

RESPONSIBLE TOURISM POLICY FOR THE CITY OF CAPE TOWN

November 2009

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1 Purpose

The intended outcome of this policy is to develop and market Cape Town as a responsible tourism destination. The policy provides a framework for the management of tourism within the municipal area in a manner that supports the principles of Responsible Tourism as contained in the national White Paper on Tourism, the strategic objectives of the City of Cape Town and the needs and aspirations of business, the community and visitors. The Responsible Tourism policy also provides the foundation for the future branding and positioning of Cape Town as a destination striving to take care of people, planet and profit.

2 Policy statement

Whereas:

- the City of Cape Town acknowledges the relevance and contribution of tourism to the economic and social life of the City,
- the City aims to support the development of tourism as a key economic sector, which contributes to the economic growth of the City and the quality of life of its citizens in a sustainable manner,
- the City recognizes that uncontrolled and unplanned growth of tourism will have negative social, economic, cultural and environmental impacts on the City, and
- the City wishes to enhance the global competitiveness of Cape Town as a tourism destination.

Responsible Tourism Policy Statement

The City of Cape Town commits to adopting Responsible Tourism as an approach to destination management ¹ to bring about positive economic, social, cultural, and environmental impacts.

3 Vision and strategic intent

In the context of the national White Paper on Tourism (1996), Cape Town Declaration (2002), National Responsible Tourism Guidelines (2002) and the National Minimum Standards for Responsible Tourism (2009), the City of Cape Town Responsible Tourism Policy provides a framework for the management of tourism within the municipal area to ensure that tourism in the destination -

- *makes positive contributions to the conservation of natural and cultural heritage embracing diversity*

¹ "Destination management is the range of rights, processes, activities and control established internally and externally over the management of a tourism destination with the objective of ensuring destination competitiveness." Destination management encompasses four main processes: policy-making, planning and strategy, implementation (e.g. development & marketing) and monitoring and evaluation. (Keyser, 2009: 154, 184)

- *minimises negative economic, environmental and social impacts*
- *provides more enjoyable experiences for tourists through more meaningful connections with local people, and a greater understanding of local cultural, social and environmental issues*
- *is culturally sensitive, encourages respect between tourists and hosts, and builds local pride and confidence*
- *generates greater economic benefits for local people and enhances the well being of host communities*
- *provides accurate information about accessibility of facilities and infrastructure for people with disabilities (visual, communication, mobility) to customers,*
- *involves local people in decisions that affect their lives and life chances, and*
- *improves working conditions and access to the industry.*

The policy and associated action plan will help to harmonise the responsible tourism activities of the City of Cape Town and the tourism sector by providing a framework for a coordinated approach. It is intended to reduce the disparity between levels of responsible tourism practiced, monitored and reported between different tourism operations within the destination. Implementation of the policy and action plan will help address potential future problems, such as mitigation and adaptation to climate change. The policy and action plan is also a response to the increased market demand for responsible holidays from tourists, and will enable Cape Town to put into place the conditions that are required to brand and position the city as a responsible destination.

4 Scope

The policy is applicable to and covers the entire City of Cape Town as local government structure, and the entire municipal area as tourism destination.

5 Structure

This policy document is structured to convey the general principles applicable to the management of tourism in Cape Town, sets out certain powers that enable Council to deal with the management of tourism in the destination and explains the mechanism required to implement the policy.

The Responsible Tourism Policy contains the following sections:

- Context
- Objectives
- Policy principles
- Priority Action Areas
- Implementation

6 Context

6.1 What is responsible tourism?

Responsible Tourism is an approach to the management of tourism, aimed at maximising economic, social and environmental benefits and minimizing costs to destinations. Simply put, Responsible Tourism is tourism '*that creates better places for people to live in, and better places to visit*'. A responsible tourism approach aims to achieve the three principal outcomes of sustainable development, i.e. economic growth, environmental integrity and social justice. The distinguishing characteristic of the approach is the focus on the **responsibility** of role-players in the tourism sector, and destinations in general, to take action to achieve sustainable tourism development.

6.2 Rationale for a Responsible Tourism Policy for Cape Town

Three main factors motivate for a Responsible Tourism Policy for Cape Town:

- Responsible Tourism is a key element of South Africa's tourism policy

'Responsible Tourism' is identified as the most appropriate concept and guiding principle for tourism development in our country in the 1996 *White Paper on the Development and Promotion of Tourism in South Africa*. Responsible tourism is seen as a positive approach by tourism industry partners to develop, market, and manage the tourism industry in a responsible manner, to create competitive advantage. The White Paper and more recent policy developments are detailed in Section 6.3.

Furthermore, Responsible Tourism and the *Tourism Sector Codes* are closely linked. The scorecard related to the 2009 *Tourism Sector Codes* has seven pillars, each allocated specific targets and weights. At least 4 of the 7 key indicators on the scorecard - Skills development, Preferential procurement & Enterprise development and Social involvement - are also central elements of Responsible Tourism. By adopting responsible tourism policies and practices, tourism business in Cape Town will be make significant progress towards compliance with the *Tourism Sector Codes*.

- Responsible tourism provides competitive advantage

A significant, and growing, number of tourists are looking for a better experience, a better quality product. They are looking for experiences which enable them to get closer to the "real" living culture of countries and to experience our diverse natural and cultural heritage. This is a global trend in the established markets as consumer expectations of their holidays change, people are taking more, shorter trips, and they expect to get more from them.

Increasing numbers of consumers are looking at the reputation and responsibility of the companies they buy from; they want to have "guilt free" holidays. This affects their direct purchases from companies in Cape Town and South Africa and it influences the choices source market companies too. UK and other European and Australian companies and increasingly American companies are asking about the responsibility of their suppliers and introducing check lists which rate the sustainability of their practices. Commercial market research in key source markets has demonstrated increasing consumer preference for companies and destinations with demonstrated responsible tourism practices. This implies that

tourism destinations that practice Responsible Tourism will have a powerful competitive advantage over other destinations.

- Responsible tourism is best practice in destination management

Responsible tourism is not particular to South Africa – operators, destinations and industry organisations in the United Kingdom, United States, the Gambia, India, Sri Lanka, New Zealand are already practicing Responsible Tourism, and this list is growing. Recognising the global significance of Responsible Tourism, World Travel Market, one of the world's largest travel exhibitions, has created World Responsible Tourism Day, to be celebrated annually during November. World Responsible Tourism Day is endorsed by both the World Tourism Organisation and World Travel and Tourism Council.

Responsible Tourism is an approach to destination management that no tourism destination in South Africa can ignore. Responsible Tourism is a best practice approach, fits with South African policy and makes business sense for both tourism businesses and the destination at large.

6.3 Policy and legislative context

6.3.1 Background

The following global documents provide guidance regarding the development of tourism, and informed the formulation of a Responsible Tourism Policy for the City of Cape Town:

- Agenda 21 for Tourism (1996)
- Global Code of Ethics for Tourism (2001)
- Cape Town Declaration on Responsible Tourism in Destinations (2002)
- WSSD Final Plan of Implementation (2002)
- Kerala Declaration on Responsible Tourism in Destinations (2008)
- Global Sustainable Tourism Criteria (2009)

The key policy documents at national and provincial level that have direct relevance to the direction and nature of tourism development are:

- White Paper on the development and promotion of tourism in South Africa (1996)
- White Paper on Sustainable Tourism Development and Promotion in the Western Cape (2001)
- National Responsible Tourism Guidelines (2002)
- The Broad-Based Black Economic Empowerment Act 53 (2003)
- Tourism Sector Codes (2009)

Various other policies and legal frameworks also affect tourism at a destination level and the operations of individual tourism operations². The key international and national policy frameworks and guidelines are discussed below.

² For a comprehensive list of legislation affecting the tourism industry, refer to FEDHASA's website.

