

CHAPTER SIX: TOURISM MANAGEMENT IN THE GREAT LIMPOPO TRANSFRONTIER PARK

6.1 INTRODUCTION

Chapter 5 focused on extra-governmental relations i.e. the analysis of non-state actors in the management of natural resources in the Great Limpopo Transfrontier Park. This chapter shifts the focus to the management of tourism in the Great Limpopo Transfrontier Park. Tourism management is a functional area that requires government to play a primary role in its development. However, although the role of government cannot be underplayed, a number of other role players are involved in managing tourism in South Africa. For purposes of this chapter, the role players discussed, include conservation agencies, South African Tourism Board, the private sector, World Tourism Organization, World Travel and Tourism Council, and the Regional Tourism Organisation of Southern Africa.

The involvement of South Africa, Mozambique and Zimbabwe in the Great Limpopo Transfrontier Park suggests that there should be cooperation and agreements on a number of areas relating to the management of the Great Limpopo Park. Such areas relate to, amongst others, entry fee structures and the sharing of revenue generated by the three constituent parks.

Tourism forms an integral part of the spatial development initiative and transfrontier conservation area programmes. This strategic initiative aims to unlock the inherent and underutilized economic development potential places across South and Southern Africa (Department of Environmental Affairs and Tourism Annual Report 2005/2006, 2006:33). Tourism in the 21st century is considered as an important factor in the development of the economy. This is in particular a challenge to developing countries such as South Africa, Mozambique and Zimbabwe as they have to reach their potential and claim their stake in

the world tourism market. This chapter further analyses the impact of tourism on different sectors of the economy which include balance of payments, employment and the Gross Domestic Product. The concept tourism is defined within the context of this chapter.

6.2 TOURISM

Tourism is defined differently in various publications. Although definitions analysed do not reflect substantial differences, it is important to scrutinise minor deviations observed. The concept tourism include any activity concerned with the temporary or short-term movement of people away from places where they normally live and or work, and their activities during their stay at their destinations of interest (Bennett 2000: 6). The Concise Oxford Dictionary defines tourism as the commercial organization and operation of holidays and visits to places of interest. According to the *White Paper on the Development and Promotion of Tourism in South Africa, 1996*, tourism refers to all travel for whatever purpose that result in one or more nights being spent away from home.

The foregoing definitions concur on a number of aspects relating to tourism. There is consensus that tourism involves the movement of tourists from their homes or workplaces to places of interest where there are activities which provide a change of scenery. The definition advanced by the *White Paper on the Development and Promotion of Tourism in South Africa, 1996* suggests that tourism is about spending one or more nights away from home. In an era where the transport system is more advanced, one can envisage a situation whereby South Africans can travel to and from the Great Limpopo Transfrontier Park or any destination of interest without having to spend a night away from home. This scenario is more practical for people who live in communities adjacent to the Great Limpopo Transfrontier Park. On the basis of the above definitions, a new definition can be advanced. For purposes of this study, tourism is defined as the movement of people or tourists from homes or workplaces to places of interest where they are entertained daily or provided with overnight accommodation for short or longer stay. This definition of

tourism suggests the involvement of a number of role-players in an attempt to satisfy the need of a tourist. These role players are discussed in the next section.

6.3 ROLE-PLAYERS IN TOURISM MANAGEMENT

Effective tourism management in South Africa requires a synergistic approach which calls for the involvement of a number of role players. The role players mentioned and discussed in this chapter are not exhaustive. The role players discussed in this chapter are government, conservation agencies and private sector. Furthermore, it is important to note that tourism is not confined within the borders of the Republic of South Africa. It is for this reason that this section also scrutinizes the role played by international tourism institutions such as World Tourism Organisation, World Travel and Tourism Council and the Regional Tourism Organisation of Southern Africa.

6.3.1 Government

In terms of section 40 of the *Constitution of the Republic of South Africa, 1996* government in South Africa is constituted as national, provincial and local spheres. Schedule 4 of the *Constitution of the Republic of South Africa, 1996* classifies tourism as one of the functional areas of concurrent national and provincial legislative competence. This implies that the national and provincial legislatures can make laws relating to tourism. Such laws must be based on the authority and the area of jurisdiction of each sphere. Coordination envisaged in chapter 3 of the *Constitution of the Republic of South Africa, 1996* is necessary to avoid conflicts and duplication.

Government should create positive economic, social, cultural, environmental, political and technological benefits and security for both local citizens and tourists (Lubbe 2003:173; Elliot, 2002:2). The extent to which the three spheres of government will be involved in tourism depends on the prevailing political ideology of the government-of-the-day at the national sphere of government. Political ideologies are sets of public

beliefs about the political economic and cultural affairs by the majority of people in a society. Ideologies concern themselves with how to allocate power and resources (Politics and law: political ideologies, available at: <http://www.fisicx.com/quickreference/politics/ideologies.html>. 15/06/2006).

Divergent political ideologies are reasons for the existence of different political parties which aspire to govern the Republic of South Africa. There appears to be three basic political ideologies. These ideologies are Communism, Capitalism, and Welfare ideology. It will suffice for purposes of this study to provide an explanation of the two extreme ideologies. Capitalism also popularly known as *Laissez-faire* ideology is a rightwing political ideology where the principal means of production and distribution are in private hands (Politics and law: political ideologies, available at: <http://www.fisicx.com/quickreference/politics/ideologies.html>. 15/06/2006). Capitalism is based on the principle that people should be allowed to do as they choose and that government is best when it governs least (Gildenhuys 1993:5). A government which subscribes to capitalism will, in line with its principles, be less directly involved in the tourism industry. Communism is the opposite of capitalism.

Communism is the left wing ideology based on the revolutionary socialist teaching of Karl Marx. Communism is based on collective ownership and planned economy and that each person should work to their capabilities and receive according to their needs (Politics and law: political ideologies, available at: <http://www.fisicx.com/quickreference/politics/ideologies.html>. 15/06/2006). Communist government could be inclined to be more involved in tourism management, if it is accepted.

The nature and extent of the application of capitalism and communism have been modified over the years for implementation in different countries. South Africa and its counterparts in the Great Limpopo Transfrontier Park are no exceptions. The question is, however, which ideology does the current African National Congress government

subscribe to? A closer observation of the functions performed by the government gives the impression that the government-of-the-day is neither purely communist nor purely capitalistic. The current South African government attempts to address poverty through the development of tourism and effective management of natural resources. Furthermore, government offers the private sector a chance to prosper while standards are set through minimal regulation.

An analysis of the principles of the foregoing ideologies suggests that South Africa's African National Congress lead government-of-the-day is more sympathetic towards the social welfare ideology. The rise of a social welfare state represents the rejection of communism and socialism as both extremes are not suitable for the future of the individual and that a balance should be found between the two (Gildenhuys 1993: 9).

Government in South Africa provides essential services and basic infrastructure. It is only national government which can negotiate and make agreements with other governments on matters such as immigration procedures which may have a major impact on tourism as a result of international tourists' intent on visiting the country. Public services are part of the total tourism product and can either add or detract from its attractiveness (Elliot 2002: 2-4). There are a number of reasons for government to be involved in tourism.

Reasons for government involvement in tourism include amongst others (Lubbe 2003:173) the following:

- tourism creates foreign exchange earnings (balance of payments);
- coordination of development and marketing;
- employment opportunities;
- regulation-consumer protection and prevention of unfair competition;
- public goods and infrastructure;
- protection of resources and environment;

- regulation of behaviour such as gambling; and
- monitoring and statistical surveys

Most of the foregoing roles played by the government cannot be left in the hands of private companies. The government therefore provides an environment that is conducive for tourism to flourish. Political stability, infrastructure as well as safety and security are basic government functions which are necessary for the development of sustainable tourism in South Africa. The importance of tourism has necessitated the establishment of a Department that is responsible for tourism.

At national government sphere, tourism shares the portfolio with environment under the Ministry of Environmental Affairs and Tourism. While at first sight, these two functions may seem to be ideally compatible functions, in reality, environment and tourism exist under one roof, but do not necessarily work closely together. The environmental division of the Department of Environmental Affairs and Tourism has more personnel than the tourism division (Department of Environmental Affairs and Tourism, 1996 *White Paper on the Development and Promotion of Tourism in South Africa*, available at: http://www.polity.org.za/html/govdocs/white_papers/tourism.html. 25/05/2006).

In terms of vote 27 on Environmental Affairs and Tourism (available at://www.treasury.gov.za/documents/budget/2006/ene/vote27. 21/08/2006) the tourism programme is allocated R418 097 000 and other environment programme such as environmental quality and protection, marine and coastal management and biodiversity conservation received R747 945 000 in 2005/06 revised estimate. Currently the Department has 1 240 employees. This number is envisaged to increase to 1 416 in 2007, 1 429 in 2008 and 1 437 in 2009. Diagram 3 below indicates that the Tourism Branch has 76 posts while the Environmental quality and protection has 146 posts. The allocation of less human resources to the tourism Branch is an indication of the extent to which government is committed to tourism. The political rhetoric regarding government's

commitment to tourism need to be translated into action and the consequent allocation of resources such as human capital and funds.

The Department of Environmental Affairs and Tourism plays a key role in tourism management in South Africa. The Tourism Branch within the Department of Environmental Affairs and Tourism leads and directs policy formulation and implementation towards tourism growth. It works in partnership with South African Tourism, the provincial tourism authorities, and other stakeholders such as the private sector. The aim of the Branch is to accelerate practical delivery of tourism benefits to South Africans (South Africa Year Book, 2005: 536).

Raising awareness about opportunities for domestic travel is a priority of the Tourism Branch. The challenge of the Branch is to encourage South Africans to travel more and explore their own country, make tourism accessible to all, facilitate the development of a culture of tourism, and encourage South Africans to create a safe and welcoming environment for both local and foreign visitors (South Africa Year Book, 2005: 537). The Department of Environmental Affairs and Tourism is supported by parastatal institutions such as the SANParks and the South African Tourism Board in its endeavour to achieve its objectives relating to tourism and natural resources management.

