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An Initial Evaluation Framework for Responsible Tourism in Cape Town:

Based on a Case Study of the Cape Care Route



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Executive Summary

The potential for tourism to stimulate growth in the South African economy, create jobs and distribute the benefits of development equitably has been recognised by government, business and civil society. There is a growing trend worldwide towards a mode of tourism that is more socially, environmentally and economically responsible. The Department of Environmental Affairs and Tourism has committed itself to this notion of responsible tourism in the White Paper on the Development and Promotion of Tourism in South Africa (1996) and in the National Responsible Tourism Development Guidelines (2001). The City of Cape Town has been pioneering in its demonstration of responsible tourism in South Africa through its showcasing of the Cape Care Route. This route was developed for the Johannesburg World Summit on Sustainable Development.

While the Local Government Municipal Systems Act 32 of 2000 requires local authorities to "*set appropriate key performance indicators as a yardstick for measuring performance ... and highlight key issues*" (Ch 6 S41 (1)(2)), the appropriate tools and mechanisms are not yet in place to ensure that this growth and development are responsible and sustainable. The City of Cape Town approached the University of Cape Town's Environmental and Geographical Science Department for assistance in developing a monitoring and evaluation framework that would assist in managing their responsible tourism projects. Using the Cape Care Route as a case study for the development of this framework, the research team embarked upon a process of stakeholder engagement, field-testing, seeking expert advice and examining existing literature and policy in order to develop a monitoring and evaluation framework for the management of responsible tourism in the City of Cape Town.

The core of the research involved finding a set of indicators that are relevant to issues of responsibility in Cape Town. These indicators are couched within a management framework that encourages site and city managers to work together to define problem statements, establish baselines, set targets and appropriate time frames for achieving those targets, and design tools for collecting the data. This framework espouses a form of evaluation that is interactive, formative and utilisation focussed.

In order to establish the validity and reliability of the indicators for responsible tourism, the research team conducted a thorough survey of local, national and global literature and policy on responsible tourism and evaluation. The work and advice of Donna Podems, in particular, shaped the development of a framework that was examined by a range of academics and professionals in the field. Managers in the City of Cape Town's Environment and Planning Department and Western Cape Tourism then examined this framework before the indicators were field tested for reliability. The field-testing of the indicators confirmed their practicality and usefulness at a site level. However, because this is an initial attempt to operationalise the management of responsible tourism, it is acknowledged that the reliability of these indicators will be further strengthened through actual use over time.

While it is clear that such a framework depends on clear set of institutional arrangements in order to be effective, it was beyond the scope of this research to outline a possible organisational structure. However, it is suggested that through clear and effective communication, problems highlighted through monitoring and understood by evaluation can be dealt with through intervention strategies and capacity building. An M&E framework should not exist in a vacuum; thus a joint effort on the part of tourism sites, tourism operators, the responsible tourism office and other tourism departments is needed to create an effective M&E system.

The research recommends that an office be established in the appropriate structures of the City to manage a group of sites that have applied for "responsibility" rating, and for assistance from the City for marketing, training and infrastructure. Such an office would be the central hub around which tours could be organised, resources managed and assistance offered.

The framework thus covers monitoring for "responsibility" at three levels: at each site, for the group of sites managed by the City, and for the office itself. The monitoring and evaluation framework can be used as a management tool to highlight key issues for tourism in the City of Cape Town in order that tourism contributes to social upliftment, environmental integrity and economic development.

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Abbreviations

AIDS	Acquired Immunodeficiency Syndrome
BEE	Black Economic Empowerment
Ch	Chapter
COSATU	Congress of South African Trade Unions
DEA&T	Department of Environmental Affairs and Tourism
DFID	Department for International Development (United Kingdom)
FTTSA	Fair Trade in Tourism South Africa
HIV	Human Immunodeficiency Virus
IUCN	World Conservation Union
M&E	Monitoring and Evaluation
NEMA	National Environmental Management Act (107 of 1998)
NGO	Non-governmental Organisation (usually not for profit organisations)
OHS Act	Occupational Health and Safety Act
RDP	Reconstruction and Development Programme
S	Section
SAQA	South African Qualifications Authority
SMME	Small, medium and micro enterprises
TB	Tuberculosis
UN	United Nations
UNCED	United Nations Conference of Environment and Development
UNDP	United Nations Development Programme
UNEP	United Nations Environmental Programme
USAID	United States Agency for International Development
WSSD	World Summit on Sustainable Development
WTO	World Tourism Organisation
WTTC	World Travel and Tourism Council

1. Introduction

Tourism in South Africa is a rapidly growing industry, with the potential to create employment and generate income in a manner that is not detrimental to the environment. Over the past few years there has been an increasing awareness within the tourism industry about the importance of ensuring that this growth happens in a sustainable and responsible way.

In the 1996 White Paper on the Development and Promotion of Tourism in South Africa, the Department of Environmental Affairs and Tourism committed itself to the notion of responsible tourism, putting responsible tourism forward as:

... the key guiding principle for tourism development. Responsible tourism implies a proactive approach by tourism industry partners to develop, market and manage the tourism industry in a responsible manner... (DEA&T, 1996, S 3.4)

Likewise, the City of Cape Town regards the development of international and domestic tourism as an important part of the economic strategy for the province and is committed to doing this in a responsible and sustainable manner¹. This is evident in the provincial White Paper on Sustainable Tourism Development and Promotion in the Western Cape (2000), which echoes the basic principles of the 1996 National White Paper in its commitment to the development of responsible tourism.

In addition, the City of Cape Town (as a municipality) is required under the Local Government Municipal Systems Act 32 of 2000 "to provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities" (Preamble p. 2). It is also required to:

- *set appropriate key performance indicators as a yardstick for measuring performance ...with regard to the municipality's development priorities*

¹ Available [online]: City of Cape Town
http://www.capetown.gov.za/20030313_1_econdev/corebus/tourpromo.asp (Visited: 2/6/2003)

- *to set measurable performance targets with regard to each of those development priorities and objectives*
- *monitor performance*
- *measure and review performance at least once per year*
- *establish a process of regular reporting and*
- *the monitoring system must be devised in such a way that it may serve as an early warning indicator of under - performance.*

(Municipal Systems Act 32, Ch 6 S41 (1)(2), 2000)

The 1996 White Paper calls for responsible tourism in the tourism industry and in addition, the City of Cape Town is required, under the Municipal Systems Act, to develop a set of key performance indicators to report on and better manage all facets of municipal activity. Given these requirements, two important questions need to be asked:

- How should responsible tourism be defined?
- How can it be monitored and managed more effectively?

In an attempt to answer these questions and be compliant with the principles of the 1996 White Paper on Tourism and the Local Government: Municipal Systems Act 32 of 2000, the City of Cape Town approached the University of Cape Town's Environmental and Geographical Science Department for assistance in developing a monitoring and evaluation framework that would help manage responsible tourism in the City.

A team of researchers, registered for the Master of Philosophy course in Environmental Management at the University of Cape Town, have therefore developed a monitoring and evaluation framework for responsible tourism in Cape Town. The framework is intended to be a useful management tool to highlight key responsibility issues to enable the city to move towards greater social upliftment, economic development and environmental integrity through tourism.

Currently, responsible tourism is being showcased through the City of Cape Town's responsible tourism initiative: The Cape Care Route. For the purposes of this research, The Cape Care Route was used as a case study of responsible tourism against which the framework was tested. To ensure a holistic approach to the monitoring and evaluating of responsible tourism, the framework addresses responsibility at three levels, namely:

1. Individual sites
2. A collection of responsible tourism sites that may incorporate a responsible tourism route
3. The government department that will manage responsible tourism.

The following objectives were established in order to develop a reliable and practical monitoring and evaluation framework:

- To investigate the concepts, principles and guidelines of responsible tourism that have been developed over the past decade both locally and internationally
- To develop a monitoring and evaluation framework to manage responsible tourism in the City of Cape Town
- To test the monitoring and evaluation framework against a random sample of sites on the Cape Care Route
- To test the monitoring and evaluation framework with City managers and tourism departments.

This report describes how these objectives were achieved and presents the framework by:

- Describing the background to tourism in the Western Cape to establish the context in which the project is set
- Describing the methodology used throughout the project and the scope and limitations of the project to ensure credibility
- Defining responsible tourism and reviewing some of the most important international, national and local legislation and policy documents
- Briefly outlining the Cape Care Route in order to establish the context in which the framework was developed and validated

- Reviewing the literature on monitoring and evaluation, to ensure the framework is useful, appropriate and in line with current developments in this field
- Explaining how and by whom the framework can be used to assist with its implementation
- Explaining each of the indicators at a site and city level to establish and justify why they were selected, what assumptions were made and how they relate to an actual problem, baseline, target and result
- Discussing conclusions and recommendations related to the framework and the questions posed by the legislation described above.

1.1. Background

According to the Western Cape Tourism & Investment Trends (Grant Thornton Kessel Feinstein, 2001), the South African Travel and Tourism economy is estimated to account for 6,9% of South Africa's Gross Domestic Product and employ 6,6% of the country's formal workforce. A total of some 1,5 million overseas tourists visited South Africa during 2000, a 2,7% increase over 1999. The average annual growth in overseas arrivals between 1994 and 2000 was just over 8%.

It is estimated that the tourism industry in the Western Cape² accounts for approximately 9% of Gross Regional Product and employs 9% of the province's workforce. Tourism is viewed as the most significant growth sector of the provincial economy, currently contributing an estimated R7,7 billion to the gross regional (provincial) product. The tourism industry is a major growth sector as far as investment, employment and the diversification of services is concerned³.

Tourism forms an integral part of the provincial economy because the Western Cape is famous for its diversity of landscapes and flora, ranging from desert scenery on the Cape West Coast to the splendour of the Fynbos biome in the rugged mountainous profiles of the south-western Cape. The single most significant natural feature of the province is the occurrence of the Cape

² The City of Cape Town lies in the province of the Western Cape in the Republic of South Africa.

³ Available [online]: Department of Water Affairs and Forestry
<http://www.dwaf.gov.za/Forestry/Community%20Forestry/Where/Western%20Cape/>
(Visited 12/06/2003).

Floral Kingdom, the smallest of the world's six floral kingdoms. However, some of the environmental challenges facing the Western Cape include; invasive alien plants, depletion of water resources, air pollution, waste and urban sprawl. The Western Cape also faces many socio-economic challenges. Due to the legacy of apartheid, South Africa is characterised by imbalances in the distribution and management of its resources. The City of Cape Town is no exception. Improved services, poverty alleviation and the just distribution of resources are crucial preconditions for the achievement and maintenance of peace, security and economic development within the city (City of Cape Town, 2001).

Tourism relies heavily on the Western Cape's scenic beauty, the Cape Floral Kingdom and local culture for visitor attractions. As the most significant growth sector of the provincial economy, tourism has a role to play in conserving the natural beauty of the province as well as dealing with the environmental and socio-economic challenges facing the province. The important role that tourism has to play in conserving the environment and uplifting society has been further expanded upon through provincial and national white papers on tourism promotion and development. In order to ensure that the growth of tourism in the Western Cape is sustainable, responsible is required. These principles and concepts will be further discussed in section 2.

1.2. Methodology

In order to meet the objectives outlined in section 1, it was imperative that the evaluation framework was both valid and reliable.

***Validity** means that your definition matches the concept. It should refer to just that concept and not to something similar. If your definition is valid, you are measuring just what you intended to measure and not something else.*

***Reliability** or repeatability means that if you repeat your measurement or registration, the result will always be the same⁴.*

⁴ Available [online]: University of Art and Design Helsinki
<http://usuarios.iponet.es/casinada/arteolog/154.htm> (Visited 18/6/2003)

Validity in this instance was needed to ensure that the indicators actually measured what they were meant to measure. Reliability was important as the indicators needed to be repeated across a number of responsible tourism sites and the information collected needed to be the same. In order to achieve this, the researchers firstly needed to understand the background to responsible tourism and secondly, field-test the indicators and the framework. In order to understand the background to responsible tourism the researchers visited existing responsible tourism sites, reviewed literature and policy of responsible tourism and interviewed academics and experts on indicators. The M&E framework was then developed and field-tested with city and tourism managers and at responsible tourism sites.

In order to establish the validity and reliability of the M&E framework, the researchers undertook the following:

1. Site visits

An initial informal review of existing responsible tourism sites was conducted. These were sites on the Cape Care Route that have been advertised as adhering to the principles of responsible tourism (Chand and MEGA, 2002). This initial review was used by the team to familiarise themselves with the full range of projects that are advertised as examples of responsible tourism in Cape Town. These visits were undertaken to gain insight into the issues underlying the development of responsible tourism of the Cape Care Route and the collection of data for the M&E framework.

2. Identify stakeholders

The research team attended a workshop held for managers of existing responsible tourism sites. This was undertaken to identify the key stakeholders and to identify key issues in responsible tourism. The workshop further clarified the institutional arrangements for responsible tourism in the City of Cape Town.

The stakeholders present at the workshop included:

- The City of Cape Town: Environment Directorate, Department of Planning
- Cape Town Tourism
- Tour operators, such as Cape Capers and Sonke Tours
- Tourist site operators
- Tourism Consultants

These stakeholders identified the need for a designated office, a portfolio or position mandated to manage responsible tourism in Cape Town, as well as a set of readily usable management tools. Networking with these key stakeholders early in the process created buy-in for the project and established relationships between the team of researchers and the stakeholders. These stakeholders were consulted later in the process when the M&E framework needed to be field-tested.

3. Literature and policy review of responsible tourism

An extensive review of local and international guidelines and policies, both from local and national governments, as well as international agencies and organisations, served to define responsible tourism in Cape Town. This formed a basis for the development of the M&E indicators that help to operationalise the monitoring of responsible tourism. This was supported by a review of current literature on monitoring and evaluation systems and principles.

4. Interview academics and experts on indicators

In a process of building validity and credibility, a range of people were consulted on the M&E framework. Interviews and small workshops were held with academics from the University of Cape Town, organisational and evaluation developers, and local government officials. The researchers held interviews with Assoc Prof Sue Parnell and Prof Richard Fuggle of the Environmental and Geographical Science Department of the University of Cape Town, Paul Warmeant, an evaluation developer and Joanne Jackson of The City of Cape Town: Environment Directorate, Department of Planning. The interviews were each about an hour long and were semi-structured. Questions were asked about what other research was being

conducted in the field of monitoring and evaluation and how this research could add to this particular project. The researchers asked questions about monitoring and evaluation in projects, tourism in general and local government. The researchers asked further questions on what constituted responsible tourism and the type of indicators that should be used in an M&E framework for responsible tourism.