6.3.2 South African policies and guidelines

In 1996 the Department of Environmental Affairs and Tourism (DEAT) published the *White Paper on the Development and Promotion of Tourism in South Africa*, which recognised that tourism had largely been a missed opportunity for South Africa, but which also considered that tourism could provide the nation with an 'engine of growth, capable of dynamising and rejuvenating other sectors of the economy'. A foresighted part of the paper promoted the development of responsible and sustainable tourism growth. The key elements of responsible tourism were to (DEAT, 1996: section 3.4):

- *Ensure communities are involved in and benefit from tourism;*
- *Market tourism that is responsible, respecting local, natural and cultural environments;*
- *Involve the local community in planning and decision-making;*
- *Use local resources sustainably;*
- *Be sensitive to the host culture;*
- *Maintain and encourage natural, economic, social and cultural diversity; and*
- *Assessment of environmental, social and economic impacts as a prerequisite to developing tourism.*

Following the White Paper, DEAT also produced national *Responsible Tourism Guidelines* in 2002. The Responsible Tourism Guidelines included targets for the tourism sector and emphasised the need to address the triple bottom line of sustainable development (economic, environmental, and social sustainability) (DEAT, 2002) (Annex A). It was envisaged that tourism industry groups would develop sub-sector guidelines that are applicable to their business, and that codes of best practice would be derived. Through such a voluntary systems, it was hoped that enterprises would achieve market advantage over their competitors by being demonstrably 'responsible'.

As a tool to assist the tourism sector, a *Responsible Tourism Manual for South Africa* was published by DEAT in 2002. This aimed to provide tourism enterprises with information about responsible tourism and the opportunities that it presented for improving their business performance. Specific to South Africa, and in line with international best practice, the manual provided a range of practical and cost-effective responsible actions available to tourism businesses, and referred to many useful sources of information that could guide their implementation of responsible business activities (Spenceley et al, 2002). A summarized version of the *Responsible Tourism Manual* was produced by the IUCN, and shared with the private sector as a *Responsible Tourism Handbook*.

DEAT developed draft *National Minimum Standards for Responsible Tourism* (NMSRT) and an accreditation process for the endorsement of the competency of responsible tourism certification and rating organisations during 2009. Prior to the development of the NMSRT, South Africa did not have a single, unified national minimum standard for responsible tourism or an accreditation process for tourism certification agencies. Various schemes certifying the sustainability of tourism businesses were available in South Africa, and several were under development. The schemes used different sets of criteria to certify tourism businesses. Several of the schemes were well-aligned to the 2002 National Responsible Tourism Guidelines, whereas some of the schemes

offered certification for only one of the three main elements of responsible tourism, i.e. social, environmental and economic responsibility. Tourism businesses and consumers found it difficult to evaluate the credibility of certification schemes, and to determine whether the certification criteria used are in line with national policy. Given the low barriers of entry for certification schemes, a significant risk of low levels of service to tourism businesses undergoing certification existed. Inconsistent application of sustainability criteria by different schemes also confuses consumers, potentially damaging destination reputation. Furthermore, research amongst tourism businesses indicated a relatively high level of 'dual certification', i.e. that tourism businesses undergo certification with more than one scheme in order to ensure that the business is certified against all elements of responsible tourism.

The National Minimum Standards for Responsible Tourism (NMSRT) are an effort to establish a common understanding of responsible tourism. Secondly, the NMSRT aim to harmonise the different sets of criteria currently used for certifying the sustainability of tourism businesses. The associated accreditation system awards a seal of accreditation to tourism certification agencies that are competent to offer sustainability certification schemes to tourism businesses. Finally, the NMSRT is a baseline standard that any tourism business could aspire to reach. The NMSRT are, in the first instance, directed at agencies running programmes certifying the sustainability of tourism businesses. Certification agencies may have to adjust their existing certification criteria to the NMSRT in order to achieve accreditation. The NMSRT can be used by tourism businesses preparing for certification or simply evaluating the business' progress in respect of sustainability. Detailed NMSRT interpretation guides will help businesses to implement the standards in their operations. The NMSRT can also be used by tourism organisations, such as Local Tourism Organisations or sector organisations, to create awareness amongst their members about responsible tourism, and as a benchmark for their members to work towards.

At an international level, the Sustainable Tourism Stewardship Council (STSC) released Global Criteria for Sustainable Tourism (GSTC) in 2008 (see Annex B). The NMSRT are based on the GSTC, national Responsible Tourism Guidelines and existing certification criteria.

6.3.3 Cape Town Declaration (2002)

Also in 2002, South Africa hosted the first conference on Responsible Tourism in Destinations in Cape Town, just prior to the Johannesburg World Summit on Sustainable Development. The Cape Town Conference was attended by 280 delegates from 20 countries, and resulted in a declaration that called upon tourism enterprises to “ . . . *adopt a responsible approach, to commit to specific responsible practises, and to report progress in a transparent and auditable way, and where appropriate to use this for market advantage*” (Cape Town, 2002: pp3). In addition to characterising Responsible Tourism as outlined previously, the declaration makes a commitment to ‘ . . . *work with others to take responsibility for achieving the economic, social and environmental components of responsible and sustainable tourism*’.

6.3.4 The state of implementation

The term 'responsible tourism' is attracting increasing attention globally. Many destinations have taken up on the opportunity presented by the market, and responded to the risks of unsustainable tourism, by adopting a co-ordinated approach to the implementation of responsible tourism. Examples are New Zealand and New Forest (UK).

Although South Africa has a strong policy basis for responsible tourism, and it was hoped that this would be followed by concrete and tangible evidence of activities and results of good practice, the destination has slipped from leader to laggard in this regard. Despite both the *Responsible Tourism Guidelines and Manual* being freely available, Responsible Tourism is not yet mainstream practice in the tourism sector. Most tourism businesses implementing responsible tourism practices are out at sea, and receive limited support from destination management organisations, such as local authorities and local tourism organisations. Moreover, despite the purported importance of tourism as a vehicle for poverty alleviation and social upliftment and the existence of a national policy imperative, only a handful of local governments, other government entities and government-funded organisations have integrated responsible tourism into their policies, plans and actions.

6.4 Link to City's strategic direction

The City of Cape Town's leadership has the following vision³ for Cape Town:

- A prosperous city in which City Government creates an enabling environment for shared growth and economic development;
- A city known for its effective and equitable service delivery;
- A city that distinguishes itself as a well governed and efficiently run administration; and

During 2000, the city developed the following overall vision for tourism, which was incorporated in the City's Economic Development Framework.

Tourism vision for Cape Town

To position Cape Town as a world-class competitor and South Africa's premier tourism and events destination and to maximise the economic spin-offs and jobs created.

In 2004, the City of Cape Town adopted a *Tourism Development Framework* that sets eight goals to underpin this vision:

- Protecting and conserving resources for a sustainable future and supporting sustainable livelihoods
- Meeting visitor requirements through world class product provision
- Providing leadership and working in partnership
- Facilitating investment and commercial activity for sustainable growth and economic prosperity
- Investing in people for long term future
- Delivering a world-class visitor experience through quality service and standards
- Marketing Cape Town more effectively as a unique, vibrant, all year round destination
- Ongoing research and information provision to specific target audiences

³ IDP: 2009/2010 REVIEW

These goals are also reflected in the Tourism Department's 5 year *Business Plan*, with specific programmes giving effect to the implementation of the goals.

The Responsible Tourism Policy reflects and is aligned with the goals and principles of the City's overall strategic plans, and those specific to tourism.

6.5 Responsible Tourism in Cape Town: the current status

The Tourism Department of the City of Cape Town has been at the forefront attempts to bring about more responsible practices within the destination's tourism sector, notably through a series of information sessions, the creation of a dedicated webpage providing access to various documents regarding the practices of responsible tourism, and the publication of a brochure setting out the why's, how's and who's of responsible tourism. Other departments and directorates have also introduced some of the principles of responsible tourism into relevant policies, e.g. the Events Policy.

Also, various individual tourism businesses have taken up the challenge to become more environmentally, socially and economically responsible, and have reaped the rewards of cost savings and increased market profile. Key tourism sector organizations, such as SATSA and FEDHASA, have galvanized action amongst their members by identifying initiatives to contribute to, e.g. Habitat for Humanity, or offering recognition for exemplary practices, e.g. the Imvelo Awards. Cape Town Tourism has hosted member information sessions and introduced Responsible Tourism criteria for new members.