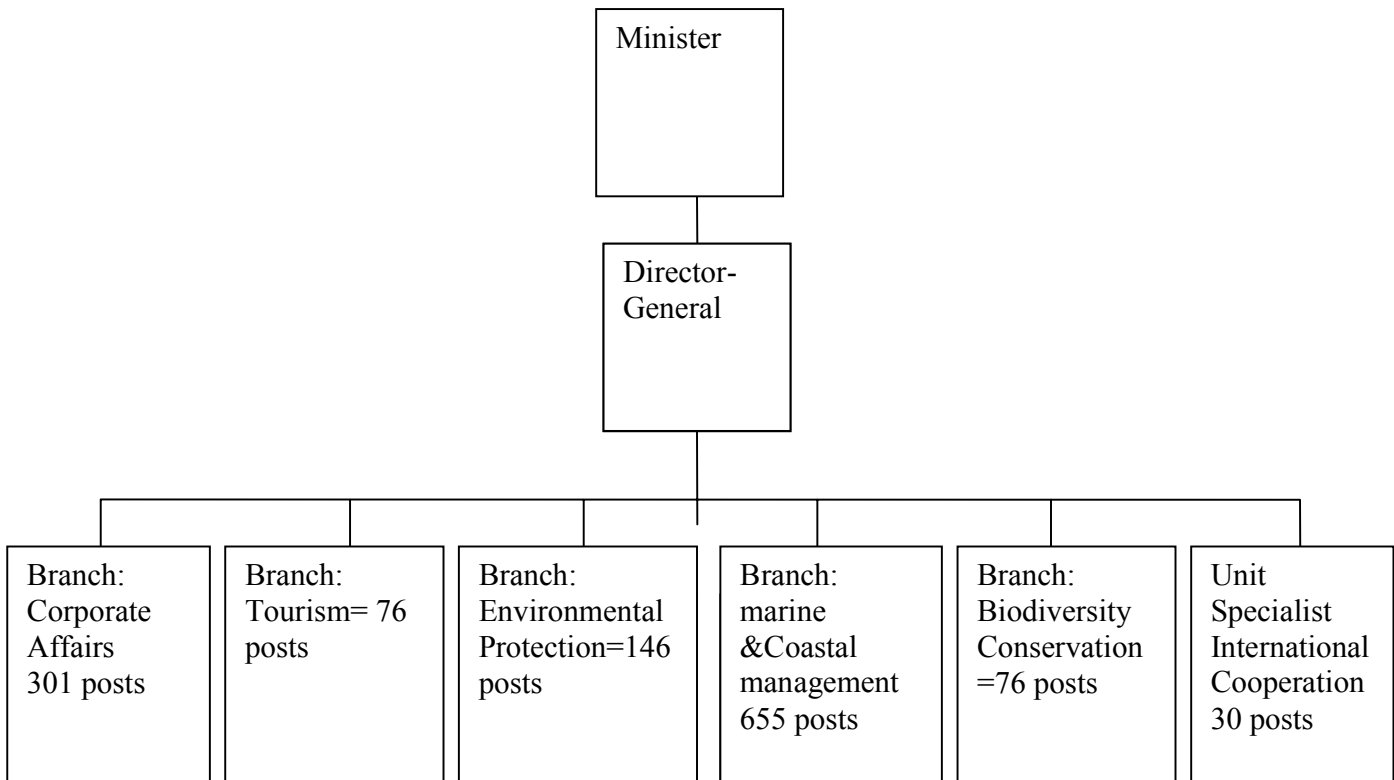


Diagram 3: Department of environmental Affairs and Tourism Top Structure

Source: Adapted from: 200/6 Annual Review of the Department of Environmental Affairs and Tourism

6.3.2 Conservation agencies

Three conservation agencies are important for tourism management in the Great Limpopo Transfrontier Park. The SANParks is a national conservation agency. SANParks is a statutory organisation governed by the *National Parks Act, 1976 (Act 57 of 1976)* and continue to exist in terms of the *National Environment Management: Protected Areas Act, 2003* (Department of Environmental Affairs and Tourism Annual Report 2005/2006, 2006:36). SANParks and provincial conservation agencies such as Limpopo and Mpumalanga play an important role in developing and managing state conservation land for tourism purposes. SANParks is a statutory body which manages a number of parks which include the Kruger National Park (About SANParks, available at: <http://www.sanparks.org/about/defaultd.php>. 12/06/2006). The Kruger National Park offers visitors an exceptional diversity of adventure tourism opportunities which include game viewing, bush walks, and exposure to cultural and historical experiences. The roles of tourism agencies are to (Department of Environmental Affairs and Tourism, 1996 *White paper on the Development and Promotion of Tourism in South Africa*, available at: http://www.polity.org.za/html/govdocs/white_papers/tourism.html. 25/05/2006):

- ensure the protection of biodiversity in South Africa within a network of protected areas which contribute to nature conservation and tourism;
- proactively integrate areas under their control into the tourism resource base by providing controlled access to and use of protected areas to the public and commercial tourism operators;
- provide tourist facilities and experiences in areas under their control in a responsible manner;
- promote the diversity of tourism experiences offered within protected areas;
- make tourism affordable to the average South African;
- facilitate and support the establishment of partnership tourism ventures among communities, private business and conservation agencies;
- promote and provide opportunities for local entrepreneurs to integrate their operations with tourism activities inside protected areas;

- assist tourism authorities in conducting environmental tourism awareness programmes, and
- contribute to the development of policies and plans for the tourism industry.

An analysis of the functions performed by tourism agencies and the Tourism Branch of the Department of Environmental Affairs and Tourism shows that there are similarities in goals and functions. This suggests that coordination and consultation mechanisms should be reviewed regularly to avoid duplication. The successful protection of biodiversity in South Africa is a function which requires the commitment of members of the public. If members of the public are aware of the consequences of environmental degradation and the positive spin-offs of conserving the environment, the role of conservation agencies becomes easier. The establishment of partnership with communities and local entrepreneurs will lead to the economic empowerment of blacks who live in rural areas, and to poverty alleviation.

SANParks needs revenue to be able to effectively manage the Kruger National Park and other parks under its jurisdiction. A visitor to the Kruger National Park can either pay a standard daily conservation fee; a reduced daily conservation fee for South African residents and Southern African Development Community nationals; or acquire a Wild Card membership. Currently, the standard daily conservation fee for entrance into the Kruger National Park is R120. Children under the age of 12 pay 50% of the fee and those under the age of two enter free of charge (Wild Card: SANParks introduces innovative subsidization for conservation objectives, available at: <http://www.sanparks.org/tourism/wild.12/06/2006>). South Africans and Southern African Development Community nationals pay R30 and R60 respectively. The reason for offering South Africans concessions is that residents already provide incremental support through the taxes they pay (Wild Card: SANParks introduces innovative subsidization for conservation objectives, available at: <http://www.sanparks.org/tourism/wild.12/06/2006>). The lower rates can further be viewed as an incentive for South Africans to be tourists in their own country. The Wild

Card is an innovative way to guarantee steady income for SANParks and securing benefits through cash back and discounted rates for the tourist.

The Wild Card is divided into four categories, namely, the Bushveld Cluster, Dry Cluster, River Cluster, and Cape Cluster. A member of the public has the discretion to apply for a Wild Card for all categories or a specific cluster. The important category for this study is the bushveld cluster which permits the cardholder to visit the Kruger National Park. The applicant has a choice to apply for individual (R170), couple –any two persons (R295), or family-two adults and their children up to the age of 18(R395). Application for all clusters for individual, couple and family would respectively cost R195, R335 and R440. International tourists can only apply for all clusters and their fee is slightly higher. An individual international member pays R795, couple pays R1395 and a family pays R1795 (SANParks Wild Card: Type of card and Price Structure, available at: http://www.sanparks.org/tourism/wild/type_cluster.php. 12/06/2006).

Wild Card carries additional benefits for members. When Wild Card members present their cards at more than 2000 infinity partners countrywide, it entitles them to cash back rewards for holidays, accommodation, tours, attractions, airlines, car hire, shopping, leisure and entertainment. Wild Card members also contribute to conservation through an income sharing agreement among SANParks, Infinity, South Africa's premier loyalty and smart card management company and its 2000 partners, which channels a percentage of the income generated from Wild Card transactions to conservation (Wild Card: SANParks introduces innovative subsidisation for conservation objectives, available at: <http://www.sanparks.org/tourism/wild>. 12/06/2006).

6.3.3 South African Tourism Board

The South African Tourism Board is established in terms of section 2 of the *Tourism Act, 1993 (Act 72 of 1993)*. The South African Tourism Board consists of members who are not fewer than nine and not more than 15. The South African Tourism Board members are appointed by the Minister of Environmental Affairs and Tourism by virtue of their

knowledge of tourism or their potential active involvement in the tourism industry. The Minister of Environmental Affairs and Tourism may appoint one official of the Department of Environmental Affairs and Tourism as a representative of the Department on the South African Tourism Board. Members of the South African Tourism Board occupy their offices for a period of three years and are eligible for reappointment. Two members of the Board are appointed as Chairperson and Deputy Chairperson.

Section 13 (a) and (b) of the *Tourism Act, 1993* deals with relations between the South African Tourism Board and Department of Environmental Affairs and Tourism as well as provinces. In the performance of its functions, the South African Tourism Board is expected to co-operate closely with the Department in order to promote efficiency by eliminating the duplication of their functions. Through the Department of Environmental Affairs and Tourism, the South African Tourism Board can also liaise with other state departments. The Chairperson of the South African Tourism Board shall submit a copy of the minutes of every meeting of the Board to the member of the provincial executive council responsible for tourism in each province. The South African Tourism Board, in consultation with every member of the executive council determines procedures and programmes to promote and maintain a sound working relationship between the Board and the nine provinces. The South African Tourism Board has in terms of section 3 of the *Tourism Act, 1993* to take measures to ensure that services and tourism facilities are of the highest standard. It also manages information and conduct research relating to tourism.