A small workshop took place with Ms Donna Podems, an expert in organisational development and evaluation. The workshop took 3 hours and was facilitated by Ms Podems and attended by all the researchers. Ms Podems firstly outlined monitoring and evaluation in an international context based on her work with international organisations. She then explained the need for different levels of indicators and that indicators needed to be framed within an M&E framework. The workshop was concluded with an interactive exercise that further explained M&E frameworks.

Through this process, the outline for the M&E framework for managing responsible tourism in the City of Cape Town was developed. The curriculum vitae of these academics and experts are summarised in Appendix A.

5. Developing indicators and the monitoring and evaluation framework

The research team was in a position to develop performance indicators for responsible tourism, once they had:

- Visited existing responsible tourism sites
- Read the literature on responsible tourism and monitoring and evaluation
- Interviewed academics and experts and attended a workshop on M&E.

The indicators that have been developed are situated within the M&E framework: each indicator is accompanied by its justification, motivation, applicability and limitations. This serves to strengthen the validity of the each indicator, as well as to make explicit the assumptions and values that we brought to the research.

6. Test framework with city and tourism managers

Once the initial M&E framework was developed, a group of key stakeholders were interviewed to strengthen the reliability and validity of the M&E framework. Seven stakeholders were identified during the initial workshop and included tourism experts, tourism practitioners and city managers:

- Dr Merle Sowman, Co-Director of the Environmental Evaluation Unit (EEU) at the University of Cape Town.
- Assoc Prof Sue Parnell, Associate Professor in the Environmental and Geographical Sciences at the University of Cape Town
- Carol Purnell, Operations Manager at Open Africa
- Steven Granger, Head of Department of Environmental Management at the City of Cape Town, Cape Metropolitan Administration
- Joanne Jackson, employed by the City of Cape Town as the Project Co-ordinator in the Environmental Management Department
- Robert Hicks, founder of Robford Tourism Planning Consultants
- Jurgens Schoemans, Tourism Development Manager for Western Cape Province.

The interviews lasted an hour, were structured and were attended by all the researchers. The interviews began with a brief introduction of the researchers and the project, the researchers then presented the M&E framework for discussion and finally reviewed the sub-level indicators that incorporated social upliftment, environmental integrity and economic development. The comments and suggestions from these stakeholders were incorporated into the M&E framework. The curriculum vitae of the experts interviewed, the agenda for the interviews and minutes of the interviews is covered in Appendix B.

7. Field test framework at responsible tourism sites

The M&E framework was field tested on four randomly selected responsible tourism sites on the Cape Care Route. The sites were selected through a stratified random selection. Firstly, all sites without an on-site manager were excluded (these included drive-by destinations). Secondly the sites were divided into the three route or area categories namely the Inner route

sites (four sites), the outer route sites (eight sites) and the southern route sites (four sites). One site was then randomly selected from the inner and southern route and two from the outer route. The sites that were selected were:

- Spier Wine Estate
- Edith Stephens Wetland Park
- Solole Game Reserve
- Manenberg Self Help Centre

Each of the four randomly selected sites on the Cape Care Route was interviewed with a semi-structured interview schedule. A preliminary questionnaire was completed to determine which of the indicators the site informants felt would be difficult to collect data on or was potentially problematic in any other way. Further questions were then asked to determine why and in what ways these indicators were problematic. The interviewers were encouraged to illicit additional feedback and insight into the validity of the proposed indicators. The discretion of the interviewers was necessary in making the questions appropriate and sensitive to the context. The interviewers worked from a common understanding of what terms meant and their intended use.

The relevance and validity of the M&E framework was examined and a balance between practicability and thoroughness produced a strong framework. A description of the sites where field-testing occurred, the filled in forms from the sites and the questionnaire is available in Appendix C.

8. Review and write-up

The product of this exercise takes the form of a final report and a presentation to the client, the City of Cape Town. It includes a description of the processes that produced the M&E framework, as well as the rationale and logic of each component. The report forms the basis of an initial investigation into an M&E framework for responsible tourism.

1.3. Scope and Limitations

The scope of this report is an initial investigation into an M&E framework, which is limited to the City of Cape Town. The report does not address the current institutional capacity and technological needs of the responsible tourism office nor the actual implementation of the framework. The report does however make certain recommendations as to how the framework should be used and by whom.

The framework will ensure that the right information is collected and monitoring and can be used as a diagnostic tool to highlight issues. However, once the M&E framework has highlighted a problem area, the report does not stipulate nor make recommendations on the type of interventions that would be required to address such a problem.

The current institutional arrangements for tourism in the Western Cape involves a complex set of relationships between government departments, parastatals, NGOs and private enterprises. Each government department and parastatal has its own mandate in terms of either tourism development or marketing. The focus of this study does not include an institutional analysis of tourism in Cape Town nor does it include how the data is to be collected or by whom.

The system that is presented here aims to establish a set of indicators that are relevant and applicable to responsible sites and to a responsible tourism office (that has yet to be established) in Cape Town. The City of Cape Town and its partners in responsible tourism will then be in a position to establish an office or position and refine the framework for implementation.

2. Defining Responsible Tourism

The following section looks at the emergence of sustainable and responsible tourism and establishes a definition for responsible tourism in Cape Town. It discusses some of the key documents and guiding principles that have been used to underpin the M&E framework.

Although an extensive and thorough literature review was done, only the literature that was most pertinent to the framework and relevant to the Western Cape is briefly discussed. This includes literature that was used and referenced in the establishment of the current responsible tourism route. The policies, legislation and other documents are from international, national and local sources.

International:

- The Fair Trade Initiative
- Agenda 21 for the Travel and Tourism Industry
- The Cape Town Declaration of 2002

National:

- The White Paper on the Development and Promotion of Tourism in South Africa of 1996
- The Responsible Tourism Guidelines of 2001

Local:

- The White Paper on Sustainable Tourism Development and Promotion in the Western Cape of 2001.

Before discussing this literature, it is important to establish a clear understanding of what responsible tourism means in the context of South Africa and more particularly Cape Town.

Towards a Definition:

According to the United Nations Environment Programme⁵ (UNEP), conventional tourism has undergone rapid change, as nature, culture, and heritage destinations have become key attractions. This change has increased the attention not only on the environment but also on the socio-economic aspects of tourism destinations. In an attempt to deal with these stresses, concepts such as eco-tourism, sustainable tourism and most recently responsible tourism have emerged.

Eco-tourism evolved during the environmental movement of the 1970s. It was initially used to describe nature-based travel to relatively undisturbed areas, the main focus being on conservation tourism. More recently, the eco-tourism industry has received much criticism and the term has lost some of its former popularity. It is now generally considered to be a component of sustainable tourism and focuses not only on conservation but on education and the well-being and inclusion of local communities (Holden, 2000).

Sustainable tourism is a legacy of the Rio Earth Summit held in 1992, and has been promoted by environmental activists. Ecotourism, adventure tourism, responsible tourism, for example, can be seen as subsets of sustainable tourism, which tends to be more general and overarching in its definition. Endicott (1997)⁶ defined 'sustainable tourism' as the most all-encompassing term of cultural, environmental and fiscal responsibility in the tourism industry as a whole. UNEP suggests that sustainable tourism must include optimum use of resources, including biological diversity; minimization of ecological, cultural and social impacts; and maximization of benefits to conservation and local communities.

Sustainable tourism⁷ is also quite often defined as being tourism which: "... meets the needs of present tourists and host regions while protecting and enhancing opportunities of the future..."

⁵ Available [online]: UNEP: <http://www.uneptie.org/pc/tourism/sust-tourism/about.htm> (Visited 27/03/2003)

⁶ Available [online]: Endicott M L (1997) Towards a definition www.green-travel.com/gtdef.htm (Visited 27/03/2003)

⁷ Available [online] World Tourism Organisation http://www.world-tourism.org/frameset/frame_sustainable.html (Visited 27/3/2003)

This definition is a direct adaptation of the Brundtland definition for sustainable development and is fairly open to many different interpretations.

Some organizations prefer to speak of sustainable development tourism, rather than sustainable tourism, for two main reasons:

- Sustainable tourism is not referring to the sustainability of a tourism destination or even to the industry as a whole, but rather to ensuring tourism happens in a way which is in line with sustainable development trends.
- Some aspects of tourism, such as long-haul air travel, may not be considered sustainable with current technologies and best practices.

Responsible tourism as defined by the National White Paper on the Development and Promotion on Tourism in South Africa (1996: 4) is:

Tourism that promotes responsibility to the environment through its sustainable use; responsibility to involve local communities in the tourism industry; responsibility for the safety and security of visitors and responsible government, employees, employers, unions and local communities.

Responsible tourism must therefore "benefit local populations economically and culturally to give them incentives to protect the natural resources which create the attraction" (National White Paper on the Development and Promotion on Tourism, 1996:16). It includes, social, environmental, economic and often institutional elements of tourism, with an emphasis on social and economic equity.

The use of various terms used to depict sustainable and responsible tourism tend to create confusion. Although responsible tourism can be seen as a subset of sustainable tourism, there are many similarities and overlaps between their definitions and they are sometimes used interchangeably. Endicott (1997)⁸ states that the main difference between sustainable tourism and responsible tourism is that 'responsible tourism' was originally used by social activists and

⁸ Available [online]: Endicott M L (1997) Towards a definition www.green-travel.com/gtdef.htm (visited 27/03/2003)

humanitarians when referring to socially and culturally responsible tourism, often without a natural environment component. The principles of sustainable development that have begun to influence worldviews emphasise the need to integrate the environment, social and economic sectors. As a result the definition of responsible tourism has changed to incorporate this thinking and includes all three of the sectors of sustainable development.

Given this understanding of responsible tourism, some of the most important documents, guidelines and principles that were used as a basis for this evaluation framework are briefly outlined below.

2.1. Fair Trade Initiative

The international Fair Trade Movement is an initiative driven by people all over the world working to address inequalities built into the way international trade is carried out. To date, Fair Trade has focussed on awareness-raising, ethical trading partnerships and the creation of Fair Trade labels. The market for Fair Trade products is rapidly growing internationally, including the demand for Fair Tourism 'products'⁹.

Fair Trade in Tourism South Africa (FTTSA), an independent initiative of the World Conservation Union (IUCN), is involved in "ensuring that the most disadvantaged communities involved in tourism receive their fair share of tourism revenue and other benefits." They are working towards "equitable and sustainable growth and development in South Africa⁸." To achieve this they have developed a 'Fair Trade in Tourism' trademark.

The principles that the Fair Trade in Tourism Trademark are based on:

- Fair share, where all participants involved in a tourism activity get their fair share of the income
- Democracy, involving people in decision that concern them
- Respect, for host communities and visitors

⁹ Available [online]: Fair Trade in Tourism <http://www.fairtourismsa.org.za/aboutus/index.html> (visited 27/3/2003)

- Reliability, services delivered should be reliable and safe
- Transparency, tourism should establish mechanisms of accountability
- Sustainability, tourism should strive to be sustainable¹⁰.

With its roots in an economic trade initiative, it follows that the underlying thrust of FTSA is one of economic equity. Community-based tourism has been much discussed since the early 1990s and the idea has held much appeal as it provides potential opportunity for creating sustainable incomes in developing countries. Thus FTSA promotes the fair sharing of economic benefits and also addresses social concerns such as democracy, respect and dignity. However, environmental concerns are largely excluded. The approach FTSA has adopted encourages and publicises fair and responsible tourism through the creation of a trademark, based on certain criteria, which is rigorously monitored by FTSA staff.

2.2. Agenda 21 for the Travel and Tourism Industry (1996)

In 1996 three international organisations - the World Travel and Tourism Council (WTTC), the World Tourism Organisation (WTO) and the Earth Council, were involved in developing 'Agenda 21 for the Travel & Tourism Industry: Towards Environmentally Sustainable Development'. It is a comprehensive programme of action that was adopted by 182 governments at the United Nations Conference on Environment and Development (UNCED), 1992. Agenda 21 was the first document of its kind to achieve international consensus, and its purpose is to provide a blueprint for securing a sustainable future. It identifies the environment and development issues which threaten to bring about negative economic and ecological impacts and presents a strategy for transition to more sustainable development practices¹¹.

The Agenda 21 for the Travel and Tourism Industry (1996) document contains priority areas for action with defined objectives and suggested steps to be taken to achieve them. The document emphasises the importance of the partnerships between government, industry and non-

¹⁰ Sustainability as defined here includes: increased knowledge, improved use of available resources, economic viability, reduction of leakages, support of historically disadvantaged entrepreneurs.

¹¹ Available [online] World Travel and Tourism Council (WTTC)
<http://www.wttc.org/promote/agenda21.htm> (Visited 27/03/2003)

government organisations, analyses the strategic and economic importance of travel and tourism and tries to demonstrate the benefits in making the industry sustainable¹².

The framework for sustainable development in the tourism industry established in the document is based on the following guiding principles:

- Travel & Tourism should assist people in leading healthy and productive lives in harmony with nature
- Travel & Tourism should contribute to the conservation, protection and restoration of the earth's ecosystem
- Travel & Tourism should be based upon sustainable patterns of production and consumption
- Travel & Tourism, peace, development and environmental protection are interdependent
- Protectionism in trade in Travel & Tourism services should be halted or reversed
- Environmental protection should constitute an integral part of the tourism development process
- Tourism development issues should be handled with the participation of concerned citizens, with planning decisions being adopted at local level
- Nations shall warn one another of natural disasters that could affect tourists or tourist areas
- Travel & Tourism should use its capacity to create employment for women and indigenous peoples to the fullest extent
- Tourism development should recognize and support the identity, culture and interests of indigenous peoples
- International laws protecting the environment should be respected by the Travel & Tourism industry¹³.

