municipalities in the form of a tree diagram, or dendrogram. The dendrogram lists all of the municipalities and indicates at what level of the x-axis some measure of similarity made any two or more clusters (municipalities) to join. Clusters may join pair-wise, such as the joining of 1-2 and 3-4. Alternatively, individual municipalities may be sequentially added to an existing cluster, such as the joining of 6 with 5-9, followed by the joining of 7. Such sequential joining of the clusters (the municipalities in this case) is known as chaining.

The SAS JMP Version 8 for Windows was used to group the 39 local municipalities (Figure 6.2). Four clusters were obtained in all, and they are symbolized with the colours red, blue green and gold. From the dendrogram below in figure 6.2, the Nelson Mandela Metro, depicted by the colour gold and represented by the number 27 (refer Table 6.1 on page 203), came out highest with a score of 5.06 on Factor One. It is followed by Buffalo City, represented by the colour blue and number 4 on the dendrogram, with a score of 3.074 on Factor One.

Figure 6.2: Dendrogram of the four clusters



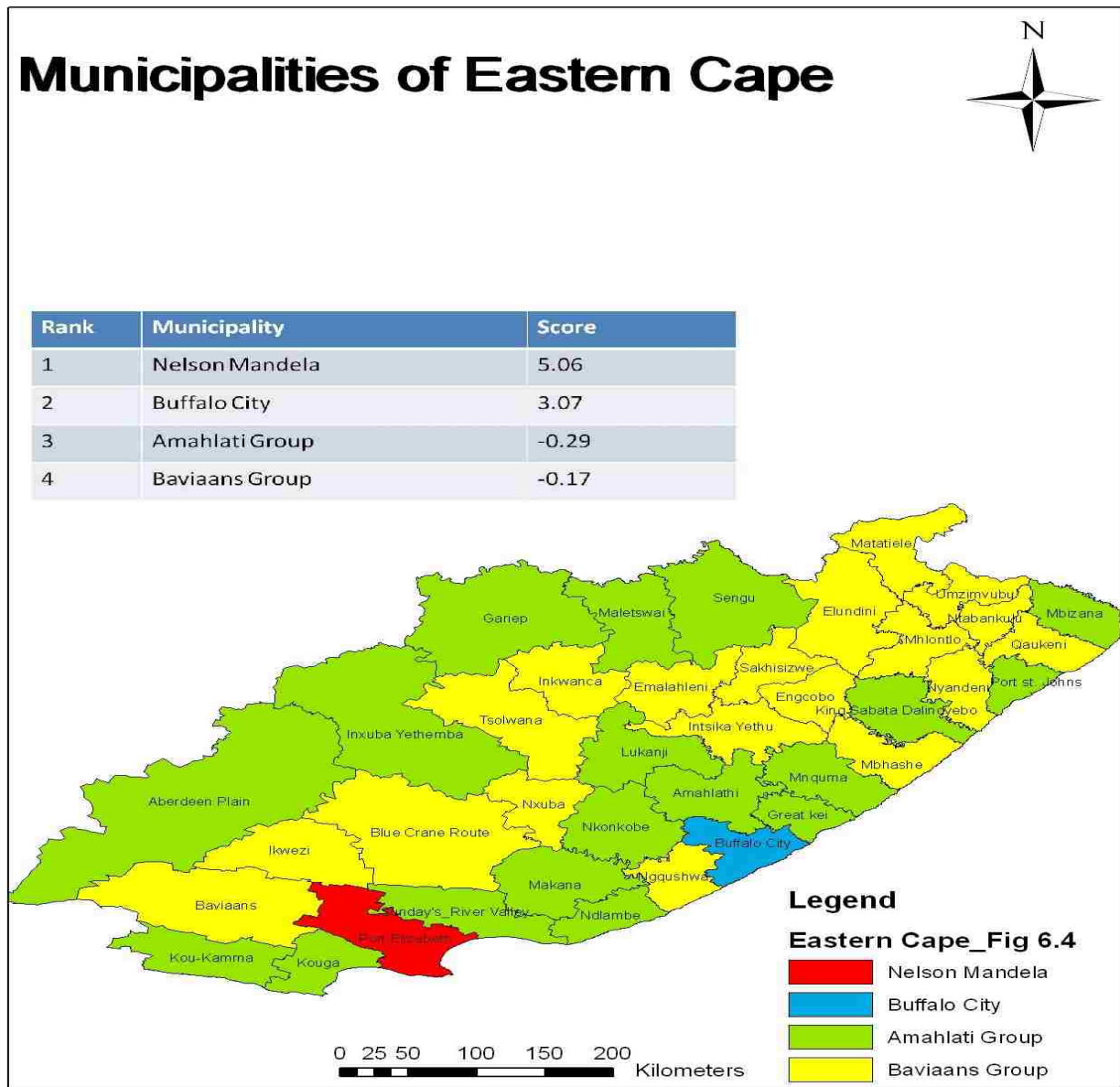
Source: SAS JMP Version 8 for Windows

The next group is referred to as the Amahlati Group made up of 19 local municipalities, in the colour green that obtained an average score of -0.29 on that same factor. The last group is the Baviaans Group in the colour red with 18 local municipalities and the lowest average score of -0.17 on Factor One. Figure 6.2 thus points to the fact that in terms of tourism development in the Eastern Cape, there is a wide gap between four groups with the Nelson Mandela Metro having the best tourism products and as such attracting the greatest number of tourists.

## **6.6 The maps of the factor scores**

Two maps have been drawn from the two factors that emerged in Table 6.5 above. The first map (figure 6.3) shows how the municipalities fared with reference to their scores on Factor One.

Figure 6.3: The distribution of the factor scores among the Municipalities (Factor 1)



Source: Based on Fieldwork Analysis (2010)

Attention is now turned to the distribution of the scores among the municipalities on Factor Two.



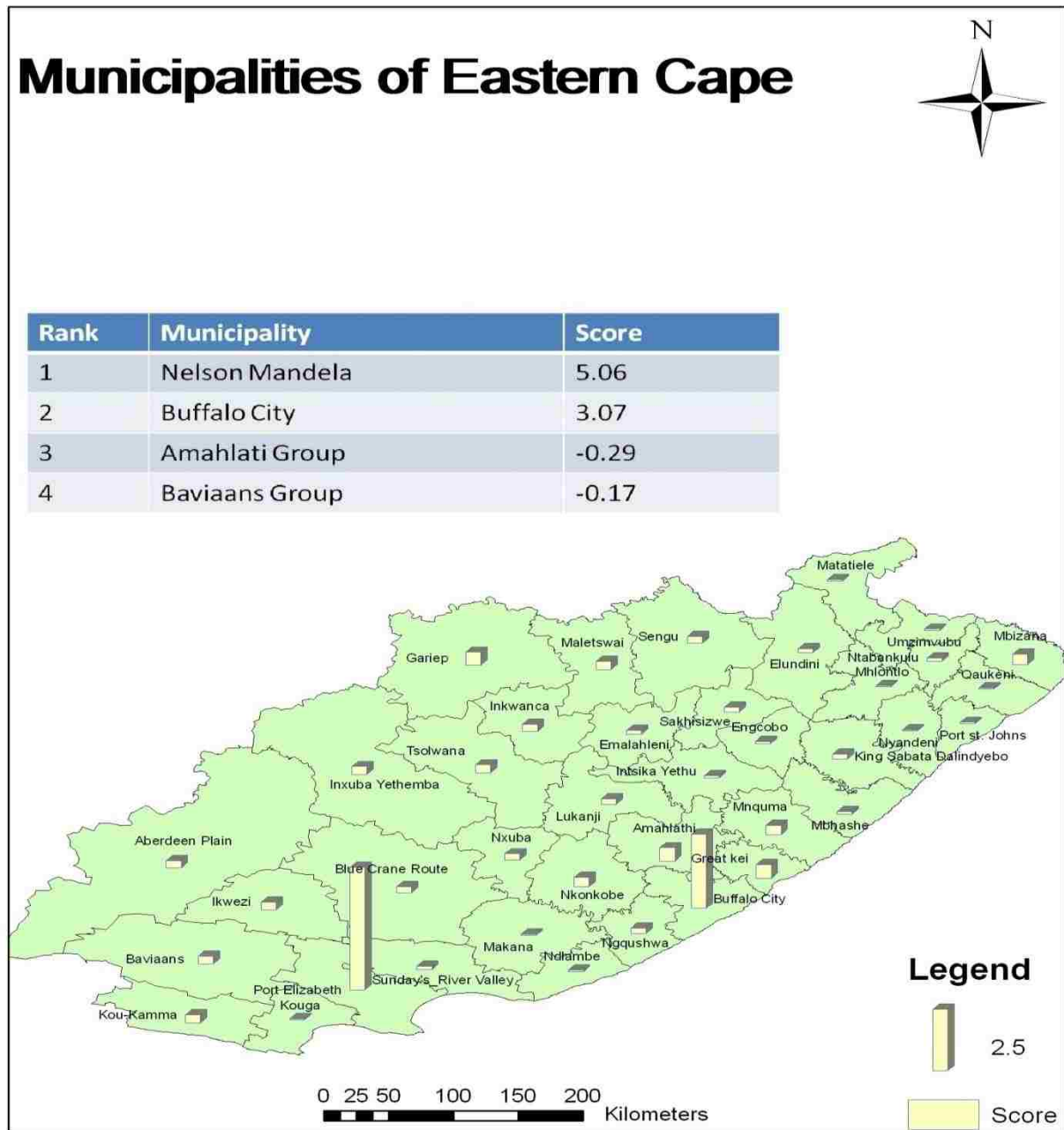


respectively as referred to by the names Amahlati Group and Baviaans Group respectively. It could be observed on both maps that the municipalities in the Baviaans Group are largely located in the former relatively underdeveloped homelands of Transkei and Ciskei. The maps portray a general south-west, north-east arc of low tourism development regions operating side by side with the two coastal nodes of relative prosperity. This information thus provides the answer to the research objective of finding the spatial patterns related to the inequalities associated with the tourism sector of the Eastern Cape.

These two maps make an important contribution to the existing research projects on the Eastern Cape since from the literature reviews so far made, this is likely to be the first time that such information on the provincial tourism development condition is being presented to the public, that is, factor analysis-generated maps indicating the classifications of the municipalities on the basis of their factor scores.

To obtain a picture of a three-dimensional impression of the factor scores, figure 6.5 below needs to be looked at. The map clearly shows the Port Elizabeth and East London regions standing out as islands of relative tourism affluence in islands of tourism underdevelopment.

Figure 6.5: A Map of Bar Graphs indicating the distribution of Scores on Factor 1



Source: Based on Fieldwork Analysis (2010)

## **6.7 Intensive engagements with stakeholders: towards an understanding of inequalities in the development of the tourism businesses**

With the statistical descriptions over, attention now turns to the results of the engagements that took place with the stakeholders in the tourism activities concerning the existence of the current inequalities in the tourism activities described under 6.6. These findings relate to the research objective of finding out how the concrete activities of the stakeholders in this study affect the current conditions witnessed in the tourism sector. The findings reported here relate to the answers that emerged from the questions in Appendix 2.

Without engaging the stakeholders in the interview questions in Appendix 2, this study could have ended with mere descriptive statistical data. The groupings identified above are formal, descriptive statistical generalizations which prioritise information about patterns and not processes. The groups, therefore, lack sufficiently-articulated structures to admit the possibility of emergent causal powers. As was indicated in Figure 1.4 and the other stratification models, what has been described above as inequalities in the development of the tourism sector is an emergent phenomenon in the sense that there are some actions of the stakeholders located in lower level stratum (the Actual) out of which the inequalities phenomenon has arisen, which, although dependent upon it, is not, however, predictable from or reducible to it. Without reference to the concrete activities of these stakeholders in the actual level, no analysis of the Eastern Cape tourism businesses can thus hope to advance beyond superficial descriptions of some statistics inherent in the tourism sector. This section therefore pays attention to the role of the stakeholders in *understanding* the existence of the current situation, an important element in critical realist research (Pratt, 1995; Sutton and Sutton, 2004; Mey and Mruck, 2007).

From our interactions with the stakeholders, it became clear that they had different attitudes to the tourism policies and the whole associated complex issues related to the statistical descriptions above. The findings confirm the proposition on that the stakeholders place their own meanings to the opportunities and constraints in the provincial tourism sector in different ways. They, therefore, confirm the critical realist idea that if one wants to understand some aspects of the social situation, then one has to be sensitive to the ways the stakeholders involved work. The author's interactions with the stakeholders confirmed the idea that social outcomes are, in fact, rooted in perceptions and that there is no objective world independent of human values, meanings and goals. The perceptions or the positions held by the stakeholders on the tourism policies and their outcomes were observed to predispose them to act in certain ways. It is to such predispositions and the implications they have for the future of the tourism businesses that attention is now turned.

### **6.7.1 The social production and reproduction relations phenomenon**

This concept, as mentioned earlier on page 110, is an essential element in the explanation of the inequalities. This aspect of theory is concerned with how underlying mechanism such as the policies and stakeholders tend to produce and reproduce particular outcomes in particular activities in particular regions during particular periods to reflect the meanings which they put on the policies concerned (Pred, 1984; Gregory, 1985; Smith and Eadington, 1992).

From the field work, it emerged that much of the explanatory factors behind the existence of the 4 Tourism Clusters above (that is, Cluster 1: The Port Elizabeth Region; Cluster 2: The East London Region; Cluster 3: The Amahlati Group and Cluster 4: The Baviaans Group), relate to the mindsets which characterize the activities of the six stakeholders in the tourism sector.

Tourism development in the Eastern Cape in the past was structured by the authorities to be largely urban, landscape and wildlife appreciation and formal sector-centred to the detriment of the way the rural communities in the former homelands conceptualize the sector. Before 1994, the governments' policies on tourism development were exclusively for the benefit of the above activities, with the advantages going to few selected enclaves. It was, therefore, not by accident that emphasis was put on the development of beaches, water sports, hotels, museums, theatres, colonial war memorials and nature reserves. These activities were, however, of little or no interest or importance to the black tourism entrepreneurs, not by their choice but due to the policies such as apartheid's Influx Control and Separate Amenities legislations. Such developments alienated the blacks from the mainstream industry, hence, the perception that tourism was a "white man's domain and not for the emerging black entrepreneurs". It is paradoxical that today, about 80 per cent of resorts in the province are still urban-centred whilst much potential tourism resources exist in the rural municipalities (refer to Appendix 4 variable 7). Some of the reasons were found to relate to the ideas tourists continue to hold about the high levels of safety and security risk outside the main urban centres. The rural areas of the former homelands are still perceived to be full of all sorts of criminal activities such as burglary. As a result, investors and tourists are nervous to venture into these areas. The media's spotlight on the crime situation has been of little help in correcting this wrong perception, thus, further polarizing the urban-rural dichotomy in tourism development. This situation confirms earlier findings of the Daily Dispatch newspaper of East London, (Daily Dispatch 1999) and of Ferreira and Harmse, (2000).

In spite of the efforts to attract tourism businesses to the Baviaans and Amahlati regions, the poor state of or non-existence of the tourism infrastructure in their rural areas is still a problem for potential tourism investors, for service providers and the tourists themselves as they search for destinations. Unfortunately, the capital outlay to

tackle the development of infrastructure such as good roads is beyond the reach of any average black tourism entrepreneur. Accessibility to most of these rural areas is thus a major problem. The condition of most of the roads to the rural areas is indescribable, even by the standards of best four-wheeled drive vehicles. Most of the roads here are either heavily potholed or impassable during summer with narrow bridges spanning the rivers and streams. Moreover, most of the resorts in the remote rural areas are not adequately sign-posted, and, more often than not, tourists tend to lose direction to resorts they wish to visit. Coupled with this, the rural areas are also poorly serviced by telecommunication. The latest mobile telephone technology cannot access some of the areas for reservation purposes by the tourists. In many instances, it was found out that it was easier to phone New Zealand or Canada from the urban centres than to phone some of the resorts that may be a few kilometres away from the tarred roads.

In addition to the inaccessibility of some of the attractions in the rural areas of the former homelands of Transkei and Ciskei, it was also observed that some of the game parks, forest reserves for tourists, the scenic mountainous areas are also beset with a host of ecological problems. These include pollution and environmental despoliation arising from garbage littering and soil erosion caused by four-wheeled drive vehicles. Neither tourists nor local communities appeared to be ecologically sensitive. Such people tend to litter, plunder the natural resources and thereby destroy the ecosystems. Others enjoy driving their four-wheeled vehicles on the remote beach sand and in ecologically sensitive areas where law enforcement is non-existent.

Beach sand mining for brick-making has become a big business in the former Transkei coastal areas and it has been difficult to contain this problem. The attempts by the government to give a mining concession to Iron and Steel Corporation (ISCOR) for titanium mining at Qolora Mouth and the construction of a toll road from East London

through the Wild Coast of former Transkei area to Port Edward on KwaZulu-Natal south coast are also problems for the environment (Acheampong, 2001; 2009). It came to the attention of the researcher that due to poverty, some of the nature reserves are being pillaged for food and other resources by the local rural communities. The nature conservation directorate in the environmental portfolio that presently manages the unique bio-diversity of the province has relegated its role to a minor one due to loss of experienced conservation staff, slashed budget and poor support from government. It was only in 2004 that the provincial government decided to separate the Provincial Parks Board from the Gambling Board to ensure focus and commitment to conservation issues. Currently, moves are at advanced stage to merge the Eastern Cape Parks Board with the Eastern Cape Tourism Board for a coordinated and focused attention to tourism deliverables.

From a tourism perspective, bio-diversity is one great asset and a comparative advantage and, therefore, is central to the development of the industry of the Eastern Cape. Yet it is advisable to focus on both the natural and cultural products in any strategy that is to be introduced. While tourism presents opportunities, it also poses a distinct challenge for the province. The economic benefits it presents are significant, but the potential impact on the natural environment can be negative. The immense economic benefits of tourism call for proper strategies for the implementation of sustainable tourism development. For this reason, any tourism development programme should ensure the inclusion and participation of the local communities in the creation of opportunities for all to sustain themselves through productive activities. The principles underlying tourism development need to chart a laudable and responsible path for tourism development, thus, balancing the need for continued growth of tourism and the need for tourist satisfaction, while protecting the quality and quantity of the environmental resources that support it. Unfortunately, the local communities in the



Baviaans and Amahlati groups are not properly integrated into activities of the LEDs to promote environmental resource development, as will be elaborated later.

The Eastern Cape resource base, in terms of accessible wildlife, varied and impressive scenery and unspoiled wilderness areas, diverse traditional African and western cultures and others, provides incredible attractions for tourism. Despite all these attractions, tourism development in the poor municipalities has been a missed opportunity for the majority black and rural communities because of a number of factors to be elaborated below.

The language barrier and ignorance of the potential of tourism in the poor municipalities have made the local communities passive passengers instead of active drivers in the tourism industry. There is lack of education and training to empower the local people and, as a result, unemployment and poverty have reduced their potential for investments in the tourism businesses, as noted earlier by Viljoen and Tlabela, (2007).

