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

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Submitted in partial fulfilment of the requirements for the degree of Philosophiae Doctor in the Faculty of Economic and Management Sciences, University of Pretoria

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

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ABSTRACT

TITLE OF THESIS: Community-based Sustainable Tourism on
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 Reform in Namaqualand, Northern Cape Province

by

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PROMOTER: Professor GDH Wilson

DEPARTMENT: Tourism Management

DEGREE: Philosophiae Doctor

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

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

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

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

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

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

- baseline information;
- vision and goals;
- objectives;
- legislation and control measures;
- impact management and mitigation;
- communication and decision-making;
• implementation including funding incentives;
• monitoring and evaluation; and
• feedback and control.

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

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

TITEL VAN PROEFSKRIF: Gemeenskapsgebaseerde Volhoubare Toerisme op Dorpsmeente: 'n alternatief vir tradisionele grondhervorming in Namakwaland in die Noord-Kaap
deur Sharmla Govender-van Wyk

PROMOTOR: Professor GDH Wilson

DEPARTEMENT: Toerismebestuur

GRAAD: Philosophiae Doctor

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

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

Ten einde die doel met die studie te bereik en die navorsingsvraag te beantwoord, is nege mikpunte gestel om die studie te rig. Die mikpunte fokus veral op die begrippe
grondhervordering en volhoubare toerisme soos wat dit uit plaaslike en internasionale gevallestudies blyk. Ooreenkomste tussen die gevallestudies is bepaal en die positiewe en negatiewe uitwerking van albei benaderingswyses is geïdentifiseer. Die volhoubaarheid van die landbou-benadering van grondhervormingsbeleide van oor die wêreld is hierdeur bevraagteken.

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

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

Die studie is in die volgende ses stappe uitgevoer:

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

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

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

---

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

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