One of the aims, is for tourism companies and destinations "to establish systems and procedures to incorporate sustainable development issues as part of the core management

¹² Available [online] Responsible Tourism Site <http://www.responsibletravel.com/agenda21.htm> (Visited 27/03/2003)

¹³ Available [online] World Travel and Tourism Council (WTTC) <http://www.wttc.org/promote/agenda21.htm> (Visited 27/03/2003)

function and to identify actions needed to bring sustainable tourism into being¹⁴." The document sets ten priority areas of action for these tourism destinations:

- Waste minimization, reuse and recycling
- Energy efficiency, conservation and management
- Management of fresh water resources
- Waste water management
- Hazardous substances
- Transport
- Land-use planning and management
- Involving staff, customers, communities in environmental issues
- Design for sustainability
- Partnerships for sustainable development.¹⁵

2.3. The Cape Town Declaration

The Cape Town Declaration of August 2002 emerged from the international conference on 'Responsible Tourism in Destinations' held in Cape Town in 2002. Tour operators, emerging entrepreneurs in the tourism industry, national parks, provincial conservation authorities, all spheres of government, tourism professionals, tourism authorities, NGO's and other tourism stakeholders from 20 countries were represented at the conference. The document recognises the importance of responsible tourism and the strengths of the Responsible Tourism Guidelines of South Africa (International Centre for Responsible Tourism, 2002).

It does not try to define responsible tourism, but recognises that it takes many forms and characteristics which:

- Minimises negative economic, environmental, and social impacts
- Generates greater economic benefits for local people and enhances the well-being of host communities, improves working conditions and access to the industry

¹⁴ Available [online] World Travel and Tourism Council (WTTC)
<http://www.wttc.org/promote/agenda21.htm> (Visited 27/03/2003)

¹⁵ *Ibid.*

- Involves local people in decisions that affect their lives and life chances
- Makes positive contributions to the conservation of natural and cultural heritage, to the maintenance of the world's diversity
- Provides more enjoyable experiences for tourists through more meaningful connections with local people, and a greater understanding of local culture, social and environmental issues
- Provides access for physically challenged people
- Is culturally sensitive, engenders respect between tourists and hosts, and builds local pride and confidence.

(International Centre for Responsible Tourism, 2002)

The Cape Town Declaration identifies guiding principles for economic, social and environmental responsibility.

2.4. White Paper on the Development and Promotion of Tourism in South Africa (1996)

The South African government has identified tourism as a priority sector for national economic growth and development. The White Paper on the Development and Promotion of Tourism, produced by the Department of Environmental Affairs and Tourism in 1996, provides the policy framework for this development. It recognises that the concept of 'responsible tourism' is the most appropriate concept for the development of tourism in South Africa and proposes that responsible tourism be the key guiding principle for the sector. (DEAT, 1996: S3.4)

The White Paper is an extensive overarching document, which has included, environmental, social and economic concerns. It identifies the following as key elements of responsible tourism:

- Avoid waste and over-consumption
- Use local resources sustainably
- Maintain and encourage natural, economic, social and cultural diversity
- Be sensitive to the host culture
- Involve the local community in planning and decision-making

- Assess environmental, social and economic impacts as a prerequisite to developing tourism
- Ensure communities are involved in and benefit from tourism
- Market tourism that is responsible, respecting local, natural and cultural environments.

(DEAT, 1996: S3.4)

The document is supportive of the Fair Trade in Tourism Movement, highlighting the potential of the tourism industry to create jobs, and promote black economic empowerment and small, medium and micro enterprise development.

2.5. The Responsible Tourism Guidelines (2002)

The Responsible Tourism Guidelines were developed by the Department of Environmental Affairs and Tourism in 2002 to provide guidance to the tourism industry nationally. The intention to assist tourism destinations and organisations in their progress towards responsible tourism, as set out in the 1996 White Paper on the Development and Promotion of Tourism in South Africa¹⁶.

The Guidelines consist of three inter-related sets of guiding principles, objectives and indicators organised into the "triple bottom line" categories of sustainable development; social, environmental and economic responsibility. The intention is that specific organisations or destinations will select the appropriate objectives themselves, based on this "menu of opportunities"¹⁴. One of the main purposes of the guidelines is to avoid unsubstantiated claims of responsibility.

The guidelines are helpful in that they give tour operators and managers at destinations an idea of various ways responsible tourism commitments can be met however, they do not establish indicators. Each section has a list of objectives and "indicators" but these are framed as general objectives, not measurable indicators¹⁷. For example,

¹⁶ Available [online]: Dr D J Kotze. 2002. Background to the Responsible Tourism Guidelines http://www.environment.gov.za/Documents/Documents/RespTourGuide_background_13052002.htm (Visited 27/03/2003)

¹⁷ See section 5

1.1.3 (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 enterprises¹⁸.

The guidelines highlight the following aspects of responsible tourism :

Economic

- Assess economic impacts as a pre-requisite to developing tourism
- Maximising local economic benefits – increasing linkages and reducing leakages
- Ensure communities are involved in and benefit from tourism
- Marketing & Product Development
- Equitable Business

Social

- Involve the local community in planning and decision-making
- Assess social impacts as a prerequisite to developing tourism
- Maintain and encourage social and cultural diversity
- Be sensitive to the host culture

Environmental

- Assess environmental impacts as a prerequisite to developing tourism
- Use local resources sustainably, avoid waste and over-consumption
- Maintain and encourage natural diversity

2.6. White Paper on Sustainable Tourism Development and Promotion in the Western Cape (2001)

The White Paper on Sustainable Tourism Development and Promotion in the Western Cape was developed by the Department of Economic Affairs, Agriculture and Tourism in the Western Cape in March 2001. It is based on the goals of Reconstruction and Development Programme and the Western Cape government's economic growth and development strategy. It draws on principles

¹⁸ An indicator of this would have to be measurable and could be presented as the 'number of partnerships established with local community in a year.'

from the National White Paper of 1996 and its purpose is to help achieve long-term sustainable tourism growth in the Western Cape.

The vision established in the White Paper is: to make Western Cape renowned as a premium world tourism area by 2010." (Department of Economic Affairs, Agriculture and Tourism, 2001: S3.1) The fundamental principles identified in the paper are that tourism should be market-driven and that the needs, requirements and travel patterns of consumers must be instrumental in directing the development of the industry. At the same time, a responsible and sustainable development philosophy is emphasised, based on the principles of social equity, environmental integrity, economic empowerment, co-operation and partnership and sustainability.

This White Paper is ambitious in what it sets out to do by trying to reconcile a purely market-driven, economic approach with principles of environmental integrity and social upliftment. The result is that the objectives and strategies tend to be broad and general and when implemented, it is likely conflicts will arise. For example Strategy 4 states that compulsory registration will be legislated and Strategy 12 of the need to keep the industry market-driven and "as free from unnecessary regulation as possible" (Department of Economic Affairs, Agriculture and Tourism, 2001: S5).

While it is clear that the White Paper is hoping to seek a balance between all these different approaches and be all-inclusive, it can be confusing and unclear as to what is actually required. Nonetheless, the paper provides useful ideas and strategies particularly at a city management level. It includes strategies for effective marketing and promotion, training in the tourism sector, pricing, safety and security and infrastructure.

2.7. Summary of Responsible Tourism Literature

In summary, it is evident from the literature that the most important considerations for responsible tourism in Cape Town include:

- Attempts to prevent or minimise negative social impacts on local communities

- Taking every possible precaution is taken to reduce the effect of the industry on tourism on the natural environment.
- Ensuring that tourism destinations work well and make a profit. In order to survive and attract tourists destinations must provide a good tourism package or experience and service must be of a high standard
- Ensure that the benefits of tourism are fairly distributed.

Although the literature contains sound guidelines and principles for responsible tourism, tourism sites and institutions may have difficulty putting these principles into operation because key problems have not been identified and baselines and targets have not been set. This M&E framework for responsible tourism in the City of Cape Town seeks to address these limitations. It will therefore assist in the implementation and monitoring of these principles, objectives and guidelines.

3. The 'Cape Care Route: The Trail of Two Cities'

The 'Cape Care Route' was developed by the City of Cape Town in response to the World Summit on Sustainable Development (WSSD), which was held in Johannesburg in August 2002. The aim was to develop a route that would coincide with the WSSD and focus on sustainable development issues. One of the motivating factors was that the City of Cape Town wanted to ensure that Cape Town gained longstanding benefits from its involvement with the WSSD (Chand and MEGA, 2002).

The primary objective of the route is to provide tourists with a different experience of Cape Town – showing them how the people of Cape Town are dealing with sustainable development issues. A principle that was applied to the route was that all participants "need to adhere to the principles of Fair Trade and Responsible Tourism" (Chand and MEGA, 2002: 2).

Given this objective the basic concept is that each destination has to demonstrate at least one "brown" or social aspect and one "green" or biophysical aspect of sustainable development.

The underlying principles which all sites on the route have to adhere to include:

- A focus on at least one 'brown' and one 'green' issue to be included in the route.
- The community where the project is located needs to participate in/ have ownership / be driving the process
- Sites need to be tourist ready or at least tourist friendly
- The sites need to be sustainable – could be emerging / in development (Chand and MEGA, 2002).

Currently the route comprises of 21 sites that have been divided into three itineraries namely the Inner Cape Town Route, the Outer Cape Town Route and the Southern Cape Town Route. Sixteen of the destinations are sites that are visited and five are drive-by points of interest.

The Cape Care Route followed the 'Open Africa process'¹⁹ in an attempt to be as inclusive and as participatory as possible in its design and choice of sites. The executive summary report and supporting documents referred to principles of sustainable development, Fair Trade and Responsible Tourism.

The initial set of sites that were identified for the Cape Care Route were drawn from:

- the list developed through the Open Africa Process
- conversations with a few organisations
- information from the City of Cape Town
- the consultants own knowledge
- response to a newspaper advertisement.

(Chand and MEGA, 2002: 2)

Projects were identified based on principles of sustainability, those being 'green' and 'brown'. From this, a shortlist of projects was selected based on the following factors:

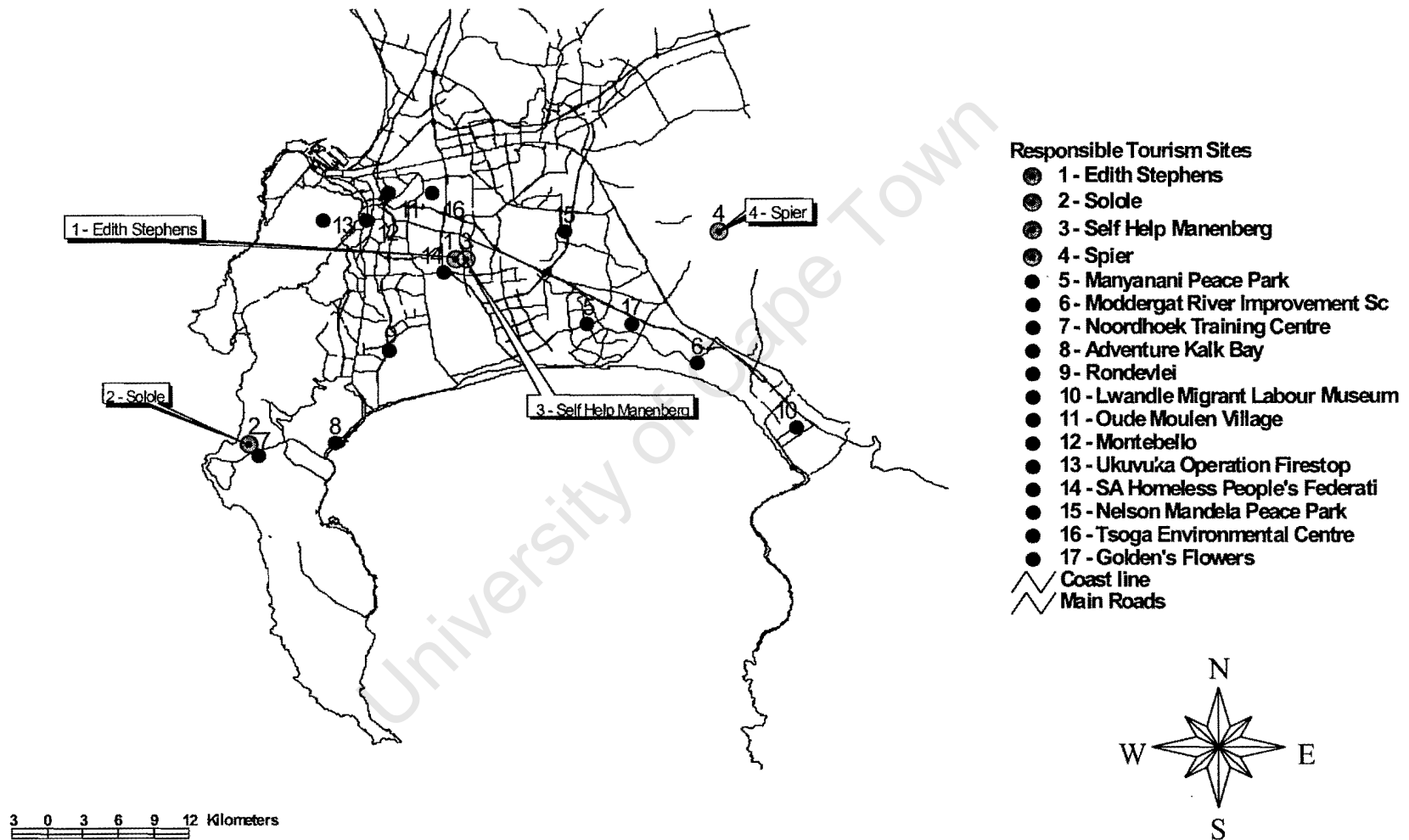
- Geographical location
- A combination of projects that demonstrate different facets of sustainable development (from the institution's point of view)
- Interest value such as an interesting story, background or history (based on the consultant's own judgement)
- Demonstration of sustainable development issues, that is, at least one 'green' and one 'brown' issue
- Mix of project owners or initiators, that is, projects initiated by communities, the public sector, non-government organisations, small business and large business organisations and partnerships (from the City's point of view)
- Level of readiness (for launch phase).

¹⁹ Open Africa is a foundation established in 1995 by a group of scientists, businesspeople, tourism experts, sociologists and conservationists, with the objective of optimizing tourism, job creation and conservation in Africa. (de Villiers, 2002) The "process" is the process of developing tourism routes.

The Cape Care Route is currently in a pilot phase and so expectedly is experiencing some management and organisational difficulties. (Cape Care Route Workshop, *pers comm*, 2003) Despite this however, it served as a reasonable case study against which the M&E framework could be tested. This was due to the fact that it is based on, and is trying to achieve similar values and objectives as those outlined for responsible tourism above.

University of Cape Town

Figure 1: Map of Responsible Tourism Sites in Cape Town



4. Literature Review of Monitoring and Evaluation

4.1. Overview

A review of current literature on evaluation forms the basis for the methodology employed in this research. A number of forms and approaches were explored that appeared most appropriate to the research, as well as a process for choosing and validating indicators.