Land ownership is another issue which my research found to be a major problem in tourism development in the former Transkei and Ciskei. There is always the problem of who owns and controls the land, when it comes to embarking on development projects. Traditionally, it is impossible for traditional authorities to provide land for people other than those from their area for investment purposes. This social factor militates against all forms of development. The various forms of land tenure system in the two regions were found to be traditional quit-rent, freehold, government land, municipal land, and other institutional land. Almost all land in the Transkei and Ciskei rural areas is in the hands of traditional authorities. The land tenure system and its administration, where there is no formal right of land occupation, are critical to tourism development. Many traditional authorities believe that there is no substitute for land and, therefore, it

cannot be offered for sale. The land tenure problems in the former Transkei and Ciskei were thus found to constitute a major factor in driving away potential tourism investors.

The above indicates how, in spite of the existing policies, the concrete actions of today's tourism stakeholders continue to influence decision making processes in favour of the relatively more developed regions of the Eastern Cape. This dualistic legacy, although still very much in evidence, seems however to most people to constitute a situation which is fading away and giving way systematically (in the context of the post-1994 changes) to a new equity-based order. Over 80% of the stakeholders interviewed seem to be in this sort of relaxed mode believing that the post-1994 changes are enough to take care of any "challenges" associated with the tourism sector. Such mindsets imply that the stakeholders see the current phase (in which all stakeholders can now operate without restrictions) as being interventionist enough and not needing to cause much worries or anxieties. The common arguments that were raised by such mindsets were that in the past, the inequalities in the tourism sector were structured on the basis of four pre-determined unequal stakeholders (whites, blacks, Indians and coloureds) whilst today, they are structured on the basis of a level plain implying, in the opinion of such people, that the market forces of today will be able to and must now take over the change processes. Such mindsets ignore the fundamental roles that need to be played by the government officials in influencing the pace and direction of the change processes. Attention is now turned to the way the concrete activities and mindsets of the stakeholders have influenced the nature of inequalities in the development of the tourism sector in the Eastern Cape.

## **6.7.2 The stakeholders and the existing situation in the tourism sector**

This type of information constitutes the first part of the descriptive statistics of the study. It is concerned with providing information covering the following: their qualifications, age, sex, and so on.

### **6.7.2.1 The 132 local rural residents**

As noted above, the rural communities living near the hotels and other tourism facilities in the study region constitute an important part of this study. The main objective of the interviews was to get the perspective of the residents regarding the benefits which they are receiving from the tourism activities. These stakeholders matter because they live very close to the tourism facilities and interact in various ways with them through the almost daily visits during which they spend at the facilities, taking up various types of jobs, providing various types of information to would-be visitors to the facilities and other forms of associations with the management and workers of the tourism facilities. They also matter because, above all, from the business social responsibility perspective, they are expected to benefit from the operations of businesses located in their vicinities.

The questions, to which the local residents responded, appear in Appendix 2a. The findings are now summarised as follows:

About 65-70 per cent of the rural population in municipalities like Engcobo; Ngqeleni in Nyandeni; Tabankulu in Ntabankulu; Maclear and Ugie in Elundini, Cofimvaba and Tsomo in Intsika Yethu; Idutywa, Willowvale and Elliotdale in Mbashe; Lady Frere in Emalahleni and Cala in Sakhisizwe, municipalities and many others were found to be unemployed and most are farmers working at subsistence level. The able-bodied men and women from these areas have migrated to urban centres in and outside the

province in search of jobs leaving their households in the hands of the aged, the women and children.

The racial composition of the residents of these municipalities is predominantly black, with about six out every ten people in a household unemployed. The main source of employment in these rural municipalities is in the civil service as teachers, nurses, police personnel and clerks. Consequently, (refer to sub-heading 2.6 at page 61), the degree of poverty in most of these municipalities is so high that 64.7 per cent of the people live in poverty. The municipalities hardest hit by poverty are in the districts located in the former Transkei regions, including OR Tambo, 77.6%; Alfred Nzo, 75%; Ukhahlamba, 75.6% and Chris Hani, 72.1%. In these regions of poverty lies 'islands' of huge tourism potential which, if properly harnessed, could raise the living conditions in these rural municipalities.

These rural municipalities are endowed with natural and beautiful scenery, with some breath-taking physical attractions and the potential for adventure and eco-tourism. They are also custodians of authentic cultural and traditional practices, including arts, music and dance, which can all be packaged and marketed to prospective tourists. Tourism potential exists within the rural communities. However, it is difficult to attract potential business people to these areas because of the poor infrastructure and other resources.

The percentage of the rural communities with knowledge about tourism policies and what they are capable of doing to the tourism businesses was under 5 per cent, that is, one in every twenty persons interviewed. One important finding, as was the case with the other stakeholders, was the fact that the majority of the rural household heads equated policy change with political regime change in which sense they interpreted tourism policies in the context of the general freedom that now exist in the province

under the ANC administration for anyone, irrespective of race, to enter the tourism business and operate in any part of the province without any restrictions. This type of tacit knowledge held by over 90% of the rural household heads implied that they had little idea about the role of the LEDs for example in the tourism transformation processes. The communities were found to relate to the local tourism businesses hardly aware of the influences of the invisible hands of the provincial government policy guidelines. This situation indicates that the tourism stakeholders concerned were displaying practical consciousness in their activities, in particular that of the tacit knowledge that they applied in their work but which they could not formulate discursively.

Another finding in the rural communities located near the tourism businesses was the lack of linkages with the local tourism businesses in terms of stimulating the production of fresh food items such as vegetables, and supplies of milk and meat for food preparation for the tourists, for example. The tourism establishments preferred to buy their requirements from what they described as reputable firms such as Pick and Pay and other wholesale firms from the urban centres. This was particularly the case in the rural areas of former Transkei and Ciskei. As a result, there was little evidence of the stimulation of the local economies. The majority of the tourism businesses were found to constitute enclaves in the surrounding rural environments.

The types of employment offered by the tourism businesses to the local residents in the rural areas comprised largely of low paying jobs such as cleaners, maintenance work, kitchen staff and security jobs, a common trend noted elsewhere. Occupancy levels of the hotels were found to be woefully low with most of them below 25%. One interesting observation, however, was that at night, these same hotels in the rural towns become extraordinarily active since there are no places of entertainment in such places. Few households in the rural areas can even afford television sets to entertain

themselves. Thus, at night, the hotels become important entertainment spots as people converge to them from the nearby rural settlements. Unfortunately such hotels cannot provide night accommodation for such visitors because of the poor state of the few accommodation facilities.

As to whether the hotels had stimulated local interest in tourism entrepreneurship development, the research found no such evidence. It needs to be noted that in the rural areas of former Transkei in particular, some of the communities were in fact, found to be having major conflicts with the local tourism operators over the land, forest and other natural resources.

Lack of attention by government to the rural development of the Eastern Cape came up strongly in the study as one big development challenge. The respondents felt strongly that so long as attention continued to focus on the urban centres, the rural municipalities would continue to be poor and underdeveloped. They mentioned that the lack of social amenities, financial and business management support and the perceived safety and security risks of doing business in the rural municipalities do not bode well for any long term investments in tourism development in these areas. The general recommendation made by the communities was that the government needs to accelerate the overall rural development agenda with every resource at its disposal.

#### **6.7.2.2 The 415 formal business owners, their 75 workers and 30 service providers**

The nature of the questionnaire from which the information on the business owners emerged appears in Appendix 2b.

To obtain explanatory-based information on the tourism sector, a sample of 520 formal tourism business owners, workers and service providers were interviewed in the 39

municipalities with a view to understanding the circumstances under which they had been working. Table 5.4 gives a picture of the distribution of the stakeholders who were interviewed. Much time was spent with them to give them ample opportunities to disclose how they were operating.

### **The 415 business owners**

From the answers provided, the summary below emerged.

About 60% of the formal sector tourism business operators were not familiar with the official government policies underlying their activities. Such business owners saw themselves more as business people making a living without knowing that they were operating in the context of government policies. The 40% who were conversant with the policies were largely well educated and resided mainly in the urban centres.

The business owners varied in age from young, up-and-coming BEE entrepreneurs, under 40 years of age, to middle-aged and over 60 years. There were more female entrepreneurs than males in the hospitality business in Eastern Cape, most especially in the accommodation section. It was discovered that as at 2009, the number of black entrepreneurs in the accommodation businesses, especially, in the Bed-and-Breakfast category, was almost at par with white entrepreneurs as compared to the period pre-2005. This was an interesting revelation and it was consequent to the hosting of 2010 FIFA Soccer World Cup. Most of these entrepreneurs converted their homes into Bed-and-Breakfast accommodation units for business purposes in view of the tremendous growth of tourism in South Africa during the period.

Most (over 80%) of the business owners had attained a minimum of secondary education and could communicate fluently in English and other local languages. Some of the white entrepreneurs could even speak other international languages such as

French, German and Portuguese. About 90 per cent of tourism businesses in the province were located in urban centres. About 80% of the business owners indicated that they had little or no experience prior to venturing into the tourism industry attracted to it by the prevailing public perception that the tourism sector is relatively risk-free.

It was interesting to note that majority of the business owners had no formal tourism qualification or training coming from varied professions such as project management, human resources, public relations, management, teaching, nursing, and others. Consequently, the knowledge or awareness of some of them on policies such as the Provincial Growth and Development Programme, the IDP, the Spatial Development Initiative, and others was rather limited. Some of the business owners even found it difficult or even meaningless to relate their daily activities to these programmes or to any business management principles out there. This ignorance of the world outside of human experience or awareness is what critical realists describe as tacit knowledge (Sayer, 1992: 14-15).

The interactions with the business owners indicated that the source of tourists was about 67 per cent domestic and 33 per cent international. Domestically, Gauteng, Free State, KwaZulu-Natal and Western Cape were the major sources, with continental Africa, The Netherlands, Germany, United Kingdom, France, Australia, United States of America and Far East Asia forming the source of the international market.

Few (less than 25%) of the tourism businesses were found to enjoy business relationships with the informal sector for the supply of cultural artefacts, agricultural products, transport, tour-guiding and other services. This was found to be based more on negative perception associated with the informal sector that it deals with low quality products that they do not need. Some product owners perceived of the informal sector



to be in competition with, rather than complementary and that they should not be entertained.

Some of the problems facing the tourism businesses in included stiff competition from provinces such as the Western Cape, KwaZulu-Natal and Gauteng in attracting guests, especially, international tourists. The perceived safety and security risk of the Eastern Cape and the negative publicity the province receives from the media were mentioned as being responsible for the relatively low levels of patronage of the tourism businesses. Most (over 75%) of the business owners also complained about the lack of support services such as capacity building programmes, financial support and the difficulty in getting access to tourism officials in advisory capacity.

Prospective and new entrants to the tourism industry indicated their difficulty in meeting the requirements for registering new businesses. They also indicated the serious challenge workers' unions put on tourism businesses and all the pressures which they tend to put on their financial resources. The business owners wished government could take them on board in making major decisions that may affect them.

One finding in the study was about the existence of three major business or operational mindsets. There were the business owners who applied the basic business principles in their operations and who were, therefore, getting the rewards for hard work – substantial profits at the end of every year, customer satisfaction, workers' and service providers' satisfaction, and overall positive networking relations with the general public. The second group comprised of the business owners who were just breaking even in the midst of problems such shortages of funds to embark on the renovations required to attract more customers. The owners of B and B businesses in particular confirmed that the demand for their products keeps rising by the year and that what they need to do is to modernize their accommodation and catering facilities to attract more

customers. There was the expression that "appearance matters in the B and B businesses" since the business owners claimed that visitors tend to refuse to book into rooms which do not look that much attractive. The business owners indicated the enormous financial losses they suffer when visitors come only to go elsewhere because of what they may see as sub-standard facilities. The third group that was identified comprised of those businesses which were barely surviving. This group was found to be severely handicapped because of lack of basic infrastructure such as running water, poor roads, and unreliable supplies of electricity, poor management of the businesses, and inaccessibility or remoteness of the locations, among others. Those located in the rural municipalities of the former homelands in particular, drew attention to the fact that they had been under-producing largely because of a number of infrastructural and other problems in addition to the negative publicity given to the regions in which they operate as mentioned above.

One other factor underlying the inequalities in the standards of operation in the tourism businesses related to the problem of mismanagement of the tourism businesses. The erstwhile development corporations of the former homelands acquired all the large hotels in the former Transkei and Ciskei regions and the local blacks were given the opportunity to run them. The unfortunate part of that empowerment policy was that the locals were not given the necessary managerial and skills training to enable them manage the businesses on strictly business management principles. Businesses were often given to relatives and friends who had little knowledge and experience as to what they were getting themselves into. It was, therefore, not surprising that cracks in the empowerment policies began to show sooner than expected. Most of the businesses that were being managed by the local people began to disintegrate before they could even take off. A typical example is the once viable luxurious Ocean View Hotel in Coffee Bay and many others on the Wild Coast, which are now in ruins, an epitome of business failure due to lack of proper management (Acheampong, 2001: 72). Hotels which used

to provide excellent accommodation and catering facilities in centres such as Cofimvaba, Butterworth, Bizana, Alice, and other centres in former Transkei and Ciskei are no more patronized today by tourists because of the poor state of the buildings. Today, collapsed and leaking roofs, broken windows, stained floors and walls, bedrooms without beds and furniture, empty shelves that used to sell to the tourists and lack of toilets and bathrooms have all combined to drive away potential tourists. Hotel occupancy rates have fallen below 20% in several municipalities in these regions because of the bad state of the hotel facilities. Lack of maintenance is one culprit. Compared to the excellent management of the Holiday Inns, Sun Hotels, the Premier Hotels, Radisson Blue and the Protea Hotels one can understand why profit levels are falling in the badly maintained hotels in the province.

The choices made by the business owners, concerning how they managed their businesses were, thus, found to influence the extent to which contingent factors (their mindsets) affect the tourism conditions. The mindsets in which the business owners were associated or implicated were observed to give them causal powers or properties to produce inequalities in the performance of the businesses. The identification of the mindsets thus helped to direct attention to the set of properties essential to the existence of the variations in the performance of the businesses. Thus, the mindsets were not nominal choices made at the empirical level concerning a businessman investing either in a modern hotel in Port Elizabeth or in a rural cottage handicraft centre in the former homeland regions. They were rather found in fact, to represent choices between quality and poor service delivery to their customers; between finding sustainable versus unsustainable solutions to the problems in the tourism sector; and between achieving and failing to achieve the ideals of the post-1994 tourism policies. Hence, most important of all, they were found to represent philosophical choices, and, therefore, theoretical choices between rational abstraction and chaotic conception. In choosing to interpret the Eastern Cape tourism policies in particular ways, the business

owners concerned were, thus, found to be promoting, no matter how unconsciously, certain basic business management principles which relate to the rational abstraction - chaotic conception divide

There is, therefore, more than enough evidence to indicate that the way the business owners hold to certain mindsets, manage their businesses and relate to the problems facing them are important in understanding the inequalities in the standards that exist in the tourism business operations in the municipalities. Whilst hotels in certain parts of the province constitute eyesores to the public, there are others which are ultra-modern and advertise their businesses on the internet. Businesses in this latter group boast of first class accommodation facilities, professional interior decorators, great ambience, good maintenance facilities, excellent catering staff and food, conference halls, and landscape designers. The managers of such businesses have established various types of relations with bank managers, private business consultants and reputable private security companies. Some of the managers in the leading tourism establishments even boast of receiving several invitations every year to attend and receive prestigious awards at international conferences. Owners of such 4-5 star establishments have links with golf estates in the other major cities of South Africa and do occasionally host international celebrities.

### **The 75 workers and 30 service providers**

The questions that were posed appear in Appendix 2e. From the responses the workers and service providers were found to reflect the demographics of the province's population, with an overwhelming majority of the white population occupying middle to top management positions in the formal sector of the industry.

In terms of employment generation in the formal tourism industry, interviews with the 75 sampled workers indicated that the majority of the black people were found to be in

menial jobs, mainly, as bar attendants, chambermaids, cooks, gardeners, caddies, sentries and security personnel. Whites were basically in managerial and ownership positions. Many others trade in agricultural produce and traditional artefacts to tourists on an informal basis. The few blacks that manage to break into the white-collar management ranks perform services such as clerks and junior managers with little prospects of going up the job ladder. Acheampong (2001; 2009a; 2009b) found that less than one per cent of the black white-collar employees occupied middle-management positions as trainee-managers in the former Transkei and Ciskei regions. This situation has therefore not changed much.

The majority of the workers and service providers surveyed were drawn from the municipalities they were working in. Most of them were in the industry because they saw it as an opportunity for employment. Some of the workers and service providers interviewed (about 20%) indicated that they had been retrenched or resigned from their previous employment, and got involved in tourism only some few years before the interview. Some of the workers (about 25%) indicated that they got involved when South Africa was awarded the hosting of 2010 FIFA Soccer World Cup in 2004. There were more female workers between the ages of 25 and 55 years than males in a proportion of 3:1.

About 85% of the workers had attained a minimum of high school qualification. Those at the bottom of the social class hierarchy performed menial jobs such as the gardeners, security activities and chambermaids. Such workers had little or no formal education. Over 75% of the workers were surprisingly found to earn a minimum wage of between R1000 and R2500, depending on where they worked and the type of job they did, without any fringe benefits such as medical aid, housing allowance and pensions. They however contributed to the Unemployment Insurance Fund (UIF). Few of the employers (about 30%) were found to offer in-house training programmes for

their staff in customer service, business management, catering, book keeping, occupational safety and other relevant skills. It was noted however that about 12 enterprising workers had registered and were in fact, pursuing courses in tourism and hospitality on their own with some tertiary institutions, with the hope of going up the employment ladder, or owning their own businesses one day.

Only about 25% of the workers had some knowledge of the existence of tourism policies. The majority of the workers however interpreted tourism policies in terms of the labour laws they were used to and the various BEE programmes of the ANC administration. For example, their concerns were with the poor wages/salaries that they felt did not commensurate with their long hours of work; the poor conditions of service; and the perceived control of the industry by whites, creating limited opportunities for growth for blacks. About 75 per cent of those interviewed agreed that post-1994 political situation had made positive impacts in tourism development by opening up the industry to all sections of the provincial population. Only about 20% of the workers were satisfied with the skills they had acquired on tourism-related activities, and hoped to run their own tourism businesses in the future. Of the 30 service providers interviewed, 22 of them were white-owned and the remainder were black-owned.

About 85 per cent of the employees of the service providers were unskilled blacks while the remaining 15 per cent, were skilled and semi-skilled. Most of these service providers had been retrenched from their jobs or felt that they had acquired enough experience and resources to run their own businesses. The type of service on offer included transport; tour-guiding; electrical and plumbing repairs; provision of internet services; photography; catering and booking agencies, supply of handicraft products for display by the business owners.

The service providers of the formal sector businesses were found to have acquired an average of five years' experience in their businesses. There were more male service providers than females and they ranged between the ages of 28 and 60 years. About 60 per cent of them had tertiary qualifications and the rest were high school graduates. For job satisfaction and profit levels, 40 per cent of service providers felt content with their level of performance and had no regrets for getting into their respective jobs. The rest seemed to be struggling but had not given up. The service providers all agreed that they do attend training programmes and refresher courses on regular basis so as to keep abreast with current trends in their businesses.

The responses of the service providers indicated that 60 per cent had knowledge about the post-1994 tourism policies. However, the extent to which they understood and were able to interpret the policies could not be established because they felt uncomfortable with what they felt was highly political discussions. One question that they were all unanimous about however was the fact that post-1994 tourism policies had made positive impacts on tourism development in South Africa as a whole. Only three out of the 30 service providers, that is ten per cent, had some BEE connections in the formation and operation of their business.

