

**COMMUNITY-BASED SUSTAINABLE TOURISM ON
COMMONAGES: AN ALTERNATIVE TO TRADITIONAL
LAND REFORM IN NAMAQUALAND, NORTHERN CAPE
PROVINCE**

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DECLARATION

I, Sharmila Govender-van Wyk hereby declare that the thesis for the Philosophiae Doctor degree at the University of Pretoria, hereby submitted by me, has not previously been submitted for a degree at this or any other university, and it is my own work in design and execution and that all reference material contained therein has been duly acknowledged.

.....
Signature

.....
Date

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ABSTRACT

TITLE OF THESIS: Community-based Sustainable Tourism on
Commonages: An Alternative to Traditional Land
Reform in Namaqualand, Northern Cape Province

by

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DEPARTMENT: Tourism Management

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Since 1994, the South African Government has developed two strategic policies that embrace the principles of sustainable development: Tourism and Land Reform. Both policies seek redress and economic development for previously disadvantaged black people, but both policies were not integrated to form part of a sustainable development strategy for communities. In terms of the land redistribution programme (as one leg of the land reform programme), the commonage sub-programme has primarily advocated an agrarian style development despite the decline in contribution of agriculture to the Gross Domestic Product. By promoting one development option, other livelihood opportunities such as tourism have not been explored. *The White Paper on Tourism* (1996) has also recognised the limited integration of local communities and previously neglected groups as an impediment to sustainable tourism development in South Africa.

The aim of this study is to provide integrated planning guidelines for sustainable tourism development for commonages in Namaqualand. The study poses the question: What role could sustainable tourism play in commonage projects? In an attempt to fulfil the aim of the study and answer the research question, nine objectives were devised to guide the direction of the study. The objectives primarily focussed on conceptualising land redistribution and sustainable tourism through various local and international case studies in order to draw commonalities and identify negative and positive impacts of these approaches. In so doing, the

sustainability of a purely agrarian focus of land reform policies across the global spectrum was brought into question.

Various debates concerning the sustainable tourism concept are also considered, including a discussion on its subset ecotourism and sustainable tourism through Community-based Natural Resource Management (CBNRM). The sustainability of tourism in peripheral and desert areas is discussed in the context of the case-study area, Namaqualand, which is recognised geographically and politically as a rural/peripheral area featuring a desert ecosystem.

The methodological theory is derived from the Critical Social Science school of thought, which sees the study delving beyond surface illusions to uncover the real structures in order to help people change the world. A six-step case-study approach based on this paradigm was adopted. Six commonage projects and one sustainable tourism project (Rooiberg Conservancy project) were selected through non-probability purposive sampling. In adopting the case-study approach, the study followed six steps:

1. Determination and definition of the research questions
2. Selection of the cases and determination of the data gathering and analysis techniques
3. Preparation to collect the data
4. Collection of the data
5. Analyses of the data
6. Formulation of the recommendations based on the results obtained from data.

The synthesis of the literature and empirical research resulted in the formulation of integrated planning guidelines for sustainable tourism on commonages based on the concept of the Integrated Development Plan (IDP) approach, as adopted for local government planning in South Africa. The following factors formed the basis for the guidelines:

- baseline information;
- vision and goals;
- objectives;
- legislation and control measures;
- impact management and mitigation;
- communication and decision-making;

- implementation including funding incentives;
- monitoring and evaluation; and
- feedback and control.

Limitations of time and finance prevented the researcher from consulting with the appropriate stakeholders on these guidelines in order to obtain their buy-in, but emphasis is placed on the recognition of the guidelines as a framework for comprehensive sector-planning for sustainable tourism development on commonages in Namaqualand.

Key terms: *Sustainable tourism, land reform, land redistribution, commonages, sustainable tourism in peripheral areas, sustainable tourism through Community Based Natural Resource Management (CBNRM), sustainable desert tourism, Integrated Development Planning (IDP) Approach*

SAMEVATTING

TITEL VAN PROEFSKRIF:	Gemeenskapsgebaseerde Volhoubare Toerisme op Dorpsmeente: 'n alternatief vir tradisionele grondhervorming in Namakwaland in die Noord-Kaap deur Sharmla Govender-van Wyk
PROMOTOR:	Professor GDH Wilson
DEPARTEMENT:	Toerismebestuur
GRAAD:	Philosophiae Doctor

Sedert 1994 is twee strategiese beleidsrigtings deur die Suid-Afrikaanse Regering ontwikkel wat die beginsels van volhoubare ontwikkeling steun: Toerisme en Grondhervorming. Albei die rigtings is gemik op die ekonomiese ontwikkeling van voorheen benadeelde swart mense, maar dit is nie in 'n volhoubare ontwikkelingsstrategie vir gemeenskappe geïntegreer nie. Ingevolge die program vir die herverdeling van grond ('n onderafdeling van die grondhervormingsprogram), het die dorpsmeentprogram veral landbou-ontwikkeling bevorder, ten spyte daarvan dat landbou se bydrae tot die Bruto Binnelandse Produk steeds daal. Ander moontlike bronne van inkomste, byvoorbeeld toerisme, is nie ondersoek nie. Die beperkte deelname van plaaslike gemeenskappe en voorheen benadeelde groepe word juis in die *Toerisme Witskrif* (1996) genoem as 'n struikelblok in die volhoubare ontwikkeling van toerisme in Suid-Afrika.

Die doel met hierdie studie is om geïntegreerde beplanningsriglyne vir volhoubare toerisme-ontwikkeling op dorpsmeente in Namakwaland daar te stel. Die vraag onderliggend aan die studie lui: "Watter rol kan volhoubare toerisme in dorpsmeentprojekte speel?"