Questions typically posed in evaluation include "how good is this programme?" and "did the programme work?". However, Michael Scriven, at the 1995 International Evaluation Conference described an expanded range of activities to address questions such as:

- What is needed?
- What are the components of this programme and how do they relate to each other?
- What is happening in this programme?
- How is the programme performing on a continuous basis?
- How could we improve this programme?
- How could we repeat the success of this programme elsewhere?

(Scriven, 1995, in Owen and Rogers, 1999: 6)

These kinds of questions extend beyond the conventional goal of evaluation, which is to assess programme impact, to a form of evaluation that is more concerned with continuous programme implementation (Owen and Rogers, 1999). This style of evaluation embraces development theory in its implicit concern with issues of capacity building and working with limited resources. This is expressed by the term 'programme monitoring'. Thus, formative 'monitoring and evaluation' aims for continual improvement.

House (1993) suggests an approach to evaluation that captures these principles:

Collecting data, including relevant variables and standards, resolving inconsistencies in the values, clarifying misunderstandings and misrepresentations, rectifying false facts and factual assumptions, distinguishing between wants and needs, identifying all relevant dimensions of merit, finding appropriate measures for these dimensions, weighting the dimensions, validating the standards, and arriving at an evaluative conclusion. (House, 1993: 5)

Typically, evaluation processes include negotiating an evaluation plan, collecting and analysing evidence to produce findings, disseminating the findings to identified audiences for use in describing or understanding an evaluation and making judgements and/or decisions related to that evaluation. Evaluation findings can include evidence, conclusions, judgements and recommendations. However, evaluations vary in the degree to which they provide these key knowledge products. They also vary in the degree to which audiences are involved in producing this knowledge (Owen and Rogers, 1999). Fournier (1997) describes the logic behind evaluation as establishing criteria, constructing standards, measuring performance and comparing with standards, and synthesising and integrating evidence into a judgement of worth. This general logic applies to most evaluation processes, while the flavour and style of each is different.

The M&E framework developed for Responsible Tourism in Cape Town aims to embody some of the processes described above. Identifying key issues relevant to the site and establishing meaningful targets should be negotiated between the office and the site (see Section 5); who collects and analyses data should be decided jointly by the tourism site and the office. The data provided by the monitoring and evaluation processes should help the sites to improve their own practice, as well as help the office for responsible tourism make management decisions.

4.2. Forms and approaches

The objectives of an evaluation may include programmes, policies, organisations, products, or individuals. The approach of the evaluation may vary, and may be objectives-based, needs-based, or goal-free. Different approaches may be matched with a particular form of evaluation that is most appropriate to the context. The monitoring and evaluation framework that has been developed in this study uses of a number of elements from the approaches described below.

Owen and Rogers (1999) describe interactive forms of evaluation that provide information about delivery or implementation of a programme. They are concerned with documentation or incremental improvement of an innovation or establishing what is happening to help staff to understand more fully how and why a programme operates in a given way (*ibid.*).

Interactive evaluations provide findings and facilitate learning and decision-making, and support programmes that are constantly evolving. Such a form provides information oriented towards improving the programme – thus, it has a strong *formative* flavour – it helps to *form* the shape the programme. In contrast, impact evaluations assess the impact of a settled programme. They assume a logical end-point for analysis. Impact evaluations are useful when making a decision about the merit or worth of a programme, and therefore assist with decisions about whether to cut the programme or adopt another in its place. They are often used to justify expenditure, and are thus *summative* in nature (Owen and Rogers, 1999).

In contrast to interactive and impact evaluations, monitoring systems are useful for established and ongoing projects or programmes, and single or multiple sites. Monitoring is necessary as an indication of the success of the programme or its components. It generally involves developing a system of regular monitoring of the progress of the programme through the use of performance indicators, which can be both qualitative and quantitative. Monitoring assists with day-to-day decision, and helps to compile data for larger evaluations. However, contextual knowledge is often needed

to provide valid and useful findings (Rossi and Freeman 1993; Patton 1997; Owen and Rogers 1999).

While a range of styles, forms and approaches of evaluation exist, the most appropriate elements of the approaches described above were chosen to form the basis of the framework that the research team has developed for use by an office in charge of responsible tourism. Thus, the framework should be implemented interactively, so that all stakeholders are actively engaged in data collection, analysis and decision making. It should maintain a formative stance that relies on a system of regular monitoring. This will help in the day-to-day management of the office, as well as build credibility and validity in the eyes of the tourists making decisions about what destinations to visit.

4.3. Choosing Indicators

A crucial part of programme monitoring is finding, choosing and designing indicators that are valid and reliable. There is much confusion around what indicators are.

An indicator is 'a unit of information measured over time that is used to document changes in a specific condition' (Margoluis et al, 1998).

Once the starting point of the project or programme is determined, and its intended results clarified, the next step is to develop specific indicators for each piece of information that is needed to manage the project. It is necessary to have clear and measurable results in order to have useful indicators. Indicators are developed only after a clear problem, baseline, target, result, time-frame, beneficiary group and the intervention have been identified (Podems, 2001).

There are many different types of indicators. Some of these include availability, relevance, accessibility, utilization, coverage, quality, effort, efficiency, input, output, outcome and impact. Indicators are quantitative or qualitative statements that can be used to describe changes or trends over a period of time. The framework developed here makes use of output indicators at the level of the tourist destinations, while

outcome indicators are used to help the new Office of Responsible Tourism manage the collection of sites and its own activities. Proxy indicators are substitute indicators that are used when an indicator cannot be directly measured or assessed (Podems, 2001). Where necessary, proxy indicators have been used that are practical in application while attempting to be valid in their assumptions.

4.4. Validating Indicators

An indicator should be validated in two ways: 'in the office' and 'in the field'. During validation 'in the office', the indicator should be judged against set criteria by a group of people that includes technical advisors, management, M&E specialists and lay people. The following are suggested validation criteria:

- Measurable – can be recorded and analysed in quantitative or qualitative terms
- Precise – the definition is exact, understood and agreed upon by everyone involved
- Consistent – it does not change over time so that is always measuring the same phenomena
- Sensitive – changes proportionately in response to actual changes in the condition or time being measured
- Practical – gathering the necessary data is feasible
- Unidimensional – only measures one thing
- Cost – the cost of data collection and analysis is plausible (Patton, 2002; Podems, 2001).

Once the indicator has been validated through this participatory process, it should be field-tested. Field tests may show problems with the indicator that were unanticipated (Podems, 2001, Patton, 2002). The methodology employed by the research group aimed at validating the indicators both in the office and in the field.

The research team thus made use of an interactive approach that was formative in its emphasis and aimed at producing a management tool that is useful and efficient.

5. The Monitoring and Evaluation Framework Overview:

Under the Municipal Systems Act 32 of 2000, local government is required to monitor and report on all activities and measures they undertake (Granger *pers. comm.* 2003). The City of Cape Town had recently established the Cape Care Route and thus approached the Environmental and Geographical Sciences Department at the University of Cape Town to develop a monitoring and evaluation framework to assess responsible tourism in the City.

The combination of the literature and policy review, consultation with experts on indicators and meetings with various stakeholders and sites all provided tri-angulation, which served to strengthen M&E framework. The methodology has been described in detail in Section 1. The purpose of this section is to highlight the findings of the interviews with academics and experts on indicators, understand the process of developing indicators and the M&E framework, and to discuss comments from the city and tourism managers. The next phase of testing the framework at responsible tourism sites will be covered in Section 6 below.

Interviews with academics and experts on indicators

The research team immersed themselves in relevant literature and research papers on indicators and tourism, national and international tourism policies, and an extensive internet search. It was important that they developed a good understanding and base from which to develop the M&E framework.

Once the literature and policy review had been completed, extensive research and consultation with experts was undertaken to get a better understanding of what criteria should be used in the selection of indicators and how indicators fit within a monitoring and evaluation system. A number of meetings were held with various experts, which included academics and consultants to ascertain what an indicator is and how it can be

used. These meetings played a crucial role in shaping the type of framework that was finally developed.

Professor Fuggle (*pers. comm.*, 2003) highlighted the difficulties with working with indicators. He mentioned that it would be difficult to obtain information related to socio-economic issues. In many cases it was important to either relate the indicators to the policies in place or to nominate proxy indicators. He also mentioned that perhaps it would be necessary to look at a weighting system for the indicators if they are to be used for evaluation. In this regard, research by Shippey (2001) was reviewed. Shippey used a barometer of indicators to measure outcomes and thus assess the state of the environment. It was also discovered that Mr Paul Warmeant was completing similar research in 'sustainable tourism indicators'. The issue of a grading system was also raised during the discussions with Associate Prof. Parnell and Dr Sowman (*pers. comm.*, 2003). It was recommended by Parnell that the framework be used as a diagnostic monitoring tool. Parnell and Sowman stressed the importance of ensuring that this M&E framework is relevant in a development context (*pers. comm.*, 2003). Many of the potential and existing responsible tourism destinations are new tourist destinations in previously disadvantaged areas, where resources, capacity and skills are scarce.

The research team agreed that this framework must not be viewed as a grading framework by which sites are measured and either pass or fail. It must rather seek to facilitate continual improvement starting from what already exists. It should be used by the site and city managers to identify problem areas so that resources, training and capacity building can be directed in the best possible manner. It was thus decided that this project would identify indicators and develop a practical monitoring and evaluation framework. The development of a weighting system can be completed as a next phase of this framework, if required.

Developing indicators and the monitoring and evaluation framework

The next important step was to develop the monitoring and evaluation framework and indicators that can be used in the context of responsible tourism in Cape Town. The basic framework that was used was developed by Donna Podems in the context of

USAID, DFID, World Bank and other agencies' performance monitoring plan requirements, and continues to be refined and applied to development programmes around the world (Podems, 2001). The framework is prefaced by the motivation, which includes the justification, applicability, and limitation of each performance indicator. The framework thus consists of defining the problem, setting a baseline, stating the performance indicator, setting a target, stating the desired result, the tool and the time frame, as follows:

Motivation: The motivation and justification of each indicator is framed in either a legislative context or in terms of local or international principles and guidelines. These laws and guidelines have been used to define problems and develop indicators. The applicability and limitation of each indicator has been field-tested at randomly selected routes on the Cape Care Route.

Problem: Interventions need to have a clear programme logic that makes reliable assumptions and connections between large, 'global' goals like guidelines and principles and practical on-the-ground actions. Clearly laying out a succinct and definable problem that is to be addressed helps to ensure that appropriate actions are taken and achievable targets are set.

Baseline: In order to determine if an action is effective, progress needs to be measured against a baseline state. It is important that the correct baseline is being measured, and is aligned with the target. The baseline state usually involves quantifying the current "state of play."

Indicator: A performance indicator is a measurement of an objective; it tells you how you are doing and the direction in which you are moving. Should a specific indicator show that something is wrong, an evaluation can be undertaken to assess the reasons behind the change in situation and how to redress those changes.

Target: The target must relate to the problem statement and baseline. It must be achievable, practical, and exist within a timeframe. The target is the quantifiable position that could be achieved at a site.

Result: The desired result is related directly to the problem statement.

Tool: An appropriate tool must be used to collect data for the indicators. For example, in order to measure the number of visitors, a visitor's book could be used as a tool to measure visitor numbers. (Please refer to Section 5.2 and Section 11)

Time: The Municipal Systems Act 32 of 2000 requires that monitoring occur every year. This time frame has been used in this framework.

During consultations on the M&E framework Ms Podems stressed that indicators chosen to monitor responsible tourism at a site level would be different to those at a tour operator level or local government level (Podems *pers. comm.*, 2003). For example, at a site level it would be possible to measure the number of black women in employment, but at a higher city level indicator it would be necessary to evaluate the city with regards to gender equity and affirmative action. Thus, while interventions to make tourism more responsible could be made at each of these levels, the nature of these interventions will differ, as will the information needed. The M&E framework presented here therefore is aimed primarily at:

➤ **site level:**

The framework is a tool for directing the efforts of individual sites towards becoming more responsible. Sites themselves can use this tool to pinpoint areas for improvement. The responsible tourism office or manager could also use the information to pinpoint specific issues that need attention at each site. They would then be able to intervene at certain sites, or mobilise resources that a site needs in order to become more responsible.

➤ **the city level: for its projects**

The responsible tourism office can use the M&E system to indicate how its projects are performing collectively. Information produced by the site level monitoring systems will allow the responsible tourism office to plan around key issues and make informed management decisions on where to direct resources, training and capacity building. For example, in education and awareness programmes, equity in management, or recycling measures.

➤ **the city level: for its own management**

Some issues require action by the responsible tourism office at a city level if tourism in Cape Town is to become more responsible. As a way of assessing its own performance, issues specific to the responsible tourism office also need to be outlined with a clear baseline, target, indicator, and result. These include infrastructure, marketing, financial support and public - private partnerships.

Testing the framework with city and tourism managers

In order to test the M&E framework, meetings were held with academics, consultants, and local and provincial government. Each person was given a description of the project, a diagram of the levels of indicators and a detailed explanation of the M&E framework.

A view that arose out of a few of the interviews was the importance of including a section in the M&E framework on the roles and responsibilities of the office that would be responsible for the implementation and application of the framework. It was recommended that this section address issues such as institutional capacity (Parnell *pers. comm.*, 2003). While the research team designed the framework with an emphasis on practicality, institutional arrangements were not addressed. This section was excluded as it was not within the scope of this study and because the tourism structures in the Western Cape are currently in transition (Granger *pers. comm.*, 2003; Schoeman *pers. comm.* 2003).

The Municipal Systems Act 32 of 2000 clearly states that measurement, monitoring, reporting and highlighting of under-performance should occur every year. However, the capacity of the site and the responsible tourism office may be limited. Parnell and Sowman (*pers. comm., 2003*) suggest that perhaps a few key "signal" indicators should be used. It is thus suggested that a set of three to six key indicators be used to assess the "most important indicators" once every six months or every year. The sites can identify these key indicators, as they would probably be site-specific. A complete monitoring and evaluation might only occur every two years.

Parnell (*pers. comm., 2003*) highlighted the fact that there is much literature on principles, guidelines and objectives for responsible tourism, none of which suggest what information is needed or how it could be used. The M&E framework thus attempts to make these guidelines and principles useful and easy to implement.