In terms of Section 13 of the *Tourism Act, 1993* the South African Tourism Board has the power to:

- enter into agreements within and outside the Republic of South Africa for the promotion of tourism;
- compile, make, publish and sell or make available free of charge, books, guides, maps, publications, photographs, films, and videos intended to promote and inform potential tourists about attractions in South Africa;
- give advice and guidance to all persons engaged in the tourism industry;

- negotiate and cooperate with educational institutions with a view to the institution, continuation or expansion of courses for the training of persons who intent working in the tourism industry.

South African Tourism is a statutory body responsible for marketing and promoting tourism in South Africa. South African Tourism has representative offices in the international marketplace (Department of Environmental Affairs and Tourism, 1996 White paper on the Development and Promotion of Tourism in South Africa, available at: http://www.polity.org.za/html/govdocs/white_papers/tourism.html. 25/05/2006). South African Tourism spent R468 Million in 2004 to market the country as the most preferred destination in the World, to retain the existing markets and to grow the country's share of the global tourism market to 2% (SA YearBook, 2005:537).

South African Tourism Board aims to (Lubbe 2003: 174):

- make tourism the leading economic sector in South Africa and to promote sustainable economic and social empowerment of all South Africans;
- market South Africa as an integral part of Africa and particularly the Southern Africa;
- increase the number of international arrival;
- assist provinces to market and promote themselves;
- increase the wider deployment of visitors across South Africa with a view to spread the economic benefits and encourage development;
- promote national tourism culture, environmental awareness and build partnerships;
- coordinate data, research, statistics, and product information nationally for the industry;
- promote Southern Africa, through cooperation, as a tourism hub for the benefit of the whole region;
- promote unique African experiences; and
- offer visitors quality experiences.

To achieve the foregoing objectives, South African Tourism Board participates in major travel shows. It further coordinates advertising, public relations and direct mailing campaigns. It organises educational work sessions with international partners of South Africa's travel industry.

The foregoing objectives are aimed at marketing and promoting tourism in South Africa. The marketing of the Great Limpopo Transfrontier Park is not the responsibility of South African Tourism alone as the economic benefits will be enjoyed by all the three countries which are signatories to the Great Limpopo Transfrontier Park Treaty. This state of affairs suggests that the structures of the Great Limpopo Transfrontier Park discussed in chapter 2 may still evolve further to cater for tourism marketing of the Great Limpopo Transfrontier Park.

6.3.4 Private sector

At private sector level, there are a variety of institutions which represent specific interests- from car rental, guest houses, to hotels and tour operators. In 1996, the Tourism Business Council of South Africa was established. The Tourism Business Council has a Board which consists of 16 members appointed by different member categories. The Tourism Business Council membership comprises tour operators, accommodation establishment, restaurants, providers of transport facilities and crown members. Crown members are corporations from various business sectors, which appreciate the value that tourism has to add to their business. Crown members are Coca-Cola, Johnnic Publishing, Nedbank and the South African Breweries (TBCSA: available at: <http://www.tbcsa.org.za/tbcsa.html>. 27/07/2006).

The Tourism Business Council of South Africa is a private sector representative body in tourism which enables the private sector to speak with one voice (Department of Environmental Affairs and Tourism, 1996 *White Paper on the Development and Promotion of Tourism in South Africa*, available at: http://www.polity.org.za/html/govdocs/white_papers/tourism.html. 25/05/2006).

The partnership between government and the private sector is represented by the Tourism Business Council of South Africa to ensure joint response to South Africa's tourism policy, its strategic direction and implementation. This commitment reflected in the representation of Tourism Business Council of South Africa on a number of institutions established by the Minister of Environmental Affairs and Tourism. These institutions include amongst others, South African Tourism Board, Department of Environmental Affairs and Tourism Affairs' Advisory Committee on Research and Information, and the SANParks (TBCSA: available at: <http://www.tbcsa.org.za/tbcsa.html>. 27/07/2006)..

The private sector plays a significant role in the development and promotion of tourism. The private sector bears major risks regarding tourism investment as well as large part of responsibility in satisfying the needs of the tourists. The delivery of quality tourism services and providing the customer with value for money are largely private sector responsibilities. In addition, the private sector is in a position to promote involvement of local communities in tourism ventures by, *inter alia*, establishing partnership tourism ventures with communities. The private sector role in tourism include amongst others, the following (Department of Environmental Affairs and Tourism, 1996 *White Paper on the Development and Promotion of Tourism in South Africa*, available at: http://www.polity.org.za/html/govdocs/white_papers/tourism.html. 25/05/2006):

- advertising and promotion of individual tourism as well as the country locally, regionally and internationally;
- developing and promoting socially and environmentally responsible tourism;
- ensuring the safety, security and health of visitors in collaboration with the government and other private sector members;
- collaborating with government in planning, promoting and marketing tourism;
- involving local communities and previously disadvantaged groups in tourism industry through establishing partnerships ventures with communities, outsourcing, purchasing of goods and services from communities;

The role played by the private sector in the development of tourism and attraction of both local and international tourists as well as the involvement of communities and their empowerment is significant. Tourism Business Council of South Africa contributes to the funding of the international marketing of South Africa. However, one should consider the main reason why the private sector gets involved in tourism. The primary reason for private sector involvement in tourism is the desire to make profit. The Department of Environmental Affairs and Tourism, tourism agencies, and South African Tourism Board should collaborate with the private sector but bear in mind that the profit motif could motivate private companies to sway public policies and plans in a way that would be detrimental to the environment.

6.3.5 World Tourism Organisation

The World Tourism Organization was established in 1925. The structures of the World Tourism Organization include the General Assembly, Committees and the Secretariat. Members of World Trade Organisation include 138 countries and territories, 350 affiliate members that represent local governments, tourism associations, educational institutions, and private companies. South Africa, Mozambique and Zimbabwe respectively joined the World Tourism Organization in 1994, 1995 and 1981 (World tourism Organisation, available at: <http://www.world-tourism.org/states/eng.html>. 15/06/2006). The main focus of World Tourism Organisation is international tourism policy issues and provides practical information for the tourist industry. The World Tourism Organisation aims to stimulate economic growth and job creation, to provide incentives for the protection of the environment and heritage in different countries and to promote peace (Lubbe 2003: 173).

The functions performed by the World Tourism Organisation include the following (Lubbe 2003:173):

- co-operation and development. It assists developing countries with information relating to sustainable development.

- Statistics, market research and publications
- environment and planning. World Tourism Organisation cooperates with its members and other international organizations for proper planning and management of tourism development,
- human resource development. World Tourism Organisation assists member countries to assess their educational needs and develop high quality education and training.
- quality of tourism development. World Tourism Organisation assists member states to improve quality in the tourism sector and to remain more competitive.

In an information age, South Africa cannot afford to ignore information generated by the World Tourism Organisation. Information is a powerful resource for a developing tourism industry such as South Africa's. Market research and subsequent publications reveal best practices and pitfalls that South Africa can avoid in developing its tourism. The World Tourism Organisation is not directly involved in the establishment of the Great Limpopo Transfrontier Park. However, its publications are resources that should be considered by all the parties involved in the Great Limpopo Transfrontier Park.

6.3.6 World Travel and Tourism Council

The World Travel and Tourism Council was established in 1990. It is a global Business Leaders' forum for travel and tourism. It is composed of chief executives from all sectors of the travel and tourism industry (accommodation, catering, entertainment, recreation, and transportation) (Lubbe 2003: 174)

According to (Lubbe 2003: 174-175) the World Travel and Tourism Council aims to:

- work with government to realise the potential of travel and tourism;
- remove all barriers that impede the growth of the travel and tourism industry;
- pursue sustainable development; and

- eliminate barriers to growth by urging governments to avoid policies which impede growth.

The activities and objectives of the World Travel and Tourism Council and the Tourism Business Council of South Africa are similar. These institutions can serve as valuable advisory institutions on government policy relating to tourism. However, government has to be cautious not to accept all their recommendations as they may be motivated by their members' need to make profit at all cost. The government's responsibility is to ensure that there is responsible tourism and sustainable use of resources. Thus in the case of the Great Limpopo Transfrontier Park, commercialisation in the form of lodges and the number of people entering the park has to be regulated in the interests of sustainable tourism.

6.3.7 Regional Tourism Organisation of Southern Africa

The Regional Tourism Organisation of Southern Africa was established in 1997 by the representatives of Southern African Development Community member states. The Regional Tourism Organisation of Southern Africa has a membership of tourism organizations in 14 Southern African countries. Its membership is divided into *bona fide* members such as state departments, private sector organisations, associate members such as Sun International (SA), and cooperating partners (Lubbe 2003: 177).

The Regional Tourism Organisation of Southern Africa as the official Southern African Development Community tourism body aims to create an explicit destination identity for the region. It also aims to increase consumer awareness and motivation within and outside the Southern African Development Community. The Regional Tourism Organisation of Southern Africa identifies and develops niches for the region. The Regional Tourism Organization of Southern Africa assists its members and the public with information relating to airlines and transport, accommodation, health services, travel agencies, other travel services, travel information, leisure, food and guides (Lubbe 2003: 177).