The common problems mentioned by the service providers included lack of financial support and training programmes from government; difficulty in sourcing financial support from the banks because of the stringent regulations on compliance with the Financial Intelligence Centre Act (FICA). FICA was passed to assist in identifying the proceeds of unlawful activities and to combat money laundering and any other activities deemed illegal, so that the information collected could be made available to investigating authorities like South African Revenue Service (SARS). This Act also made it very difficult for people to get financing from financial institutions because of difficult

terms and conditions. The general consensus was that government should be supportive and very sensitive to the needs of small and emerging businesses.

### **6.7.2.3 The 220 tourists**

Interviews were also held with a number of tourists whom the researcher met at various places in the municipalities. The questionnaire that was addressed to the tourist appears in Appendix 2c.

From the responses the following summary of the findings are presented:

It was noted that South African white tourists coming to the Eastern Cape were a mix of the young and old; youth between 18 and 25 years old, with medium and high income and know how to indulge in good life; backpackers, between 18 and 24 years with no children, generally well-educated, adventurous and cost conscious; single and double income earners, with or without children; and parents whose children have flown out of the family nests, aged between 45 and 55 years, well-educated with high disposable income. About 67 per cent of the white tourists coming to the province were from Gauteng with the others coming from Free State, KwaZulu and Western Cape.

The source of international tourists, which constituted a third of the total tourists, came from mainland Africa, The Netherlands, United Kingdom, Germany, France, Far East Asia, Australia, United States of America and Canada. These tourists were generally in the middle to upper income bracket with a sizeable disposable income. They consider the Eastern Cape for its weather; cultural heritage, the people and its hospitality; the natural environment and its assortment of game and wildlife; coastal resorts and adventure, affordability and value-for-money, as the draw-card for tourism. The tourists patronize the weather; wildlife, hunting and game viewing; beaches and water sport; adventure and cultural activities, and they leave with fond memories, hoping to return



one day. Out of the 220 tourists interviewed, there was a high approval rate, with about 55 per cent indicating that they would like to do a repeat visit, giving the opportunity.

Appendix 4 (variable 25) indicates that the tourists spent about R2.136 billion in 2009. This was a very significant figure taking cognizance of the fact that the Eastern Cape is not that rich in mineral and agricultural resources. The tourists provided several insights into their perception of the tourism set-up in the Eastern Cape. Generally, it was observed that the bulk of the expenditure of the tourists was in the major urban centres of Port Elizabeth, East London, Queenstown and Mthatha. The tourism sector must provide more places of visit to the tourists. From the historical/cultural perspective, for example, the Eastern Cape boasts of having produced important anti-apartheid stalwarts such as Steve Biko, Nelson Mandela and numerous others whose hometowns and other historical symbols associated with them could be developed as tourist attractions.

One important observation was that tourists from the rural areas of the former homelands of the Eastern Cape tend to visit the large urban centres such as Port Elizabeth and East London where they find pleasure visiting relatives, friends and exciting places apart from shopping. The holiday periods were found to be the peak seasons for such visits. White visitors were found to be associated with the beaches, game parks and other scenic areas of the province. Tourists from the southern African region are very few and were found to pass through the province as part of a general visit specifically to Cape Town, Johannesburg or Durban.

The images or impressions which these tourists took with them as they left the tourism facilities they patronised are critical to the future development of the Eastern Cape tourism industry. The impressions of the tourists concerning the conditions of the places they visit in the province ranged from excellent to very poor as expressed in the

interviews with them and in the remarks they left in the reception centres of the various tourism product venues. Most of the best accommodation outlets, in the range of four- to five-star grading and a lot of three-star grading were concentrated in the Nelson Mandela Metro and the Buffalo City municipalities. Other municipalities such as Kouga, Ndlambe, Lukhanji, and King Sabata Dalindyebo also had fairly good accommodation units. Sadly, in most of the rural municipalities, the available accommodation units were not gradable and they were in deplorable condition. A lot of them date back to the apartheid era under Bantustan administration, with poor maintenance records. The deplorable state of accommodation sector in the former Transkei and Ciskei tend to force tourists to travel to the urban centres where they are guaranteed at least acceptable accommodation.

The other areas of concern to tourists were lack of open spaces for relaxation, coupled with poor recreational facilities in most especially the former homelands. Crime still seems to be the bane to the province's tourism development and the media seems not to be helping either. This is attributable to the high unemployment rate in the province. In some instances, tourists have been mugged, robbed and in unusual circumstances murdered. Such horrible incidents are often given much prominence by the media to the detriment of the tourism industry. This unfortunate situation scares and drives tourists to the "tourism metropolis" of Western Cape.

Most of the tourists interviewed commended the province for its first class tourism products such as unspoilt beaches, spectacular scenery, the people and the culture, the weather, nature and game. However, the biggest problem was accessibility to most of these products, especially in the former Transkei region. Tourists mentioned tourism facilities Coffee Bay, Dwesa-Cwebe Nature Reserve, Isinuka Spa in Port St. John's, Magwa Falls in Lusikisiki, all along the Wild Coast Region, the spectacular mountain views towards the Lesotho borders and accessibility to some of the cultural villages,

such as Mama Tofu, Ikhaya l'Abantu, Ikhamanga also in the Wild Coast Region. Poor accessibility is also compounded by non-existent or poor signage to these attractions. During data collection in the King Sabata Dalindyebo Municipality, the author came across a group of tourists heading for Coffee Bay, who had missed the turn-off by 22 kilometres and had to travel with them back to the Viedgesville turn-off on the N2 national road. Such problems need to be taken seriously by the managers of such businesses since, in the long run; the tourists constitute the market for the businesses.

The negative impacts of the tourists on the hosts in the municipalities were found to range from criminal activities, prostitution, and occasional conflicts with local culture. Some of the tourists were found to at times discard their social norms and behaviour by relaxing their dress code, exhibiting loose sexual morals, illegal drug consumption and heavy drinking. Such tourists, thus, often become targets of criminals. There are also cases where tourists become victims of crime in certain parts of the province and some of the hotels often warn their guests not to leave their rooms in the evenings. Prostitution was found to be closely related to the tourists since some of them are found to visit with the goal of interacting with prostitutes.

The social effect of prostitution on the individual society must be taken seriously especially with the advent of Human Immuno-deficiency Virus/Acquired Immune Deficiency Syndrome (HIV/AIDS) and other sexually transmitted diseases. In the rural areas in particular, it was observed that some local communities tended to copy the lifestyle and dressing codes of the tourists (demonstration effect), thus, somehow undermining local values and culture. Under such circumstances the local customs are being transformed thereby reducing local identities (Hair, Black, Anderson and Tatham, 2006).

The managers of the hotels also complained that their operations are negatively affected by those tourists who steal items ranging from cutlery sets, the overuse of electricity, unpaid accommodation and telephone bills, breakages of furniture and littering on the hotel premises. Maintenance costs were also mentioned as additional problems especially in the poor rural areas.

#### **6.7.2.4 The government officials**

The nature of the questionnaire that was addressed by the government officials appear in Appendix 2d. An understanding of the role of the government officials in influencing the nature of development of the tourism sector in the Eastern Cape can be obtained by an examination of the current structure of the Local Economic Development offices (LEDs) in the 39 municipalities. A list of tourism policies in the Eastern Cape appears on pages 332-334 in Appendix 3. Most of Eastern Cape's comprehensive policy frameworks for tourism are derived from those in place at the national level. These provincial tourism policies have been put in place to regulate tourism in terms of legislative and/or organisational policy for purposes of achieving socially responsible tourism. The highlights of the guiding policies are meant to direct the tourism sector to ensure that it is economically viable, environmentally sustainable and socially equitable.

Under the LED structures, there are supposed to be 39 LED officers in the Eastern Cape. These officers are expected to work with the government officials in charge of the various sectors in the municipalities - agriculture, health, education, manufacturing, tourism, etc to formulate and help in the implementation of local municipality *integrated development plans (IDPs)*. Thus, so far as the tourism sector is concerned, the concrete developments in the 39 municipalities depend very much on the work of the LED officials and the local tourism officials. These two officers have the all-important function of mobilizing the relevant resources to formulate and help to implement tourism development plans in the municipalities.

The IDP was launched after 1994, to provide an opportunity for municipal, provincial, and national officials working with other major players to debate and agree on long-term development strategies (over a 25-year period), and on more immediate ones (over a five-year period) for the municipalities. Much like post-conflict peace-building, the main focus in South Africa is to increase the rate of service delivery, address the dualistic nature of the local economies, and generate sustainable economic growth (Oranje 2002). In essence, the IDPs are intended to assist municipalities in achieving their developmental mandates and to guide the activities of any institution or agency operating in each municipal area (Burkart and Medlik, 1981; Oranje et al., 2000:19).

The IDP process, managed by the relevant local government structure, normally begins by defining the vision for the municipality (i.e. the desired end-state), then moves on to identify key developmental objectives, and propose various strategies to address these objectives. After this, the strategies are translated into programmes and projects, which are budgeted for, and ultimately implemented and monitored. Significantly, the IDPs are not only structured to inform municipal management for development, but also planned to guide the activities of any institution or agency operating in the municipal areas (Oranje 2002; Patel, 2005:9; Gueli, et al. 2007). The tourism businesses in the municipalities, thus, need to plan together with the LEDs.

From the autonomy perspective, IDP has been strongly criticized by Patrick Heller (2001:144-47) and many other academics. He criticizes IDP on account of its 'technocratic creep' and the extent to which it has been implicated in the demobilization of South Africa's civil society. He concludes that IDPs have been prescriptive and state-led, and have not allowed the kind of creative input, innovation and learning that popular budgeting and the campaign have generated. Heller believes that development planning processes in post-apartheid South Africa have served largely as instruments

for exerting bureaucratic and political control and as vehicles for *marketization*, rather than institutional spaces for democratic mobilization (Heller, 2001:144-47).

Information obtained from the 39 municipalities indicated how the provincial tourism policies were being interpreted in different ways in the municipalities by the government officials to produce the current spatial inequalities in the tourism development processes. The concrete activities of the government officials were found to be critical since much of what goes on in the tourism activities in the municipalities depends very much on the extent to which they attend to their job descriptions.

Literally all the officials interviewed mentioned their quest for employment as the main motive for their association with the tourism industry. Only about 5% of the respondents indicated that they were specifically in the industry following previous training in one of the tourism schools in South Africa. The 5% were mainly fresh National Diploma holders from universities of technology. The rest of the government officials including the LEDs in the municipalities interviewed had tertiary qualifications that were not tourism specific, but in social sciences and other commercial qualifications. In four of the municipalities however, it was observed that the officers in charge were in fact, recently retired teachers and a nurse who had somehow managed to get appointed to their positions in what is suspected to be "jobs-for-pals" syndrome gradually destroying the fabric of the society.

Surprisingly enough, over 80% of these officials showed ignorance or little understanding and knowledge of the policies that they are supposed to be the custodians of. As a result, it was difficult for them to interpret these policies to any prospective tourism entrepreneurs. It was observed that those who understood and could interpret the policies felt more comfortable doing so in the vernacular (Xhosa and Afrikaans). Those officers who interpret in Xhosa agreed that some of the policies could

not be properly translated to convey the intended goals to the intended recipients of such information.

In addition to this problem, it was also discovered that about 60% of the tourism officers work in inaccessible regions of the rural municipalities of the province where frequent interactions with tourism business owners, tourists and other stakeholders in the tourism activities were therefore found to be very difficult. Such municipalities included the OR Tambo, Chris Hani and Ukhahlamba District Municipalities.

On the implementation of the tourism development plans of the province a number of problems were also identified. The numerous Eastern Cape LED-based tourism plans in the municipalities were found to be documents without any means of implementation. The officials were able to show copies of the local plans but agreed that funding of such plans was the major problem. The plans were thus largely designed to point out areas which could be developed by interested investors. Thus, most of the plans were left on the shelves in the local government offices without any idea as to how they were to be implemented

It is quite worrisome that the Eastern Cape Provincial government has no stand-alone tourism department. Tourism operation in the Province is controlled from a directorate under the Department of Economic Development and Environmental Affairs (DEDEA) in Bisho, with only three managers and a personal assistant and a limited budget of R141.6 million out of R884.2 million allocated to DEDEA (Eastern Cape Treasury Dept, 2011). This budget is used for salaries and also shared among the marketing arm of provincial tourism (ECPTA) and other tourism-related agencies like Game and Betting and Liquor Boards for their operations. This situation, unfortunately, does not augur well at all for the development and growth of tourism activities in the Province. With limited budget and very few staff, the capacity of this tourism directorate to tackle the

mammoth challenges facing tourism development and growth in the Province is just but a dream. There is no coordinated approach to the implementation of tourism development programmes, and this has resulted in duplication of activities and waste of resources. The directorate of tourism under DEDEA is supposed to be guiding the local tier of government in the interpretation and implementation of tourism development policies, plans and programmes for the benefit of its citizenry. However, because of lack of capacity in terms of human and financial resources, not much is being done. These government units seem to be working in silos and one unit knows little of what the other is doing. For example, the tourism directorate is supposed to be working with its marketing arm, Eastern Cape Parks and Tourism Agency (ECPTA) in the promotion and marketing of the province but then there is not much interaction between them except for occasional workshops, seminars and conferences to tackle pressing problems. In all these myriad of problems, the regional, district and local administrations tend to bear the brunt in the lack of coordinated efforts towards tourism development and growth. For these reasons, heavily endowed municipalities such as Nelson Mandela Metro and Buffalo City tend to drive their own programmes towards tourism development and growth because of lack of direction from the provincial directorate of tourism. Provinces like the Western Cape, North West, KwaZulu-Natal, with stand-alone tourism departments seems to be doing much better. The Eastern Cape provincial government will need to re-look at this anomaly that needs to be rectified if it has any plans of using tourism as a vehicle for the development of the Province and its people. This is because the current situation is a great disservice to the tourism industry and the people who intend to use tourism as their passport to better life.

Other problems that were observed in the implementation of the tourism plans included the lack of proper definition of roles and responsibilities between the local municipality tourism official and the district municipalities. Consequently, there was an uncoordinated approach to the plan implementation efforts that ended up with



duplication of activities and waste of resources. There was a lack of platform for joint planning and decision-making between DEDEA and ECPTA, and inadequate communication between ECPTA and regional, district and the local municipalities.

The officials working in the local municipalities are expected to hold quarterly meetings with representatives of the stakeholders in the tourism businesses, set up databases on the tourism sector, and help to address the problems of the tourism stakeholders. The provincial government was however found to have generally failed to support the tourism officials especially in the former rural homeland regions. There are announcements on training and other forms of support to empower the local community in tourism development that are mooted on daily basis, but they all generally end up in the boardrooms, the corridors of power and on the shelves to collect dust. Policies, such as linking the tourism businesses to the Spatial Development Initiatives (SDIs) mooted by the ANC government, have failed at the implementation stage due to poor administration and planning, lack of qualified personnel with knowledge of tourism, and lack of mechanisms for effective implementation of programmes.

The development of tourism requires some basic physical and social infrastructure provision. The capital outlay required for the provision of such infrastructure is way beyond the capability of the local communities but the government. The provision of good roads and bridges, airports/airstrips to certain tourism facilities, power and water supplies, communication networks, safety and security – all these involve huge capital outlays which requires government support. Progress in this direction has been either too little or too slow to support the tourism businesses. Some of the existing infrastructure in these parts of the province is either in disrepair or has collapsed. Where local communities have attempted to make an effort, they have lacked incentives from government in achieving their objectives. This is due to either

insurmountable bureaucratic procedures and red tapes or lack of interest on the part of the government. In situations where the government gets involved in the development of infrastructure, the award of contracts on such projects is often tainted with corrupt practices and nepotism. It was observed that sometimes contracts for infrastructure projects are awarded to incompetent personnel in the name of BEE (Black Economic Empowerment) and for their political loyalty and not because they are the right people for the job. In most cases, contractors were found either unable to complete the job or they produced sub-standard work.

Another failure on the part of the government officials is lack of proper direction in organizing meetings of the emerging entrepreneurs in the tourism businesses with a view to addressing any problems they might face. Under such circumstances, tourism business owners who can come together to join their own resources and avoid relying on the government officials have succeeded in buying their own power generating plants and other equipment to operate in the rural areas to relate to the targets set in their business plans. It was observed that white business owners in particular were successful in organizing such local meetings to monitor progress and challenges in their businesses. But such efforts were largely confined to the areas in the Port Elizabeth and Buffalo City municipalities. One, therefore, finds that differences do exist in the way the business owners found local solutions to the problems associated with lack of support from the officials. The ideas which the business owners thus had about the responsibilities of the tourism officials in addressing their own problems were thus found to depend on the meanings which they placed on their own capabilities. Those who put too much hope on the tourism officials to address some of their problems therefore only saw distorted images of their problems, whilst the self-reliant ones put the responsibilities for success on themselves based on the principle that only through constant monitoring and hard work could their businesses succeed.

The discussions below provide further details on how the different mindsets, values and actions of the stakeholders on the tourism policies and plans were influencing the conditions in the tourism businesses at the time of the interviews.

#### **6.7.2.5 The 120 informal operators**

Operating on the opposite side of the spectrum of tourism business achievers of the province were the third group of stakeholders - the informal businesses. Appendix 2f indicates the questions that were posed to the operators in the informal sector.

The majority of these operators were of black descent, ranging from 25 to 55 years of age and living mostly in the townships and informal settlements, and were unemployed. A sizeable proportion of these unemployed have either been retrenched from their previous employment or were unemployed graduates. They perceived the tourism industry as their lifeline. Some of those retrenched decided to invest the little retrenchment remuneration into their informal businesses. The other reason for going into informal operation was that they could not afford the heavy capital outlay and all the official conditions required to invest in a formal tourism business. They therefore saw informal operation as a means to improving their living conditions in an industry with such a huge potential.

As was the case with the rural communities living near the tourism businesses, most of these operators (about 80%) went into tourism business with little or no knowledge about tourism policies, and for that matter, they are neither registered with the Eastern Cape Tourism Board, nor the Receiver of Revenue. Their businesses are not even registered with the municipalities from which they operate. They are, therefore, neither worried about compliance nor pay any form of levies.

In rural municipalities such as Engcobo, Intsika Yethu, Nyandeni, Sakhisizwe, Ntabankulu, Mbashe, and Emalahleni, to mention but a few, the informal tourism business operation is dominated wholly by blacks, with little capital. It was also noted that there is a great disparity in monthly profits between the urban-based informal operations and their counterparts in rural municipalities. Some of the urban-based informal operators spoken to, earn over ten times what their counterparts in the rural municipalities earn. Some of the rural operators claim that they hardly make R1000 a month. Even if they manage to make some profits they indicated that exploitative middlemen buy their wares cheaply and re-sell them in the cities at huge profits. This situation indicates the existence of dependency and exploitation in which the formal businesses buy from the informal businesses, add more value to their products with some of them exporting the products for foreign exchange

Other rural operators indicated that their customers also include passing motorists who, however, tend to fear to spend long transaction time with them because of the perceived security risk in the rural areas, especially in the former Transkei and Ciskei regions. The majority of the respondents indicated that they operate their own businesses on full time basis, with just fewer than ten per cent employed by someone else. They full time business owners specialize in shebeens (taverns), handicrafts, in the provision of entertainment to the public, and the sale of handicrafts along the roadside. This sector has experienced the highest rate of growth since they were formerly seen as illegal before 1994 by the authorities in the urban centres in particular. Today, in the urban centres, they are commonly seen displaying their products on the pavements. It is, however, difficult to estimate their number since most of them are not registered Operators in this sector apparently see themselves as mainly survivalist, a situation or mindset that needs to be addressed.