Ten einde die doel met die studie te bereik en die navorsingsvraag te beantwoord, is nege mikpunte gestel om die studie te rig. Die mikpunte fokus veral op die begrippe

grondverdeling en volhoubare toerisme soos wat dit uit plaaslike en internasionale gevallestudies blyk. Ooreenkomste tussen die gevallestudies is bepaal en die positiewe en negatiewe uitwerking van albei benaderingswyses is geïdentifiseer. Die volhoubaarheid van die landbou-benadering van grondhervormingsbeleide van oor die wêreld is hierdeur bevraagteken.

Daar word verwys na verskillende beredenerings van die begrip 'volhoubare ontwikkeling', met inbegrip van ekotoerisme en volhoubare toerisme deur middel van Gemeenskapsgebaseerde Bestuur van Natuurlike Hulpbronne. Die volhoubaarheid van toerisme in perifere en woestyngediede is binne die konteks van Namakwaland as studiegebied bespreek. Namakwaland word geografies en polities as 'n landelike of perifere gebied erken, en 'n woestyngediede kom binne die streek voor.

Die metodologiese teorie van die studie is ontleen aan die Kritiese Sosiale Wetenskappe, waarvolgens 'n studie verby oppervlakkige illusies moet delf om die dieper, ware strukture te ontbloot waardeur mense gehelp kan word om die wêreld te verander. Die gevallestudie-benadering wat gevolg is berus op hierdie paradigma. As gevallestudies is ses dorpsmeent-projekte en een volhoubare toerisme-projek (die Rooiberg Bewaringsgebied-projek) deur middel van doelbewuste nie-waarskynlikheid-steekproefneming geselekteer.

Die studie is in die volgende ses stappe uitgevoer:

1. Bepaal en omskryf die navorsingsprobleem
2. Selekteer gevallestudies en besluit op tegnieke vir die insameling en analisering van data
3. Tref voorbereidings om die data in te samel
4. Versamel data
5. Analiseer die data
6. Formuleer aanbevelings gegrond op die ingesamelde data en die data-analise.

'n Sintese van die literatuurstudie en die empiriese navorsing het gelei tot die formulering van geïntegreerde beplanningsriglyne vir volhoubare toerisme-ontwikkelings op dorpsmeente, gegrond op die Geïntegreerde Ontwikkelingsbeplanning vir plaaslike regerings in Suid-Afrika. Die riglyne sluit die volgende aspekte in:

- basiese inligting;

- visie en doelwitte;
- mikpunte;
- wetgewing en beheermaatreëls;
- impakbestuur en –versagting;
- kommunikasie en besluitneming;
- implementering, met inbegrip van geldelike aansporings;
- monitering en evaluering; en
- terugvoer en beheer.

Die navorser is deur beperkte tyd en fondse verhinder om die riglyne met belanghebbendes te bespreek ten einde hulle ondersteuning daarvoor te verkry. Dit word egter beklemtoon dat die riglyne as raamwerk kan dien vir omvattende beplanning van volhoubare toerisme-ontwikkeling op dorpsmeente in Namakwaland.

Sleutelwoorde: *Volhoubare toerisme, grondhervorming, grondherverdeling, dorpsmeente, volhoubare toerisme in randgebiede, volhoubare toerisme deur middel van Gemeenskapsgebaseerde Bestuur van Natuurlike Hulpbronne, volhoubare woestyntoerisme, Geïntegreerde Ontwikkelingsbeplanning.*

ACRONYMS

AALS	Affirmative Action Loan Scheme (Namibia)
ACA	Annapurna Conservation Area (Nepal)
AIDS	Acquired Immune Deficiency Syndrome
ANC	African National Congress (South Africa)
CAMPFIRE	Communal Areas Management Programme for Indigenous Resources
CBNRM	Community-based Natural Resource Management
CMCs	Commonage Management Committees (South Africa)
CPA	Communal Property Association (South Africa)
DEAT	Department of Environmental Affairs and Tourism (South Africa)
DLA	Department of Land Affairs (South Africa)
DFID	Department for International Development (United Kingdom)
EU	European Union
GDP	Gross Domestic Product
HDI	Human Development Index
HIV	Human Immuno Virus
HSRC	Human Sciences Research Council (South Africa)
IDP	Integrated Development Plan (South Africa)
INCRA	Instituto Nacional de Colonizaçã e Reforma Agraria (National Institute for Colonization and Agrarian Reform) (Brazil)
LRAD	Land Redistribution for Agricultural Development (South Africa)
LSU	Large Stock Unit
MEC	Member of the Executive Committee (South Africa)
MST	Movimento do Trabalhadores Rurais Sem Terra (Movement of Rural Landless Workers) (Brazil)
NACOBTA	Namibian Community Based Tourism Association
NCTA	Northern Cape Tourism Association (South Africa)
NGO	Non-governmental Organisation
PDA s	Provincial Departments of Agriculture (South Africa)
PLAAS	Programme for Land and Agrarian Studies (South Africa)
PPT	Pro-poor Tourism
RNP	Richtersveld National Park (South Africa)
SANPARKS	South African National Parks
SLAG:	Settlement Land Acquisition Grant (South Africa)
SMMEs	Small, Medium, Micro Enterprises
SPP	Surplus Peoples Project (South Africa)
SSU	Small Stock Unit
SWAPO	South West African People's Organisation (Namibia)
SWOT	Strengths, Weaknesses, Opportunities and Threats
SNTR	South-North Tourism Route (South Africa)
TFCA	Transfrontier Conservation Area
TRANCRAA	Transformation of Coloured Rural Areas Act (South Africa)
UNESCO	United Nations Educational, Scientific and Cultural Organisation
USA	United States of America
WCED	World Commission on Economic Development
WSSD	World Summit on Sustainable Development
WTTC	World Travel and Tourism Council
ZANU	Zimbabwe African National Union