The objectives of the Regional Tourism Organisation of Southern Africa are (Charter of the Regional Tourism Organisation of Southern Africa, available at: http://www.iucnrosa.org.za/elisa/SADC-Protocols/tourism_charter.html 27/07/2006):

- encourage and facilitate the movement and flow of tourists into the SADC region, applying the necessary regional or national policies and mechanisms, which facilitate the liberation of exchange control regulations;
- facilitate a community and rural-based tourism industry and culture throughout the region;
- facilitate a community and rural-based tourism industry and culture throughout the region;
- develop, coordinate and facilitate tourism marketing and related promotional opportunities in the region by whatever means, including internal and external collaboration, mutual marketing programmes, and utilisation of legitimate methods focusing on the region's quality, as a desirable and safe tourist destination and investment target;
- encourage and facilitate international and regional transport, tourism training and accommodation;
- encourage and promote consistency in the quality and maintenance of tourism standards within the region; and
- acts as a communication channel between member states and organisations to enhance the region's tourism and tourist confluence.

The Regional Tourism Organisation of Southern Africa is favourably placed to promote and market tourism in the Great Limpopo Transfrontier Park and other similar parks in Southern Africa. The assessment of its suitability is based on the fact that it is a regional institution which does not have to be sympathetic to any specific country.

6.4 THE STATE OF TOURISM IN SOUTH AFRICA, MOZAMBIQUE AND ZIMBABWE

The state of tourism in South Africa, Mozambique and Zimbabwe is crucial for the successful integration of the three parks. Table 1 below gives an indication of the number of tourists who visit the South African and Zimbabwean parts of the Great Limpopo Transfrontier Park. Kruger National Park receives 1 059 122 annually. Gonarezhou received only 2 601. These figures and consequent income need to be borne in mind whenever possibilities of sharing income are discussed.

Table 1: Visitors to the GLTP Parks

	National	International	Total
Mozambique			
Limpopo National Park	Not available	Not available	Not available
South Africa			
Kruger National Park	778 516	280 606	1 059 122
Zimbabwe			
Gonarezhou National Park	2 400	201	2601

Source: Hecht 2004:3

SANParks and the Zimbabwe Parks and Wildlife Management Authority are both parastatals expected to cover their own costs. SANParks does not cover all its costs. It receives a subsidy each year from the national budget. In 2003 the subsidy was R72million of the operating budget of R427 million. Kruger generates most of the revenue of the SANParks system and subsidises other parks in South Africa (Hecht 2004: 7). Income derived from tourism for year 1997/98 was R220 737 million. The KNP generates approximately 75% of its operating costs from tourism and trade activities (Bennett 2000: 385).

Zimbabwe Parks and Wildlife Management Authority has covered its operating costs over the past few years. Like SANParks, it has received allocations from the national budget to cover investment (Z\$ 900 000 000- US \$1 125 000 for investments in the Gonarezhou related to the GLTP) (Hecht 2004: 7). The situation in Mozambique is different from South Africa and Zimbabwe. The Mozambican national parks are part of the Ministry of Tourism and as such do not have fiscal autonomy.

Politics play an important role in tourism. The political, economic or social situations in any given country can either attract or turn away potential tourists. A general overview of the state of tourism in South Africa, Mozambique and Zimbabwe is provided hereunder.

6.4.1 SOUTH AFRICA

Tourism has increased significantly since 1994. South Africa is a popular tourism destination with arrivals growing from 640 000 in 1994 to more than 6,5 million in 2003 (South Africa Yearbook 2005:539). The total tourist expenditure in 1996 was estimated to be R26,8 billion. Domestic and international tourists' expenditure in 1996 was approximately R14,8 billion and R12 billion respectively. International tourism grew by 22% in 1994. The overseas tourism grew by 44% from 704 000 visitors to 1 015 000 in 1995. Arrivals from the African continent grew by 12%. This accounted for an increase of more than R3 billion in foreign exchange earnings for the year, from approximately R7billion to almost R11 billion (Mafunzwaini 2003: 35-36).

6.4.2 MOZAMBIQUE

Mozambique was historically regarded by the international community as a premier tourist destination in Africa. The armed conflict which started in 1973 in Mozambique had a negative impact on tourism. The armed conflict was instrumental in the destruction of infrastructure and the eradication of wild life resources. Since 1990, tourism has started to recover. Tourism arrivals reached an estimated 400 000 in 2001(Equal to the pre-war arrivals in 1972). Tourism contributes 1,2 % to the Gross Domestic Product of

Mozambique and is the largest investment sector in the country. This recovery is coupled with the increase in the number of tourists and investment (Travel and tourism-Mozambique, available at: <http://www.marketresearch.com/product/display.asp>. 14/07/2006).

There is no infrastructure in the Limpopo National Park. The infrastructure that was available was destroyed by flooding in 1999. There is no electricity in the Limpopo National Park although bulk power lines from Cahora Bassa power station in South Africa pass through the northern part of the Limpopo National Park toward Phalaborwa (Spencely, 2005. Tourism investment in the Great Limpopo Transfrontier Conservation Area: Scoping report, available at: <http://www.wits.ac.za> 17/11/2006).

Although there are no tourism facilities inside the Limpopo National Park, plans are there to effect some improvement. A road from Massingir to Giryondo has been constructed and the Giryondo Border Gate has been opened to facilitate the movement of tourists between Kruger National Park and the Limpopo National Park. It is envisaged that the Limpopo National Park will be able to accommodate 2 184 overnight visitors and 160 day visitors. It is further anticipated that once the infrastructure has been developed, the Limpopo will have a capacity of 486 180 visitors per annum (Spencely, 2005. Tourism investment in the Great Limpopo Transfrontier Conservation Area: Scoping report, available at: <http://www.wits.ac.za> 17/11/2006).

The government of Mozambique is committed to the development of tourism in its country. In 2000, a 3% tourist tax added to hotel service charges was abolished (Opening the Gateway to vast tourism potential. Available at: <http://www.summitreports.com/mozambique/tourism1.htm>. 15/06/2006). It could be argued that Mozambique has the political and economic potential to develop its section of the Great Limpopo Transfrontier Park to be at the level of South Africa.

6.4.3 ZIMBABWE

There was rapid growth in tourism once Zimbabwe gained independence in 1980. Between 1980 and 1999 tourist arrivals grew at an average growth rate of 17,5% whilst tourism income increased at an average annual growth rate of 18% (US\$). Zimbabwe tourism sector contributed up to 6 % of the country's GDP and employed 200 000 people prior to 2001. Tourism generated \$400M (US) yearly in foreign currency (Machipisa, L. 2001. Sun sets on Zimbabwe tourism. Available at: <http://news.bbc.co.uk/1/hi/world/africa/1220218.stm>. 15/06/2006). The tourism sector in Zimbabwe is currently facing regression as a result of social, economic and political instability. This situation has led to 11% decline in tourist arrivals between 1999 and 2000 (Spencely, 2005. Tourism investment in the Great Limpopo Transfrontier Conservation Area: Scoping report, available at: <http://www.wits.ac.za> 17/11/2006).

Between 1996 and 1998 there were approximately 6 000 visitors to the Gonarezhou National Park per annum, of whom 20% were foreign visitors. In 2000 this number declined steeply to just over 2000 per annum of which more than half were day visitors. Gonarezhou National Park has one rest camp known as Mwenezi. The Mwenezi rest camp provides rondavels with 16 beds, the only roofed accommodation in the Limpopo National Park. The transport infrastructure in the Gonarezhou National Park is in a state disrepair as a result of poor funding and maintenance. Most roads in the Park are only accessible by 4X4 vehicles (Spencely, 2005. Tourism investment in the Great Limpopo Transfrontier Conservation Area: Scoping report, available at: <http://www.wits.ac.za> 17/11/2006).

The recent political and economic instability in Zimbabwe has resulted in decreasing levels of biodiversity in its Gonarezhou Park. Combined with the past influx of people into Gonarezhou, this could negatively affect biodiversity levels throughout the Great Limpopo Transfrontier Park. Tourism industry is highly sensitive to political unrest. The political crisis in Zimbabwe has led to a dramatic decline in tourism. When it became clear that Zimbabwe's Gonarezhou would join the Mozambican and South African parts

of the Great Limpopo, it was feared that tourists might also avoid these areas out of fear of spill-over effects from the situation in Zimbabwe (Van Ameron and Buscher, 2005: 17-18). It is the responsibility of both the Zimbabwean Government with the assistance of South African and Mozambican governments to restore tourist confidence in the Great Limpopo Transfrontier Park. This could be done through bilateral and trilateral talks which are aimed at restoring stability in Zimbabwe.

Invasion of commercial farms by war veterans and violence that ensued in the run-up to the 2009 elections have put Zimbabwe on the list of unsafe destinations. Fuel and foreign currency shortages impact negatively on tourism. Due to the deteriorating political and economic situation, a number of airlines terminated its services to and from Zimbabwe. These airlines include amongst others, Australia's Qantas, German Airline, and Lufthansa (Machipisa, L. 2001. Sun sets on Zimbabwe tourism. Available at: <http://news.bbc.co.uk/1/hi/world/africa/1220218.stm>. 15/06/2006).

6.5 REVENUE SHARING IN THE GREAT LIMPOPO TRANSFRONTIER PARK

The sharing of revenue is a challenge which faced the Joint Management Board at the initial phases of the establishment of the Great Limpopo Transfrontier Park. The main aim was to find a simple, equitable option that allows co-operation and autonomy of the three parks involved in the Great Limpopo Transfrontier Park (Great Limpopo: Talk of the Transfrontier. Official Newsletter of the Great Limpopo Transfrontier Park, January 2004-March 2004, Issue 1: 9)

Mozambique and Zimbabwe initially envisaged that all the income from park fees would be shared by all the three countries. However, South Africa insisted that each country be entitled to keep the revenue that it has collected. The issue was resolved in favour of South Africa. Although the dispute was resolved, it will linger in the institutional memories and may impact negatively on the future course of action. The months' long delays on the Mozambican side in signing the treaty of the Great Limpopo could be

interpreted as Mozambican anger over South African dominance in the Great Limpopo Park (Van Ameron and Buscher, 2005: 12).