Despite the gains noted above, a review of the current approach towards Responsible Tourism in Cape Town reveals the following main weaknesses:

- Several of the City's relevant policy documents and strategies have no or limited reference to either responsible tourism as an approach to destination management, or the national *Responsible Tourism Guidelines*;
- There is a general lack of awareness of Responsible Tourism and its meaning amongst politicians and staff outside of the Tourism Department, and hence the terminology and associated principles are not widely used within the organisation;
- City-owned and/or managed tourism facilities do not adhere to the principles of Responsible Tourism;
- Tourism organisations and operations funded by the City are not required to demonstrate their commitment to and implementation of the Responsible Tourism;
- Although individual tourism businesses and tourism sector organisations are advocating for and working towards the principles of responsible tourism, these individual efforts do not form part of an over-arching strategic approach by the destination;
- A significant portion of the tourism sector are not working towards to Responsible Tourism, most likely due to a lack of information about and practical tools and incentives to enable adoption of Responsible Tourism practices;
- Residents and citizens are generally not aware of Responsible Tourism, its meaning and benefits, and the responsibilities of the destination at large; and

- Existing and potential tourists receive limited information about the destination's efforts related to responsible tourism and tourism businesses that offer more responsible experiences and products.

The current situation is at odds with Cape Town's position as:

- a leading metropolitan government;
- primary custodian of some of South Africa's prime natural and cultural heritage resources, with significant attraction value for international and domestic tourists; and
- an acclaimed tourism destination, attracting a sizeable share of international and domestic tourists.

Given the afore-mentioned characteristics, the City of Cape Town is duty-bound to be a key vehicle for the implementation of Responsible Tourism practices.

The primary aim of the Responsible Tourism Policy is to align the City's policies, programmes and activities, and those of the private sector, with the principles of Responsible Tourism as set out in the 1996 *White Paper on Tourism* and the *National Responsible Tourism Guidelines*.

7 Objectives

The reasons for having a Responsible Tourism Policy can be summarised as follows:

7.1 Economic objectives

- It establishes the basis for economically sustainable tourism that contributes to poverty alleviation, economic empowerment, job creation, business development and skills development

7.2 Social objectives

- It establishes the basis for social and culturally sustainable tourism that enhances and protects the value of local lifestyles and heritage for tourism

7.3 Environmental objectives

- It establishes the basis for environmentally sustainable tourism, including minimization of resource consumption and the conservation of natural resources

7.4 Management objectives

- It defines a uniform approach to tourism for all departments within the City of Cape Town
- It seeks alignment with national guidelines and standards and ensures pursuit of best practice
- It establishes the basis for efficient and effective decision-making in relation to tourism in Cape Town
- It clarifies the Council's policy to all relevant stakeholders
- It fosters co-operation between the City and industry, and between industry roleplayers, in recognition of collective responsibility for the sustainability of tourism in Cape Town

- It establishes the basis for a monitoring and evaluation process, with clearly defined key principles

8 Policy principles

In working towards the vision (policy statement) for Responsible Tourism in Cape Town, we commit the City of Cape Town to the following general policy principles and tools for the implementation of strategies and programmes for action.

8.1 Economic principles

A commitment to maximizing economic benefits to Capetonians and minimizing negative impacts. The commitment includes:

8.1.1 Applying precaution

- assessing economic impacts before developing tourism and exercising preference for those forms of development that benefit local communities and minimise negative impacts on local livelihoods, recognising that tourism may not always be the most appropriate form of local economic development
- assessing economic impacts throughout the life cycle of tourism operations

8.1.2 Facilitating economic development

- maximising local economic benefits by increasing linkages and reducing leakages, by ensuring that communities are involved in, and benefit from, tourism.
- wherever possible use tourism to alleviate poverty and promote sustainable livelihoods by adopting pro-poor strategies
- marketing tourism in ways which reflect the natural, cultural and social integrity of the destination, and which encourage appropriate forms of tourism

8.1.3 Promoting equality of opportunity

- requiring equitable business practises, fair prices, and partnerships that minimise and distribute risk
- requiring fair and equitable practices in the recruitment and employment of staff, adhering to national labour standards and legislation
- enabling people to participate in the tourism economy through skills development
- providing appropriate and sufficient support to tourism businesses, especially micro, small and medium enterprises

8.2 Social principles

A commitment to maximizing social and cultural benefits to Capetonians and minimizing negative impacts. The commitment includes:

8.2.1 Promoting equality of opportunity

- actively involving the local community in planning and decision-making and provide capacity building to enable this

8.2.2 Promoting Social justice

- ensuring that there is access to tourism for all, in particular vulnerable and disadvantaged communities and individuals
- endeavouring to ensure that tourism contributes to improvements in health and education
- ensure that tourism does not limit access to public areas or areas of cultural relevance by local communities

8.2.3 Protecting and enhancing human resources

- assessing social impacts before developing tourism and throughout the life cycle of operations in order to minimise negative impacts and maximise positive ones.
- establishing guidelines or a code of behavior for visitors and tourism operators in order to minimize visitor impact and maximize enjoyment
- combating the exploitation of human beings, particularly the exploitation of children and vulnerable residents, through abusive forms of tourism (e.g. sex tourism)
- promoting tourism that maintains and encourages social and cultural diversity
- ensuring that the tourism sector uses cultural heritage resources in a way that maximises the benefit to all, while ensuring that those resources are protected for the use of future generations
- developing and marketing tourism in ways that reflect and celebrate the cultural and social diversity of the destination

8.3 Environmental principles

A commitment to maximizing benefits and minimizing negative impacts for Cape Town's natural environment. The commitment includes:

8.3.1 Mitigating future risk

- Reducing tourism's carbon footprint and contribute to reducing future risks associated with climate change through reduced demand for non-renewable and greenhouse gas producing energy sources

8.3.2 Promoting environmental sustainability, enhancement and conservation

- assessing environmental impacts prior to developing tourism and throughout the life cycle of tourist operations and ensure that negative impacts are reduced to the minimum and maximising positive ones.

- ensuring that the tourism sector reduces all forms of pollution
- ensuring that the tourism sector conserves biodiversity, ecosystems and landscapes, and where appropriate restore it; and consider the volume and type of tourism that the environment can support, and respect the integrity of vulnerable ecosystems and protected areas
- promoting education and awareness for sustainable tourism – for all stakeholders

8.3.3 Ensuring effective resource utilisation

- ensuring that the tourism sector uses resources sustainably, and reduce wastage and over-consumption, in particular energy, water and natural materials
- managing waste responsibly by recycling where possible

8.4 Management principles

- The commitment by the City to integrate Responsible Tourism considerations in all its functions and activities, including strategic planning initiatives such as the Integrated Development Plan (IDP), and international initiatives such as Local Agenda 21.
- A commitment by the City to develop and implement destination management systems and destination improvement plans, in order to facilitate and enforce Responsible Tourism practices.
- A commitment by the City to develop and apply tools, processes and mechanisms to facilitate and enforce Responsible Tourism practices
- A commitment to the transparent and auditable monitoring and evaluation and reporting of progress towards achieving responsible tourism targets and benchmarking, in order to ensure destination integrity and credibility of our work, the ability of all stakeholders to assess progress, and to enable consumers to exercise effective choice.
- A commitment to, in the spirit of collective responsibility, work in partnership with civil society and business to take responsibility for achieving the economic, social and environmental components of responsible and sustainable tourism.
- A commitment, in the spirit of collective responsibility, to facilitate industry co-operation
- A commitment to raising the capacity of all stakeholders to follow responsible tourism practices, and to ensure that best practice is followed, by means of information and education and awareness programmes.

9 Priority Responsible Tourism action areas

9.1 Determining the priorities

A Campaign Action Team (CAT), representing the following key tourism organisations and partners in Cape Town, and multi-department City of Cape Town advisor committee, guided the development of the Responsible Tourism Policy and Action Plan. The CAT consisted of representatives of:

- Cape Town Tourism
- SATSA
- FEDHASA
- SAACI
- ASATA
- South African National Parks
- Cape Nature
- Iziko Museums
- University of Cape Town
- University of the Western Cape
- Cape Peninsula University of Technology

The CAT and City advisory committee represented the views and interests of their respective organisations and divisions. In particular, they provided input regarding:

- existing initiatives
- priority issues
- selection of initial set of Responsible Tourism indicators.

9.2 The priorities

Achieving consensus regarding the priority areas for action was a key process during the development of the Responsible Tourism Action Plan. Stakeholder organisations were requested to identify two or three Responsible Tourism priority issues for each of three pillars of the National Responsible Tourism Guidelines. The following table represents the consensus position regarding destination priorities to be targeted and the indicators to be used to measure progress during the first three years of policy implementation.