6. Site Monitoring and Evaluation Framework

The first section of the M&E framework focuses on site-level monitoring. The team of researchers developed a set of indicators based on the literature discussed in Section 2 and using the framework outlined above, in Section 5. In the development of the indicators emphasis was placed on ensuring that the indicators were appropriate to the Western Cape, practical and useful. A balance was sought between academic thoroughness and practicality.

To validate the indicators and test their relevance, the research team conducted interviews with eight experts in the field including academics, professionals and city managers. To establish the practicality of the indicators and establish the potential capacity at the sites for gathering information, additional testing was conducted with the managers at four randomly selected sites on the Cape Care Route

Interviews with academics, professionals and city managers²⁰:

All of the experts consulted agreed that most of the indicators developed would adequately measure what they intended to measure and not something else. However, the interviews revealed many useful insights and highlighted some omissions that helped to strengthen the framework.

Dr Merle Sowman and Stephen Granger both pointed out the need to include the protection of important heritage sites. The importance of heritage was again emphasised by Jurgen Schoeman who said that one of Western Cape Tourism's marketing strategies was to package and promote 'heritage tourism' in the Western Cape (Granger *pers. comm.*, 2003; Schoeman *pers. comm.*, 2003; Sowman *pers. comm.*, 2003). Heritage was therefore included as an indicator under 'conservation of resources'.

²⁰ For a more detailed description of the methodology used in these interviews and tests refer to Section 1.3, 'Methodology'

Sue Parnell (*pers. comm.*, 2003) felt that environmental hazards, such as fire, were a particularly relevant risk to tourism, especially in previously disadvantaged areas. The identification of hazards and the reduction of vulnerability to risk were both added into the framework under 'environmental risk'. Additionally Parnell commented that Tuberculosis (TB) in the Western Cape was even more of a threat to tourists than HIV / AIDS, because it is so widely spread in Cape Town and is very contagious. The indicator on HIV / AIDS was expanded to include TB (Parnell, *pers. comm.*, 2003).

It was suggested by Sowman and Parnell (*pers. comm.*, 2003) that safety and security be split into two separate items where safety refers to health and safety issues such as, worker conditions and safety measures, child abuse, minimum wages etc. and security refers to crime and emergency responses. This helped to clarify these sub-heading.

Joanne Jackson, Stephen Granger and Rob Hicks (*pers. comm.*, 2003) all emphasised the importance of making a profit through responsible tourism. Hicks said that if tourism destinations are not making profit they are not sustainable. Jackson also commented on the importance of financial sustainability if a responsible tourism initiative is to survive in the long term. An indicator monitoring turnover was included under 'wealth creation' (Hicks *pers. comm.*, 2003; Jackson, *pers. comm.*, 2003).

Linked to the concept of profitability, is quality of service. Hicks, Jurgens and Granger all felt that service quality was very important and relevant at both a city management and site level. Hicks (*pers. comm.*, 2003) stressed the importance of creating the correct expectations through effective marketing and then meeting those expectations through consistent and good service. Indicators for service quality were included at both a site and city level. At a site level, service quality is covered by three indicators, 'product quality', 'visitor feedback' and 'service training'. At a city level it is included under 'awareness and training'.

Hicks also commented on the fact that a well structured visitors book can be a very effective and easy way to collect data for service quality as well as visitor numbers (*pers. comm.*, 2003).

Granger (*pers. comm.*, 2003) strongly emphasised the importance of respect and dignity as an essential part of responsible tourism. This includes not only the staff and residents respect for tourists but also the tourists respect for the local community. Although difficult to monitor this was included in the framework using two indicators one for 'local language and cultural diversity' and one for 'sexual exploitation, drug and alcohol abuse'.

For Schoeman the most pressing problems in establishing responsible tourism included general awareness amongst the population about tourism and its potential and current crime levels (*pers. comm.*, 2003). Indicators were developed for both these concerns. Crime is monitored at a site level in the social upliftment section and awareness at a city level under 'awareness and training'.

Schoeman also highlighted how important it is for responsible tourism sites to offer a good tourism experience or 'package'. He said that good sustainable development projects are not necessarily successful tourism destinations. Successful tourism destinations have to be equipped for tourists and provide them with a worthwhile experience (Schoeman *pers. comm.*, 2003). This concern should be addressed when selecting sites, but is monitored to some extent by this framework though the indicator for tourist numbers.

Testing the indicators with site managers:

From the survey forms and interviews held with site managers to test the practical feasibility of the indicators, it was found that the majority of the sites would be able to implement such a framework without the need for extra skills or resources. However, while the responses seemed to show that most of the indicators are feasible, some interesting comments were made which should be noted.

Geralda Wildschutt from Manenberg Self Help Center stressed the importance of knowing the motivation behind why monitoring is being done and why specific indicators have been selected. She said that for most of the indicators it would be relatively easy

to collect the data or implement a system for collecting the data but that they would want to know why and for what the data was being collected (Wildschutt *pers. comm.*, 2003). Sowman (*pers. comm.*, 2003) also mentioned how important it was to make the motivation behind the collection of data clear and transparent.

While the managers for Solole Game Reserve and Spier Wine Estate felt that they would easily be able to collect all the data needed for all the indicators, there were a few indicators which the managers at Manenberg Self Help Center and Edith Stephens Wetland Park felt would be difficult²¹.

Wildschutt from Manenberg, felt that some of the environmental indicators, such as a species count, were not applicable to their site which is a social project set in very build up, urban area. Other of the environmental indicators she felt would be difficult to collect data for, as the organisation has little knowledge or experience in the environmental field (Wildschutt *pers. comm.*, 2003). For these indicators, such as the 'number of measures taken to reduce water consumption', additional training and support would be required.

Xola Mkefe from the Edith Stephens Wetland Park, thought that the financial and staffing information would be difficult to obtain by the on-site manager, as the site is currently being managed by the City of Cape Town. However, he did think that the on-site manager would be able to get that information from the City of Cape Town if required (Mkefe *pers. comm.*, 2003). Mkefe is currently the temporary manager at Edith Stephens, who works for the National Botanical Institute. A new on-site manager is due to start in July and his or her capacity and experience is not yet known. Mkefe felt that all the indicators he ticked would not be difficult for the new incumbent to collect data for, if assisted and trained by the city managers and others involved in the park (Mkefe *pers. comm.*, 2003).

Three of the site managers interviewed commented on the sensitivity and potential difficulty of the indicator on sexual exploitation, drug and alcohol abuse. Despite this

²¹ See appendix C.2 for a record of the filled out interview forms.

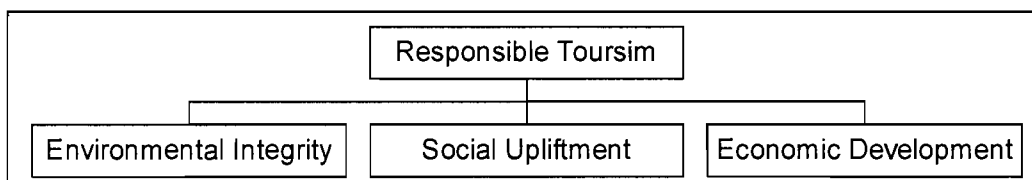
they said that they would be able to collect the necessary data. Lindsay Hunt from Solole Game Reserve said that they could collect the data for their staff only, not within the broader community (Hunt *pers. comm.*, 2003). Wildschutt said that such information is currently being documented only if reported by staff and is used for potential disciplinary action (Wildschutt *pers. comm.*, 2003). Given these comments and the general hesitancy expressed by interviewees, it may prove to be difficult to collect accurate data for this indicator. The indicator has been left in as part of the framework, since it was ticked as being feasible by all interviewees and because sexual exploitation, drug and alcohol abuse are important concerns mentioned repeatedly in the literature (DEA&T, 1996, DEA&T 2001 and Provincial Government of the Western Cape. 2000). However, if implemented this indicator should be closely monitored, reassessed and possible changed or removed.

Steve Lailvoux from the Spier Wine Estate commented that responsible tourism needs to be incorporated into the culture of the tourism site for these indicators to be effective and useful (Lailvoux *pers. comm.*, 2003).

These comments and the survey forms completed by site managers served to strengthen and validate the feasibility of the indicators outlined below. Additionally the source of the indicators, limitations of the framework and potential shortcomings in its practical application have been addressed in the motivation section for each indicator. The indicators are organised into the three sections, which reflect the conceptual components of responsible tourism, namely:

- Environmental integrity
- Social upliftment; and
- Economic development.

Figure 2: Components of Responsible Tourism



Each of these broad conceptual categories is made up of a set of issues, which are captured by a set of indicators. Table 1 below is a summary table of the framework, which is followed by a detailed motivation and description of each indicator.

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Table 1: Site M&E Framework

	ISSUE	PROBLEM	BASELINE	INDICATOR	TARGET	RESULT	TOOL	TIME	
SOCIAL UPLIFTMENT	EQUITY	GOVERNANCE	A lack of black people, women, or people with disabilities involved in decision-making of tourist activities.	Number of people employed from designated groups in decision making positions	Percent of black people, women, or people with disabilities in positions of senior management	Self-determined targets for improvement	Greater represent- tivity	Employee records	1 year
		ACCESSIBILITY	A lack of access to tourist opportunities for people with disabilities (section 9 of the constitution)	Current number of measures at time of application	Number of measures taken to provide access for people with disabilities	Self-determined targets for improvement	Easy access for all	Accessibility audit	1 year
	RESPECT AND DIGNITY	LOCAL LANGUAGE AND CULTURAL DIVERSITY	Lack of respect and dignity for the local community in which the site is situated.	Current number (at time of first assessment / application)	Percent of tourists that have received information on local culture, heritage, language and respectful behaviour in general	100%	Respect and dignity has been engendered in tourists	Customer feedback mechanism	1 year
		SEXUAL EXPLOITATION, DRUG AND ALCOHOL ABUSE	Sexual exploitation, drug and alcohol abuse	Current number of incidents recorded	Number of incidents regarding sexual exploitation, drug and alcohol abuse	Zero incidents	Decrease in sexual exploitation, drug and alcohol abuse at or around the sites	Customer feedback mechanism	1 year

	ISSUE	PROBLEM	BASELINE	INDICATOR	TARGET	RESULT	TOOL	TIME	
SOCIAL UPLIFTMENT	EMPOWERMENT	EDUCATION	Low levels of education in South Africa	Current level of education of each employee	Number of people/staff enrolled in educational programmes per annum	Self-determined targets for improvement	Better educated people leads to greater capacity in the tourism sector	Company Register of courses	1 year
		CAPACITY BUILDING	Lack of skills and capacity at tourism sites	Current level of skill of each employee	% of staff involved in skills development training.	Self-determined targets for improvement	Increase in skills and capacity among staff	Company Register of courses	1 year
	HEALTH AND SAFETY	HIV/AIDS and TB	Incidence of HIV in South Africa is 25% and TB is highly contagious and prevalent in Western Cape	Current number of policies, awareness initiatives, and measures	The number of HIV/AIDS policies, awareness initiatives and other measures	Self-determined set of targets	Increased awareness about HIV/AIDS and TB	Company Register of policies, initiatives and measures on HIV/AIDS and TB	1 year
		LABOUR SAFETY	Health and safety incidents and accidents in the workplace	Current number of measures taken to ensure safety	Number of measures taken to ensure health and safety of employees as stipulated in the OHS Act 85 of 1993	Self-determined targets for improvement	Increased health and safety in the workplace	Company register of Health and safety measures	1 year
	SECURITY	CRIME	High levels of crime around sites, which deter tourists from sites	Current records of crime incidences	Number of incidents of crime against tourists and employees at site	No incidents of crime	Reduced crime	Company Register of incidents of crimes	1 year

	ISSUE	PROBLEM	BASELINE	INDICATOR	TARGET	RESULT	TOOL	TIME
ENVIRONMENTAL INTEGRITY	CONSERVATION OF RESOURCES	BIODIVERSITY Destruction of biodiversity	Initial number of species counted in activity area	Change in number of indigenous species in activity area	Maintain or increase the number of indigenous species in activity area	Conservation of biodiversity	Species count	1 year
		PRESERVATION OF SIGNIFICANT ENVIRONMENTAL AND HERITAGE FEATURES Destruction of significant environmental and heritage features	Initial number of significant environmental and heritage features conserved	Number of significant environmental features, heritage features or species conserved	All significant environmental and heritage features conserved	Preservation of significant environmental and heritage features	Feature count (heritage, environmental and red data)	1 year
	POLLUTION AND WASTE	RECYCLING WASTE Over-consumption of natural resources	Current amount of waste recycled	Number of types of materials recycled	All potentially recyclable materials recycled	Reduction in the consumption of natural resources	Company Register of recycled materials.	1 year
		REDUCING WASTE Over-consumption of natural resources	Current number of bin bags of solid waste per tourist to landfill	Number of bin bags of solid waste per tourist to landfill	25% reduction of waste to landfill	Reduction of waste sent to landfill	Bag count	1 year
		NOISE, VISUAL AND LIGHT POLLUTION Activities produce visual, noise and light pollution	Current number of complaints received by tourist site/activity	Number of complaints received about noise levels and visual obstructions	Zero complaints about noise and visual pollution	Noise and visual pollution is minimized	Customer feedback mechanism	1 year

ENVIRONMENTAL INTEGRITY	ISSUE		PROBLEM	BASELINE	INDICATOR	TARGET	RESULT	TOOL	TIME
	POLLUTION AND WASTE	AIR POLLUTION	Brown haze and smog in Cape Town is unsightly and may cause respiratory illnesses	Number of vehicles registered as roadworthy	Percent of vehicles registered as roadworthy	100% vehicles with roadworthy certificate	Fewer emissions from site/activity vehicles	Annual Financial Statements	1 year
			Less particulate matter that may cause respiratory illnesses	Current number of incinerations	Number of incinerations per year on site	Zero incinerations on site	Less particulate matter	Company Register of Incinerations	1 year
	RESOURCE CONSUMPTION	WATER	Excessive consumption of water	Current number of initiatives implemented that reduce water consumption	Number of initiatives implemented that reduce water consumption	Self-determined targets for improvement	Reduced consumption of water	Water audit	1 year
ENERGY		Excessive use of non-renewable energy	Current number of initiatives implemented that use renewable energy sources and increase energy efficiency	Number of initiatives implemented that use renewable energy sources and increase energy efficiency	Self-determined targets for improvement	Reduced consumption of non-renewable energy	Energy audit	1 year	
GREEN PRODUCTS		Products used are detrimental to the environment	Current number of products the site uses or sells that are environmentally friendly	Numbers of products the site uses or sells that are environmentally friendly	Self-determined targets for improvement	Increase in environmentally friendly products bought and sold by the site	Company Register of product information	1 year	