Mozambique and Zimbabwe fear that South Africa will benefit disproportionately from the Great Limpopo Transfrontier Park due to its dominance in the region's tourist industry. It could result in much of the income generated by ecotourism on their territories flowing back to South Africa. The risk is especially apparent if the Great Limpopo Park develops into a full-scale transboundary conservation area allowing South Africa to offer a more diversified tourism package featuring not only parks, but also Mozambican beaches. South Africa on the contrary argues that the Kruger Park, which is currently a major tourism attraction, will serve as a springboard for increasing tourism throughout the Great Limpopo Transfrontier Park. Perceptions that South Africa will benefit disproportionately from the Great Limpopo Transfrontier Park were further reinforced by South Africa's construction of a new airport near Nelspruit. The airport diminishes the chances for Maputo international airport to be the main entry gate for tourism to the Great Limpopo Transfrontier Park (van Ameron and Buscher, 2005: 12).

A revenue sharing study was undertaken with a number of options identified and discussed amongst the three countries which are party to the Great Limpopo Transfrontier Park. After deliberations on the results of the study, it was decided that, for a while, each park will charge its own fees for entry into the Park. The rationale behind this decision was that there are still too many differences in the amenities and wildlife viewing opportunities available in the various parks (Revenue sharing decision, Available at: <http://www.peaceparks.org/new/news.php?pip=161&mid=497>. 22/05/2006).

The sharing of revenue is a somewhat complex issue given the different stages of development of the parks which are part of the Great Limpopo Transfrontier Park. The Kruger National Park is more advanced in terms of infrastructure compared to the Limpopo and Gonarezhou. Kruger currently funds 71% percent of SANParks operating revenue. A decision which allows Kruger Park's revenue to be channelled to other countries would substantially impact on SANParks operational budget. Kruger's visitors

are estimated to be 1 million per year. Kruger Park's visitors generate more revenue while the Limpopo and Gonarezhou are bringing in little or no revenue.

Although each park is currently collecting its own and keeping its revenue, it is necessary to analyse possible entry fee structures and revenue allocation strategies which may be considered for implementation in future.

6.5.1 Possible Entry fee structures

Four entry fee structures have been discussed among South Africa, Mozambique and Zimbabwe. The following subsections analyse the merits and demerits of each of the structures.

6.5.1.1 One GLTP fee

Visitors under the one GLTP fee structure pay a single fee for the entire Great Limpopo Transfrontier Park which permits them to move among the three parks. The fee remains the same irrespective of where the visitors enter the Park. All revenue from entry fee would be paid into the trilateral organisation responsible for managing the Park. The fee would be set in a single currency such the South African Rand or US Dollar (Hecht 2004: 9).

6.5.1.2 Wholly separate fees

The second approach allows each of the three parks to charge their own entry fee. Visitors moving from the first park of entry to another pay the full fee for the second park. This approach is the direct opposite of the approach explained above. It makes the three parks independent units. Wholly separate fees are easy to implement as they avoid the complexity that may be caused by exchange rates (Hecht 2004: 9).

6.5.1.3 Primary fee only

In this system, visitors pay one entry fee to their park of entry, and movement into other parks is free (Great Limpopo: Talk of the Transfrontier. Official Newsletter of the Great Limpopo Transfrontier Park, January 2004-March 2004, Issue 1: 9). It differs from the *one GLTP fee* in that each country sets its own entry fees in accordance with its priorities. This system may trigger competition among the three parks and, therefore, undermine the underlying principle of establishing the Great Limpopo Transfrontier Park.

6.5.1.4 Dual fee: National or transfrontier

The dual fee structure gives the tourist a choice of either to pay separately for each park (wholly separate fees) or tourists can buy a single combined ticket to the entire Great Limpopo Transfrontier Park, which would allow them to move freely among the parks. The price of the combined ticket is the sum of the individual tickets, discounted by 20-25% (Great Limpopo: Talk of the Transfrontier. Official News Letter of the Great Limpopo Transfrontier Park. January 2004-March 2004. Issue 1:19). The revenue from the combined tickets would be distributed among the three parks proportionally to their individual entry fees. Each park would, therefore, receive its entry fee less the discount.

The dual fee system combines the advantages of the single Great Limpopo Transfrontier Park and a wholly separate fee system. The management of this system is easier as it is clear what amount of the fee entry fee each park receives. It makes it easier to market the Great Limpopo Transfrontier Park as a single product. The exchange rate fluctuations as a result of market volatility would make the system more complicated to manage. The dual fee would encourage visitors to visit less developed parts of the Great Limpopo Transfrontier Park. In this way the benefits of the Great Limpopo Transfrontier Park are not confined to South Africa.

6.5.1.5 Discounted separate fees

The discounted separate fees approach allow tourists to pay the full fee for the primary entry and can buy discounted tickets to the other two parks when they arrive at their respective gates and present their primary park ticket. If each park keeps its own revenue, then a given park will be better off if more additional visitors are enticed by the discount than would have paid full fee to see additional parks (Hecht 2004: 11).

This system is advantageous as it encourages tourists to expand their travels beyond a single park without requiring them to decide from the start if they wish to do so. The system circumvents the exchange rate complexities posed by the dual fee structure as all tickets are priced and purchased in local currency and each country reserves the right to adjust entry fees in accordance with exchange rate fluctuations. Although this system ensures the sovereignty of each park and it is easy to manage, it defeats the primary aim of marketing the Great Limpopo Transfrontier Park as a single destination.

6.5.2 Revenue allocation strategies

After revenue has been collected in accordance with one of the foregoing possible entry fee structures, it is necessary to consider strategies which can be followed in allocating or reallocating revenue.

6.5.2.1 Keep what is collected

The keep what is collected approach allows each one of the three parks to keep the revenue it collects and use it at its discretion to cover own operational costs (Great Limpopo: Talk of the Transfrontier. Official Newsletter of the Great Limpopo Transfrontier Park, January 2004-March 2004, Issue 1: 9). This approach will be possible if either the wholly separate or dual fee structures is adopted. This approach is easy to manage and does not raise questions relating to how and how much money has to be reallocated. Each park will have an incentive to make its offerings attractive with a view

to maximise its revenue. Furthermore, there would be no fear that Mozambique or Zimbabwe will be a free rider on South Africa's revenue generated by the Kruger National Park.

Although this approach may be preferred due to its simplicity, it has disadvantages that need to be overcome for optimal implementation. The first disadvantage is that it does not guarantee that there will be revenue to improve the conditions in both Limpopo and Gonarezhou parks. The political climate in Zimbabwe would not secure funding for the improvement of Gonarezhou. Lack of funding for Zimbabwe implies that it will not be a viable partner in the Great Limpopo Transfrontier Park.

6.5.2.2 Share the funds equally

The equal sharing of revenue seems to be a socialist approach which believes that one should receive according to his/her needs. This approach, according to Hecht (2004:11), poses a threat that could destroy the entire South African park system. This argument is based on the fact that Kruger National Park provides 71% of the SANParks revenue and therefore the rest of the South African parks system relies on it.

6.5.2.3 Formula for reallocation

The adoption of a formula for reallocation would treat the Great Limpopo Transfrontier Park revenue as a single fund to be allocated to the three parks on the basis of criteria agreed upon by the Joint Management Board. This approach is suitable if a single entry fee is adopted.

Two types of revenue allocation are possible. The first type intends to reflect the contribution that each country made to the park so that the revenue sharing could be a fair return on the country's investment. The second type of criteria reflects the cost of operating each of the three parks.

The following items need to be included in the revenue sharing formula:

- amount of land;
- quantity of wildlife that each park offers to visitors;
- the quality of visitor experience;
- number of visitors in each of the three parks;
- number of visitor days in each of the three parks;
- number of gates at each park;
- kilometres of roads in each park, and quality of those roads;
- number of staff;
- total salaries; and
- operational costs which includes the cost of capital.

Items listed above ensure that there can be equity based on the resources that a country possess and use. This approach is likely to favour South Africa as the country has more resources and spend substantial amounts of money on the aforementioned items than Mozambique and Zimbabwe.

6.5.2.4 Reallocation based on need and ability to pay

The reallocation based on need and ability approach is based on the identification of specific expenditures which will benefit the Park as a whole. Under this approach each of the three parks will contribute a portion of its revenue to a fund from which expenditure will be defrayed. Since each country would contribute the same share of its annual revenue or entry fees, in principle the burden would be distributed equitably among the three parks. The disadvantage of this approach is that Kruger National Park will contribute almost all the money as the Limpopo has no revenue and Gonarezhou's revenue is less than one tenth of one percent of Kruger's revenue. The percentage established will be based on how much SANParks can contribute to such a fund without undue impact on the many other activities which it funds out of the Kruger National Park revenue. This can be expressed as a percentage levied against each park's revenue or simply as an amount contributed from each park.

The rationale behind this reallocation approach is to ensure that key expenditure on which the overall increase in the tourist pool depends will not be blocked by the inability of Mozambique and Zimbabwe to fund them. This approach encourages the three countries to realise that, while they are still responsible for operating and attracting visitors to their own parks, they also have some responsibility for the Great Limpopo Transfrontier Park as a whole. In this approach, it might also be possible to obtain matching funds from donors to increase the amount of money in the fund. If the funds are managed well, donors who are not willing to provide bilateral aid to Zimbabwe might be willing to contribute to a fund for the Great Limpopo Transfrontier Park.

This approach could be combined with the wholly separate or dual fee structures. Each country would keep its own revenue except the share to be contributed to the joint fund which has to be low enough not to distort the individual park's operations. It would not create the distortions inherent in an allocation formula, nor would it distort the incentive for each park to make itself attractive for tourists. The danger of this approach is that there will not be an *a priori* fixed sum or share of revenues to be reallocated from the Kruger National Park to other parks, in practice it will turn out to be difficult to obtain funds for activities that benefit the park as a whole.