	Environment	Economic	Social
PRIORITY ISSUE	<ul style="list-style-type: none"> • Water • Energy • Solid Waste, with focus on plastic water bottles 	<ul style="list-style-type: none"> • Procurement (local/preferential) • Enterprise development 	<ul style="list-style-type: none"> • Skills development • Social development

	Environment	Economic	Social
ASSOCIATED INDICATORS	<ul style="list-style-type: none"> • Water use: Kilolitre per bednight/staff member • Energy use: Kilowatt hour per bednight/staff member • Waste generation: Bottles used per bednight/pax/staff member • Waste recycling: Proportion of bottles recycled 	<ul style="list-style-type: none"> • Spend on enterprises within defined area as a % of total procurement • Spend on BEE complaint enterprises as % of total procurement • Sum of % spend of post-tax profits on enterprise development and % employee time contributed over total management time • Enhanced revenue and/or cost savings and/or twinning initiatives facilitated for black SMME's 	<ul style="list-style-type: none"> • % of payroll spend on skills development • % CSI spend of post-tax profits on education, community and Industry Specific programmes, job creation, training, health, conservation, and community and marketing activities to develop local black tourist market (or % management time over total employee time)

The environmental indicators reflect the principles of AVOID → REDUCE → REUSE → RECYCLE. The economic and social indicators are aligned with the Tourism BEE Scorecard. Progress against each indicator will be measured at enterprise level, and collated and reported at destination level.

The two committees acknowledge that the above issues by no means represent all destination issues. Also, that action on and measurement of progress in relation to these issues alone will not bestow Responsible Destination status on Cape Town. The existence of comprehensive destination performance measurement methods, such as ecological foot-printing, is acknowledged. However, the risk of no action until such time as the resources and capabilities to design and implement the perfect system area available is real. More than a decade after the promulgation of the *1996 Tourism White Paper*, and more than 5 years since the publication of the *2002 National Responsible Tourism Guidelines*, tourism destinations in South Africa remain unable to provide measured evidence of progress in relation to Responsible Tourism. The identified priority action areas represent the beginning of a process and are stepping stones *towards* Responsible Tourism for tourism organisations, businesses and the destination at large.

The relevance of the identified priority areas and indicators will be re-evaluated periodically, and may change as we achieve success in addressing the stated priorities and the destination's priorities change over time.

10 Implementation

10.1 Implementation roles

Both the City and tourism industry took part in creating the Responsible Tourism Policy and Action Plan. Making it real will require all to take action. The roles and implementation tools defined here are a “call for action”.

Table 1 [Implementation roles]

City of Cape Town	Tourism industry
<ul style="list-style-type: none"> adopting city-level Responsible Tourism Charter creating City-level RTIP providing information and tools for industry, citizens and visitors setting an example in city-owned and managed operations recognising, rewarding and incentivising industry action measuring and reporting destination performance collaborating with industry and other spheres of government in co-operative mechanisms 	<ul style="list-style-type: none"> adopting corporate Responsible Tourism Charters implementing corporate RTIPs providing guidance and tools for suppliers providing information for visitors measuring and reporting enterprise performance collaborating with government in co-operative mechanisms

10.2 Implementation mechanisms

A suite of implementation mechanisms will give effect this policy:

<ul style="list-style-type: none"> Responsible Tourism Committee for Cape Town 	<ul style="list-style-type: none"> Awareness and capacity-building
<ul style="list-style-type: none"> Responsible Tourism Charter 	<ul style="list-style-type: none"> Responsible Tourism Improvement Plans
<ul style="list-style-type: none"> Record of achievement (Responsible Tourism Barometer) 	<ul style="list-style-type: none"> Recognition schemes
<ul style="list-style-type: none"> Research and Development 	<ul style="list-style-type: none"> Local government processes

Collectively, the implementation mechanisms will be used to achieve the following outcomes:

- recognise and accelerate existing industry initiatives;
- mobilize collective action towards agreed targets across the tourism sector through a co-ordinated campaign;
- deepen industry awareness of practical actions;

- create awareness of Responsible Tourism within the City of Cape Town, the tourism sector, the general public and consumers;
- gather information for the monitoring and reporting of the destination's performance and progress in respect of Responsible Tourism; and
- produce verifiable and credible reports regarding the destination's performance against key Responsible Tourism indicators.

10.3 Joint implementation mechanisms

10.3.1 Responsible Tourism Committee for Cape Town

The City of Cape Town's Tourism Department is the central point of coordination for tourism in the City and synchronising tourism planning across the organisation. A cross-directorate, multi-disciplinary Policy Committee was established internally within the City during the policy development process in order to encourage optimal uptake and support within the City of Cape Town. Likewise, a representative industry committee worked on the associated Action Plan. From the outset, the intent was that these groups would become standing consultative structures. The formalisation of the two committees into an Action Team is the second policy implementation mechanism. This Responsible Tourism Action Team (RTAT) should consist of representatives from directorates across the City and from the principal tourism sector organisations and stakeholders groups.

The creation of a city-wide Responsible Tourism Action Team is an outcome of the recognition that the City's involvement in tourism is widespread across council directorates and departments. The RTAT is aimed at encouraging a high level of cooperation and collaboration between the City and industry on strategic tourism issues. It also provides a mechanism for ensuring that individual efforts are directed towards achievement of the outcomes of the Responsible Tourism Policy and Action Plan.

The proposed RTAT will drive information and strategic planning that link tourism issues to other city issues, priorities and initiatives. Members of the RTAT will in turn be responsible for disseminating the information and learning gained from this group to their respective constituencies, ensuring a more informed, coordinated approach to responsible tourism is adopted across Council and the destination. A two-way flow of communication is central to the success of the Responsible Tourism Policy and Action Plan. In other words, issues concerning tourism can be fed from industry and other divisions of Council to the Tourism Department, either via the RTAT, or directly. Equally, information to the Council's Directorates and industry can be fed from the Tourism Department through the same channels.

The desired result is for the principles and practices of responsible tourism to be increasingly embedded within the normal activity of each component of council, throughout the tourism industry and in wider civil society. Evidence of success will lie in the progressive adoption of responsible tourism considerations and practices into broader city plans and initiatives such as transport plans and environmental policies, the actions and activities of the tourism industry, e.g. marketing campaigns and events, and evidence in the broader environment of citizen participation in working towards a responsible destination.

10.3.2 Awareness and capacity-building

Although some within local government and the tourism sector are aware of and has made progress towards responsible tourism, most remains unaware, unmotivated or lack the information and tools to apply responsible tourism practices. Information channels and tools that will penetrate throughout the City of Cape Town and the tourism sector are needed to bring about changes in behaviour and practices.

The City of Cape Town will expand on the information already available, continue to include Responsible Tourism in its interactions with the tourism sector and communities, and continue to initiate, host or contribute to capacity-building sessions regarding responsible tourism. The City will also co-operate with other spheres of government, tourism organisations and forums, educational institutions, civil society organisations, professional associations/organisations and communities, or any other interested party, to develop and disseminate the information and tools that will help stakeholders to embed responsible tourism practices in their day-to-day actions.

10.3.3 Responsible Tourism Charter

The Responsible Tourism Charter will be a statement of commitment pledging signatories to the principles of the City of Cape Town's Responsible Tourism Policy, and to the preparation of Responsible Tourism Improvement Plans within a defined time-period of 12 months. The Responsible Tourism Charter is to be adopted by the following five major groupings, in a cascading manner starting with the City of Cape Town:

- The Responsible Tourism Charter is to be signed by the **Mayor and senior City management**, committing the City to strive to uphold the principles of Responsible Tourism in the City of Cape Town, and the preparation of Responsible Tourism Improvement Plans as relevant.
- The Responsible Tourism Charter is to be signed by **city-funded tourism organisations and forums**, committing such organisations/forums to strive to uphold the principles of Responsible Tourism and to drive the adoption and implementation of the Responsible Tourism Charter within its membership. City funding for tourism organisations will in future be conditional on adoption of and progress in relation to the implementation of the Responsible Tourism Charter. Likewise, responsibility for advocacy for Responsible Tourism amongst members and follow-through on and monitoring of the preparation of Responsible Tourism Improvement Plans will be incorporated into the service level agreements of such organisations.
- The Responsible Tourism Charter is to be signed by the major **tourism sector organisations**, as a pledge by the organisation to strive to uphold the principles of Responsible Tourism within the organisation and to drive the adoption and implementation of the Responsible Tourism Charter within its membership.
- The Responsible Tourism Charter is to be signed by individual **tourism operations/businesses**, as a pledge to strive to uphold the principles of Responsible Tourism within the organisation, and to develop and implement a Responsible Tourism Improvement Plan (RTIP) at enterprise/operational level. City approvals related to tourism operations will in future require as condition the adoption of the Responsible Tourism Charter by the business/operator, and subsequent preparation of an RTIP at enterprise/operational level. Likewise, membership of

city-funded tourism organisations and receipt of funding from the City will be conditional upon adoption of the Responsible Tourism Charter. It is proposed that tourism sector organisations and local tourism organisations play a key role in follow-through on and monitoring of the preparation of RTIPs.