ENVIRONMENTAL INTEGRITY	ISSUE		PROBLEM	BASELINE	INDICATOR	TARGET	RESULT	TOOL	TIME
	AWARENESS AND POLICY	AWARENESS	Lack of awareness regarding the importance of environmental features such as biodiversity and other environmental problems	Current percentage of tourists and staff that have received information / training on pertinent environmental issues	Percentage of tourists and staff that have received information / training on pertinent environmental issues.	Self-determined targets for improvement	Increased awareness on environmental issues.	Company register of Training courses	1 year
	ENVIRONMENTAL RISKS	HAZARDS	Lack of awareness - hazards unknown	Current number of hazards identified	Number of relevant hazards identified	All potential hazards identified	Increased awareness and hazards identified	Hazard Audit (part of emergency responses file)	1 year
	ENVIRONMENTAL RISKS	VULNERABILITY	Vulnerability to potential hazards	Current number of measures taken to reduce vulnerability	Number of measures taken to reduce vulnerability to hazards	Sufficient measures in place for all identified hazards	Decrease in vulnerability to hazards – less risk	Emergency procedures document or file and list of other measures taken to reduce vulnerability	1 year

	ISSUE	PROBLEM	BASELINE	INDICATOR	TARGET	RESULT	TOOL	TIME	
ECONOMIC DEVELOPMENT	WEALTH CREATION	LINKAGES AND LEAKAGES	Tourism sites do not direct money towards the local economy	Current % of goods and services sourced from previously disadvantaged communities	Percent of goods and services sourced from previously disadvantaged communities	15% of goods and services, with 5% improvement per year	Increased amount of money spent in previously disadvantaged areas	Annual Financial Statements	1 year
		JOB CREATION	30% of South Africa's population is unemployed	Current number of employees	Number of people employed in enterprise	Maintain or increase number of employees	Unemployment in South Africa is decreased	Employee Records	1 year
		TURNOVER	Lack of financing for responsible tourism sites. South African enterprises do not sustain themselves	Current turnover	Gross annual turnover	Target to be set by sites individually	Wealth creation for owners, employees and local community	Annual Financial Statements	1 year
		SEASONALITY	Seasonal employment is unsustainable for employees	Current seasonality	Percent of time spent employed per worker per year	Full-time permanent employment for all people involved in tourism enterprises	Employees receive for employment and greater wealth creation	Employee records	1 year

	ISSUE	PROBLEM	BASELINE	INDICATOR	TARGET	RESULT	TOOL	TIME	
ECONOMIC DEVELOPMENT	EQUITY	FORMAL/ INFORMAL EMPLOYMENT	Informal business does not contribute to local government coffers	Current number of employees that have a legally binding employment contract	Percent of employees that have a legally binding employment contract	100%	Informal workers become part of the formal market	Employee records	1 year
		EMPLOYMENT EQUITY	Employment in South Africa is still skewed towards white people	Current number of people from designated groups employed	Percent of people from designated groups employed	Demonstrated improvement. Self designated targets.	Greater representivity in the work force	Employee records	1 year
		BLACK ECONOMIC EMPOWERMENT (BEE)	Businesses in South Africa are still mainly owned by white people	Current % of enterprise owned by designated groups	Percent of enterprise owned by designated groups	Demonstrated improvement - self designated targets	Greater representivity at owner level	Annual Financial Statements	1 year
	SERVICE QUALITY	PRODUCT QUALITY	Poor product quality	Current number of complaints about product quality	Number of complaints about product quality	Self-determined targets for improvement	Better product quality	Customer feedback mechanism	1 year
		VISITOR FEEDBACK	Services in South Africa do not elicit customer feedback to improve their business	Current number of customer feedback mechanisms	Number of customer feedback mechanisms	Self-determined targets for improvement	The tourism site elicits customer feedback and implements changes	Customer feedback mechanism	1 year
		SERVICE TRAINING	Low level of service quality due to lack of sufficient service training	Current percentage of staff that have received service training through courses or specific programmes	Percent of staff that have received service training through courses or specific programmes	Self-determined targets for improvement	Increased service training leading to increased quality of service	Company Register of Training courses	1 year

		TOURIST NUMBERS	Destinations not receiving many tourists because of a lack of well-packaged tourism experiences	Current number of tourists	Number of tourists per year	Self determined targets for improvement	Increase in destination popularity	Visitor book or gate count	1 year
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University of Cape Town

7. Social Upliftment

Internationally people have become increasingly aware of the negative effects of tourism on local communities²². The benefits of tourism have often not been felt by the communities in which it occurs. The emergence of the concept of sustainable development at the Rio Earth Summit of 1992 meant that activities, such as tourism, had to become more sensitive to the social, cultural and natural environment within which it occurs.

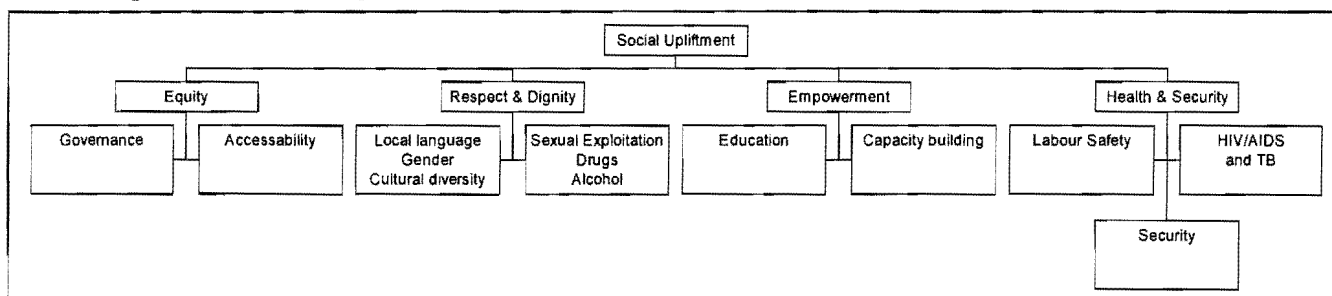
The South African National Responsible Tourism Guidelines highlight the concern that too few of the benefits from tourism currently accrue to local communities whose environment is visited. These guidelines describe the principles for social responsibility in tourism, which include:

- Involving the local community in planning and decision-making
- Assessing social impacts as a prerequisite to developing tourism
- Maintaining and encouraging social and cultural diversity, and
- Being sensitive to the host culture

Notwithstanding the difficulties of describing, analysing, and acting on the socio-cultural impacts of global tourism, a number of principles stand out. The Guidelines suggest that, in order to be socially responsible, tourism enterprises should "create opportunities for visitors to interact with locals in an unstructured, spontaneous manner" (DEA&T, 2002: 2.1.4.e). Communities must be empowered to take part in the management of areas so that they can have a say in the distribution of the benefits and the sustainable use of their environment. The 1996 White Paper stated that the involvement of local communities and historically disadvantaged groups was identified as a critical success factor. Communities need to be involved in the planning, decision-making and the development of tourism; and in all operational aspects of the industry as tourists, employees and entrepreneurs.

The indicators that have been chosen under social upliftment include equity, respect and dignity, empowerment, health and security. These will be discussed below.

²² Available [online]: Chavez (2002) *Globalisation and tourism: Deadly mix for indigenous peoples*, <http://www.twinside.org.sg/title/chavez-cn.htm> (Visited 15/04/2003)

Figure 3: Social Upliftment

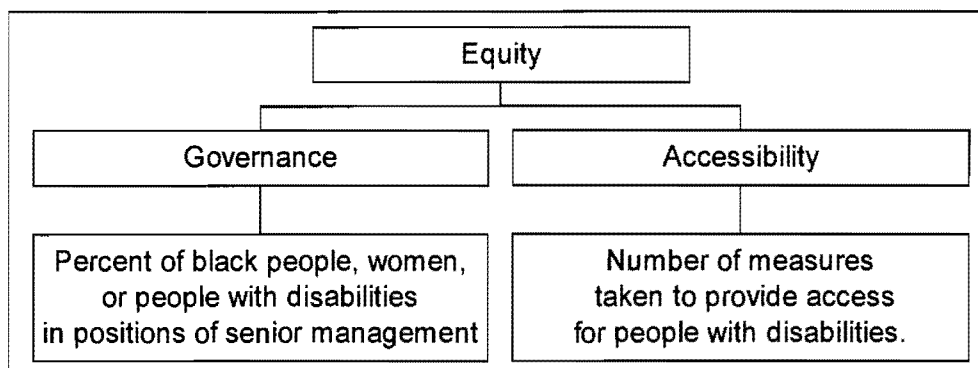
7.1 Equity

The Reconstruction and Development Programme (RDP) identified poverty as the single greatest burden for South Africa, due in part to the grossly skewed nature of business and industrial development that the Apartheid regime fostered. The RDP points out that "income distribution in South Africa is racially distorted and ranks as one of the most unequal in the world", with lavish wealth on the one hand and abject poverty on the other (RDP 1994: 2).

The tourism industry has the potential to contribute to employment opportunities and economic growth of the country. It is thus vital that the benefits from the tourism industry be dispersed in an equitable manner. According to the principles for sustainable tourism, tourism should be undertaken with equity in mind and thus distribute fairly the benefits and costs among tourism promoters and host peoples and areas (Provincial government of Western Cape, 2001: page).

The South African Employment Equity Act 55 of 1998 was developed to promote equal opportunity and fair treatment in employment through the elimination of unfair discrimination. It is also the purpose of the Act to implement affirmative action measures to redress the disadvantages in employment experienced by designated groups, thereby ensuring their equitable representation in all occupational categories and levels in the workforce. In terms of the Employment Equity Act 55 of 1998 Act, 'designated groups' include black people, women, or people with disabilities. The Act defines "black people" as Africans, Coloureds and Indians.

Responsible tourism initiatives should make provision for designated groups in their governance and management structures. The two indicators chosen to promote equity are governance and accessibility.

Figure 4: Equity

7.1.1 Governance

According to a discussion document prepared by the United Nations Development Programme, the UK's Department for International Development, the World Bank, and European Commission for the World Summit on Sustainable Development (UNDP et al, 2002), the underlying causes of poverty and environmental problems are often related to governance and political structures. Improved governance is often the missing link in creating a more favourable enabling environment to address poverty-environment issues that matter to the poor. Governance²³ refers to the involvement of people in making decisions around activities that affect them and also in the implementation, management and administration of those activities. It is a broader notion than just government.

The indicator is the percent of previously disadvantaged people involved in decision-making at the tourism site expressed as a percentage of the total number of people. Equity in governance implies that communities and staff have an opportunity to be in positions of power and thus have a greater say over how their businesses and communities function. The spirit of the Employment Equity Act calls for organisations to make continual improvements towards representivity. The targets set for equitable representation for each designated group should be

²³ Available [online]: International Institute of Administrative Sciences. (1996). *Governance: A Working Definition*; Governance Working Group, www.gdrc.org/u-gov/work-def.html (Visited 15/03/2003)

set by all the stakeholders in each organisation, and should be reported accordingly for public comment.

Table 2: Governance

Problem	A lack of black people, women, or people with disabilities involved in decision-making of tourist activities
Baseline	Number of people employed from designated groups in decision making positions
Indicator	Percent of black people, women, or people with disabilities in positions of senior management
Target	Self-determined targets for improvement
Result	Greater representivity
Tool	Employee records
Time	1 year

7.1.2 Accessibility

The South African National Provisional Responsible Tourism Guidelines states that a range of tourism experiences should be accessible to the average South African. A number of issues regarding accessibility have been included in the economic and environmental sections. While accessibility is more generally understood to mean the degree to which an institution does not exclude social categories, such as people with HIV/AIDS or women, because of stigmas or negative attitudes, it is applied more narrowly in this context. This evaluation framework takes accessibility to mean the degree to which a tourism site caters for people with disabilities.

This indicator specifically addresses tourist sites' ability to assist people with disabilities. Measures include: parking bays, ramps for wheel chair access, hand rails, toilets, ear sets, Braille signage, baby change rooms, warning signals for the deaf, or audio devices for the blind.

Table 3: Accessibility

Problem	A lack of access to tourist opportunities for people with disabilities (section 9 of the constitution)
Baseline	Current number of measures at the time of application
Indicators	Number of measures taken to provide access for people with disabilities
Target	Self-determined targets for improvement
Tool	Accessibility Audit
Result	Easy access for all
Time	1 year

7.2 Respect and Dignity

The growth of global tourism has resulted in greater interaction between tourists and local communities. Chavez (2002)²⁴ states that tourism has commercialised culture and has led to undignified ways of attracting tourists to sites, such as dressing up for photographs and indigenous dancing for a fee. There must be a mechanism to change the dehumanising and undignified manner in which tourism is being practised.

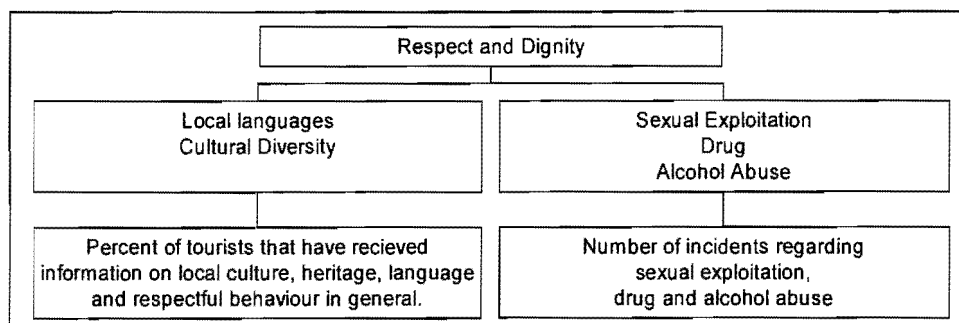
The National Responsible Tourism Guidelines states:

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.

The two main areas identified under 'respect and dignity' are:

- local language and cultural diversity, and
- sexual exploitation and drug and alcohol abuse

²⁴ Available [online]: Chavez (2002) *Globalisation and tourism: Deadly mix for indigenous peoples*, <http://www.twinside.org.sg/title/chavez-cn.htm> (Visited 15/04/2003)

Figure 5: Respect and Dignity

7.2.1 Local Language and Cultural Diversity

Under apartheid, African cultures and heritage were stigmatised and oppressed. As a consequence, special attention must be given to the different sectors of society in the planning and implementation of tourism activities.