The establishment of a joint fund requires each country to contribute a proportion of its entry fees in the Great Limpopo Transfrontier Park. Reallocation of funds is based on need and ability to pay. The money contributed to the fund will be used for training, designing of monitoring systems, animal translocations, marketing and all other activities which are likely to advance the Great Limpopo Transfrontier Park.

6.6 ECONOMIC SIGNIFICANCE OF TOURISM

The post World War II years have, according to Edgell (1999:13), seen a worldwide increase in leisure time for millions of people in both the developed and developing countries. Shorter working hours, greater individual prosperity, faster and cheaper travel,

and the impact of advanced technology have all helped to make leisure and travel a fast-growing industry.

Tourism plays an important role in the economic and technological development of countries. It stimulates the development of basic infrastructure such as roads, airports, sewers and electrical power. It contributes to the growth of domestic industries that supply the tourism industry (transportation, agriculture, food processing and construction). It attracts foreign investment. It facilitates the transfer of technology. Transfer of technology has been evident in the hotel industry as hotels in developing countries have acquired computer based reservation systems (Edgell 1999:19).

Tourism is South Africa's fastest growing industry and its contribution rose from 3% in 1986 to 6% in 1999 and about 7,1% of the GDP in 2005 (South Africa Year Book 2005: 537). Tourism follows manufacturing and mining in its contribution to South Africa's economy (Jackson, C and Cloete, L., Lessons from www tourism in South Africa, Available at: <http://www.isoc.org>. 21/08/2006). Tourists make an important contribution to the balance of payments in South Africa. The total income earned from international tourists, minus payments made by host country's tourists on their travel abroad, represents the balance of payments on the tourism account (Bennett 2000: 361). Positive changes in the GDP and the balance of payments are signs of an improving economy. Economic prosperity is linked to stability. A stable country in terms of politics and economy has the potential to attract more tourists.

Tourism employs an estimated 3% of the total South African workforce and is regarded as potentially the largest provider of jobs and earner of foreign exchange. It is projected that in 2010 the South African tourism economy will employ more than 1,2 million people directly and indirectly (South Africa Year Book 2005: 535). This projection is based on the anticipation of the hosting of the 2010 Soccer World Cup in South Africa. It is hoped that the Soccer World Cup will be an opportunity for South Africa to attract more tourists and sell its tourism products to the World.

6.7 CHALLENGES FACING TOURISM IN SOUTH AFRICA

For South Africa to realise its tourism potential, a numbers of challenges have to be overcome. These challenges include amongst others, Inadequate funding of tourism, myopic private sector, limited integration of local communities, ground transportation, crime and regional stability.

6.7.1 Inadequate funding of tourism

One of the problems facing the tourism industry is that the government has had a limited view of the potential of the industry. The result of this narrow view is that marginal resources were devoted to developing and promoting the sector. Tourism is still narrowly viewed as tourists and hotels (Department of Environmental Affairs and Tourism. 1996. White Paper on the Development and promotion of Tourism in South Africa. Available at: http://www.policy.org.za/html/govdocs/white_pepers/tourism.html. 25/05/2006). The diversification of tourism in South Africa can lead to increased number of tourist who visits South Africa.

6.7.2 Myopic private sector

Hotels and other tourism establishments tend to have a limited view of the product they offer. They tend to think and be concerned about the goods and services within their individual businesses. If a tourist is harassed, overcharged by the taxi driver, it is not considered to be the hotel's concern (Department of Environmental Affairs and Tourism. 1996. White Paper on the Development and promotion of Tourism in South Africa. Available at: http://www.policy.org.za/html/govdocs/white_pepers/tourism.html. 25/05/2006). Partnership between business, and government is essential to give tourists different but consistent services of a high quality.

6.7.3 Limited integration of local communities

Local communities can increase the diversity of the tourism product offered by South Africa and the Great Limpopo Transfrontier Park in particular. According to the White Paper on the Development and promotion of Tourism in South Africa (Available at: http://www.policy.org.za/html/govdocs/white_pepers/tourism.html. 25/05/2006) local communities can offer services such as:

- guest houses or bed and breakfast establishments;
- taverns and shebeens;
- taxi services;
- historical attractions, entertainment such traditional music, dance, theatre and story telling;
- craft shops, hair salons.

However, these are not fully utilised as rural communities are mostly not regarded as tourist destinations by tour operators and guides. This perception need to be reversed. The change of perceptions implies that a number of challenges need to be overcome by rural communities. Local communities lack access to tourism markets as visitors are kept within hotels and resorts. Large companies are in control of the market. This makes it impossible for small businesses to enter the market.

6.7.4 Ground transportation

There is a major hype around the improvement of the transport system in South Africa in view of the 2010 Soccer World Cup. However, major developments are focused on towns and cities. The underdevelopment of rural infrastructure and transport systems relegate rural areas to no-go areas for tourists.

6.7.5 Crime

Crime impacts negatively on tourism. Tourists visit areas which are peaceful and safe. Crime is a major problem which has the potential to frustrate South Africa's attempts in realising its tourism potential. The increase in the number of violent crimes reported in the media and in the World Wide Web can influence the decision of the tourist to visit South Africa. Ferreira and Harmse (2000: 80) believe that widely publicised crimes committed against foreign tourists have an immediate impact in terms of declining foreign tourist visits. The power of the media in forming images of an area must not be underestimated. Personal experience and word of mouth communication are most important factors influencing tourist decision to visit South Africa.

Robbery with aggravated circumstances has for instance increased from 84 785 cases reported in 1995 to 133 658 in 2004 (Crime information analysis, available at: <http://www.statsa.gov.za>. 21/08/2006). The more the tourist realizes that chances of being robbed, the more the likelihood that such a tourist would choose an alternative destination.

6.7.6 Regional stability

Stability in Southern Africa is essential for the attraction of visitors. Apart from crime, perceived safety from the perspective of terrorism affects the decision of the tourist to visit South Africa. Economic migrants from an unstable country such as Zimbabwe can have a negative consequence on tourism. Economic and illegal immigrants can contribute to a higher crime rate in South Africa. The stabilisation of Southern Africa is the responsibility of the Southern African Development Community and governments of different states.

6.8 CONCLUSION

The success of tourism in South Africa needs role players to contribute their part and consider themselves as individual pieces of a puzzle. Government plays a significant role as a regulator. Furthermore, government should be seen as a catalyst which is needed by all role-players. Government should enable conservation agencies, South African Tourism, and the private sector to realise South Africa's potential in tourism. A positive enabling environment for tourism could be cultivated if government sees itself as a facilitator for tourism development. The interdependence of countries has necessitated the establishment of international tourism organisations. The World Tourism Organisation, World Travel and Tourism Council as well as the Regional Tourism Organisation of Southern Africa have been established to share experiences and develop tourism throughout the World.

Political and economic stability of Southern Africa is essential for the realisation of the objectives of the Great Limpopo Transfrontier Park. Diplomatic solutions to the political and economic problems in Zimbabwe would be beneficial for the marketing of the Great Limpopo Transfrontier Park. The state of tourism and level of development of the three parks have implication for revenue sharing. While Limpopo and Gonarezhou are still in need of capital to develop, the subsidisation of these two parks by Kruger National Park should not be detrimental to the park system in South Africa. There is potential for tourism to contribute significantly to the economy in South Africa. The challenges which face the South African tourism market can be overcome through joint efforts of the government, business and members of the community. The next and last chapter concludes, provides the findings and recommendations for the improvement of intergovernmental relations for the benefit of the Great Limpopo Transfrontier Park.

CHAPTER SEVEN: CONCLUSIONS, FINDINGS AND RECOMMENDATIONS

The essence of any public administration research is to solve a relevant administrative or managerial problem or problems identified in Public Administration or any related field. Chapter one of this thesis identified a problem around which this research revolves. The following quote from chapter one captures the problem investigated in this study:

“For the establishment of the Great Limpopo Transfrontier Park, relevant stakeholders have to be involved to ensure effective and efficient management. The thesis examines the effects of the consultation and co-ordination processes on the management of the Great Limpopo Transfrontier Park”.

Consequently, the research question posed in this study is: *“Were the relevant stakeholders sufficiently involved in negotiations to obtain effective and efficient management of the Great Limpopo Transfrontier Park?”*

Furthermore, apart from the focus on the problem statement and research question, chapter one’s main aim was to introduce the study. The chapter outlined a background to the study. The chapter also paid attention to the objectives of the study and its significance, limitations of the study, ethical requirements, research methodology, sequence of chapters and clarified terms to avoid ambiguities.

Chapter two focused on the requirements for effective and efficient management. Effectiveness and efficiency are key words in the problem statement hence it is necessary for the research to establish the basic elements which are necessary for efficient and effective management of the Great Limpopo Transfrontier Park. It is important for natural resources to be managed in a manner that is sustainable. A variety of reasons for effective and efficient management of natural resources were explained.

Values and principles of public administration contained in different pieces of legislation and policy documents are described. The essence of legislation and policies is to provide a framework within which intergovernmental structures can be established. Furthermore,

the legislative and policy framework make provisions which facilitate the functioning of intergovernmental structures on the three spheres of government in South Africa. It can, therefore, be concluded that the *Constitution of the Republic of South Africa, 1996*, other subordinate legislation and policies contribute to the effective and efficient service delivery as well as intergovernmental relations.

Chapter two concluded that an African dimension is necessary for the application of principles and values. The African dimension is, however, not universal. Each community in South Africa, Mozambique and Zimbabwe is unique and needs to be understood as a separate constituent unit. This Chapter further concluded that efficiency and effectiveness call for continuous improvement and modernisation of service delivery. Use of least resources to achieve more objectives is an ideal worth pursuing given the scarcity of resources in South Africa.