- The Responsible Tourism Charter is to be signed by city-based **educational institutions** offering tourism programmes, as a pledge to strive to uphold the principles of Responsible Tourism within the relevant section of the institution and its tourism education and training programmes, and to develop and implement a Responsible Tourism Improvement Plan (RTIP) within the tourism education and training programmes.

How the process will work

- The City of Cape Town intends to create a single point that will manage the Responsible Tourism charter process and collect, collate and report on performance data.
- Upon adoption of the Charter, charter members will receive a 'mark of recognition'/emblem that can be used in the operator/organisation's own marketing material. The emblem will also distinguish Responsible Tourism Charter members on the electronic marketing tools of tourism marketing organisations funded by the City of Cape Town. Details of the appearance of the emblem are to be determined.
- The Charter Member will receive a schedule indicating the due date for the submission of the baseline data, corporate Responsible Tourism Policy, RTIP and performance data. Charter members will also have access to a Responsible Tourism Charter member's website with templates and toolkits.
- The submission of the various elements will be tracked electronically. It is anticipated that the emblem will show progression through distinct phases: adoption of the Responsible Tourism charter; submission of Responsible Tourism Improvement Plan; submission of performance data. Charter members progress will receive the commensurate emblem as they progress through the various steps.

10.3.4 Responsible Tourism Improvement Plans

Responsible Tourism Improvement Plans (RTIP) are multi-year action plans setting out how an organisation or business will work towards the adoption of responsible tourism practices. An RTIP should address at least the following:

- Short and medium actions related to a minimum of three (one for each pillar of Responsible Tourism) of the priority issues and associated indicators defined by the destination in the 2009 Cape Town Responsible Tourism Action Plan, and subsequent versions.
- Actions in relation to working towards alignment with the National Minimum Standards for Responsible Tourism in the long term
- Measurable goals and targets related to the priority issues and associated indicators
- Mechanisms to monitor performance in relation to Responsible Tourism in the business/organisation
- Reporting on the Responsible Tourism performance of the business/organisation

- Public communication, information and marketing to promote behaviour and activities compatible with the principles of responsible tourism.

The City of Cape Town will develop templates and tools that will assist tourism businesses that have adopted the Responsible Tourism Charter to prepare corporate RTIPs.

In the long term, it is envisaged that the scope of the indicators will expand to encompass the National Minimum Standards for Responsible Tourism. Consequently, RTIPs will become more comprehensive in terms of the range of actions undertaken by tourism operations and the range of indicators being tracked.

10.3.5 Responsible Tourism Barometer

Various destinations worldwide have implemented sustainability certification schemes for individual operators. These certification schemes and associated performance management and reporting systems typically track and report on the progress of the individual operator against a set of indicators. Cape Town aims to become the first tourism destination (to knowledge) to quantify and report the progress of the tourism destination as a **place** in relation to the destination's priority social, environmental and economic issues.

A Responsible Tourism Barometer will be established to track of performance and progress in relation the destination's identified priority responsible tourism challenges and associated indicators will be created. The Responsible Tourism Barometer is likely to be an electronic tool facilitating the collection, collation and reporting of the data of participating tourism operators. Templates, guidance sheets and information sessions will be provided to Responsible Tourism Charter members.

Two phases are anticipated:

1. Developing a record of contributions in preceding period, which will also serve as baseline data for the measurement of progress
2. Recording performance against the selected indicators

In the long term, the vision is that this tool will enable tourism businesses the destination to track alignment with the national *Minimum Standards for Responsible Tourism*.

10.3.6 Recognition scheme

Cape Town's Responsible Tourism Responsible Tourism awards will acknowledge and celebrate business and organisations within the Cape Town municipal area that are leaders in Responsible Tourism practices and are making a difference. The Cape Town Responsible Tourism Awards will act as a showcase for exemplary operators and as an inspiration to others. It is hoped that the awards will promoting sharing and encourage operators to step forward and to share their best practices.

Nominations will be accepted for tourism businesses and organisations located within Cape Town. The timeframes and judging criteria will, as far as feasible, be aligned with the Responsible Tourism Awards (WTM) and FEDHASA Imvelo Awards. Nominees will be required to complete a checklist which will be reviewed by a judging panel. The panel will select finalists based on the information provided in the checklist. In order to ensure the integrity of the awards, all finalists will be visited by external assessors and the members of the judging panel.

10.3.7 Research and development

The City will also undertake, or co-operate with relevant institutions to undertake, research regarding implementation of responsible tourism practices within the destination. The research will be directed at establishing progress at a destination level, constraints and prevalent, successful and best practices. The information generated through such research will be disseminated widely, and incorporated into tools to assist stakeholders to embed responsible tourism practices in their day-to-day actions.

10.4 Local government processes

10.4.1 Levers of change

The ultimate goal of this Policy is responsible tourism management, meaning planning, developing and managing the destination to achieve destination sustainability. The full integration of Responsible Tourism into the planning, development and management of the City is required to give effect to this goal. The City has seven key levers for change at its disposal to do so: planning, regulation, use of council immovable property, financial contributions by the City, procurement and performance management.

Planning

The City of Cape Town conducts or manages various planning processes, at various scales ranging from city-wide to site level. Examples are the Integrated Development Plan, Integrated Transport Plan, Spatial Development Plans, Water Services Management Plan, Conservation Area Development Frameworks, Environmental Management Frameworks and so forth. The principles of the Responsible Tourism policy should be reflected where these plans affect or include tourism.

Regulation

The City of Cape Town controls numerous regulatory processes, e.g. by-laws, land-use approvals, road signage approvals, trading licences, building plan approvals, filming and special events permits, etc. Commitment to the principles of Responsible Tourism by the applicant, and commitment to improved performance where relevant, should be included in the decision-making criteria used by the City of Cape Town.

Use of City's immovable property

The City of Cape Town makes available immovable property, such as buildings and sites, for use by tourism organisations and/or tourism operators. Tourism organisations and operators renting or occupying City property, or conducting activities/ business in city-owned property and facilities/ amenities (including nature reserves), should be required to adhere to the principles of the Responsible Tourism Policy. The principles are equally applicable to City-managed properties and facilities.

Provision and management of amenities and infrastructure

The City of Cape Town is a provider of infrastructure and amenities that serve the needs of residents, and should also support a hassle-free destination experience for visitors. The availability of well-maintained and accessible public toilets with proper signposting within key tourism areas (e.g. at viewpoints, beaches, heritage precincts and public transport facilities);

adequate parking for coaches and small buses; directional signage to key visitor attractions and safe, efficient and reliable public transport will signify that Cape Town is responsive to the needs of both visitors and residents. Various City departments are mandated to deliver amenities and infrastructure used by visitors. The Tourism Directorate should provide guidance to these delivery departments regarding additional and improved amenities and infrastructure required to enhance visitors' experience of the destination.

Financial contributions by the City

Various organisations are funded annually or on a once-off basis by the City of Cape Town. Commitment to the principles of the Responsible Tourism Policy should be included in the contractual arrangements of such organisations. Where funding is on-going, commitment to improving the organisation's performance in relation to Responsible Tourism should be required in addition.

Supply chain management

The City of Cape Town is a significant procurer of products and services. Products and services supplied by the tourism and related sectors include, without being limited to, accommodation, transport, meeting and conference venues, conference organisers, website content development, consultancy services, catering, marketing services, and so forth. This policy provides the basis for requiring that suppliers of tourism-related goods and services comply with the principles set out in the policy. Specific targets and standards should be developed, drawing on existing policies such as BEE targets and the City's Green Procurement Policy as relevant.