It is in rare cases that some of these informal operators are allowed by the owners of formal businesses (such as the hotels) to display their products near their business premises. To the formal sector operators, the principle is simple – the informal operators must find their own “empires or territories” and do their business there. There was very little evidence of the informal tourism operators being offered training in one way or the other by the formal sector tourism businesses. For the informal businesses then, the one requirement for their success is support from the government. The informal operators feel that they should be integrated into the formal sector through intervention measures of the government. They believe that among other things, the government needs to turn its attention to the rural areas to improve on the existing infrastructure that will attract tourists to those areas. In this regard, the support must come from the 39 tourism offices in the local municipalities. The market system, unregulated, will prove an obstacle for the sustained growth of the informal tourism businesses

The problems mentioned by the informal tourism businesses included lack of financial support and training opportunities, harassment from local authorities and the hostile propaganda by the media of the perceived safety and security risks.

#### **6.7.2.6 The 12 knowledgeable people**

In view of the importance mindsets play in the tourism businesses, time was also spent by the researcher with selected people in the province whom the researcher believed could provide very useful information. The interviews were held with them on the assumption that they could make important contributions in terms of knowledge provision to this study. Their expert opinions could not be dispensed with.

The researcher had interacted with these people in previous seminars, workshop, conferences, and tourism events organized by government and community tourism-

related institutions in the province. These people were all knowledgeable on tourism policies with some of them having participated in workshops and seminars that culminated in the drafting of policies such as “Trade-led Tourism Growth Strategy”, “Eastern Cape Tourism Sector Summit Agreement” and “Eastern Cape Tourism Master Plan 2009-2014”. They all commended the policies that were in place for tourism development except for their implementation which they argue still leaves much to be desired.

Significantly enough, the bulk of the ideas that was obtained from such people touched on their concern that people in the province still see Port Elizabeth, East London and the other existing popular tourism spots in the province as the areas where more investments should continue to be made. They criticized this mentality of enclave development and felt that the tourism officers need to work hard to accelerate the transformation processes in the disadvantaged municipalities. They very much expressed concern about the rather slow pace of change in the tourism sector since 1994.

Among the important recommendations which they made on the tourism activities was that of the necessity of linking the LED officials and the tourism officials in the areas of tourism data and information sharing, policy formulation, development plan formulation, organization of workshops and networking of different types. Similar opinion surveys were obtained from the above six stakeholders.

The information that emerged from the various consultations could be summarized as follows:

- The tourism sector in general, has much potential in the Eastern Cape
- The tourism businesses are still concentrated in the hands of a few big businesses

- The businesses are largely concentrated in the two major urban regions of Port Elizabeth (Nelson Mandela Metro) and Buffalo City (the East London-Bhisho corridor).
- Cultural/historic-based tourism has particular potential in the region
- The informal operators are recent arrivals in the industry who need special attention and support from the authorities.
- The inequalities in development within the tourism sector are very much manifested between the 39 municipalities and could be changed through the joint efforts of the tourism officials, the business owners and the tourists.

One important observation that was made concerning the stakeholders in the current organizational structure of the Eastern Cape tourism sector was about the recent increases and diversity in the number and nature of participants. Before 1994, a research project on this topic would most likely have focussed largely on the tourism activities within the formal sector leaving out certain role players. Under the current themes of participatory democracy, poverty alleviation, business social responsibility, black economic empowerment, and national integrated development, it became essential to consider issues related to policy analysis, the informal sector operators, the poor rural communities living near the tourism businesses and the interactions between these and the formal sector, all as part of understanding the post-1994 transformation processes. It is in this context that one finds the connection between changes in government policies and how such changes need to influence the way social research is organized as was discussed in chapter one.

### **6.7.3 Negative publicity about the Baviaans and Amahlati Groups**

More evidence of the negative roles of mindsets in promoting inequalities in the tourism development of the study region relates to the negative image created by certain travel

agents and tour operators about the idea that the two regional clusters (Baviaans and Amahlati) are unsafe for tourists to the province.

Table 6.7 above indicates that the municipalities under the Baviaans and Amahlati groups had a combined population of about 4.76 million out of the estimated Eastern Cape population of 6.5 million at the time of the study. A total of 1032 registered but largely small scale tourism businesses for a population of 4.76 million indicate that the maximum potential is yet to be attained in the number of tourism businesses that could be established in the municipalities falling under the two groups.

This current association of the Amahlati and Baviaans groups with criminal activities therefore needs to stop to enable financial institutions and other stakeholders to assist tourism businesses to grow in the municipalities falling under these two clusters. There is a tendency for the media in the Eastern Cape to report about occasional criminal acts against tourists visiting facilities in the municipalities falling under the two groups. Action needs to be taken to ensure the safety of tourists whilst at the same time campaigns are mounted to present a positive image to the public.

In the major cities of Port Elizabeth and East London, however, the opposite is the case. Here, there are several billboards in these cities enticing tourists to go to designated white-owned tourism business land set aside with all the infrastructure support. This particular example, thus, demonstrates how information dissemination is contributing to create inequalities in the development of the tourism sector of the Eastern Cape.



## **6.8 The expected compared with the actual**

From the above, it is clear that there are problems in the tourism sector as currently organized in the Eastern Cape. It is also clear that some of the stakeholders are sitting with frustrations which are not of their own making and about which some 55% of them think they can do nothing or relatively little. However, on the positive side, it needs to be mentioned that about 45% of the stakeholders have all sorts of ideas about what is possible given certain conditions. This particular element – the imagination of the possible – is very crucial in this study. It confirms the critical realist idea that people need not allow the existing situation to influence their future decision making processes but need to get out of the existing frustrating situations at any time and usher in new progressive phases in their social lives (Habermas, 1989).

Table 6.8 provides some insight into this scenario-based situation that emerged from conversations with the stakeholders. The information was based on the questions posed to the stakeholders in the 39 municipalities about the targets or outcomes which they felt could be attained if certain basic problems were addressed. Table 6.8 indicates the types of possibilities which the stakeholders relate to the current situation. The information indicates that generally there was the feeling by the stakeholders that the tourism sector generally has the potential to achieve twice what is currently the case.

The information thus provides an idea about the enormous potential benefits waiting to be exploited in the Eastern Cape tourism sector. The information in fact, indicates that the benefits will not only affect those directly in the tourism businesses but the broader Eastern Cape population.

Table 6.8 Actual against expected outcomes in selected variables in the tourism businesses

<b>Tourism Activity</b>	<b>Actual/current situation, 2009</b>	<b>Possible outcome / possibility in 2011</b>
No of formal tourism businesses in EC	9466	20 000
Contribution to EC income	R6.05 billion	R10 billion
No of BEE tourism businesses	1238	5 000
Employment in tourism sector	68754	80 000
No. of transport-related businesses	2270	6 000
No of food and beverage businesses	1059	4 500
No of 0-2 star accommodation outlets	1787	3 200
Amount spent by tourist per day	R 5 934 million	R8 million

Source: Fieldwork (2010)

The information provided in the above table, thus, justifies the case for intervention to maximize the potential benefits that could flow from the tourism sector of the Eastern Cape, a point which was, among other sources, expressed in the leading newspaper in the Eastern Cape sometime ago ( Daily Dispatch, 2001).

The discussions above (Section 6.7 and 6.8) have, thus, addressed the research objective of finding out the explanatory factors behind the inequalities in the tourism development process in the Eastern Cape in spite of the opportunities provided by the existing policies. Another problem (explanatory factor) that needs attention relates to the problem of shortage of information on the tourism sector of the Eastern Cape.

## **6.9 Lack of tourism information**

The above table provides information about the prospects within the tourism sector of the Eastern Cape. To be able to compile tables similar to the above, however, the collection and management of tourism information is essential. It has been shown in this study that a great deal of the work of the tourism managers involves making decisions to direct their activities towards certain goals. The efficiency and effectiveness of such decisions depend, *inter alia*, on the quality of the information held by them. Information is the key to understanding social reality and also for changing it.

Sections 6.7 and 6.8 have presented some important information which indicates how the stakeholders interpret tourism policies to produce different outcomes in the Eastern Cape. The discussions have indicated the importance of getting access to the minds of agents with a view to obtaining the understanding needed for establishing mutual understanding. Throughout the chapter, the importance of people-centred information has been recognized.

Fourteen years after the incorporation of Cape Province's South African Tourism Board (SATOUR), Ciskei National Nature Conservation and Tourism Board (CONTOUR) and Transkei Tourism Board to form the Eastern Cape Tourism Board (ECTB), there has been no detailed study on the problems and prospects facing the tourism economy of the province that is currently available. Such information is, however, an essential component for the development of tourism.

The seriousness or otherwise of the provincial government and the Eastern Cape Tourism Board towards research in tourism is clearly demonstrated in the Eastern Cape Tourism Master Plan 2003-2007, that was unveiled by the Board in May 2003. Not much space is devoted in the document to the problems facing the tourism industry,

the concrete activities of the stakeholders involved and the long term solutions to the problems. The types of details that appear in Appendix 4 for example, do not appear in the document. As indicated earlier, this type of information needs to be used as the basis for setting up the provincial data base on tourism. Such information needs to be used to support the activities of all those involved in the development of the tourism sector of the Eastern Cape.

This inadequate research information in the Eastern Cape Province can be attributed to a number of factors. There is little support from the provincial government and the institutions involved in tourism in terms of funding and co-operation from the relevant officials responsible for such information. The industry is paid so much lip service in the provincial board rooms and the corridors of power without the action required to implement the policies and plans. The logistics of conducting tourism research is expensive in time and monetary terms because of the bureaucratic culture in the province. Such bureaucracy tends to frustrate prospective researchers who may not have their own resources to embark on research. For example, the time schedule of this research could not be met because the relevant officials to help with information were often not available or subtly refused to co-operate.

Another problem is that currently there is no plan on data base development in the province. For example, there is no information as to what types of data on tourism is currently available in the province and what type of data is to be collected next year. Under such circumstances, it is difficult to relate tourism data to the overall provincial development programmes.

Another factor accounting for the low level of research in tourism is that tourism as an area of study is still young in the province. There are very few schools in the province

that take tourism up to matriculation level. For this reason, there is little awareness of what the industry entails at the grass roots level.

Tourism research must provide the necessary information needed for planning, management and marketing in the Eastern Cape. The information must provide a means of making forecasts and identifying new markets. Tourism research should provide information on the social, environmental and economic impacts of tourism in the province. Tourism research must offer insights into the motivations, needs, expectations and levels of satisfaction of tourists and highlight the educational needs for the commercial operators and service providers in the province. If increased attention is not seriously given to tourism research, the authorities and the other stakeholders will not be able to steer the industry towards the desirable goals. Achieving the desired goals of the industry for the benefit of all the people of the province is only possible when there is, *inter alia*, comprehensive information available on the existing situation. It is time for tourism data collection to make a paradigmatic shift in the Eastern Cape to a state in which the data could be used to formulate development plans for the provincial economy. Abumere (1970) as quoted in Acheampong (1992; 2001; 2009a; 2009b) accedes to the fact that lack of comprehensive data on all aspects of a sector can constitute a major handicap in the drawing up of appropriate development plans. Modern society currently operates in the information economy and the authorities in the Eastern Cape tourism sector need to set up an up-to-date tourism data base to monitor the health of the sector on a continuous basis (Acheampong, 1992; 2001; 2009a; 2009b). Such information needs to include data on the role of the stakeholders in creating the ideal conditions in the tourism sector. The tourism data base must also include information on the opinions of the stakeholders in the tourism businesses in the Eastern Cape.

It was observed that the lack of tourism data is part of the broader provincial problem of not having officers well trained to generate development data at the municipality levels. Qualified researchers are needed in the municipalities to keep up-to-date information not only on tourism but also on the following: education, health, crime, energy, transport and communications, the environment, commercial activities, sports, arts and culture, SMMEs, water resources, forestry, population migration, fishing, livestock resources, and others.

### **6.10 Concluding remarks**

This chapter has devoted considerable attention to the nature and causes of the inequalities associated with the tourism sector of the Eastern Cape. The exercise began with the disclosure of the results of information collected from the 39 local municipalities of the province which were used as the observation units. The application of the multivariate technique of factor analysis indicated that the individual tables compiled initially for each of the 39 municipalities can be grouped into a 27 X 39 matrix table which could then be simplified into four clusters on the basis of their relations with the two factors associated with the 27 indicators used to measure the levels on inequalities in the tourism businesses.

The findings in this chapter have helped in the confirmation of first three research propositions that were outlined in chapter one. These findings can be considered a landmark in the presentation of research information on tourism in the Eastern Cape where tourism data is currently scanty and scattered in different offices and in the minds of different people. The information in Appendix 4 in particular needs to mark the beginning of a process which must result in the setting up a comprehensive data base on the tourism sector of the Eastern Cape. A comprehensive tourism data is an absolute necessity for the Eastern Cape.

A particularly important issue which emerged from this chapter is about the limited knowledge which the stakeholders discussed apparently had about the fact that their concrete day-to-day activities do take place in the context of specific policies. These policies represent explicit forms of knowledge since they occur in written form and can be communicated officially to some intended recipients. The fact that the stakeholders interviewed had little knowledge or none at all (tacit knowledge) of the policies is a major problem that needs to be addressed.

In view of the many problems facing the tourism businesses, the findings reported in this chapter can therefore be described as conservative if effective and radical recommendations are not made by the researcher to address the problems facing the businesses. As highlighted in the theory section of this study, critique for purposes of promoting sustainable development must be inseparable from research findings (Cooper, Fletcher, Wanhill, Gilbert, and Fyall, 2005).

Therefore, in the next chapter, an outline is provided of the measures needed for addressing the contradictions, problems and challenges discussed in this chapter. For tourism to achieve the current provincial goal of maximizing production, reducing poverty, and empowering the disadvantage majority, it is imperative that the problems addressed above are taken up by the authorities in consultation with the stakeholders involved. Tourism has to become an important component of the development of the Eastern Cape. It needs to constitute one of the fastest growing sectors of the province. The wheels of tourism in the province must now turn after many years of stagnation. The next chapter throws light on some of the key steps that need to be taken to address the problems discussed above.

# **CHAPTER SEVEN**

## **DISCUSSION, RECOMMENDATIONS AND CONCLUSION**

### **7.1 Introduction**

The previous chapter ended on the note that an understanding of the concrete actions of the stakeholders operating in the tourism businesses is crucial to the understanding of the nature of inequalities inherent in the tourism sector of the Eastern Cape. The chapter indicated that the current conditions in the tourism sector of the province represent the creations of historically located human actions which are susceptible to change. The findings indicate clearly that the six stakeholders have powers to transform the tourism activities in various ways and that they need not follow any repetitive routines but must actively bargain using the transformative capacities they have to produce outcomes which are not simply slavish repetitions. The emphasis will therefore be on the social relations among the stakeholders in the tourism sector as they engage in their day-to-day activities.

As was demonstrated on Table 6.8 above, the stakeholders need to act as people who have powers to make a difference at any time to improve their lives. From the findings in the previous chapter, the actual level in which the stakeholders are located emerged as being potentially equated with transformative capacity. The findings proved the merit of the critical realist approach in unearthing the information needed to understand and change the current state of affairs in the Eastern Cape tourism sector.

This chapter will make recommendations to relate to the findings. But any recommendations made in this study can only be meaningful when related to the key issues addressed in the previous chapters.



### **7.1.1 Tourism sector and the development of the Eastern Cape**

From the outline of the socio-economic survey in chapters one and two, the role of the tourism sector in the development of the Eastern Cape became evident. The reviews indicated the important roles that the tourism sector currently plays in job creation, entrepreneurial development, income generation and other areas of the provincial economy as acknowledged in the various documents in the Eastern Cape (ECB, 2007; ECSECC, 2009; ECDC, 2007; ECG, 2009). The review indicated that the tourism sector has much more potential contributions to make given certain administrative reforms.

### **7.1.2 Tourism policies and the tourism stakeholders**

In chapters three and four it became clear that government policies are critical in laying down the appropriate policy guidelines for the sustained growth of the tourism sector. The two chapters indicated that the tourism stakeholders are indeed making history in the tourism sector of the Eastern Cape but not in circumstances of their own making but in the context of the guidelines in the prevailing tourism policies. In chapter six however, it became clear that the policies are both constraining and enabling in view of both the constraints and opportunities given to the stakeholders to act.

Efforts, therefore, need to be made to ensure that the public officials associated with the tourism understand the importance in using the policies to regulate the tourism activities in certain ways to maximize the benefits that the communities in the Eastern Cape can derive from them. Currently, as was discussed in chapter six, the majority of the stakeholders who were interviewed were found to be unaware of the importance of the policies under which they were operating. The tourism policies exist as official written documents which the stakeholders need to know about. Advocacy work, as recommended by Barrow (1993) and others, is certainly needed to enable the

stakeholders to understand and apply the principles inherent in the tourism policies to enable them to generate the desired impacts in the development of the Eastern Cape.

### **7.1.3 The inequalities in the tourism sector in terms of two broad dimensions**

The application of the multivariate technique of factor analysis indicated that the inequalities associated with the tourism sector can be described in terms of two basic dimensions reflecting the co-existence of a relatively more developed sector and an underdeveloped one. One important lesson that could be learnt from the method used to abstract the two dimensions relate to the idea of starting to deal with complex issues from their atomistic components. This type of information needs to impress upon the government officials about what extra steps needed to be taken to restructure the tourism sector of the Eastern Cape.

### **7.1.4 Four-fold grouping of the 39 municipalities**

The factor analytic technique further indicated that the municipalities can be classified into four on the basis of the 27 tourism attributes used to describe them. These were the Nelson Mandela Metro, Buffalo City Municipality, the Baviaans Group and the Amahlati Group defined in terms of certain socio-economic indicators. This aspect of the study brought out clearly the spatial dimension of this study. This type of information needs to impress upon the authorities that the basic dualistic structure of the development of the Eastern Cape is very much inherent in the four groups.

### **7.1.5 Policy implications of the findings**

The implications of the findings relate to the new roles that all the stakeholders now have to play. Above all, however, this study argues that the government officials need

to demonstrate more commitment to their work by attending to the issues discussed below.

The author's review of the current Eastern Cape tourism development policies and plan (ECTB, 2003: 91), indicates that the problem of implementation is one missing link in that sector. The government officials need to educate the stakeholders about the new roles that they would have to play to enable them to contribute to the sustained growth of the tourism sector of the Eastern Cape. The roles of the stakeholders need to be clearly defined at workshops that need to be organized for them periodically to enable them to see themselves as business partners who need to work as a team. In this sense, the stakeholders need to be educated about the merits of seeing their individual activities as parts of bigger wholes as Coccossis and Nijkamp, (1995); Inskip, (2000); Kirsten and Rogerson, (2000d: 143-168); Johnson, (2002) and Guba-Khasnabis, Kanbur, and Ostrom, (2006) have alluded to. All the stake holders need to be informed and also convinced that the maximum benefits associated with the tourism activities can only emerge from their interactions.