It was argued in chapter two that laws, skills, research and information management, technology, conservation awareness and education, training and development, communication are essential ingredients for effective and efficient management of the Great Limpopo Transfrontier Park. In addition, a number of structures are responsible for exercising control and ensuring effectiveness and efficiency are described.

Due to the international nature of the Great Limpopo Transfrontier Park, two distinct types of intergovernmental structures were identified. The first group of structures have authority on the South African part of the Great Limpopo Transfrontier Park. Although the area of jurisdiction of institutions such as Parliament, Cabinet, and the Auditor-General is limited to South Africa, these institutions can influence policy and the management of the Great Limpopo Transfrontier Park through policies and accountability requirements. The second group of structures, which is described in chapter two as the governing and management structures are unique supranational structures established with the sole purpose of achieving the common objective of sustainable natural resources management. The three countries represented in these structures are equal partners. The chairing of the Trilateral Ministerial Committee and the Joint Management Board on a

rotational basis is an attempt to balance power and ensure equity. Although the treaty attempts to balance power and maintain equality, it is not always possible to regulate the two aspects through treaties. Knowledge and the possession of more resources place politicians and officials in a better position when bargaining on a number of issues relating to the Great Limpopo Transfrontier Park. In view of the disparity of resources and knowledge elaborated on in chapter six it could be concluded that South Africa plays an influential role in the management and development of the Great Limpopo Transfrontier Park.

The Coordinating Party is meant to balance power and bring about equity. Each country gets an opportunity to co-ordinate the activities of the Great Limpopo Transfrontier Park for a period of two years with an individual co-ordinator being appointed. The intention for the establishment of a co-ordinating party is noble, but the shift in responsibilities from one country to another may have adverse consequences on continuity and consistency. On the basis of the foregoing argument, chapter two concluded that the co-ordinating party needs to be reviewed as it may affect intergovernmental relations and the management of the Great Limpopo Transfrontier Park negatively. A diagram was used to illustrate the structures established for the management and control of the Great Limpopo Transfrontier Park.

Chapter three described South Africa as an independent state which cannot isolate itself from the rest of the international system of governments. Furthermore, chapter three elaborated on the challenges relating to the cutting of some parts of border fences separating South Africa and Mozambique. This chapter raised questions relating to threats to sovereignty of the states concerned in view of the cutting of fences.

Globalisation was described as an involuntary process which impact on nation states differently depending on their level of development and influence that they have on processes and international relations. Regional integration and the African Renaissance philosophy represent ways to respond to globalisation. Chapter three concluded that South Africa cannot be adversely affected by globalisation concerning the Great

Limpopo Transfrontier Park due to its influence and the extent of its political and economic stability.

South Africa's foreign policy as a guide for relations with other countries was assessed. The locus of South Africa's foreign policy was explained. The contribution of different international institutions and the New Partnership for Africa's Development in the relations among different states is explained. The significance and nature of bilateral and multilateral relations between the three countries is explained. It was concluded in chapter three that international institutions are significant role players in the establishment and enforcement of treaties. Previous relations among the South African government-of-the-day with Mozambique and Zimbabwe made it possible to enter into Trilateral Treaty which established the Great Limpopo Transfrontier Park.

Chapter three concluded that concrete fence posts should remain intact to avoid future border disputes among the three countries. The dominant role played by South Africa in the establishment and management of the Great Limpopo Transfrontier Park should not be exploited, but be used as a way to rectify mistakes of the past and harness cordial relations.

Chapter four described the impact of the nature of the South African state and its system of government on the intergovernmental relations structures which evolve. The vertical and horizontal forms of intergovernmental relations were discussed with a view to assess their relevance in the management of the Great Limpopo Transfrontier Park. The relationship between the national, provincial and local spheres of government is a manifestation of vertical intergovernmental relations. Interaction amongst departments on the same level gives rise to horizontal intergovernmental relations. A number of departments at the national sphere of government are part of a relationship matrix necessary for the development and management of the Great Limpopo Transfrontier Park. These departments on South Africa's side include the Department of Environmental Affairs and Tourism, South African Police Service, South African National Defence Force, Department of Home Affairs, South African Revenue Services,

Department of Health, Department of Agriculture as well as the Department of Foreign Affairs.

Other intergovernmental relations structures discussed in chapter four were the National Council of Provinces, President's Coordinating Council, the Forum for South African Directors-General, Minister and Members of Executive Council, Committee for Environmental Coordination, National Interdepartmental Structure, National Advisory Forum, Immigration Advisory Board. The extent to which the Limpopo and Mpumalanga provincial governments as well as Ehlanzeni and Mopani municipalities were involved in the establishment and management of the Great Limpopo Transfrontier Park were assessed in chapter four.

Chapter four concluded that the Limpopo and Mpumalanga provincial governments as well as Ehlanzeni and Mopani municipalities do not play a significant role as they are not involved in the management of the Great Limpopo Transfrontier Park. This is an indication of the missing link between the three spheres of government in South Africa in matters pertaining to the establishment and management of the Great Limpopo Transfrontier Park.

Chapter five focused on the theme of extra-governmental relations. This chapter started by defining the concepts extra-governmental relations and co-operative governance. A distinction was made between governance and government as the two concepts are often used interchangeably. Furthermore, chapter five presented an argument relating to the locus and essence of citizen participation in public administration.

Community based natural resource management was explained as a paradigm shift which puts more responsibility on rural communities or communities which live adjacent to the Great Limpopo Transfrontier Park to manage natural resources in a manner that is sustainable. Knowledge management and sharing; indigenous knowledge; ownership of resources; training and capacity building are pillars upon which community based natural resources rest. Different types of partnerships were also described. The Makuleke

Community was used as a typical example for both community based natural resources management and partnerships.

It was concluded in chapter five that it is incorrect to use the concepts government and governance as synonyms. It is further established that citizen participation is an indispensable democratic principle which cannot be ignored in the development of the Great Limpopo Transfrontier Park. Citizen participation has not been given priority in the establishment of the Great Limpopo Transfrontier Park. The success of the Makuleke Community in the management of natural resources dispels notions that African and South African communities in particular do not care about the environment and are inclined to destroy instead of conserving it.

Partnerships can be seen as a vehicle for the promotion of Black Economic Empowerment. Partnerships are meant to improve service delivery and to advance the economic interests of previously disadvantaged communities and individuals. However, it was concluded in chapter five that partnerships tend to benefit those individuals who are already well-off. Black Economic Empowerment policies and their implementation should not be permanent as they may lead to reverse discrimination and racial tensions.

Chapter six commenced with the redefinition of tourism. Tourism was defined broadly to include day travellers and visitors as opposed to the Department of Environmental and Tourism's definition which emphasize spending one or more nights in its definition. It could, therefore, be inferred that the Department of Environmental Affairs and Tourism's definition is narrow and can eventually lead to gathering of inaccurate statistics relating to the number of tourists who visit tourist attraction areas such as the Great Limpopo Transfrontier Park. Furthermore, the contribution of a number of role players in the development and management of tourism in South Africa is explained. The underlying ideology and the rationale for the South African government's involvement in tourism were explained.

Government's primary responsibility towards tourism and conservation is outlined in the *Constitution of the Republic of South Africa, 1996*. In terms of schedule 4 of the *Constitution of the Republic of South Africa, 1996*, tourism is a functional area of concurrent national and provincial legislative competence. The National Department of Environmental Affairs and Tourism plays a prominent role in the management of tourism in South Africa. The South African government subscribes to social welfare ideology. Government, therefore, gets involved in tourism in order to promote the general welfare of all South Africans by ensuring that positive spin-offs from tourism are equitably distributed in accordance with the social welfare ideology.

The role of the private sector in tourism was explained and it is argued that government does not have the capacity and resources to provide all services relating to tourism in South Africa. It was further argued in chapter six that the international environment in which tourism takes place cannot be ignored by all role players in South Africa. Major role players in the international tourism environment explained in chapter six include the World Tourism Organisation, World Travel and Tourism Council, and the Regional Tourism Organisation of Southern Africa. From the foregoing, it could be inferred that collaborative efforts are necessary at an international, regional, and national spheres for the success of tourism in South Africa and the Great Limpopo Transfrontier Park.

An appraisal of the state of tourism in South Africa, Mozambique and Zimbabwe was presented in chapter six. It was further argued that the contribution of the three countries is crucial for the success of the Great Limpopo Transfrontier Park. South Africa has a well developed infrastructure and its political stability is an added advantage for the attraction of tourists. Although Mozambique can not be compared to South Africa due to armed conflict which has impacted negatively on natural resources and tourism, Mozambique is making a steady progress politically and economically. Zimbabwe's tourism industry is suffering due to political and economic instability. The speedy resolution of Zimbabwe's political and economic crisis is crucial for the development of the Great Limpopo Transfrontier Park.

The sharing of revenue collected by the constituent parks which form the Great Limpopo Transfrontier Park was explained. Although each one of the constituent parks of the great Limpopo Transfrontier Park keeps the gate fees they collect, an alternative method of sharing funds may be necessary in future. Tourism is South Africa's fastest growing industry and has the potential to develop South Africa's economy. Tourism contribution to the economy rose significantly in 2005. The growth in the tourism sector can be attributed to the smooth transition from the apartheid government to a government which is based on the wishes of the majority in 1994. In addition to its contribution to the Gross Domestic Product, tourism provides jobs and is an earner of foreign exchange. For tourism to continue growing, it is necessary for government and the private sector to invest more capital in infrastructure development and conservation.

A number of challenges that face South Africa in its quest to realize tourism potential were elaborated on. It was concluded that these challenges could be overcome if the inter-, intra- and extra-governmental relations are harnessed in South Africa.

In addition to the inferences made above, a number of findings can be reported at the end of the study. None of the structures that have been created to manage and control the Great Limpopo Transfrontier Park include members of the public in their private capacities or their relationship with the non-governmental organizations.