Performance management

A series of tools can be used to help business units and individual staff members to implement the principles and practices reflected in the policy, e.g.

- setting Responsible Tourism objectives, targets and indicators for performance management,
- establishing a Responsible Tourism Barometer and other analytical tools to assess performance and progress within the City,
- providing information and best practices documentation, and
- organisational Responsible Tourism Award for the business unit and staff members with the greatest progress and contribution to achieving targets.

10.4.2 Whole of local government approach

The City of Cape Town recognises the multi-departmental approach which the City has to take towards responsible tourism. Although primary responsibility for the tourism function is often allocated to a specific line department within a local government, various other functions performed by other sections also have a role in tourism. By way of illustration, planning departments make decisions regarding rezoning of residential land for commercial purposes and development approvals for new buildings; environmental managers may contribute to environmental impact assessments for new tourist facilities or heritage impact assessments contribute to the refurbishment of historical buildings; transport departments decide on the approval of tourist facility signage; and so forth. Consequently, the achievement of the performance goals within the tourism function may be thwarted, or supported, by the actions and

decisions of other divisions. Partnerships between tourism managers and other departments, or a “whole-of-local-government” approach, is required to bring about Responsible Tourism in the City.

The diversity of tourism activities is acknowledged as are the differing impacts on the operational framework of the City. The following table gives a perspective of the various tools and mechanisms that may be used by the various role-players in the City of Cape Town to implement the principles of the Responsible Tourism Policy.

Table 2 Whole-of-local-government role in Responsible Tourism

Directorate	Department	Tools
Service delivery integration	Urban renewal	Funding Urban renewal plans/projects
	2010	Green Goal projects
	IDP	IDP
Community services	City Parks	Hiring of open space Management of open space
	Sports and Recreation	<u>Provision of public facilities , such as public toilets, for residents and visitors</u> Operational management of public facilities Resorts Development Plan Resort management Beach management
Strategy and Development	Environmental Resource Management	Environmental evaluation of developments and impact assessments (EIAs) Heritage resource management, Heritage Impact Assessments (HIAs) and urban conservation area approvals Outdoor advertising and signage control Coastal Zone Management Strategy Biodiversity Strategy Blue Flag beach programme Nature reserves (development frameworks, facility design, facility management) Environmental education and training interventions
	Planning and building development management	Zoning scheme Building plans Planning approvals Planning policies and guidelines
	Spatial planning and urban design	Spatial Development Framework District Spatial Framework District Environmental Frameworks

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Economic and Social development	Tourism	Service Level Agreement: outsourced tourism marketing agency Events funding Policies
	Economic development	<u>Facilitation of outsourced management and maintenance of public facilities, e.g. public toilets</u> Business support vouchers Informal trading permits Events policy Events approvals Film approvals
	Property management	Alienation of immovable property Letting of immovable property
	Social Development	Arts & Culture Events funding
Transport, Roads and Stormwater	Roads & Stormwater	Policy on guidelines for development related to floodlines
	Transport	Integrated transport plan Facility signage applications
Utility services	Water & sanitation	Water Demand Management
	Electricity services	Demand Side Management Energy Efficiency Initiatives
	Solid waste	Integrated Waste Management Plan Waste collection: special events Waste minimisation and recycling initiatives
Safety and security	Fire and emergency services	Events approval Risk management
	Metropolitan Police	Law enforcement
Internal audit	Supply chain management	Procurement
City Health	Environmental Health	Business licence applications Health licences
	Air Quality Management	Air quality management plan

11 References

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Annex A: Responsible Tourism Guidelines (DEAT, 2002)

1.1.1 Assess economic impacts as a pre-requisite to developing tourism

- a. Extend the season of enterprises by developing new products to create better employment conditions and to provide a stronger base for local economic development. Monitor occupancies or seasonality of employment over the year to show progress in extending the season.
- b. The historically disadvantaged are a significant emerging domestic tourism market. Identify and encourage commercial responses to this opportunity.
- c. Recognise that our cultural heritage should not only be assessed in economic terms, and that tourism can create revenue from cultural heritage, traditional ways of life and wildlife and habitats.
- d. Encourage business relationships between foreign entrepreneurs and local and emerging entrepreneurs.
- e. Always consider the opportunity costs of tourism for local communities and their livelihoods, and be prepared to accept that there may be more appropriate economic opportunities for the area. Maintain and encourage economic diversity, avoid over-dependency on tourism.
- f. Plan initiatives and investment to contribute to the broader local economic development strategy (for example, Integrated Development Plans (IDP's) for the area).
- g. Planning authorities need to consider how they can intervene to avoid tourism developments where they may cause adverse effects such as local land price inflation, loss of access to resources or undermining sustainable livelihoods.
- h. Exercise a preference for business and land tenure arrangements that directly benefit local communities and/or conservation.
- i. Conduct market and financial feasibility assessments before raising expectations and exposing the community or local entrepreneurs to risk.

1.1.2 Maximising local economic benefits – increasing linkages and reducing leakages

- a. Encourage all establishments to upgrade their standards of service, particularly small, medium and micro-enterprises and emerging entrepreneurs, and to maximise their revenue earning potential by adding value.
- b. Encourage the informal sector to become part of the formal sector.
- c. Buy locally-made goods and use locally-provided services from locally-owned businesses wherever quality, quantity, and consistency permits. Monitor the proportion of goods and services the enterprise sourced from businesses within 50 km and set 20% target for improvement over three years.
- d. Help local communities or emergent entrepreneurs to develop their product so that it can be more easily used by others and marketed to tourists.
- e. Co-operate with other formal sector businesses to maximise benefits for local community enterprises – for example, a community laundry or tailoring business may only be viable if a group of enterprises commit to source supplies there. Showcase the initiative and be explicit about whether community projects are funded by tourism revenue to the enterprise, donations from tourists or tour operators, or funds from donor aid agencies.

f. Give customers the opportunity to purchase locally produced crafts and curios, set targets to increase the proportion of sales of goods sourced within 20 km of the enterprise. Assist local craft workers to develop new products to meet market demand as evidenced in the enterprise.

1.1.3 Ensure communities are involved in and benefit from tourism

a. Government and established businesses need to redress previous imbalances, and to enable the historically disadvantaged to engage in the tourism sector. For example they should source 15% of services and 15% of products, increasing by 5% per year, for 3 years, from historically disadvantaged groups, and/or individuals, and report on purchasing activities.

b. Work closely with local communities, small, medium and micro-enterprises and emerging entrepreneurs to develop new products that provide complementary products for formal sector tourism enterprises.

c. Develop partnerships and joint ventures in which communities have a significant stake, and with appropriate capacity building, a substantial role in management. Communal land ownership can provide equity in enterprises.

d. Identify projects that the enterprise can support that will benefit the poor. Identify at least one project.

e. Assist the development of local communities and emergent entrepreneurs with visitor feedback on their products.

f. Consider guaranteeing loans for promising projects in communities or with emerging entrepreneurs, and providing marketing, training and managerial support.

g. Foster the development of community-based tourism products by providing marketing and mentoring support.

h. Encourage visitors to spend more money in the local economy, and to visit local bars and restaurants and participate in tours to local areas, bringing business to local communities. Where appropriate treat this as part of the business of the enterprise and charge a booking fee or commission, or sell craft and local food products through the mainstream enterprise.

i. Encourage tour operators be more innovative in their itineraries, by for example including shebeens, local museums, arts and craft shops and local ethnic restaurants in their tour itineraries, and by doing so encourage visitor spend.

j. Consider using local entrepreneurs (particularly emerging and historically disadvantaged entrepreneurs), experienced consultants and non-governmental organisations in developing community initiatives.

k. Be transparent when reporting community benefits distinguish between benefits to employees, emerging or community based entrepreneurs and community benefits, for example leasehold payments, that go to community projects (grinding mills or school books) or are distributed as household income in the local area. Consider establishing targets to monitor progress in achieving objectives.

1.1.4 Marketing & Product Development

a. Lack of market access is a major constraint on the growth of new enterprises. Enterprises should provide information about local services and attractions provided in local communities, and encourage their clients (individuals and operators) to use them.