## **7.2 Recommendations**

In view of the above, the following recommendations are made regarding the roles expected from the stakeholders. The recommendations are based on the idea that the maximum benefits can only occur when the stakeholders concerned work as a team. They are thus based on the theory that the actual level- positioned stakeholders need to constitute the key actors in the social transformation processes. The position of this study is that only as a collective will the maximum benefits that could be realized in the tourism sector be realisable (Archer, Bhaskar, Collier and Norries, 1998).

### **7.2.1 The stakeholders**

- **The government officials**

The fact that the Provincial government has decided to limit tourism operations into a directorate headed by a manager with few staff and limited budget in the Department of Economic Development and Environmental Affairs does not augur well at all for tourism development. This situation has seriously affected the capacity of the unit to tackle growth and development of tourism. An official who spoke to the author on condition of anonymity conceded that the unit was not coping at all in dealing with the numerous development issues associated with the tourism industry because of limited capacity in terms of resources, both human and finance. The province has huge tourism potential for development that is hampered by serious challenges like infrastructural development, poverty, disease, hunger and the general appeal of the region. The only way to get out of this quagmire is for the provincial government to make a bold statement in tourism development to consider creating a stand-alone department incorporating tourism and environmental affairs, as at the national level and other provinces like Western Cape and KwaZulu-Natal, beef up its capacity and to tackle tourism development head-on. Eastern Cape must have a provincial government department, solely dedicated to tourism development that will work in tandem with environmental unit to aggressively tackle tourism development issues. This tourism-dedicated department can then work hand-in-hand with its marketing arm – the newly-created Eastern Cape Parks and Tourism Authority (ECPTA) – to promote tourism development and market the Province in a regulated and coordinated manner.

In beefing up the capacity of its human resources, qualified and competent staff with proven track record should be employed to chart the course of tourism development out of troubled waters. Such officials should be able to implement tourism policies that are gathering dust in government offices and to cascade such implementation to the

local government level. The government must also be prepared to substantially increase the budget for the proposed department so that highly capital-intensive infrastructure requirements for tourism development that the Province lacks seriously could be tackled expeditiously. The government-employed tourism officials should also be visible and accessible to tourism practitioners to offer support and guidance through workshops, seminars and in-service training.

The officials associated with the LEDs and the tourism departments need to be workshopped about what their work entails and “traverse the dialogue between change and tradition” as discussed by Pritchard and Morgan, (2007). The officials need to have detailed information and knowledge about developments going on within their municipalities and begin the challenging task of setting up data base of all the tourism activities, the problems facing them and their recommendations. This critical role of information systems in social transformation is one theme highlighted by Scheyvens, (1999); Swarbrooke, (1999); Bramwell and Sharman, (1999); The Cluster Consortium (1999a, 1999b); Pillay, (2000); Downward and Mearman (2004a). Downward (2005), and Pritchard and Morgan, (2007) have also indicated how the government officials need to provide leadership by identifying the relevant information needed to attract tourism businesses to their areas of designation. Unless this important task of information gathering is made to constitute a key job description element of the municipality officers, very little can change in the tourism sector of the Eastern Cape.

The concepts of tourism policies and tourism business management, thus, need to be popularised in rather simple language and applied by Eastern Cape tourism development officials to open up a new revolutionary phase in the relations between tourism policies and tourism business growth in the province. Such a development could begin a gradual process of bringing into the tourism sector several issues which have currently been ignored. The education of the officers needs to include the new activities

that they have to engage in – tracking businesses and competitive trends, developing forecasting models and scenario analysis, spotting opportunities and business threats and helping to empower the business owners. The yearly tasks that could be set for the tourism sector in the various development planning offices in the municipalities could include the following: the number of new jobs to be created; the size of foreign exchange earnings to emanate from the sector; its contribution to sectoral diversification of the provincial GDP; the new entrepreneurs to be created per year; the number of innovations to be created by the sector; the percentage increases in local resources utilization in the production processes by the sector; the number of partnerships to be established within the sector; and the number of local and foreign networks to be established, among others.

The officials cannot do all the above without any incentives for them to work. Issues related to their salaries, accommodation conditions in the rural municipalities, giving them periodic management training to add value to their work, arranging conferences and tours to first class tourism businesses in Johannesburg, Durban and Cape Town could all be part of the incentive packages.

- **The rural communities living near the tourism facilities**

The residents living near the tourism businesses also need to be linked to the tourism businesses in various ways such as getting employment and providing services of various kinds to the tourism business owners as discussed elsewhere by Keyser, (2000); Oranje, Harrison, van Huysteen, and Meyer, (2000: 48); De Kadt, (1992); De Beer and Wheeler, (1997) and Oranje, (2002: 56). Workshops will be needed occasionally between the business owners and the local communities where any problems in the localities could be discussed between the two. Currently no such interactions were found to exist.

McIntyre (1993); Koch (1993); Koch, et al (1998); May (1998); Mead and Liedholm (1998); Mahony and Van Zyl (2001); and Kirsten (2006) have all highlighted the importance of bringing people together through occasional workshops to promote certain activities. Through such interactions, rural communities living near the tourism businesses, for example, could be made to come to the business premises occasionally to entertain guests. The tourism activities in the Eastern Cape need to bring about greater understanding between the local communities and the businesses. This must lead to greater awareness and the renaissance of old Xhosa cultures and traditions such as "intonjane" (the passage of girls to womanhood); "ulwaluko" (circumcision – passage of boys to manhood); "imbeleko" (the welcoming of a new born baby); "indlame" (a traditional male dance) and "ukudlala intonga" (stick fighting among young men). By inviting the local community in to interact with the tourism ventures, the community's cultures could be advertised outside the Eastern Cape. Community cohesion will be improved as individuals, families and businesses work together to build the tourism activities. In this connection, the SMME tourism businesses in such localities could be made to expand (Keogh, 1990; Eastern Cape Province, 1995; Wright, 1995; Scheyvens, 1999).

- **The business owners (formal and informal), their workers and service providers**

The officials also need to network with the tourism business owners to find out how to assist them to maximize their output, a point which is well advanced by Arzeni and Pellegrin, (1997) as key to local entrepreneurship development. The business owners (both in the formal and informal sectors) constitute 'the geese that lay the golden eggs' in the tourism sector. They are the people who mobilize resources to make profits or losses every year. They need specialised training to enable them to survive in the business environment. Those operating in the informal sector in particular, need to be exposed to the basic business management principles to enable them to reduce the

threats of business failures as was witnessed in several small towns in the former Transkei and Ciskei regions. The business owners in the disadvantaged locations also need to be linked to the successful ones through workshops, conferences and other forms of associations. Above all, the business owners need to give their workers and service providers the basic incentives to enable them to produce at the maximum.

The workers and the service providers need to be given much attention in the same way as the other stakeholders because they ensure that the tourism engine runs smoothly at all times towards the realization of the tourism business development goals. The workers must be given improved conditions of service, including salaries commensurate with the long working hours, fringe benefits such as medical aid, pension, housing and transport allowance for improved productivity. There should be open communication between employees and employers so that workers are able to discuss freely with employers their concerns and problems without fear of intimidation. As is commonly known, the moment employees realize that they can freely talk to employers on issues affecting them, they tend to show dedication in their work.

The workers should be empowered to grow in the industry through training and refresher tourism programmes and those who prove their mettle should be acknowledged and rewarded with promotion. If possible, workers should be encouraged to be partners in the tourism companies they work for. This will encourage them to develop great interest, as partners, in the growth and development of the business for their own benefit. Employers should extend their social responsibility programmes into the communities from which their employees come and forge good relationships with such communities so that they jealously support and protect those businesses.

The service providers must also be seen as partners in that complex network of stakeholders. Businesses should not use the services of out-of-town providers but



rather depend on the services of local providers so that there is no flight of revenue from the community. If an out-of-town provider is required for a specialized service, a local provider should be made a partner, as a condition, for the out-of-town provider to train the local provider in an empowerment deal. Up- and - coming service providers need to be encouraged and supported by government and other public institutions through training programmes and flexible financial assistance for them to be self sufficient.

- **The tourists**

There is the need to increase the number of tourist attractions and also improve upon the standards pertaining to the tourism facilities. To be able to do this, the tourism officials need to identify new areas in the province for specific tourism businesses and make such information available to investors. The state of infrastructure facilities and services at such locations also need to be part of the information to be assembled by the tourism officials. The officials also need to organize periodic meetings with the business owners to enable them to get to know the concerns of the tourists. It is also recommended that the various South African missions abroad be asked by the government to provide information on the tourism attractions in the Eastern Cape through pamphlets, brochures, and websites, among others.

- **The knowledgeable people**

These people have tremendous knowledge in policy interpretations and endowed with useful ideas and they should be seen as resource persons, but not a competition with the government and other stakeholders. Government and other public institutions should be prepared to utilize these resource persons in the development and growth of the tourism industry. It is recommended that the decision makers have regular consultations and information sharing with these resource people during the inception, monitoring and evaluation of any tourism policy or programme, for the benefit of the

industry. To ensure that these resource people offer themselves regularly for the benefit of tourism in the Eastern Cape, they should be given some incentives for their time and services.

### **7.2.2 Importance of the two factors and the four clusters**

- **The two factors**

The two factors that were discussed in chapter six need to be seen as important elements of the structure of the tourism industry in the Eastern Cape. They paint a picture of two systems that need to be brought together as partners in the production process. The government officials in the municipalities once again need to be made aware of this dual component in the tourism activities and trained in ways of linking the two as Carnoy, (1984), Garner and Forbes, (1998) and Fritz and Menocal, (2006) have argued.

- **The four clusters, the nine tourism routes and regional plans**

The emergence of the four clusters as was portrayed in Figure 6.2, 6.3 and 6.4 constitute important information associated with the research findings. The Port Elizabeth and East London municipalities emerged on top as the most developed tourism attractions. Their positions are related to the obvious advantages they have as modern urban centres with the necessary infrastructure facilities to support not only for the tourism-based businesses, but also for the businesses in the other sectors of the provincial economy.

It is important that as these four clusters share the resources of the nine tourism routes discussed in chapter two, to ensure that the businesses in these regions make their profits whilst taking care of the ecological conditions in those regions. The existing nine tourism routes must not be seen as isolated entities, but need to be incorporated into

the future decision making processes in tourism development in the Eastern Cape to emphasize the idea of interdependent development (Graburn, 1989; Kotler, et al (1993) and Gunn,1994).

The authorities, however, need to obtain further details about the tourism business in the Baviaans and Amahlati clusters with the objective of addressing their unique problems. Their problems and those of the Port Elizabeth and East London regions will obviously differ. The possibilities of formulating and implementing special regional tourism development plans for these two regions need to be explored.

### **7.2.3 Communication as an important tool for transforming tourism sector**

Throughout the recommendations, the importance of bringing stakeholders together has been stressed. As noted by Habermas (1989: 37)

Communication needs to be a powerful instrument which must be used to facilitate the social transition processes from one of separation and domination to integrated decision making for sustainable development

One of the key findings of this study relates to the lack of knowledge on the part of the stakeholders concerning the important role of the post-1994 tourism policies in improving the living conditions of the population of the Eastern Cape as a whole. The tourism officials need to provide the tourism business owners with periodic information concerning the role of development policies in social change in general. The officials need to organise workshops periodically to indicate to the tourism business owners their importance in raising the output of the economy of the Eastern Cape. In the same way, the business owners, their workers and service providers also need to be provided with deep knowledge on the contents of the Eastern Cape tourism score card and when they need to be implemented.

The Provincial government needs to capacitate the existing three schools of Tourism and Hospitality in the institutions of higher education - Walter Sisulu, Nelson Mandela Metro and Stenden universities – so that they will be able to turn out more and competent specialists in this field to bolster the tourism development goals for the Eastern Cape. Such capacity building can come in the form of providing state-of-the-art equipment and the requisite infrastructure that will enhance the holistic development of their students.

Potential tourists to the Eastern Cape also need regular information on the latest developments within the provincial tourism sector on issues such as new facilities which have opened, improvements to the existing facilities and other changes taking place in the sector.

For the communities near the existing tourism businesses, the officials need to assist in the organization of periodic workshops to indicate how they could better relate to the tourists and the local business owners by producing certain goods and services to satisfy their needs.

One theme which, above all, will have to run through these recommended education programmes must be about the fact that positive outcomes can only emerge through the coming together of the individual contributions. This idea has been highlighted in various chapters of this study. It has been expressed in terms of the concepts of rational abstraction, critical realist conceptualization, integrated development planning, participatory democracy, and even in the way the municipality-based information from the research assistants were combined to get the bigger provincial information. Instead of pursuing the separatist goal of chaotic conception, one central theme in the study is on the need to promote the integration principle.

#### **7.2.4 Other contingent factors**

The above recommendations have been based on the relations between the tourism stakeholders in the 39 municipalities of the Eastern Cape in relation to the tourism policies of the province. The findings and recommendations in this study are based on the critical realist method which abstracted the stakeholders and the policies as the objects of study.

Whilst recognizing the importance of the discussions above, one cannot, however, ignore the fact that there are other contingent factors which need to be acknowledged. Hicks (1978), Mann, (1984), Jessop, (1990) and Harvey, 2003; 2006) from various perspectives demonstrated how external contingent factors can affect expected outcomes in various ways. Changes in the political situation in the Eastern Cape regarding who constitutes the policy formulators, for example, can affect the nature of the future provincial tourism development policies and plans. The future policy makers can come on board with new ideological positions. Some may be pro-poor and informal sector, others may be pro-rich, and others, middle-class based.

Other issues that need to be taken care of include the attitudes of the tourists. The staging of The World Cup in June-July 2010 is believed to have raised the international profile of South Africa. The South African Department of International Relations and Cooperation need to take advantage of this to promote the tourism resources of the country to foreign countries. Finally changes in the economic situation in Africa and overseas can also affect the pockets of the would-be prospective investors in the Eastern Cape and tourists intending to visit the province.

In spite of these external-based contingent factors, this study has helped to focus attention on the important contribution which the six stakeholders identified in this

study need to play to accelerate the rate of growth of the tourism sector in the Eastern Cape.

### **7.2.5 Future research areas**

This study is an abstraction, focussing largely on the impact of tourism policies on the broader development processes. There are therefore other areas where research on the tourism sector of the Eastern Cape could be organized such as the following:

- The environmental problems associated with the tourism activities
- Linking the four clusters to the current nine tourism regions and the provincial Integrated Development Plan
- Cultural tourism is still marginalized in the sector and more research is needed in this area
- The formal-informal, urban-rural divide in the industry need detailed study
- The conflicts between the local communities and owners of tourism businesses need to be taken up for detailed study.
- The government officials' job description in the tourism activities
- The data base on tourism information in the Eastern Cape is not properly developed
- Networking mechanisms need to be set up between the LED officials, the universities business owners and the tourist representatives in seminars and other meetings
- Finally, there is the need for other similar research projects which will focus on the nature of transformation that has taken place to address the problem of inequalities in the provincial development process in other sectors such as the agriculture, manufacturing, forestry and fishing, mining, commerce, and in the social services sector.

### **7.3 Conclusion**

This study has demonstrated the importance of the government institutions in using development policies to influence concrete development conditions in certain ways. The findings have indicated that public policies can indeed be used to change the nature of development plans, programmes and, thereby, the living conditions of people. This reality needs to encourage the stakeholders in the tourism sector of the Eastern Cape to see themselves as partners in the progress of the province. There need not be any further delay in implementing the existing tourism development plans to provide the basic needs of the marginalized in the various municipalities since such delays have been responsible for the recent protests in the province over service delivery.

Various constituencies in the Eastern Cape are, no doubt, endeavouring to make their contribution to the post-1994 development agenda of the province. This study has discussed the post-1994 discourse in the Eastern Cape from the tourism development planning perspective. In so doing, it has brought to attention the fact that the stakeholders in the tourism sector need to recognise the links between the following: their day-to-day activities and their impact on the long term development of the Eastern Cape; the vital links between the activities of the six stakeholders discussed in this study; the relations between the tourism activities and the spatial patterns of development in the province; the links between municipal-based development information and the broader structure of the provincial development process; and the links between the tourism sector and other sectors of the Eastern Cape economy.

Specifically, it has been argued that the tourism development officials of the Eastern Cape cannot afford to work with development models which tend to conceptualise development programmes in terms of the theory of chaotic conception. It has been shown that to do so will be to risk drying up some of the key resources needed for the

post-apartheid transformation of the province. In all their endeavours, the officials need to ask the question: who are the key stakeholders required to produce certain outcomes in the province and how could they be made to work as a team? What needs to be done today with the stakeholders to promote balanced, integrated and sustainable tourism development in the Eastern Cape?

To answer these questions, it has been shown that emergence theory as articulated in this study will be central for widening opportunities for all stakeholders in the tourism sector to participate to their maximum. As was indicated earlier, providing information to prospective tourists that visit the province can be one activity that should trigger interactions between certain stakeholders to enable certain outcomes to emerge. How ready will the stakeholders be, in case thousands of tourists begin turning their attention to the Eastern Cape from 2012 onwards? Will there be the tourism business owners and their support staff to address the demands of the tourists such as providing them with adequate rooms, quality food, security, tourism information, and all the other key elements that can satisfy them?

Eastern Cape tourism policy makers and the development planners need to recognise that so much work needs to be done to enable the tourism sector of the province to make the maximum positive impacts in the development of the province. They need to recognise that no sustained development can take place in the various constituencies of the province without their involvement. The officials need to work hard to enable the other stakeholders in the tourism businesses to increase production, investment and consumption opportunities in the sector.

Of the various aspects the provincial development challenges and problems those involving the disparities in development between the relatively more developed but localised and nodal formal, urban-industrial, first economy system of the Eastern Cape



and the relatively large but underdeveloped, poor, informal, rural, subsistence-based agricultural economy of the province have emerged in this study as being of major importance. The empowerment of the underdeveloped sector must therefore be taken seriously in future development policies and plans. At the same time, the formal sector also needs all the necessary support to enable it to produce at its maximum. Together the two systems must be supported to make their maximum contributions to the development of the Eastern Cape.

It is this vital link between the potential benefits associated with democratic and integrated development policies and plans, on one hand, and the concrete activities actually needed to implement such policies and plans that has informed this study. To win the post-1994 development vision of integrated development of South Africa, the lessons learnt from this study need to stimulate similar research in the other provinces of the country.

The importance of the tourism sector to the development of other African countries was also mentioned in chapter one of this study. It is hoped researchers in Africa would take up the challenge of undertaking similar studies in the other African countries.

And, finally, to the broader social and human geography research community, it is hoped the importance of the critical realist research method in promoting mutual understanding and progressive social change has been demonstrated in this work. Critical realism is based on the idea that the very possibility of progressive social change and sustainable development depend on the existence of real social mechanisms such as development policies which have causal powers to generate some outcomes when activated. From the spatial perspective, this study has demonstrated that the emergent properties of the Eastern Cape provincial tourism sector are existentially dependent upon the activities occurring in the 39 municipalities and, from the temporal

perspective, the study has also shown that the emergent properties of the long term transformation processes in the provincial tourism activities are similarly intimately linked to the daily activities of the individuals and groups in the tourism sector. The relational perspective has been emphasised in various ways as being of major importance in the analysis and transformation of the development process. This study, thus, ends on the note that the critical realist mode of abstraction matters in social research projects.

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## **APPENDICES**

### **APPENDIX 1: Letters of introduction**

May 18, 2010

#### **TO WHOM IT MAY CONCERN**

I, the undersigned, Kofi Acheampong, am an Academic staff member in the School of Tourism and Hospitality lecturing Tourism and Geography at both Undergraduate and Post-graduate levels.