Parts of the fences separating South Africa, Mozambique and Zimbabwe are progressively being removed as they are seen as barriers to the movement of game. However, the fence between South Africa and Zimbabwe has not been removed. It is envisaged that it will also follow suit in the near future. The cutting of fences is a noble practice which is also an indication of Great Limpopo Transfrontier Park as a unified entity. These noble concepts and subsequent actions may have negative consequences. The consequences of these actions are the spread of veterinary diseases, crime and poaching.

Although the *Constitution of the Republic of South Africa, 1996* makes provision for intergovernmental relations and related structures, the number and forms of intergovernmental structures can still change with the evolution of the Great Limpopo Transfrontier Park. The marginalisation of the Limpopo and Mpumalanga provinces and the Ehlanzeni and Mopani municipalities in the management of the Great Limpopo Transfrontier Park are weaknesses in intergovernmental relations which require attention.

Citizen participation has not been given the attention it deserves during all stages of the establishment and development of the Great Limpopo Transfrontier Park. The establishment of the Great Limpopo Transfrontier Park has been the prerogative of the National Department of Environmental Affairs and Tourism as well as the South African National Parks. The Makuleke Community only became marginally involved after writing a protest letter to the Minister of Environmental Affairs and Tourism. The Great Limpopo Transfrontier Park has not received a buy-in from adjacent communities as effective consultation measures were not put in place. Ignoring members of communities in decision-making reinforces the notion that government plans for the people and not with the people. The top-down approach is followed. The result of this top-down approach is that members of the public in communities adjacent to the Park become insignificant *partners* in decision-making as they are only being informed about developments in the development of the Park.

The Great Limpopo Transfrontier Park is a means to empower previously marginalised communities. However, its contribution to marginalised communities in South Africa is confined to those communities which had successfully claimed their ancestral land in the Kruger National Park. Other communities living near the Park are yet to reap the benefits of the Great Limpopo Transfrontier Park. Park forums have not been used effectively despite South African National Parks Board advocating their use as a method for increasing community participation. Traditional leaders still command considerable respect among members of the communities within their areas of influence. Their strength in acting as champions of community participation have not been explored by Park authorities.

Contrary to popular belief that rural communities in Africa are involved in the destruction of natural resources, the Makuleke Community in Limpopo (Northern part of South Africa) has proven that community based natural resource management can be implemented successfully. Knowledge management, particularly indigenous knowledge has not been sufficiently documented and acknowledged in formal decision-making processes. Ownership of resources promotes a sense of belonging and appeals to members of the public to protect natural resources.

Partnerships can be used successfully by local communities to develop own infrastructure, reduce unemployment and boost local economic development. However, rural communities such as in Makuleke do not have the capacity to enter into a partnership. This state of affairs may lead to communities being misused by unscrupulous businesses or incurring expenses on consultants to safeguard their interests relating to long term contracts. Partnerships are means to empower previously disadvantaged communities that live adjacent to the Great Limpopo Transfrontier Park.

There are significant inconsistencies between South Africa, Mozambique and Zimbabwe regarding biodiversity. South Africa has a well developed infrastructure in the Kruger National Park and has more wildlife. The war which started in 1973 in Mozambique has contributed to the destruction of wildlife and infrastructure. The political and economic instability in Zimbabwe has led to a perception that Zimbabwe is an unsafe tourist destination. These perceptions threaten the successful marketing of the Great Limpopo Transfrontier Park as a prime tourist destination. Deteriorating economic conditions in Zimbabwe may in the near future endanger wild life in the Great Limpopo Transfrontier Park. Famine could result in residents of Zimbabwe to poach wild animals for survival.

Tourism has the potential to boost the economy of South Africa. This potential will only be realised if the challenges facing South African tourism are overcome. These challenges include inadequate investment in tourism, narrow view of tourism by the

private sector, marginalisation of the local and in particular the rural communities, transport system, and crime.

In the light of the foregoing conclusions and findings, a number of recommendations can be advanced. Although the Great Limpopo Transfrontier Park and its structures are established at an international level, it is important for members of communities in the so-called traditional areas to be involved in the management structures. There are two ways in which members of the public can be involved. *Firstly*, independent advisory bodies can be established to advise on the unique circumstances in the three countries. *Secondly*, the Joint Management Board of the Great Limpopo Transfrontier Park could be expanded to accommodate representatives of communities directly affected by the existence of the Great Limpopo Transfrontier Park.

The South African government is established on the three spheres, namely the national, provincial and local spheres. These three spheres are constituent units of a system of government in South Africa. For a system to function effectively, it is necessary for all parts to function effectively as individual units and as a collective. It is against the background of the foregoing assertion that it is recommended that the Limpopo and Mpumalanga provinces as well as Ehlanzeni and Mopani district municipalities be actively involved in the development and management of the Great Limpopo Transfrontier Park. After all, part of the Great Limpopo Transfrontier Park is situated in two provinces and municipal areas in South Africa.

The positive effects of the Great Limpopo Transfrontier Park need to be enjoyed by all members of the public, especially the previously marginalized communities who live adjacent to the Great Limpopo Transfrontier Park. A fifty kilometre radius from the fence of the Great Limpopo Transfrontier Park can be used as a yardstick for the empowerment of communities and individuals. These communities are strategically located on routes used by tourists. Empowerment should take the form of stalls for the sale of arts, craft, vegetables and fruits. Furthermore, tourist attractions which exist in local communities need to be advertised widely to tourists who visit the South African

part of the Great Limpopo Transfrontier Park. Local tourist attractions should not be perceived as competition by SANParks, but as opportunity to diversify the experience of the tourist. These efforts will contribute significantly to the reduction of unemployment. Park forums and traditional leaders need to be utilised effectively to bolster community participation. Traditional leaders must serve as *ex officio* members of any organisational structure meant to promote community participation.

The cutting of fences separating the three constituent parks of the Great Limpopo Transfrontier Park and countries should not be done hastily. Although the Department of Environmental Affairs and Tourism and South African National Parks argue that fences are only cut in areas that are mountainous or have rivers. The prevention of diseases, crime and poaching should be considered in cutting of more fence around the Kruger National Park linking it to Mozambique and Zimbabwe. Until the political and economic crisis in Zimbabwe has been brought under control, the fence separating South Africa and Zimbabwe should remain in tact.

Communities which have successfully claimed land incorporated into the Great Limpopo Transfrontier Park need to be capacitated through training to enable them to enter into partnership and other contracts without incurring expenses on consultants.

Inconsistencies among South African, Mozambican and Zimbabwean parts of the Great Limpopo Transfrontier Park regarding wildlife and infrastructure need to be addressed. The political and economic situation needs to be changed before the Great Limpopo Transfrontier Park's tourism potential can be realised. South Africa's and Mozambique's intervention in Zimbabwe are limited as they cannot interfere in the internal situations of a sovereign state. Negative perceptions are related to negative economic and political situations in the two countries.

Challenges relating to investment, narrow view by the private sector, marginalisation of local rural communities, transport system and crime need concerted efforts by a variety of stakeholders. These stakeholders include the three spheres of government, the private

sector, members of communities and non-governmental organisations. Government needs to invest more in the rural area infrastructure to narrow the disparities between rural and urban areas. Previously marginalised rural communities need to be given information on the establishment of small businesses such as bed and breakfast establishment, bidding for service and management contracts and marketing of businesses to potential tourists.

There is a need to foster the development of community-based tourism products by providing marketing and mentoring support. Tour operators and guides need to be encouraged to be more innovative in their itineraries by including shebeens, local museums, arts and craft, shops and local ethnic restaurants. Visitor feedback needs to be used to develop rural products and to ensure that they excite the tourist taste.

In Chapter one a number of limitations to the study were outlined. Time and financial resources dictate the scope of the research. To ensure that there is continuity and in-depth research on the subject intergovernmental relations and transfrontier parks, it was important for this study to identify areas which require further investigation in future.

The study had identified four areas which justify further research. Firstly, intergovernmental structures relating to the Great Limpopo Transfrontier Park established in Mozambique and Zimbabwe. Secondly, an assessment of the impact of the Great Limpopo Transfrontier Park on communities in Mozambique and Zimbabwe. Thirdly, comparison between Great Limpopo Transfrontier Park and other transfrontier Parks established between South Africa and other neighbouring Southern African Development Community states, particularly agreements which are bilateral in nature. Fourthly, it has been established in this study that indigenous knowledge relating to the conservation of natural resources has been ignored in favour of Western knowledge which is regarded as being advanced. For community based natural resource management to be harnessed, communities need to use methods that they relate to.

To conclude the study it is essential for one to provide an answer to the problem question. The question whether the relevant stakeholders were sufficiently involved in negotiations

to obtain effective and efficient management of the Great Limpopo Transfrontier Park has been elaborated in previous chapters. To provide an answer to this question one needs to classify stakeholders involved in the great Limpopo Transfrontier Park. These stakeholders are government institutions, non-governmental organisations, communities, the private sector, and international institutions. All these stakeholders are important for the success of the great Limpopo Transfrontier Park. The assessment of the extent of the involvement of these stakeholders will provide an answer to the question which is at the centre of this study.

The first group of stakeholders is public sector institutions. As elaborated in the text, the South African government has established a number of intergovernmental relations structures which are meant to facilitate intergovernmental relations. At the national sphere of government, it can be concluded that all stakeholders are sufficiently involved as a number of structures which have a bearing on the Great Limpopo Transfrontier Park have been established. Provincial and local governments were not sufficiently involved in the establishment of the Great Limpopo Transfrontier Park.

Non-governmental organisations, the private sector, and international institutions are sufficiently involved in the Great Limpopo Transfrontier Park. However, communities are not sufficiently involved and this state of affairs raises suspicions whether communities would benefit from the success of the Great Limpopo Transfrontier Park. Finally, it could be concluded that stakeholders were selectively involved in the establishment and management of the Great Limpopo Transfrontier Park.