- b. Consider co-operative advertising, marketing and the promotion of new and emerging products and attractions.
- c. Ensure that the visual way in which the product is presented includes local cultural elements and emphasises the richness of the local complementary product.
- d. Consider developing and marketing fairly traded tourism products.
- e. Foster the development of access opportunities for all visitors and potential visitors, regardless of physical, or mental conditions of the visitor. Public authorities and enterprises need to understand and embrace financial incentives that enhanced accessibility will create, and the positive image such 'access to all' will provide.

1.1.5 Equitable Business

- a. Enterprises should pay fair prices for local services purchased or packaged as part of mainstream itineraries. Beware of abusing market power and imposing unfair commissions or pushing down prices inequitably
- b. Develop transparent systems of sharing the benefits of tourism through equitable contracts. (e.g. This can be applied through tendering processes.)
- c. When entering into agreements with local communities or emerging entrepreneurs ensure that the risk is equitably shared.
- d. Recruit and employ staff in an equitable and transparent manner and maximise the proportion of staff employed from the local community. Set targets for increasing the proportion of staff and/or of the enterprise wage bill going to communities within 20 km of the enterprise.
- e. Develop a community labour agreement with targets for employment and for progression. Recognise that the enterprise can play a significant role in increasing the skills and capacity of the local community and that the enterprise benefits from that.
- f. Go beyond the bare minimum wage rate and invest in local staff – quality is dependent upon well-motivated staff.

2.1.1 Involve the local community in planning and decision-making

- a. Understand the historical, political and cultural context of local and host communities, and historical relationships with tourism development and protected areas.
- b. Creating opportunities and eliminating barriers to access mainstream tourism markets for local communities, historically disadvantaged people and individuals.
- c. Understand the local, safety and security, infrastructural, resource, educational, poverty, disability and health constraints, when designing, operating and marketing tourism.
- d. Encourage proactive participation and involvement by all stakeholders - including the private sector, government at all levels, labour, local communities (their leaders and structures) - at all stages of the tourism life cycle.
- e. Encourage formal and informal sector enterprises to develop effective structures, or join existing bodies, for marketing and tourism development. Create the environment to do so by providing resources, technical and management capacity.

- f. Encourage successful entrepreneurs, particularly those from the emerging tourism fraternity, to mentor others.
- g. Planning authorities should work to include stakeholders as part of a decision-making process at the destination level, to determine what constitutes sustainable levels of tourism in the social, natural, and economic context.
- h. Programmes of education within school curriculums, and public awareness within communities, are needed regarding the potential positive and negative aspects of tourism.
- i. Post employment education and training programmes within the framework of the Skills Development Act and South African Qualifications Authority (SAQA) are required to educate employees regarding the potential pros and cons of tourism, and comparative costs and benefits of alternative enterprises in order to aid decision making.
- j. Involve the local communities in growing the local tourism business by using existing facilities and by developing new activities and attractions. Individual enterprises and groups of enterprises need to develop complementary products. (Report number of new activities/ attractions; number of visitors).
- k. Empower communities to market their cultural traditions and products as assets and enhance their economic opportunities.
- l. Interpretation material and visitor information centres should be developed in consultation with local communities.
- m. Integrate community development goals as identified in the Integrated Development Plan (and similar processes) into the enterprise's social and sustainability mission and objectives.

2.1.2 Assess social impacts as a prerequisite to developing tourism

- a. Identify and monitor potential adverse social impacts of tourism and minimise them in the short and the long-term, and ensure that communities actively participate in the monitoring.
- b. Larger enterprises should appoint a member of staff to take responsibility for developing better local relationships and partnerships. Implement social audits of tourism projects. These can be conducted in an inexpensive, rapid and participatory way.
- c. Consider schemes to encourage local co-operation and civic pride like an "adopt a school" initiative or 'adopt a street', or other local area near the enterprise. Work with local government and the local community to identify priority sites, and make them safe and attractive for tourists.
- d. Enterprises should develop strategies to promote equality in terms of gender, ethnicity, age, and disability, and report progress on implementation.

2.1.3 Maintain and encourage social and cultural diversity

- a. Develop tourism with dignity, respect and nurture local cultures (including religion), so that they enrich the tourism experience and build pride and confidence among local communities.
- b. Use tourism as a catalyst for human development, focussing on gender equality, career development and the implementation of national labour standards.

- c. Tourism development should not compromise respect for social and cultural and religious rights, or the essential human rights of people to food, a safe and clean environment, work, health, and education.
- d. Support the development of sustainable local handicraft enterprise by assisting with improvement of design, marketing, production and packaging skills for craft workers in relation to market demand. Consider specifically what can be done to enhance the skills and earnings of women, particularly in rural areas.
- e. Support visits by local school children to tourism sites that promote and display their heritage.
- f. Consider what contributions the enterprise can make to scholarships, local youth sports teams and other community causes. Monitor and report increasing contributions with respect to the number of projects and level of investment.
- g. Showcase local cultural artefacts in your enterprise and encourage the development and sale of traditional cultural products, crafts and folklore. Aim for 25% items for sale at enterprise from within 50 km, with tours offered to local markets, and try to increase these by 25% over 3 years. Provide customer feedback in order to raise standards.
- h. Be wary of the dangers of commodification, and encourage craft and other cultural workers to maintain the authenticity and cultural values of their products. Encourage craft workers to explain the cultural values and history of their crafts.
- i. Give enterprises a local flavour by serving local dishes and source soft furnishings, arts and crafts locally. Monitor the proportion of local dishes on menu; and the proportion of furnishings & crafts locally made, and aim to increase these proportions by 25% over 3 years. Visitors expect to find at least one local dish their menus.
- j. Identify cultural heritage resources in the local area and where there is sufficient demand from tourists and work with the local community to develop them as sustainable tourism attractions. Consider mission settlements, sites of slave occupation, festivals, struggle-related monuments and places, rock art sites, cultural monuments, food, drink, arts and crafts, music, dance and storytelling.
- k. Encourage tourists to show respect by learning a few words of the local language, (and to use them when talking to local people!) and to learn about the host culture and traditions.
- l. Share enterprise level knowledge regarding informal sector tourism skills and products. Draw the attention of ground handlers, the media and tour operators to complementary product opportunities in the local community.

2.1.4 Be sensitive to the host culture

- a. Respect, invest in and develop local cultures and protect them from over-commercialisation and over-exploitation. Encourage workers and staff to observe their religious and cultural practises.
- b. Respect indigenous intellectual property, especially when setting up contractual arrangements for the use of indigenous knowledge.

- c. Use local guides, and encourage them to continually improve their quality, to ensure that the community speaks for itself and to increase the revenues going into the local community (by higher fees for quality tours). Monitor and report this economic contribution to the community and set targets to increase it annually.
- d. Develop a local social contract for interactions and behaviour between the local community and tourists (including responsible bargaining), developed with the participation and contributions from the community, and display it prominently for visitors and publicly within the community.
- e. Create opportunities for visitors to interact with locals in an unstructured, spontaneous manner (e.g. through sporting activities, visits to local schools, shebeens, taverns, restaurants in townships).
- f. In accordance with the Batho Pele principle, provide visitors with inclusive, honest and reliable information about history and contemporary life in South Africa, local tourism attractions and facilities.
- g. Promote a sound, proud, service ethic among all participants in the tourism sector.
- h. Promote and ensure the respect and dignity of people in the development, marketing and promotion of tourism.
- i. Ensure that tourism does not undermine the resource rights, traditional knowledge and skills of local communities.
- j. Negative social and cultural impacts associated with tourism, such as increased crime, drug and alcohol abuse, prostitution, and crime should be monitored and be proactively addressed in cooperation with the community.
- k. Educate tourists regarding local culture and where necessary make them aware of how they should behave to respect it.
- l. The exploitation of human beings in any form, particularly sexual and when applied to women and children, should be energetically combated with the co-operation of all concerned.

3.1.1 Assess environmental impacts as a prerequisite to developing tourism

- a. Plan new developments only in areas where the use of water and other natural resources for tourism will not conflict with local community needs, now or in the foreseeable future. Integrate environmental management into the project planning cycle.
- b. Follow best practise guidelines on the design, planning and construction of buildings and associated infrastructure to minimise environmental impacts and to reduce energy requirements for lighting, cooling and heating.
- c. Use local materials (where sustainable) and local architectural styles on a scale that does not create a negative aesthetic impact.
- d. Avoid damaging the environmental quality of the enterprise's neighbourhood by noise or light pollution.
- e. Design buildings with natural ventilation and actively plan to reduce resource use during the construction and operational phases. Tell visitors what has been done to make the enterprise more environmentally friendly. Quantify the resources "saved".

f. Plan new developments to have the lowest possible ecological impact, particularly in environmentally sensitive areas such as the coastal zone, indigenous forests, wildlife habitats and wetlands. Minimise the transformation of the environment around the enterprise.

g. When developing plans for a new enterprise include elements which contribute to the maintenance of biodiversity by planting local indigenous and non-invasive species which provide habitats for birds, bees, and butterflies.