I am a registered Doctor of Literature and Philosophy (DLitt et Phil) student in the Department of Geography and Environmental Studies, at the University of South Africa in Pretoria. My Student No. is **3375-762-3**. I am currently conducting a Tourism-related research on "**The Tourism Sector, Development Policy and Inequalities in the Development of the Eastern Cape**" in fulfilment of the requirements for the above-mentioned degree.

It will be highly appreciated if I could be given the assistance required in conducting this research. Whatever information given to me will be treated in the strictest confidence, used solely for academic purposes and will not be for public consumption.

For any queries or clarification, please contact my Supervisor: **Prof. S. Yirenkyi-Boateng**, of the **UNISA Centre for African Renaissance** on **012 320 3189** or **082 677 3118**, and/or the undersigned on Cell Number: **082 701 8365**.

Thanking you in anticipation for your assistance.

Yours faithfully,

Kofi Acheampong  
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03-06-2010

**TO WHOM IT MAY CONCERN**

This is to certify that the bearer of this note, **Mr. Kofi Acheampong** is a **Doctoral Candidate** of **UNISA** under my supervision.

His Doctoral thesis examines the impact of government tourism policies on the development of the Eastern Cape.

The information that will emanate from this project will no doubt make a major contribution to the development of the Tourism industry in the Eastern Cape.

Kindly give him your maximum co-operation as he collects the necessary information to complete his project.

Counting on your support

**Prof. S. Yirenkyi-Boateng (thesis supervisor)**  
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**APPENDIX 2: The Research Questionnaires**

**QUESTIONNAIRE ON THE DEVELOPMENT OF THE TOURISM SECTOR OF EASTERN CAPE PROVINCE**

**2a. ADDRESSED TO RESIDENTS LIVING NEAR THE TOURISM CENTRES**

**Instructions:** Please, Answer the following Questions as briefly as possible.

1 Please name the Town/Village and Municipality where this tourism centre is Located:

<b>1</b>	<b>Town or Village</b>	
<b>2</b>	<b>Municipality</b>	

2. When did you become aware of the tourism potential in this region?

- [ 1 ] Pre-1994
- [ 2 ] Post 1994

1	2

3. In your opinion, what factors did trigger the emergence of tourism potential in this region?

.....  
.....

4. Name 5 of the locations in this area that are known to have tourism potential, during the following periods.

**Pre-1994:**

.....  
.....

**Post-1994**

.....  
.....

5. Kindly tell me what you know about the importance or goals of the tourism policies of the Eastern Cape government

.....  
.....

6. Please, list some of the tourism activities that have emerged in this area, example, Hotels, game parks, nature reserves, beaches

**Pre-1994**

.....



.....  
**Post-1994**  
 .....

*Please, answer Questions 7-9 if you know*

7. Who owns the tourism business in this area? Please **tick** relevant **Box**  
**[ ] Private**

**[a]** Member of local community    **[b]** SA citizen/business outside the province  
**[c]** Foreign national                      **[d]** Non-governmental organization

	<b>Ownership</b>	<b>√</b>
<b>1</b>	Partnership between <b>a</b> and <b>b</b>	
<b>2</b>	Partnership between <b>a</b> and <b>c</b>	
<b>3</b>	Partnership between <b>b</b> and <b>c</b>	
<b>4</b>	Partnership between <b>a</b> and <b>d</b>	
<b>5</b>	Partnership between <b>a, b, c</b>	
<b>6</b>	Partnership between <b>a, b, c, d</b>	

<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>6</i>

**[ ] Public**

	<b>Ownership</b>	<b>√</b>
<b>1</b>	Local Government	
<b>2</b>	Provincial Government	
<b>3</b>	South African Government	

<i>1</i>	<i>2</i>	<i>3</i>

8. For how long have these public and private institutions been involved in tourism?

	<b>Year</b>	<b>√</b>
<b>1</b>	<b>Pre-1994</b>	
<b>2</b>	<b>Post-1994</b>	

<i>1</i>	<i>2</i>

9. By estimation, how many local people have been employed in the tourist industry in this area over the years?

**Pre-1994**

	<b>Total Employees</b>	<b>√</b>
<b>1</b>	<b>0 - 99</b>	
<b>2</b>	<b>100-199</b>	
<b>3</b>	<b>200-299</b>	

<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>

<b>4</b>	<b>300-399</b>	
<b>5</b>	<b>400+</b>	

**Post-1994**

	<b>Total Employees</b>	<b>√</b>
<b>1</b>	<b>0 - 99</b>	
<b>2</b>	<b>100-199</b>	
<b>3</b>	<b>200-299</b>	
<b>4</b>	<b>300-399</b>	
<b>5</b>	<b>400+</b>	

<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>

10. Are you involved in any tourism activity in this area?

		<b>√</b>
<b>1</b>	<b>Yes</b>	
<b>2</b>	<b>No</b>	

<i>1</i>	<i>2</i>

11. Please, provide reasons for your answer.

.....  
 .....

**If your answer is Yes, Answer questions 12-14**

12. For how long have you been involved and in what activities?

	<b>No. of Years</b>	<b>√</b>
<b>1</b>	<b>0-9</b>	
<b>2</b>	<b>10-19</b>	
<b>3</b>	<b>20+</b>	

<i>1</i>	<i>2</i>	<i>3</i>

13. Estimate, if possible, the average number of tourists that have visited this area over the years?

**1. Pre-1994**

	<b>No. of Tourists</b>	<b>√</b>
<b>1</b>	<b>0-199</b>	
<b>2</b>	<b>200-399</b>	
<b>3</b>	<b>400-599</b>	
<b>4</b>	<b>600-799</b>	
<b>5</b>	<b>800+</b>	

<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>

**2. Post-1994**

	No. of Tourists	√
<b>1</b>	<b>0-199</b>	
<b>2</b>	<b>200-399</b>	
<b>3</b>	<b>400-599</b>	
<b>4</b>	<b>600-799</b>	
<b>5</b>	<b>800+</b>	

<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>

14 What is the origin of the tourists to this area and in what proportions, if possible?

Domestic ( South Africa)	<b>A</b>	North America	<b>E</b>
Regional (SADEC Area)	<b>B</b>	South America	<b>F</b>
Continental (rest Africa)	<b>C</b>	Australia	<b>G</b>
Europe	<b>D</b>	Asia	<b>H</b>

	%	Regions								√
		<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>	<b>F</b>	<b>G</b>	<b>H</b>	
<b>1</b>	<b>0-20</b>									
<b>2</b>	<b>21-40</b>									
<b>3</b>	<b>41-60</b>									
<b>4</b>	<b>61-80</b>									
<b>5</b>	<b>81-100</b>									

<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>6</i>	<i>7</i>	<i>8</i>

15. In your opinion, the tourism industry has been

**[ 1 ] Growing**      **[ 2 ] Declining**      (*Tick 1 or 2 in box for each period*)

	<b>1</b>	<b>2</b>
<b>Pre-1994</b>		
<b>Post-1994</b>		

<i>rPre-1994</i>		<i>Post-1994</i>	
<i>1</i>	<i>2</i>	<i>1</i>	<i>2</i>

16. Please, provide reasons for your answer  
**Pre-1994**

.....  
 .....

**Post-994**

.....  
 .....

17. To what extent is the local community involved in tourism activity in this area?

**[ A ] Employment [ B ] Supply of Inputs [ C ] Visit to the Facility**

	%				√
		A	B	C	
<b>1</b>	<b>0-20</b>				
<b>2</b>	<b>21-40</b>				
<b>3</b>	<b>41-60</b>				
<b>4</b>	<b>61-80</b>				
<b>5</b>	<b>81-100</b>				

	1	2	3	4	5
<i>A</i>					
<i>B</i>					
<i>C</i>					

(Please provide details to the following)

**1. Employment**

.....  
 .....

**2. Supply of Inputs (e.g. raw materials)**

.....  
 .....

**3. Visit to the facility for entertainment**

.....  
 .....

18. What positive or negative impacts do you think tourism has in this area?

**1. Positive impacts**

**Pre-1994**

.....  
 .....

**Post-1994**

.....  
 .....

.....  
**2. Negative impacts**

**Pre-1994**

.....  
**Post-1994**

.....  
19. Do you think tourism has a future in this area?

		√
<b>1</b>	<b>Yes</b>	
<b>2</b>	<b>No</b>	

<i>1</i>	<i>2</i>

20. Provide reasons for your answer

.....  
21. List the problems that have affected the development of tourism in this area:

.....  
22. Propose a programme of action for sustaining tourism as a key sector in the future development of your area and Eastern Cape Province.

.....  
.....  
.....  
.....

**Thank you very much for your time and patience.**

**2b. ADDRESSED TO TOURISM PRODUCT OWNERS IN EASTERN CAPE**

**Instructions:** Please answer the following Questions as briefly as possible.

23. Please name the town/village and Municipality where this tourism centre is located:

<b>1</b>	<b>Town or Village</b>	
<b>2</b>	<b>Municipality</b>	

24. When did you become aware of the tourism potential in this area?

[ 1 ] Pre-1994

[ 2 ] Post 1994

1	2

25. What factors prompted you into getting involved in the tourism industry in this area?

.....

.....

.....

26. For how long have you been involved in tourism as an operator?

	<b>No. of Years</b>	<b>√</b>
<b>1</b>	<b>0-9</b>	
<b>2</b>	<b>10-19</b>	
<b>3</b>	<b>20+</b>	

1	2	3

27. What tourism activity do you operate? *(Please Tick relevant box)*

	<b>Tourism Activity</b>	<b>√</b>	<b>1</b>	<b>2</b>
<b>1</b>	<b>Hospitality</b> <i>e.g. Hotel, B and B, Backpacker</i>			
<b>2</b>	<b>Food and Beverage</b>			
<b>3</b>	<b>Tour guide</b>			
<b>4</b>	<b>Tour operator</b>			
<b>5</b>	<b>Retail Travel Agent</b>			
<b>6</b>	<b>Transport operator</b>			
<b>7</b>	<b>Cultural artefacts</b>			
<b>8</b>	<b>Sports</b>			
<b>9</b>	<b>Others</b> <i>(state)</i> .....			

28. Ownership of the tourism activity you are involved in

**Private**

**[a]** Member of local community   **[b]** SA citizen/business outside the province  
**[c]** Foreign national   **[d]** Non-governmental organization

	<b>Ownership</b>	<b>√</b>
<b>1</b>	Partnership between <b>a</b> and <b>b</b>	
<b>2</b>	Partnership between <b>a</b> and <b>c</b>	
<b>3</b>	Partnership between <b>b</b> and <b>c</b>	
<b>4</b>	Partnership between <b>a</b> and <b>d</b>	
<b>5</b>	Partnership between <b>a, b, c</b>	
<b>6</b>	Partnership between <b>a, b, c, d</b>	

<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>6</i>

**Public**

	<b>Ownership</b>	<b>√</b>
<b>1</b>	Local Government	
<b>2</b>	Provincial Government	
<b>3</b>	South African Government	

<i>1</i>	<i>2</i>	<i>3</i>

29. What percentage of ownership of this tourism activity is?

**A White   B Black   C Coloured   D Indian   E Others**

	<b>%</b>	<b>RACE</b>					<b>√</b>
		<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>	
<b>1</b>	<b>0-20</b>						
<b>2</b>	<b>21-40</b>						
<b>3</b>	<b>41-60</b>						
<b>4</b>	<b>61-80</b>						
<b>5</b>	<b>81-100</b>						

<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>

30. What is the racial background of the owner? 4,3,2,1

	<b>RACE</b>	<b>√</b>
<b>1</b>	<b>White</b>	
<b>2</b>	<b>Black</b>	
<b>3</b>	<b>Coloured</b>	

<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>

<b>4</b>	<b>Indian</b>	
<b>5</b>	<b>Others</b>	

31. What is the business experience of the owner? 5, 4, 3, 2, 1 (Please tick one)

	<b>Experience</b>	<b>√</b>
1	0-10 years	
2	Over 10 years	

1	2

32. Is your business insured?

		<b>√</b>
<b>1</b>	<b>Yes</b>	
<b>2</b>	<b>No</b>	

1	2

If **No**, why not?

.....

.....

.....

33. Do you have any links with the Informal Sector?

		<b>√</b>
<b>1</b>	<b>Yes</b>	
<b>2</b>	<b>No</b>	

1	2

If **Yes**, in which way?

.....

.....

If **No**, why not?

.....

.....

.....



34. How many employees do you have?

	No of Employees	Pre-1994	Post-1994
1	0-49		
2	50-99		
3	100-149		
4	150-199		
5	200+		

	Pre-1994	Post-1994
1		
2		
3		
4		
5		

35. In what capacity has the Black community (Black, Coloured, Indian) been involved in your venture?

	Capacity	Pre-1994	Post-1994	√
1	Owners			
2	Partners			
3	Staff			

	Pre-1994	Post-1994
1		
2		
3		

36. If **Staff**, in what capacity and proportion (in %), since the venture first opened?

<b>A</b>	Top Management	<b>B</b>	Middle Management	<b>C</b>	General Staff
<b>D</b>	Retail	<b>E</b>	Others ( <i>specify</i> )		

	%	CAPACITY OF STAFF										√
		Pre-1994					Post-1994					
		A	B	C	D	E	A	B	C	D	E	
1	0-20											
2	21-40											
3	41-60											
4	61-80											
5	81-100											

	Pre-'94	Post-'94
1		
2		
3		
4		
5		

37. How much money is derived from the business per day?

	Amount	Pre-1994	Post-1994	√
1	Under R100 000			
2	R100 001-R500 000			
3	R500 001-R1 000 000			
4	R1 000 001-R20 000 000			
5	Over R20 000 001			

	Pre-'94	Post-'94
1		
2		
3		
4		
5		

38. What is the carrying capacity of your facility?

	<b>Carrying Capacity</b>	<b>Pre-1994</b>	<b>Post-1994</b>	<b>√</b>	<i>Pre-'94</i>	<i>Post-'94</i>
<b>1</b>	Under 100				1	
<b>2</b>	101-200				2	
<b>3</b>	201-300				3	
<b>4</b>	301-400				4	
<b>5</b>	Over 401				5	

39. What is your average charge per person per day to access your facility/service?

	<b>Carrying Capacity</b>	<b>Pre-1994</b>	<b>Post-1994</b>	<b>√</b>	<i>Pre-'94</i>	<i>Post-'94</i>
<b>1</b>	Under R250					
<b>2</b>	R251-R500					
<b>3</b>	R501-R750					
<b>4</b>	R751-R1000					
<b>5</b>	Over R1001					

1		
2		
3		
4		
5		

40. Indicate the origin of tourists to your establishment and in what proportions?

Domestic ( South Africa)	<b>A</b>	North America	<b>E</b>
Regional (SADEC Area)	<b>B</b>	South America	<b>F</b>
Continental (rest Africa)	<b>C</b>	Australia	<b>G</b>
Europe	<b>D</b>	Asia	<b>H</b>

	<b>Owner-ship %</b>	<b>Regions</b>								<b>√</b>
		<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>	<b>F</b>	<b>G</b>	<b>H</b>	
<b>1</b>	<b>0-20</b>									
<b>2</b>	<b>21-40</b>									
<b>3</b>	<b>41-60</b>									
<b>4</b>	<b>61-80</b>									
<b>5</b>	<b>81-100</b>									

1	2	3	4	5	6	7	8

41. Estimate the average number of tourists that visit your facility per year.

	<b>Average no. of Tourists/year</b>	<b>Pre-1994</b>	<b>Post-1994</b>	<b>√</b>		<i>Pre - '94</i>	<i>Post-'94</i>
<b>1</b>	Under 250				<i>1</i>		
<b>2</b>	251-500				<i>2</i>		
<b>3</b>	501-750				<i>3</i>		
<b>4</b>	751-1000				<i>4</i>		
<b>5</b>	Over 1001				<i>5</i>		

42. How much money is spent by your visitors per day?

	<b>Amount spent Day</b>	<b>Pre-1994</b>	<b>Post-1994</b>	<b>√</b>		<i>Pre - '94</i>	<i>Post-'94</i>
<b>1</b>	Under R500				<i>1</i>		
<b>2</b>	R501-R1000				<i>2</i>		
<b>3</b>	R1001-R1500				<i>3</i>		
<b>4</b>	R1501-R2000				<i>4</i>		
<b>5</b>	Over 2001				<i>5</i>		

43. How do you advertise your establishment to tourists?

	<b>Medium of Advertising</b>	<b>Pre-1994</b>	<b>Post-1994</b>	<b>√</b>		<i>Pre - '94</i>	<i>Post-'94</i>
<b>1</b>	Electronic Media				<i>1</i>		
<b>2</b>	Travel Agent/Tour Operators				<i>2</i>		
<b>3</b>	Friends and Relatives				<i>3</i>		
<b>4</b>	Brochures				<i>4</i>		
<b>5</b>	Others (state)				<i>5</i>		

44. Do you see tourism [ **1** ] **Growing** [ **2** ] **Declining** in the Eastern Cape?  
(Tick 1 or 2 in box for each period)

	<b>1</b>	<b>2</b>	<b>√</b>
<b>Pre-1994</b>			
<b>Post-1994</b>			

<i>Pre-1994</i>		<i>Post-1994</i>	
<i>1</i>	<i>2</i>	<i>1</i>	<i>2</i>

45. Please, provide reasons for your answer

**Pre-1994** .....

**Post 1994**.....

46. Kindly tell me what you know about the objectives of the provincial Tourism policies in South Africa.

.....

47. What are the positive and negative impacts of your tourism activity on the local community?

**Positive impacts**

**Pre-1994**

.....

**Post-1994**

.....

**Negative impacts**

**Pre 1994**

.....

**Post 1994**

.....

48. List the problems that have affected and continue to affect the development of tourism in your local community

.....

49 Propose a policy of action for sustaining tourism as a key sector in the future development of the Eastern Cape

.....

50. Any other issues you would like to bring to my attention? .....

.....

**Thank you very much for your time and patience.**

**2c. ADDRESSED TO TOURISTS VISITING THE EASTERN CAPE**

**Instructions:** Please answer the following Questions as briefly as possible.

51. Please name the town/village and Municipality where this tourism centre is located:

<b>1</b>	<b>Town or Village</b>	
<b>2</b>	<b>Municipality</b>	

52. What is your country of origin? .....

53. Is this your first visit in **South Africa**?

		√
<b>1</b>	<b>Yes</b>	
<b>2</b>	<b>No</b>	

<i>1</i>	<i>2</i>

54. If Yes, when was your last visit to South Africa?

		√
<b>1</b>	<b>Pre-1994</b>	
<b>2</b>	<b>Post-1994</b>	

<i>1</i>	<i>2</i>

55. What motivated you to come to South Africa? (*Ignore if a domestic tourists*)

.....  
 .....

56. Is it your first time in the **Eastern Cape**?

		√
<b>1</b>	<b>Yes</b>	
<b>2</b>	<b>No</b>	

<i>1</i>	<i>2</i>

57. If Yes, when was your last visit to Eastern Cape?

		√
<b>1</b>	<b>Pre-1994</b>	
<b>2</b>	<b>Post-1994</b>	

<i>1</i>	<i>2</i>

58. How did you get to know of the Eastern Cape? Through

	<b>Knowing about Eastern Cape</b>	<b>√</b>
<b>1</b>	Electronic Media	
<b>2</b>	Travel Agent/Tour Operators	
<b>3</b>	Friends and Relatives	
<b>4</b>	Brochures	
<b>5</b>	Others (state)	

1	
2	
3	
4	
5	

59. What actually motivated you to come to the **Eastern Cape**?

.....  
 .....