Finding an indicator that accurately measures the respect of local languages and cultural diversity is difficult. A proxy indicator is thus more practical: the percent of tourists that have received information on local culture, heritage, language and respectful behaviour. It is assumed that if tourists receive information of this nature, they are more likely to act responsibly. To collect this information, random surveys should be carried out with tour operators and tourists.

Table 4: Local Languages and Cultural Diversity

Problem	Lack of respect and dignity for the local community in which the site is situated.
Baseline	Current number (at time of first assessment/application)
Indicator	Percent of tourists that have received information on local culture, heritage, language and respectful behaviour in general.
Target	100%
Result	Respect and dignity has been engendered in tourists
Tool	Customer feedback mechanism
Time	1 year

7.2.2 Sexual Exploitation and Drug and Alcohol Abuse

Kamuaro (2002)²⁵ suggests that tourism can result in behavioural changes in societies in which tourism sites are found. He suggests that some of the social side effects include prostitution, spread of HIV/AIDS, and increase of drug and alcohol abuse. South Africa's tourism industry is relatively new in comparison to the rest of the world and therefore needs to take precautionary measures to limit the effects of tourism on society.

The National Responsible Tourism Guidelines states:

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.

This indicator measures the number of incidents concerning sexual exploitation and drug and alcohol abuse that the director of the site records. Incidents regarding sexual exploitation, drug and alcohol abuse that involves any employee of or visitor to the site should be recorded in a logbook. Sexual exploitation includes child prostitution. We assume that by keeping track of the number of incidents, the site managers as well as the City manager will be in a position to address the problems, and that these problems will therefore be addressed.

²⁵ Available [online]: Kamuaro O, (2002) *Ecotourism: Suicide or Development?*
<http://www.unsystem.org/ngls/documents/publications.en/voices.africa/number6/vfa6.12...> (Visited 15/04/2003)

Table 5: Sexual Exploitation and Drug and Alcohol Abuse

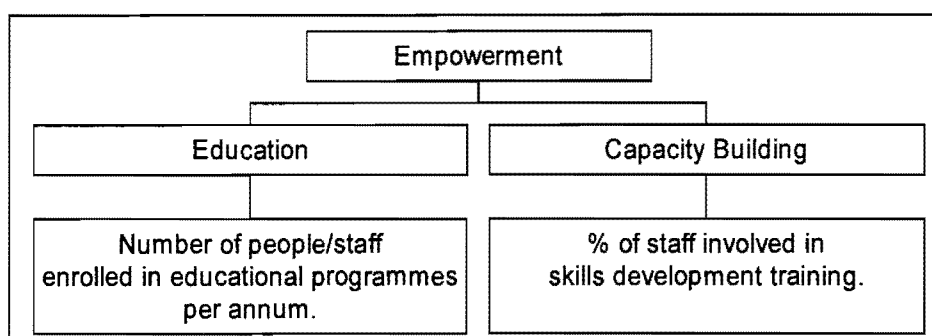
Problem	Sexual exploitation, drug and alcohol abuse
Baseline	Current number of incidents recorded
Indicator	Number of incidents regarding sexual exploitation, drug and alcohol abuse
Target	Zero incidents
Result	Decrease in sexual exploitation, drug and alcohol abuse at or around the sites
Tool	Customer feedback mechanism
Time	1 year

7.3 Empowerment

The National Responsible Tourism Guidelines suggest that communities must be empowered to take part in the management of tourism sites. Education and training is believed to be a successful route to ensure that people realise their full potential in society. The nature of the education and training system has profound effects on the development of the economy and society.

Post employment education and training programmes within the framework of the Skills Development Act and South African Qualifications Authority (SAQA) are required to educate and train employees regarding the potential pros and cons of tourism, and comparative costs and benefits of alternative enterprises in order to aid decision making. Thus, educational programmes should include formal schooling leading towards a Matriculation Certificate, and skills development training, with reference to the emerging National Qualifications Framework, especially training that pertains directly to on-the-job skills.

The indicators thus identified are education and capacity building.

Figure 6: Empowerment

7.3.1 Education

There are two levels of education that must be achieved; the first is educating local populations on the pros and cons of tourism. One of the principles of sustainable tourism is good information, research and communication on the nature of tourism and its effects on the human and cultural environment especially for the local people. This will empower them to participate and influence the direction of tourism development. The second relates to the backlog of education that exists in South Africa. There needs to be an emphasis on educational programmes such as Adult Basic Education and Training for employees at tourism sites.

The indicator used is the number of people/staff enrolled in educational programmes per annum. This would represent education and training in both adult education and tourism.

Table 6: Education

Problem	Low levels of education in South Africa
Baseline	Current level of education of each employee
Indicators	Number of people/staff enrolled in educational programmes per annum
Target	Self-determined targets for improvement
Result	Better educated people lead to greater capacity in the tourism sector
Tool	Company Register of courses
Time	1 year

7.3.2 Capacity Building

The majority of the population was denied access to education and training opportunities because of the apartheid laws. This meant that many people in employment were deliberately kept unskilled. In an attempt to empower workers it is therefore important to have programmes and training that could build capacity, with special emphasis on skills that can be used in the tourism sector.

The National Responsible Tourism Guidelines states that tourism should be:

Used as a catalyst for human development, focussing on gender equality, career development and the implementation of national labour standards.

This indicator represents the percent of staff involved in skills development training. There should be a mixture of skills and tasks within an organisation.

Table 7: Capacity Building

Problem	Lack of skills and capacity at tourism sites
Baseline	Current level of skills of each employee
Indicator	Percent of staff involved in skills development training
Target	Self-determined targets for improvement
Result	Increase in skills and capacity among staff
Tool	Company Register of courses
Time	1 year

7.4 Health And Safety

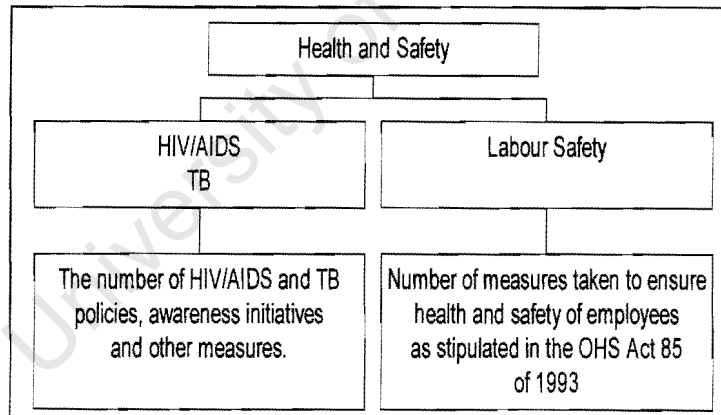
In order for the tourism sector to flourish, and for tourism to move towards becoming responsible, the health and safety of people involved in the tourism industry needs to be safeguarded.

Health and safety, in this instance, refers to community health concerns and diseases, which could impact on or be impacted upon by the tourism industry. It also refers to labour safety issues in the workplace, as described by the Occupational Health and Safety Act 85 of 1993.

There are a range of pressing health concerns in the Western Cape and Cape Town, such as respiratory diseases, sanitation and cervical cancer. While not diminishing the importance of these issues, there are two health concerns which stand out: HIV/AIDS and tuberculosis (TB). HIV/AIDS is rapidly becoming an epidemic of mammoth proportions, and as an opportunistic syndrome, serves as an indicator of poverty to some extent. Also of significance, particularly in poorer communities of the Western Cape, is TB, which is highly contagious and could fairly easily be contracted by tourists.

Thus, HIV/AIDS and TB and labour safety have been chosen from a range of issues to indicate the state of health and safety amongst tourism enterprises.

Figure 7: Health and Safety



7.4.1 HIV/AIDS and TB

The impact of HIV/AIDS on the South African population, the economy, housing, environment and other sectors is of great concern to the country. While the national incidence of HIV positive women was around 24,5% in 2000, the Western Cape's rate of infection lies at around 8,7%. This presents a pressing concern for the tourism industry. We assume that if tourist sites

have a policy in place, engage in awareness raising initiatives and other measures, the rate of HIV/AIDS will decrease.

Co-infection of HIV and TB is increasingly becoming more prominent in South Africa. Currently South Africa is burdened by one of the worst tuberculosis epidemics in the world, with disease rates more than double those observed in other developing countries and up to 60 times higher than those currently seen in the USA or Western Europe. The Medical Research Council estimated that the country had an estimated 180 507 in 1997. Of these, 32,8% (73 679 cases) were probably infected with HIV (Fourie and Weyer, 1996). It could be argued that TB, being a highly infectious disease that is widely spread in the poorer communities of Cape Town, possibly poses more of a threat to tourists than any other disease.

The weakness of this indicator is the assumption that if sites institute policies, awareness initiatives or other measures, the rate of infection will decrease. In addition, it is difficult to increase every year the number of measures once a saturation point has been reached. Thus, the purpose of this framework needs to be borne in mind: the framework helps to indicate to the Department/Authority if there is a problem at a site. The information that this framework elicits will always be indicative: it points to issues where further attention and investigation are needed. In this case, if a site can demonstrate that it is instituting measures and policies to deal with both HIV/AIDS and TB, it can be regarded as responsible.

Table 8: HIV/AIDS and TB

Problem	Incidence of HIV in South Africa is 25% and TB is highly contagious and prevalent in Western Cape
Baseline	Current number of policies, awareness initiatives, and measures
Indicator	The number of HIV/AIDS and TB policies, awareness initiatives and other measures
Target	Self-determined set of targets
Result	Increased awareness about HIV/AIDS and TB
Tool	Register of policies, initiatives and measures
Time	1 year

7.4.2 Labour Safety

The Occupational Health and Safety Act 85 of 1993, requires the employer to bring about and maintain, as far as reasonably practicable, a work environment that is safe and without risk to the health of the workers. This means that the employer must ensure that the workplace is free of hazardous substances and equipment processes that may cause injury, damage or disease. Where this is not possible, the employer must inform workers of these dangers, how they may be prevented, and how to work safely, and provide other protective measures for a safe workplace (OHS Act 85 Of 1993). However, it is not expected of the employer to take sole responsibility for health and safety. The Act is based on the principle that dangers in the workplace must be addressed by communication and cooperation between the workers and the employer.

This issue is also relevant to the tourism industry and a responsible destination must ensure that occupational health and safety regulations and guidelines are adhered to. Additionally responsible tourism destinations need to make tourists aware of any safety risks on site and insist tourists comply with the same safety measures that staff do, while on site.

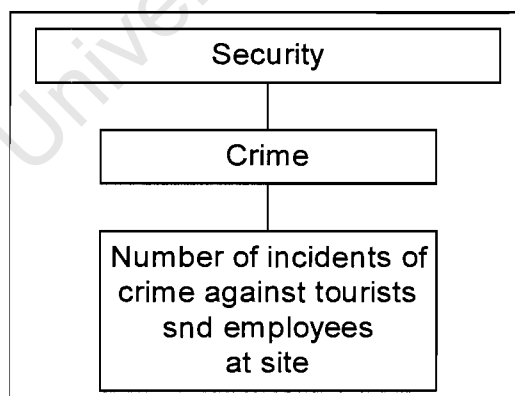
The indicator selected is the number of measures taken to ensure health and safety, as set out in the OHS Act 85 of 1993. This could include, warning signs, protective clothing, adequate training, the proper storage and labelling of any hazardous substances. The type and number of measures will vary significantly from site to site. This should be kept in mind if comparisons are being made between sites. A site with ten measures is not "more responsible" than a site with three measures. Some sites may simply require more measures than others, depending on what they do. Some sites may need assistance in understanding the Act and what is required of them with regard to health and safety.

Table 9: Labour Safety

Problem	Health and safety incidents and accidents in the workplace
Baseline	Current number of measures taken to ensure safety
Indicator	Number of measures taken to ensure health and safety as stipulated in the Occupational Health and Safety Act 85 of 1993
Target	Self-determined targets for improvement
Result	Increased health and safety in the workplace
Tool	Company Register of Health and Safety measures
Time	1 year

7.5 Security

Security is an important factor that can impact negatively on the tourism industry. Incidents of crime can ruin the tourism potential of a destination, therefore almost all of the guidelines and principles on responsible tourism, discussed above, include safety and security as an issue. In South Africa and especially in certain areas of the Western Cape crime is increasing and this poses a serious threat to the growth of tourism in these areas. A number of factors contribute to security or a sense of security however, in this instance the proxy indicator 'crime level' has been selected to indicate the level of safety and security of a destination.

Figure 8: Security

7.5.1 Crime

Like other metropolitan areas in South Africa, the CMA is also preoccupied with combating the high rate of crime and securing the safety of its inhabitants and tourists. Recent statistics show an upturn in the incidence of crime. According to the City of Cape Town State of the Environment Report (2001) the current trend in the increase in general lawlessness in society has also manifested itself in the environment and development sector.

We assume that by keeping track of the incidence of crime, site and City managers will be in a position to make decisions regarding measures and policies to deal with the crime within their ambit of control.