3.1.2 Use local resources sustainably, avoid waste and over-consumption

a. Meter the quantity of water consumed and manage consumption and leakage so as to reduce water consumption by 5% per annum for 3 years, and report water consumption and performance in monitoring.

b. Measure electricity consumption and introduce energy saving measures to achieve 5% reduction in use per annum over three years. This can be done by for example dimming lights, using low energy appliances and light bulbs and enhancing the use of natural ventilation

c. Monitor the use of diesel, paraffin and petrol and set targets to reduce consumption and switch to less polluting fuels.

d. Set targets to increase the proportion of energy used from renewable resources – for example solar, wind, hydroelectric (increase by 10% over 3 years). Sustainable use of wood, from indigenous and plantation forests is complex, and great care needs to be taken.

e. Install and showcase appropriate technology to reduce consumption of natural resources, production of waste and incidences of pollution.

f. Monitor the sewage system and demonstrate how pure the outflow back into the environment is. If the enterprise has one, make the reed bed a valuable habitat feature.

g. Set percentage targets and time scales for the reduction of waste produced, levels of recycling and reuse of waste from the enterprise. Set appropriate targets for reduction and/or recycling of waste produced per year for paper (5%), plastics (5%), metal (5%) and glass (5%). Report on progress towards 15% targets over 3 years.

h. Work with suppliers to minimise the amount of packaging purchased with supplies, and therefore reduce the amount of waste that needs to be disposed of. It may be appropriate for trade associations to conduct these discussions on behalf of members.

i. Reduce “food miles” by using locally produced food.

j. Enterprises should assist conservation by investing in sustainable trails, hides and interpretation. Tell visitors what the enterprise is doing, and claim credit for activities.

k. Encourage the use of environmentally friendly transport.

3.1.3 Maintain and encourage natural diversity

a. Encourage visitor behaviour that respects natural heritage and has a low impact upon it.

b. Discourage the purchase of products that exploit wildlife unsustainably or contribute to the destruction of species or habitats (e.g. some handicrafts; bush meat)

c. Look for ways in which the enterprise and its guests can assist with the conservation of natural heritage, for example through removing litter.

d. Invest a percentage of profits or turnover in species conservation or habitat restoration and management. Report the investment, and try to increase this by 5% per year.

- e. Avoid pollution by using environmentally friendly chemicals, and by using biodegradable soaps and detergents – tell visitors and staff why the enterprise is doing this and how it benefits the environment.
- f. Work with conservation authorities to ensure that visitors to natural heritage areas are aware of the impacts that they may have on the ecology of the area and how they should behave in order to minimise those impacts.
- g. Ensure that relevant members of staff are familiar with the issues and ways of avoiding environmental impacts – they should abide by the advice and communicate it to guests, and use the services of companies that abide by local environmental Best Practise.
- h. Do not market tourism resources to encourage tourists into ecologically sensitive areas which are vulnerable to irresponsible tourism practices, particular sports or recreational uses – discourage these activities (e.g. irresponsible 4x4 use, hunting, diving or sandboarding).

Annex B. Global Sustainable Tourism Criteria (STSC, 2008)

A. Demonstrate effective sustainable management.

- A.1. The company has implemented a long-term sustainability management system that is suitable to its reality and scale, and that considers environmental, sociocultural, quality, health, and safety issues.
- A.2. The company is in compliance with all relevant international or local legislation and regulations (including, among others, health, safety, labour, and environmental aspects).
- A.3. All personnel receive periodic training regarding their role in the management of environmental, sociocultural, health, and safety practices.
- A.4. Customer satisfaction is measured and corrective action taken where appropriate.
- A.5. Promotional materials are accurate and complete and do not promise more than can be delivered by the business.
- A.6. Design and construction of buildings and infrastructure:
- A.6.1. *comply with local zoning and protected or heritage area requirements;*
- A.6.2. *respect the natural or cultural heritage surroundings in siting, design, impact assessment, and land rights and acquisition;*
- A.6.3. *use locally appropriate principles of sustainable construction;*
- A.6.4. *provide access for persons with special needs.*
- A.7. Information about and interpretation of the natural surroundings, local culture, and cultural heritage is provided to customers, as well as explaining appropriate behaviour while visiting natural areas, living cultures, and cultural heritage sites.

B. Maximize social and economic benefits to the local community and minimize negative impacts.

- B.1. The company actively supports initiatives for social and infrastructure community development including, among others, education, health, and sanitation.
- B.2. Local residents are employed, including in management positions. Training is offered as necessary.
- B.3. Local and fair-trade services and goods are purchased by the business, where available.
- B.4. The company offers the means for local small entrepreneurs to develop and sell sustainable products that are based on the area's nature, history, and culture (including food and drink, crafts, performance arts, agricultural products, etc.).
- B.5. A code of conduct for activities in indigenous and local communities has been developed, with the consent of and in collaboration with the community.
- B.6. The company has implemented a policy against commercial exploitation, particularly of children and adolescents, including sexual exploitation.
- B.7. The company is equitable in hiring women and local minorities, including in management positions, while restraining child labour.
- B.8. The international or national legal protection of employees is respected, and employees are paid a living wage.

B.9. The activities of the company do not jeopardize the provision of basic services, such as water, energy, or sanitation, to neighbouring communities.

C. Maximize benefits to cultural heritage and minimize negative impacts.

C.1. The company follows established guidelines or a code of behaviour for visits to culturally or historically sensitive sites, in order to minimize visitor impact and maximize enjoyment.

C.2. Historical and archaeological artefacts are not sold, traded, or displayed, except as permitted by law.

C.3. The business contributes to the protection of local historical, archaeological, culturally, and spiritually important properties and sites, and does not impede access to them by local residents.

C.4. The business uses elements of local art, architecture, or cultural heritage in its operations, design, decoration, food, or shops; while respecting the intellectual property rights of local communities.

D. Maximize benefits to the environment and minimize negative impacts.

D.1. Conserving resources

D.1.1. Purchasing policy favours environmentally friendly products for building materials, capital goods, food, and consumables.

D.1.2. The purchase of disposable and consumable goods is measured, and the business actively seeks ways to reduce their use.

D.1.3. Energy consumption should be measured, sources indicated, and measures to decrease overall consumption should be adopted, while encouraging the use of renewable energy.

D.1.4. Water consumption should be measured, sources indicated, and measures to decrease overall consumption should be adopted.

D.2. Reducing pollution

D.2.1. Greenhouse gas emissions from all sources controlled by the business are measured, and procedures are implemented to reduce and offset them as a way to achieve climate neutrality.

D.2.2. Wastewater, including gray water, is treated effectively and reused where possible.

D.2.3. A solid waste management plan is implemented, with quantitative goals to minimize waste that is not reused or recycled.

D.2.4. The use of harmful substances, including pesticides, paints, swimming pool disinfectants, and cleaning materials, is minimized; substituted, when available, by innocuous products; and all chemical use is properly managed.

D.2.5. The business implements practices to reduce pollution from noise, light, runoff, erosion, ozone-depleting compounds, and air and soil contaminants.

D.3. Conserving biodiversity, ecosystems, and landscapes

D.3.1. Wildlife species are only harvested from the wild, consumed, displayed, sold, or internationally traded, as part of a regulated activity that ensures that their utilization is sustainable.

D.3.2. No captive wildlife is held, except for properly regulated activities, and living specimens of protected wildlife species are only kept by those authorized and suitably equipped to house and care for them.

- D.3.3. The business uses native species for landscaping and restoration, and takes measures to avoid the introduction of invasive alien species.
- D.3.4. The business contributes to the support of biodiversity conservation, including supporting natural protected areas and areas of high biodiversity value.

Interactions with wildlife must not produce adverse effects on the viability of populations in the wild; and any disturbance of natural ecosystems is minimized, rehabilitated, and there is a compensatory contribution to conservation management.
- D.3.5.