60. How did you book for your holiday in the Eastern Cape?

	<b>Booking into Eastern Cape</b>	<b>√</b>
<b>1</b>	Travel Agent	
<b>2</b>	Tour Operator	
<b>3</b>	Airline	
<b>4</b>	Friends and Relatives	
<b>5</b>	Others (state)	

1	
2	
3	
4	
5	

61. What sort of accommodation are you staying in?

**[ 1 ] Hotel [ 2 ] Bed and Breakfast [ 3 ] Private Home [ 4 ] Backpacker**  
**[ 5 ] Motel [ 6 ] Cottage [ 7 ] Others (specify)**

	<b>Type of Accommodation</b>	<b>√</b>
<b>1</b>	Hotel	
<b>2</b>	Bed and Breakfast/Guest House	
<b>3</b>	Private Home	
<b>4</b>	Backpacker	
<b>5</b>	Motel/Inn/Lodge	
<b>6</b>	Cottage	
<b>7</b>	Others	

1	
2	
3	
4	
5	
6	
7	

62. For how long have you been/do you intend staying in the Eastern Cape?

	<b>No. of Days to Stay</b>	<b>√</b>
<b>1</b>	1-2	
<b>2</b>	3-4	
<b>3</b>	5-7	
<b>4</b>	8-14	
<b>5</b>	15+	

<i>1</i>	
<i>2</i>	
<i>3</i>	
<i>4</i>	
<i>5</i>	

63. How much do you intend to spend during your visit?

	<b>Amount to spend during visit</b>	<b>√</b>
<b>1</b>	Under R500	
<b>2</b>	R501-R1000	
<b>3</b>	R1001-R1500	
<b>4</b>	R1501-R2000	
<b>5</b>	Over 2001	

<i>1</i>	
<i>2</i>	
<i>3</i>	
<i>4</i>	
<i>5</i>	

64. On a scale of 4-1, give your impressions about quality of services offered you  
**[ 1 ] Excellent [ 2 ] Good [ 3 ] Fair [ 4 ] Disappointing** (Tick in Box)

	<b>Service</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>
<b>A</b>	Climate				
<b>B</b>	Accommodation				
<b>C</b>	Food				
<b>D</b>	Attractions				
<b>E</b>	Transport				
<b>F</b>	Communication				
<b>G</b>	Security				
<b>H</b>	Information on East Cape				
<b>I</b>	The People				
<b>J</b>	Others				

	<i>A</i>	<i>B</i>	<i>C</i>	<i>D</i>	<i>E</i>	<i>F</i>	<i>G</i>	<i>H</i>	<i>I</i>	<i>J</i>
<i>4</i>										
<i>3</i>										
<i>2</i>										
<i>1</i>										

65. Any suggestions on how to improve on the available services?

.....  
.....

66. Will you visit the Eastern Cape again, given another opportunity?

		√
<b>1</b>	<b>Yes</b>	
<b>2</b>	<b>No</b>	

<i>1</i>	<i>2</i>

Why?

.....  
.....

67. What impacts do you think your visit to the Eastern Cape has had on the local community?

.....  
.....

68. What memories, will you be taking along about the Eastern Cape?

.....  
.....

69. What problems did you encounter during your visit to/stay at the Eastern Cape?

.....  
.....

70. In relation to tourism development in your country of origin, and for best practice, please, provide any suggestions that will help improve tourism in the Eastern Cape to attract more tourists to the region

.....  
.....

71. Any other issues you would like to bring to my attention?

.....  
.....

**Thank you very much for your time and patience.**



**2d. ADDRESSED TO TOURISM POLICY MAKERS and PUBLIC BODIES (LED Officers)**

**Instructions:** Please answer the following Questions as briefly as possible.

72. Please name the town/village and Municipality where this tourism centre/office is located and your **designation:** .....

<b>1</b>	<b>Town or Village</b>	
<b>2</b>	<b>Municipality</b>	

73. What policies of government have influenced tourism development in the Eastern Cape or in this municipality? Kindly give details of the policies.

**Pre-1994:**

.....  
 .....

**Post-1994:**

.....  
 .....

74. What are some of the general tourism activities that have emerged in the Eastern Cape  
 or in this municipality?

**Pre-1994:**

.....  
 .....

**Post 1994:**

.....  
 .....

75. In what capacity has the government or municipality been involved in tourism development in the Eastern Cape?

**Pre-1994:**

.....  
 .....

**Post 1994:**

.....  
 .....

76 Percentage of ownership of the tourism activities in this municipality belongs to

**(A) Public or (B) Private**

	Ownership (%)	Public (A)		Private (B)		✓
		Pre-1994	Post-1994	Pre-1994	Post-1994	
1	0-19					
2	20-39					
3	40-59					
4	60-79					
5	80-99					
6	100					

		1	2	3	4	5	6
A	Pre-'94						
	Post-'94						
B	Pre-'94						
	Post-'94						

77. How does the ownership of the tourism activities reflect the demographics of the Province/Municipality?

White	A	Black	B	Coloured	C	Indian	D	Others	E
-------	---	-------	---	----------	---	--------	---	--------	---

	Owner-ship %	RACE					✓
		A	B	C	D	E	
1	0-20						
2	21-40						
3	41-60						
4	61-80						
5	81-100						

1	2	3	4	5

78. In what capacity is the Black community (Africans, Coloureds and Indians) involved in tourism development in the Eastern Cape/ this municipality? Give an estimate.

<b>A</b>	Top Management	<b>B</b>	Middle Management	<b>C</b>	General Staff
<b>D</b>	Retail	<b>E</b>	Others ( <i>specify</i> )		

	%	CAPACITY OF STAFF										√
		Pre-1994					Post-1994					
		A	B	C	D	E	A	B	C	D	E	
<b>1</b>	<b>0-20</b>											
<b>2</b>	<b>21-40</b>											
<b>3</b>	<b>41-60</b>											
<b>4</b>	<b>61-80</b>											
<b>5</b>	<b>81-100</b>											

	Pre - '94	Post-'94
1		
2		
3		
4		
5		

79. In your opinion, is tourism in Eastern Cape/ this municipality predominantly **urban-centred** or **rural-centred**?

[ 1 ] Urban-centred

[ 2 ] Rural-centred

(Tick)

	Pre-1994	Post-1994	√
<b>1</b>			
<b>2</b>			

	Pre - '94	Post-'94
1		
2		

Do you have any particular reasons for your answer?

.....  
 .....

80. How do the current tourism policies and activities pay attention to environmental issues in the Province/ this municipality?

.....  
 .....

81. What efforts are in place in your policies to incorporate culture and heritage into tourism development?

.....  
 .....

82. How is your administration encouraging tourism to create jobs for the local community in the Eastern Cape/ this municipality?

.....  
 .....

83. What strategies have been put in place to market the Eastern Cape or this municipality to prospective tourists over the years?

**Pre-1994:**

.....  
 .....

**Post-1994:**

.....  
 .....

84. Do you see tourism as a growing or declining industry in the Eastern Cape/in this municipality?

[ 1 ] Growing      [ 2 ] Declining      (*Tick 1 or 2 in box for each period*)

	<b>1</b>	<b>2</b>	<b>√</b>
<b>Pre-1994</b>			
<b>Post-1994</b>			

<i>Pre-1994</i>		<i>Post-1994</i>	
<i>1</i>	<i>2</i>	<i>1</i>	<i>2</i>

85. Please, provide reasons for your answer

**Pre-1994**

.....  
 .....

**Post-1994:**

.....  
 .....

86. Can you estimate the average number of tourists per year visiting the Eastern Cape/this municipality during the periods stated below?

**1. Pre-1994**

	<b>No. of Tourists</b>	<b>√</b>
<b>1</b>	<b>0-4 999</b>	
<b>2</b>	<b>5 000-9 999</b>	

<b>3</b>	<b>10 000-14 999</b>	
<b>4</b>	<b>15 000-19 999</b>	
<b>5</b>	<b>20 000+</b>	

<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>

**2. Post-1994**

	<b>No. of Tourists</b>	<b>√</b>
<b>1</b>	<b>0-4 999</b>	
<b>2</b>	<b>5 000-9 999</b>	
<b>3</b>	<b>10 000-14 999</b>	
<b>4</b>	<b>15 000-19 999</b>	
<b>5</b>	<b>20 000+</b>	

<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>

87. From where do the tourists originate and in what proportion (%), if possible?

Domestic ( South Africa)	<b>A</b>	North America	<b>E</b>
Regional (SADEC Area)	<b>B</b>	South America	<b>F</b>
Continental (rest Africa)	<b>C</b>	Australia	<b>G</b>
Europe	<b>D</b>	Asia	<b>H</b>

	%	Regions								√
		<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>	<b>F</b>	<b>G</b>	<b>H</b>	
<b>1</b>	<b>0-20</b>									
<b>2</b>	<b>21-40</b>									
<b>3</b>	<b>41-60</b>									
<b>4</b>	<b>61-80</b>									
<b>5</b>	<b>81-100</b>									

<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>6</i>	<i>7</i>	<i>8</i>

88. Can you estimate the average income per year derived from tourism for the periods stated below in the Eastern Cape/in this municipality?

	<b>Amount in Million Rands</b>	<b>Pre-1994</b>	<b>Post-1994</b>	<b>√</b>
<b>1</b>	> R 250			

<b>2</b>	> R 500			
<b>3</b>	>R750			
<b>4</b>	>R1000			
<b>5</b>	< R1000			

	<i>Pre - '94</i>	<i>Post- '94</i>
<i>1</i>		
<i>2</i>		
<i>3</i>		
<i>4</i>		
<i>5</i>		

89. What impacts, positive or negative, do you think tourism has in Eastern Cape Province or in this municipality?

**1. Positive impacts**

**Pre-1994:**

.....  
 .....

**Post-1994:**

.....  
 .....

**2. Negative impacts**

**Pre-1994:**

.....  
 .....

**Post-1994:**

.....  
 .....

90. Do you have a database of tourism activities?

		√
<b>1</b>	<b>Yes</b>	
<b>2</b>	<b>No</b>	

<i>1</i>	<i>2</i>

91. In your opinion, how comprehensive and reliable is the database of tourism activities in the Eastern Cape/in this municipality?

		√
<b>3</b>	<b>Very comprehensive</b>	
<b>2</b>	<b>Limited</b>	
<b>1</b>	<b>Poor</b>	

<i>3</i>	<i>2</i>	<i>1</i>

92. Any particular reason for your answer?

.....  
 .....

93. In what way is your institution involved in research activities as a way of improving the industry?

.....  
 .....

94. Does tourism have a future in Eastern Cape/in this municipality?

		√
<b>1</b>	<b>Yes</b>	
<b>2</b>	<b>No</b>	

<i>1</i>	<i>2</i>

95. Any particular reasons for your answer?

.....  
 .....

96. What problems, in your opinion, affect the future of the tourism industry in the Eastern Cape/in this municipality?

.....  
 .....

97. What programmes are currently in place to link and sustain the tourism industry to the overall development process of the Eastern Cape/in this municipality?

.....  
 .....

98. Could you kindly provide cases in which the tourism business owners, the tourists and the general public have failed to comply with the tourism policies in the Eastern Cape?

.....  
 .....

99. What do you think were the reasons? And what measures were taken by your office?

.....  
.....

100. What specific recommendations would you like to make regarding changes in tourism policies in the Eastern Cape or in this municipality?

.....  
.....

**Thank you very much for your time and patience.**



**2e. ADDRESSED TO WORKERS AND SERVICE PROVIDERS OF THE FORMAL SECTOR BUSINESS OWNERS**

**Instructions:** Please, answer the following Questions as briefly as possible.

101 Please name the town/village and Municipality where this tourism centre is Located:

<b>1</b>	<b>Town or Village</b>	
<b>2</b>	<b>Municipality</b>	

102. When did you become aware of the tourism potential in this region?

- [ 1 ] Pre-1994
- [ 2 ] Post 1994

1	2

103. In your opinion, what factors triggered the emergence of tourism potential in this region?

.....  
 .....

104. Kindly tell me what you know about the importance or goals of the Tourism Policies of the Eastern Cape government

.....  
 .....

105. To what extent is the local community involved in tourism activity in this area?

**[ A ] Employment [ B ] Supply of Inputs [ C ] Visit to the Facility**

	%				✓
		A	B	C	
<b>1</b>	<b>0-20</b>				
<b>2</b>	<b>21-40</b>				
<b>3</b>	<b>41-60</b>				
<b>4</b>	<b>61-80</b>				
<b>5</b>	<b>81-100</b>				

	1	2	3	4	5
A					
B					
C					

(Please provide details to the following)

**1. Employment**

.....  
 .....

**2. Supply of Inputs (e.g. raw materials)**

.....  
 .....

**3. Visit to the facility for entertainment**

.....  
 .....

106. Do you have any links with the Informal Sector?

		√
<b>1</b>	<b>Yes</b>	
<b>2</b>	<b>No</b>	

<i>1</i>	<i>2</i>

If **Yes**, in which way?

.....  
 .....

If **No**, why not?

.....  
 .....

107. How do you relate with the tourism business owners in this area?

**a. Employee** [ ] **b. Service Provider** [ ] **c. Resident** [ ]

Others: .....

108. How much do you know about the Tourism Policies driving the tourism industry in Eastern Cape.

.....  
 .....

109. Do you see tourism [ **1** ] **Growing** [ **2** ] **Declining** in the Eastern Cape?  
 (Tick 1 or 2 in box for each period)

	<b>1</b>	<b>2</b>	√
<b>Pre-1994</b>			
<b>Post-1994</b>			

<i>Pre-1994</i>		<i>Post-1994</i>	
<i>1</i>	<i>2</i>	<i>1</i>	<i>2</i>

110. Please, provide reasons for your answer

**Pre-1994**

.....  
.....

**Post 1994**

.....  
.....

111. What are the positive and negative impacts of tourism activities in the local community?

**Positive impacts**

**Pre-1994**

.....  
.....

**Post-1994**

.....  
.....

**Negative impacts**

**Pre 1994**

.....  
.....

**Post 1994**

.....  
.....

112. List the problems that have affected and continue to affect the development of tourism in your local community:

.....  
.....

113. Propose a policy of action for sustaining tourism as a key sector in the future development of the Eastern Cape:

.....  
.....

**Thank you very much for your time and patience.**

**2f ADDRESSED TO THE INFORMAL SECTOR OPERATORS IN THE TOURISM INDUSTRY**

**Instructions:** Please answer the following questions as briefly as possible

114 Please name the town/village and Municipality where this tourism centre is Located:

<b>1</b>	<b>Town or Village</b>	
<b>2</b>	<b>Municipality</b>	

115. When did you become aware of the tourism potential in this region?

[ 1 ] Pre-1994  
[ 2 ] Post 1994

1	2

116. In your opinion, what factors triggered the emergence of tourism potential in this region?

.....  
.....

117 Before getting involved in tourism business, what were you doing?

<b>a</b>	<b>Employed</b>	
<b>b</b>	<b>Unemployed</b>	

118 If employed formally, why did you join the informal sector of tourism?

.....  
.....

119 Are you involved in the informal sector of tourism on full- or part-time basis?

	<b>Full time</b>		<b>Part time</b>
--	------------------	--	------------------

120 How much do you know about tourism policies of the Eastern Cape government?

.....  
.....

121 What sort of clientele/customers patronise your business?

.....  
.....

122 What percentage of the clientele/customers is located in urban and rural areas?

<b>Urban</b>	<b>%</b>	<b>Rural</b>	<b>%</b>
--------------	----------	--------------	----------

123 What percentage of informal businesses is linked to the formal sector of tourism?

<b>Formal</b>	<b>%</b>	<b>Informal</b>	<b>%</b>
---------------	----------	-----------------	----------

124. List the problems that have affected and continue to affect the development of tourism in your local community:

.....  
.....  
.....

125. Propose a policy of action for sustaining tourism as a key sector in the future development of the Eastern Cape:

.....  
.....  
.....

**Thank you very much for your time and patience.**

## **Appendix 3: List of Tourism Policies in the Eastern Cape since 1994 plus outline of the 2003 Eastern Cape Tourism Policy Guidelines**

### **3a List of National Tourism, Environment and Cultural and Heritage Legislation, Policies and Programmes**

#### Tourism

- White Paper on Development and Promotion of Tourism in South Africa, 1996
- DEAT Responsible Tourism Guidelines, 2002
- Tourism Investment Mobilization Strategy for South Africa, 2001-2011
- Tourism Growth Strategy, 2008-2011
- South African Competitiveness Strategy, 2006
- Tourism BEE Charter
- Tourism BEE Charter Implementation Baseline studies, Tourism BEE Charter Council, 2007
- World Tourism Organization (UNWTO) Tourism Highlights, 2006
- South African Annual Tourism Report, 2005
- South African Annual Tourism Report: Foreign Arrivals, 2005
- DEAT, Draft National Tourism Safety and Awareness Strategy, 2007
- 2010 FIFA World Cup Tourism Plan, 2005
- HIV/AIDS Handbook for South African Tourism and Hospitality Companies
- Implementation Plan of National Industrial Policy Framework: Industrial Policy Action Plan, DTI, August 2007
- Implementation of Government's National Industrial Policy Framework: Industrial Policy Action Plan, DTI, August 2007
- Tourism and Sport Skills Audit, DEAT, 2007
- Responsible Tourism Manual for South Africa, July 2002
- 

#### Environmental Acts

- National Environmental Management Act No. 107 (1998) – NEMA
- National Environmental Management: Protected Areas No. 57 (2003)
- National Environmental Management: Biodiversity Act 10 (2004)
- 

#### Cultural and Heritage

- Cultural Institutions Act, Act 119 of 1998
- National Heritage Resources Act, Act 25 of 1999
- National Heritage Convention Act, Act 49 of 1999
- National Heritage Council Act, Act 11 of 1999
- 

Other Acts: National Sport and Recreation Act No. 110 (1998)

### **3b List of Provincial, District and Local Government Tourism Legislation, Policies and Programmes**

#### Provincial

- Eastern Cape Tourism Act No. 8 (2003)
- Eastern Cape District Growth and Development Summits: Provincial Report 2007
- Eastern Cape 2010 Readiness Stakeholders Conference Report, Urban-Econ, 2007
- Report on the Eastern Cape Tourism Sector Summit, DEDEA, 2007
- Eastern Cape Tourism Board Annual Performance Plan (2008/09 to 2010/11 and Operational Plan (2008/09), Revised February 2008
- Eastern Cape Provincial Growth and Development Plan 2004-2014
- Eastern Cape Tourism Master Plan 2009-2014

#### District and Local Government

- District Growth and Development Summit Reports, 2007
- Nelson Mandela Bay Tourism Master Plan
- Buffalo City Tourism Master Plan
- Amathole Tourism Master Plan
- Baviaans Responsible Tourism Sector Plan
- Makana Municipality Tourism Sector Plan
- Kouga Municipality Tourism Master Plan
- Ntabankulu Local Municipality Tourism Sector Plan
- Ndlambe Local Municipality Tourism Sector Plan
- Camdeboo Tourism Sector Plan

### **Key Strategic Objectives and Corresponding Actions Tourism Policy Guidelines**

#### **Objective 1:** Legislation/Policy Formulation and Strategy Development

1.1 Develop and implement policies, legislation and strategies/plans to respond to sector needs

#### Action:

- Policy development
- Development of enabling legislation for the merger of ECTB and ECPB
- Guiding legislation on the Tourist Guides

- Mandatory legislation of Tourism establishment to promote development of reliable product database, quality assurance and revenue generation for the new entity

#### 1.2 Promote institutional efficiency

##### Action:

- Consolidation of ECTB and ECPB into a single entity
- The development of the monitoring and evaluation tool for the tourism programme

**Objective 2:** To ensure communication and cooperation amongst all key stakeholders to grow tourism in the Province

2.1 Establish a Provincial Tourism Coordinating Committee (PTCC)

2.2 To develop institutional linkages, communication, strategic partnerships and alignment of tourism stakeholders in the Province

2.3 Participation in national tourism structures, established by DEAT and SA Tourism

**Objective 3:** To establish and maintain standards aligned with best practice for all tourism products in the Province

3.1 Registration and grading of all tourism products in the Province

##### Action:

- Enforcement of registration of products as a means to develop a meaningful source of data for the industry to gain insight into the size and capacity of the tourism sector, improving quality standards and as a source of revenue for the new entity
- Establishment of the office of the Registrar to deal with the registration of tourism products and tourist guides in the Province



## Appendix 4: Matrix Table for Factor Analysis

	V1	V2	V3	V4	V5	V6	V7	V8	V9	V10	V11	V12	V13	V14	V15	V16	V17	V18	V19	V20	V21	V22	V23	V24	V25	V26	V27
Amahlati	112735	12	208	14	81.69	50.6	50.8	74.6	5.7	38.3	1.47	29.2	12	36	15	20	12	65	4	44	21.6	23.5	1.35	61.7	101.3	16	68.4
Baviaans	13950	5	120	6	21.784	29.8	90.2	24.7	3.2	15.3	0.75	60.3	5	26	10	12	8	32	4	23	26.5	27.9	0.36	89.5	12.55	5.2	57.5
Blue Crane Route	25573	5	123	31	22.389	29.7	91.3	26.2	3.1	16.6	0.73	80.6	6	24	8	15	7	35	3	25	26.1	27.5	0.37	90.3	12.85	6.1	52.3
Buffalo City	724312	123	952	492	1294.9	85	80.1	92.3	19.3	65.2	11.8	14.6	70	275	35	48	186	120	20	198	4.3	7.1	21.4	74.3	1228	46	88.1
Camdeboo	47043	39	264	57	130.7	64.8	55.5	84.5	18.3	47.3	3.52	24.7	24	41	20	30	23	65	7	54	15.8	17.9	2.16	72.2	130.2	25	74.4
Elundini	123636	6	110	17	13.312	23.3	92.8	24.2	2.2	14.6	0.52	84.6	2	13	6	8	9	44	4	24	26.6	28.4	0.22	93.3	6.69	5.7	54.6
Emalaheni	125293	7	120	3	13.918	28.5	93.1	18.6	3.2	15.7	0.59	83.4	5	24	8	11	10	32	3	27	27.2	27.6	0.23	93.7	6.84	4.3	51.7
Engcobo	135979	5	110	5	12.707	20.6	94.3	9.6	1.2	10.3	0.53	89.5	0	15	7	6	8	48	3	23	27.4	28.5	0.21	96.7	5.43	2.5	45.2
Gariep	23708	15	206	25	70.798	51.3	50.7	74.3	5.8	39.1	1.45	29.1	16	36	7	14	18	65	7	43	21.5	24.2	1.17	62.5	86.83	16	68.7
Great Kei	33382	18	205	37	85.321	52.1	50.5	74.8	5.3	39.4	1.63	29.5	12	30	15	20	14	66	5	43	21.7	24.1	1.41	62.1	104.4	16	65.8
Ikwezi	11523	4	95	10	15.128	29.3	90.7	25.1	3.1	15.3	0.64	78.6	4	10	7	10	7	30	3	24	26.5	27.5	0.25	91.8	8.25	6.2	54.3
Inkwanca	14283	5	101	1	13.918	27.4	91.3	22.3	3.1	15.8	0.58	80.1	5	17	6	10	6	31	3	23	26.3	28.3	0.23	93.2	6.84	6.3	53.7
Intsika Yethu	185342	5	112	5	14.523	21.4	94.4	10.8	3.5	12.5	0.65	89.1	2	17	4	6	7	48	3	25	27.3	28.4	0.24	94.1	7.14	2.5	46.3
Inxuba Yethemba	48488	31	267	31	124.05	62.8	55.6	83.8	18.5	47.1	3.38	25.8	23	42	22	31	24	63	8	54	16.2	18.4	2.05	70.1	129.8	24	73.6
King Sabata Dalindyebo	444830	56	366	93	231.76	76.4	65.2	89.9	14.1	54.9	5.51	19.7	32	75	36	37	34	74	9	69	12.3	14.7	3.83	66.5	261.4	45	79.2
Kouga	73274	70	357	117	216.02	75.2	63.8	91.4	12.9	56.1	5.32	19.4	32	76	32	34	34	73	9	67	11.5	14.6	3.57	65.9	246.2	44	79.8
Kou-Kamma	40780	35	261	40	133.73	67.3	55.7	85.3	18.1	44.8	3.47	21.2	23	40	20	30	21	66	8	53	15.7	18.5	2.21	71.3	136.1	28	75.1
Lukhanji	208081	30	274	38	125.86	65.3	55.8	85.4	19.5	45.3	3.43	25.8	25	42	20	32	26	64	8	57	16.1	18.3	2.08	72.7	123.7	26	74.3
Makana	70059	58	345	74	197.27	76.3	63.5	90.2	13.7	53.2	5.34	19.8	30	72	33	34	33	70	8	65	12.2	15.3	3.26	68.4	212.8	44	79.3
Maletswai	42843	26	265	45	122.23	65.7	56.3	84.7	18.7	44.7	3.34	25.2	23	40	22	32	26	62	7	53	15.5	17.8	2.02	71.3	124.4	25	76.6
Matatiele	258758	6	124	8	22.389	28.6	93.4	23.7	3.1	15.4	0.64	85.6	6	18	6	15	8	37	4	30	26.5	27.8	0.37	95.2	10.93	5.8	53.4
Mbashe	262008	8	124	6	22.994	25.1	90.7	24.7	2.3	18.4	0.73	82.3	5	20	9	14	8	36	4	28	27.1	28.3	0.38	90.2	13	2.7	51.6
Mbizana	279739	11	208	2	90.767	51.2	50.7	74.5	5.4	34.6	1.42	30.1	12	31	12	24	15	64	6	44	22.3	24.4	1.5	63.2	109.2	15	65.5
Mhlontlo	237138	4	111	6	12.707	20.3	94.1	9.2	1.7	11.4	0.51	89.6	3	12	5	8	5	46	4	28	26.7	28.3	0.21	95.2	5.43	2.5	45.4
Mnquma	297663	18	210	35	92.582	53.3	51.1	75.2	5.1	38.2	1.45	32.6	12	33	12	25	12	65	6	45	22.2	24.2	1.53	61.4	115.7	15	65.7
Ndlambe	46359	62	329	101	194.85	78.3	64.3	89.6	12.5	53.5	5.23	19.6	30	61	30	34	33	70	8	63	12.1	15.1	3.22	64.7	228.2	45	79.7
Nelson Mandela Metro	1050930	212	1462	311	1906.1	90.3	99.2	94.2	24.1	78.5	14.5	9.9	85	315	30	82	306	236	37	371	3.1	6.2	31.5	76.5	1712	48	92.3
Ngqushwa	83086	5	120	3	16.943	21.6	91.2	24.3	3.2	11.7	0.68	85.3	5	20	10	12	9	36	3	25	26.2	28.4	0.28	91.2	9.95	2.7	52.3
Nkonkobe	130100	18	210	32	93.187	51.6	51.4	75.4	5.8	39.3	1.61	29.8	12	35	14	20	12	66	6	45	22.1	24.3	1.54	63.2	112	15	67.4
Ntabankulu	141358	3	100	0	13.918	24.7	93.2	8.9	1.6	10.1	0.53	90.1	0	13	4	7	4	40	3	29	27.4	27.9	0.23	96.3	5.88	2.6	45.3
Nxuba	21467	6	121	9	17.548	30.4	89.6	25.8	3.3	18.7	0.71	86.7	5	22	8	14	9	34	3	26	26.6	28.1	0.29	90.2	10.1	4.7	56.4
Nyandeni	314273	5	101	2	13.312	22.4	90.8	8.4	1.4	10.3	0.52	90.2	0	15	7	6	5	42	3	23	27.2	28.2	0.22	93.1	6.69	2.5	45.2
Port St. John's	165084	56	332	32	208.76	74.5	64.7	89.5	14.2	55.7	5.45	19.5	30	61	30	34	33	70	8	66	12.3	15.4	3.45	64.7	243.6	41	79.2
Qaukeni	279795	8	121	7	23.599	25.6	90.1	10.1	2.3	19.5	0.58	85.7	4	24	7	15	5	34	3	29	27.3	28.5	0.39	96.7	10.42	3.5	46.1
Sakhisizwe	53472	6	110	7	13.312	22.7	92.6	19.1	3.8	14.2	0.54	85.4	2	15	5	7	8	45	4	24	26.5	28.5	0.22	91.4	7.65	5.3	51.4
Senqu	118177	28	272	37	131.91	64.2	56.4	85.2	18.6	45.8	3.53	25.1	26	45	20	31	26	62	7	55	15.6	17.6	2.18	71.4	133.6	26	76.7
Sunday's River Valley	34935	50	328	66	197.87	75.1	63.5	89.7	13.2	54.1	5.41	19.3	31	60	31	33	32	70	7	64	11.7	14.6	3.27	64.6	232.1	45	79.1
Tsolwana	27660	6	97	5	12.102	31.6	90.1	25.4	3.2	15.5	0.56	79.7	5	15	7	10	8	28	2	22	26.2	27.8	0.2	93.1	6.24	5.9	54.2
Umzimvubu	220631	6	125	16	24.204	26.8	93.7	15.5	3.4	15.2	0.75	88.7	5	21	6	15	8	36	3	31	27.4	28.1	0.4	96.2	10.56	3.7	48.7
<b>Total</b>	<b>6527747</b>	<b>1073</b>	<b>9466</b>	<b>1826</b>	<b>6051.1</b>	<b>1821.1</b>	<b>2952</b>	<b>2041.1</b>	<b>320.7</b>	<b>1251.6</b>	<b>100</b>	<b>2065.4</b>	<b>629</b>	<b>1787</b>	<b>586</b>	<b>846</b>	<b>1059</b>	<b>2270</b>	<b>247</b>	<b>2042</b>	<b>815</b>	<b>890</b>	<b>100</b>	<b>3120</b>	<b>5934</b>	<b>685</b>	<b>2475</b>
<b>Average</b>	<b>167378</b>	<b>27.5</b>	<b>243</b>	<b>46.8</b>	<b>155.16</b>	<b>46.695</b>	<b>75.7</b>	<b>52.336</b>	<b>8.223</b>	<b>32.092</b>	<b>2.56</b>	<b>52.959</b>	<b>16</b>	<b>45.8</b>	<b>15</b>	<b>22</b>	<b>27.2</b>	<b>58.2</b>	<b>6.3</b>	<b>52.4</b>	<b>20.9</b>	<b>22.8</b>	<b>2.56</b>	<b>80</b>	<b>152.2</b>	<b>18</b>	<b>63.4</b>

## Appendix 5: Legend to the 27 attribute-variables of the Matrix table

On the Matrix Table (Appendix 4 above), the 39 rows represent the Tourism conditions in the 39 Municipalities. The 27 columns V1-V27 represent the 27 attribute-variables used to describe the Tourism activities/conditions in the Municipalities at the time of the research in 2009.

The 27 Variables represent the following:

V1 ( variable 1)	The population of the Municipality (Community Survey, 2007)
V2 ( variable 2)	The estimated total number of Tourism businesses, pre-1994
V3 (variable 3)	The estimated total number of Tourism businesses in 2009
V4 (variable 4)	The number of tourism businesses registered with the ECTB
V5 (variable 5)	The estimated contribution by the tourism sector to the Eastern Cape economy in R millions
V6 (variable 6)	The percentage of tourism businesses which were insured
V7 (variable 7)	The percentage of tourism businesses based in the urban centres
V8 (variable 8)	The percentage of tourism businesses owned by whites
V9 (variable 9)	The percentage of tourism businesses which were BEE-owned
V10 (variable 10)	The percentage of tourism business owners with over 10 years business experience
V11 (variable 11)	The percentage of employees in the municipality working in the tourism sector
V12 (variable 12)	The percentage of non-whites in top management positions in the tourism businesses
V13 (variable 13)	The number of 3-5 star hotel accommodation outlets
V14 (variable 14)	The number of 0-2 star hotels
V15 (variable 15)	The number of nature-based tourism products
V16 ( variable 16)	The number of culture-based tourism products
V17 (variable 17)	The number of food and beverage outlets
V18 (variable 18)	The number of transport-related tourism activities
V19 ( variable 19)	The number of sports-related tourism businesses
V20 (variable 20)	The number of tourism service providers and related activities
V21 (variable 21)	The estimated percentage of total sales of the informal sector of the municipality which goes to the tourism businesses
V22 (variable 22)	The estimated percentage of total purchases of the informal sector of the municipality which emanates from the tourism businesses
V23 (variable 23)	Tourists' visits as a percentage of total visitors to the municipality per day
V24 (variable 24)	Domestic (South African tourists) as a percentage of total visits per day
V25 (variable 25)	Amounts spent by tourists per day in R1,000s
V26 ( variable 26)	The percentage of white patrons/guests of the tourism businesses per day
V27 ( variable 27)	The percentage of tourists indicating their satisfaction with the tourism services

## Appendix 6a Classification of tourists

<b>Group</b>	<b>Description</b>
<b>Backpackers</b>	Between 18 and 24 years, have no children, and are attracted to adventurous activities. They consider themselves as travellers not tourists; generally well-educated and cost conscious.
<b>Dinks</b>	Double income earners, with no children, between the ages of 25 and 35 years and affluent.
<b>Sinks</b>	Single income tourists, with no children, between 25 and 35 years and affluent.
<b>Empty-nesters</b>	Parents, whose children have flown out of the family nest, aged between 45 and 55 years, well-educated with high disposable income
<b>Boomer</b>	Members of the baby boom generation in the 1950s
<b>Youths</b>	Between 18 and 25 years, not well-educated, low disposable income, used to travelling, due to their upbringing, and know how to indulge in good life.

Source: Barcelona Field Studies Centre (2009)

Experiencefestival.com (2010) has identified different forms of tourism, known as niche tourism that has become very popular of late. These experiences are illustrated below:

Appendix 6b Forms of tourists

<b>Form</b>	<b>Description</b>
<b>Adventure tourism</b>	Travel in rugged regions, or adventurous sports such as mountaineering and hiking (tramping), bungee jumping, tubing and rafting.
<b>Agro-tourism</b>	Farm-based tourism helping to support local agricultural economy
<b>Ancestry tourism</b>	Also known as genealogy tourism is travel with the aim of tracing one's ancestry, visiting the birth places of these ancestors and sometimes getting to know distant family.
<b>Armchair and Virtual tourism</b>	Not travelling physically, but exploring the world through the Internet, books, television, and others.
<b>Audio tourism</b>	Audio-walking tours and other audio-guided forms of tourism, including museum audio guides and audio travel books.
<b>Bookstore tourism</b>	Grassroots effort to support independent bookstores by promoting them as a travel destination.
<b>Creative tourism</b>	Allows visitors to develop their creative potential, and get closer to local people, through informal participation in hands-on workshops that draw on the culture of their holiday destinations
<b>Cultural tourism</b>	The absorption by tourists of features, for example, the vanishing lifestyles of past societies observed through such phenomena as house styles, crafts, farming equipment, dress, utensils and other instruments and equipment that reflects the lifestyle of any particular community during a particular time. It is a force for cultural preservation.
<b>Dark tourism</b>	Travel to sites associated with death and suffering, for example, scenes of air disaster, motor accident spots.
<b>Disaster</b>	Travelling to a disaster scene not primarily to help, but because it is interesting to see. It can be a problem if it hinders rescue, relief and repair

<b>tourism</b>	work.
<b>Drug tourism</b>	Travelling to a country to obtain or consume drugs, either legally or illegally.
<b>Ecological or Eco-tourism</b>	Sustainable tourism which has minimal impact on the environment, such as safaris (Africa) and rainforests or national parks
<b>Educational tourism</b>	Travelling to an educational institution, a wooded retreat or some other destination in order to take personal-interest classes, such as cooking classes with a famous chef or craft classes.
<b>Extreme tourism</b>	Tourism associated with high risk
<b>Independent/ Free traveller</b>	A sector of the market and philosophy of constructing a vacation by sourcing one's own components, example, accommodation, transport
<b>Gambling tourism</b>	Visiting gambling cities like Les Vegas, Monte Carlo for the purpose of gambling at the casinos there.
<b>Garden tourism</b>	Visiting botanical gardens and famous places in the history of gardening, such as Versailles and the Taj Mahal.
<b>Heritage tourism</b>	Visiting historical (Timbuktu, Rome, Athens) or industrial sites, such as old canals, railways, battlegrounds.
<b>Health tourism</b>	Escape from cities to participate in health or health related programmes, such a medical treatment, prevention, therapy or maintenance, using contemporary medical methods, natural methods or programs related and affecting health like healthy lifestyle, healthy nutrition, mental balance, beauty, slimming, and social inclusion, often to Sanatoriums or health spas.
<b>Hobby tourism</b>	Touring alone or with groups to participate in hobby interests, to meet others with similar interests, or to experience something pertinent to the hobby.
<b>Inclusive/ Tourism for</b>	Tourism marketed to those with functional limits or disabilities. Destinations often employ Universal Destination Development principles

<b>all</b>	
<b>Medical tourism</b>	Travelling to another country for what is illegal in one's country, such as abortion or euthanasia; or for advanced care that is not available in one's country or in case of long waiting list in one's country.
<b>Perpetual tourism</b>	Wealthy individuals always on vacation; some of them for tax purposes, to avoid being resident in any country.
<b>Pilgrimage tourism</b>	Pilgrimages to ancient holy places (Rome and Santiago de Compostella for Catholics; Mecca for Moslems; temples and Stupas of Nepal for Hindus and Buddhists), religious sites such as shrines, mosques
<b>Sex tourism</b>	Travelling solely for the purpose of sexual activity, usually with prostitutes.
<b>Solo travel</b>	Travelling alone.
<b>Sport tourism</b>	Travelling to participate or watch sporting activities like golf, tennis, skiing, and scuba diving. It also includes travelling to major international sporting events such as, FIFA Soccer World Cup.
<b>Space tourism</b>	Travelling in outer space or on spaceships for the experience.
<b>Vacilando</b>	A special kind of wanderer for whom the process of travelling is more important than the destination.
<b>Wine tourism</b>	Visiting vineyards, wineries, tasting rooms, wine festivals, and similar places or events for the purpose of consuming or purchasing wine.

Source: Experiencefestival.com (2010)