Table 10: Crime

Problem	High levels of crime around sites, which deter tourists from sites
Baseline	Current records of crime incidences
Indicator	Number of incidents of crime against tourists and employees at site
Target	Self-determined targets for improvement
Result	Reduced crime
Tool	Company Register of incidents of crimes
Time	1 year

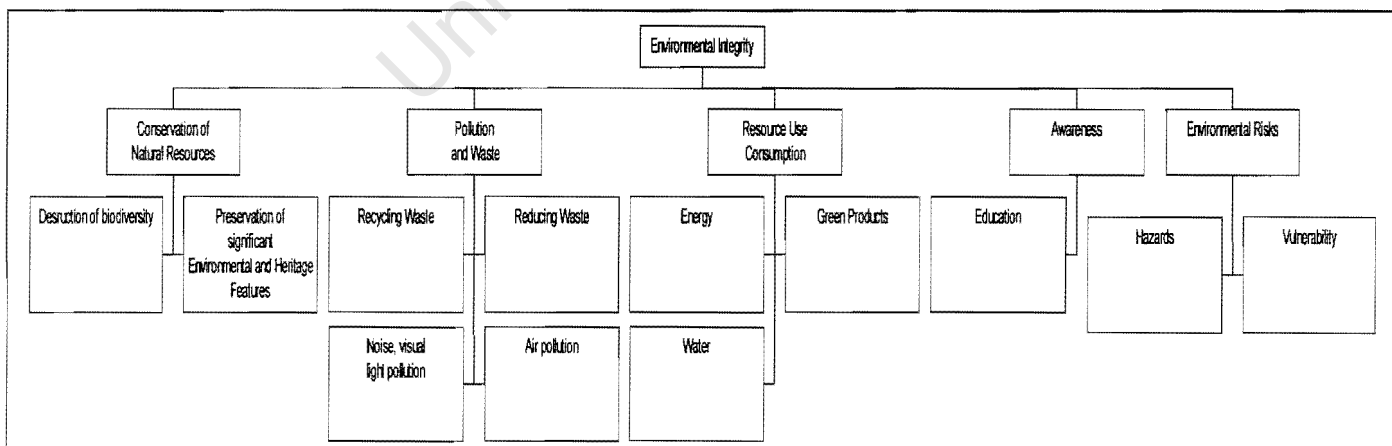
8. Environmental Integrity

The National Responsible Tourism Guidelines state that: "Responsible tourism implies a proactive approach by the tourism sector to the environment through the promotion of balanced and sustainable tourism" (DEAT, 2002). The National Environmental Management Act (NEMA) 107 of 1998 states that: "the environment is held in public trust for the people, the beneficial use of resources must serve the public interest and the environment must be protected as the people's common heritage" (DEAT, 2002: S4 (o)). By protecting the natural and cultural environment, the tourism industry is helping to protect itself as one of the most important assets the industry has is the environment. Therefore, in order for sites to be declared responsible they must act in environmentally responsible ways to protect our common heritage. The NEMA goes on to draw attention to the importance of sensitive, vulnerable, highly dynamic or stressed ecosystems such as wetlands, dunes, estuaries (DEAT, 2002: S4 (r)).

The many environmental objectives can be divided into four main overarching concerns, namely:

- Conserving natural and cultural resources
- Reducing waste
- Reducing consumption
- Creating awareness about environmental issues.

Figure 9: Environmental Integrity



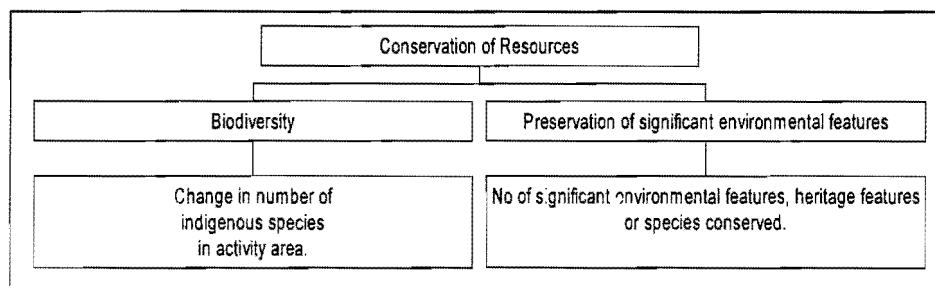
8.1. Conservation of Resources

The Cape Town Declaration highlights the importance of conserving natural resources in the tourism industry, "Responsible Tourism manages natural diversity sustainably and where appropriate restores it, and considers the volume and type of tourism that the environment can support and respects the integrity of vulnerable ecosystems and protected areas" (2002:3).

One of the most important attributes Cape Town has as a tourist destination is the scenic beauty of its coastline, beaches and mountain ranges as well as its unique flora and rich biodiversity. Responsible tourism should make the most of these attributes without exploiting and destroying them. Sustainable development highlights the importance of ensuring opportunities for future generations, thus natural resources that could be used in the future need to be conserved. This is important, as not only does it affect tourism in the future but also for example food security, medicine, and livelihoods.

Internationally, the importance of conserving natural resources while also addressing social issues such as poverty, has been recognised. This was evident at the World Summit on Sustainable Development held in Johannesburg in 2002, where the theme was "people, planet and prosperity". Conservation of significant cultural resources has been captured by the National Heritage Act no 25 of 1999. This Act states that any buildings over the age of 60 years must be conserved. It also sets in place the preservation of significant cultural resources, which in a tourism context, should be conserved as they may form the basis for a visitor experience. Responsible tourism can have an important role to play in creating opportunities for conservation to be economically viable, without being detrimental to natural resources.

Figure 10: Conservation of Resources



8.1.1. Biodiversity

Motivation: The Cape Floral Kingdom is the smallest of the six Floral Kingdoms in the world, and is the only one contained in its entirety within a single country. It is characterized by its high richness in plant species (8 700 species) and its high endemism (68% of plant species are confined to the Cape Floral Kingdom). The Cape Floral Kingdom thus compares with some of the richest floras worldwide, surpassing many tropical forest regions in its floral diversity. The Cape Floral Kingdom is also host to many reptiles, insects and mammals. Many tourists specifically come to the Western Cape to view this diversity. It is an important asset to the tourism industry and therefore it is in the interest of every tourist activity/site to conserve biodiversity (Low and Robelo, 1996).

A change in number of indigenous species in the activity area is a good indicator of whether or not biodiversity is being conserved. The species count refers to fauna and flora. One of the biggest threats to biodiversity and the fresh water supply of the Western Cape is alien plant invasion. It is assumed that an increase in indigenous species also reflects a decrease in alien invasion. The weakness of this indicator is that some responsible tourism sites will require assistance and/or training in doing the species count. The strength of this indicator is that biodiversity is a good indication of a number of issues. If there is a dramatic change in the species count, further evaluation will have to be done which could reveal problems such as alien invasion, too many people coming through a sensitive environment, and erosion.

Table 11: Biodiversity

Problem	Destruction of biodiversity
Baseline	Initial number of species counted in activity area
Indicator	Change in number of indigenous species in activity area
Target	Maintain or increase the number of indigenous species in activity area
Result	Conservation of biodiversity
Tool	Species count
Time	1 year

8.1.2. Preservation of significant environmental and heritage features

Motivation: Significant environmental features include any significant heritage sites or features, as well as a myriad of geomorphological features: coastal dunes, fault lines, zones of convergence, flood plains, prominent rivers etc. Not only are these significant features often very important in maintaining healthy environmental systems, they can also be tourist attractions and must be conserved.

Heritage sites and features are not only important potential tourism attractions but are also culturally significant to the local community. Such features are important for the history of a community and are educationally valuable for tourists as well as local schools and communities.

The conservation of red data species, although forming part of biodiversity, should be recognized on its own. About three-quarters of all plants in the South African Red Data Book occur in the Cape Floral Kingdom: 1 700 plant species are threatened to some extent with extinction! This is much more than one would expect based on either the area of the Kingdom (6%) or its plant numbers (36%). This again reflects the unique nature of Fynbos vegetation: many Fynbos species are extremely localized in their distribution, with sets of such localized species organized into "centres of endemism" (Low and Robelo 1996).

The number of significant environmental features conserved was selected as the indicator. It should include any of the heritage and geomorphological features listed above and could include any other feature. These features may not be being used as tourist attractions at present, but could be used in the future. This indicator will not apply to all sites, for example sites on small plots in built up urban areas. The weakness of the indicator is that there may be some confusion as to what is or is not a significant environmental or heritage feature.

Table 12: Preservation of significant environmental and heritage features

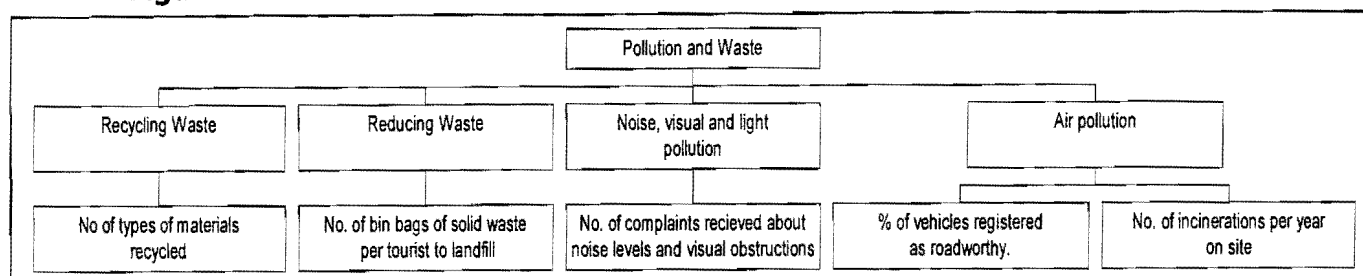
Problem	Destruction of significant environmental and heritage features
Baseline	Initial no. of significant environmental and heritage features conserved
Indicator	No. of significant environmental and heritage features conserved
Target	All significant environmental and heritage features conserved
Result	Preservation of significant environmental and heritage features
Tool	Feature count (heritage, environmental and red data)
Time	1 year

8.2. Pollution and Waste

Motivation: Alongside what we take and consume from the environment, one of the biggest contributions humans make to environmental degradation, is through what we put into the environment. Waste is being generated at a rate that is too fast for the earth's ecological systems to assimilate. Additionally, the substances we manufacture, which end up as waste are often toxic and polluting as they are not natural. This has many negative effects such as the pollution of our water systems and global warming. The tourism industry also contributes to increased waste and pollution and any responsible tourist destination should be making a concerted effort to reduce their waste and limit pollution in every way practically possible.

The hierarchy of waste management places waste reduction at the top, followed by re-use, recycling and finally disposal. Waste reduction is both environmentally and economically beneficial to society as a whole and to business and the community. Re-use involves using a product or package more than once or re-using it in another application. Recycling is the collection, separation, clean-up and processing of waste material to produce a marketable material or product (Williams, 1998).

Pollution occurs in many ways, however the indicators selected here focus on air, noise, light and visual pollution as these are relevant to tourism, applicable to most sites and are easier to find data on and monitor. Water and other pollution should be dealt with in individual site-specific environmental policies, if applicable (See section 8.3).

Figure 11: Pollution and Waste

8.2.1. Recycling waste

Motivation: Population growth because of new developments and informal settlements has increased solid waste volumes. According to the State of the Environment Report people and business have been slow to respond to re-cycling initiatives in Cape Town (2000: 92). Responsible tourism sites should be leading the way with re-cycling initiatives.

Recycling must be measured in terms of paper, plastics, metal and glass. It is assumed that through recycling, less waste will be generated and natural resources will be conserved. The weakness of this indicator is that it may be difficult for sites to collect accurate data.

Table 13: Recycling Waste

Problem	Over-consumption of natural resources
Baseline	Current number of materials recycled
Indicator	No of types of materials recycled
Target	All potentially recyclable materials recycled
Result	Reduction in the consumption of natural resources
Tool	Company Register of recycled materials
Time	1 year

8.2.2. Reducing waste

Motivation: Waste going to landfill sites is increasing at an alarming rate of 6% per annum. Many of the existing landfill sites are near closure creating an urgent need for waste reduction and recycling (City of Cape Town, 2000). According to the DEAT responsible tourism guidelines, activities must set appropriate targets for reduction and/or recycling of waste produced per year for paper (5%), plastics (5%), metal (5%) and glass (5%). They must report on progress towards 15% targets over 3 years (DEAT Responsible Tourism Guidelines, 2002).

The number of bin bags per tourist is meant as an easy to record eco-efficiency ratio. The strength of this indicator is that it allows an efficiency comparison ratio should visitor numbers increase. The data is also relatively easy to obtain.

Table 14: Reducing Waste

Problem	Over-consumption of natural resources
Baseline	Current number of bin bags of solid waste per tourist to landfill
Indicator	Number of bin bags of solid waste per tourist to landfill
Target	25% reduction of waste to landfill
Result	Reduction of waste sent to landfill
Tool	Bag count
Time	1 year

8.2.3. Noise, visual and light pollution

Motivation: The State of the Environment Report for the Cape Metropolitan area has identified noise and light pollution as issues that need to be addressed and included in future monitoring and reporting. Currently noise pollution falls within a number of different functional areas so little data is available. It is also envisaged that additional data on light pollution will become available when the energy policy for the City of Cape Town is developed (City of Cape Town, 2000: 6).

Light pollution occurs because of poor design or because of excessive outdoor lighting. In addition to the nuisance and intrusion this causes for residents, it also indicates a lack of energy conservation awareness (City of Cape Town, 2000). Noise pollution from a tourism site has a disruptive impact on the host community and it is an issue that is raised in much of the international literature on responsible tourism.

The South African Responsible Tourism Guidelines state that "Activities need to avoid damaging the environmental quality of the enterprise's neighbourhood by noise or light pollution or aesthetic interference" (DEAT, 2002:10).

Light, noise and visual pollution is very difficult to measure without special equipment. Additionally responsible tourism sites need to be sensitive to the specific neighbourhood in which they are situated regardless of whether or not they are within regulation limits. The indicator that was therefore selected was the number of complaints lodged. It is assumed that if the community is being disturbed by light, noise or signs and other visual obstruction they will complain. The weakness of this indicator is that people may not complain due to various reasons, or complaints may not get fed into the right channels and therefore not be recorded.

Table 15: Noise, visual and light pollution

Problem	Activities produce visual, noise and light pollution
Baseline	Current number of complaints received by tourist site/activity
Indicator	Number of complaints received about noise levels and visual obstructions
Target	Zero complaints about noise and visual pollution
Result	Noise and visual pollution is minimized
Tool	Customer feedback mechanism
Time	1 year

8.2.4. Air pollution

Motivation: The most important air pollutants (such as SO₂, NO₂, particulate matter and heavy metals) result from combustion processes in industry, services, utilities, agriculture, transport and homes (City of Cape Town, 2000). Emissions from diesel vehicles are the single greatest cause of brown haze and smog. Particulate matter (including dust and soot) poses the most serious health risk and has been linked to respiratory problems and cancer (City of Cape Town: 2000: 13). The State of the Environment Report has shown a decrease in particulate matter, especially in previously disadvantaged areas, because of increased electrification. However, tourist destinations that burn rubbish contribute to particulate matter in these areas.

Two indicators were chosen to measure air quality. The first was the percentage of vehicles that are roadworthy or have undergone a diesel vehicle emissions test. The second was the number of times a year that sites burn their own rubbish. These two indicators cover the biggest two contributions to air pollution in this sector, namely vehicle emission and particles from incinerations. Their strength, in both instances, is that they are simple and the data will be easy to collect. The weakness of these indicators is that they may exclude other sources of air pollution. Although the data collected for these indicators will not be an exact measurement of all the various pollutants they will give site or city managers an indication if there is a problem, which can then be looked into in further detail. It is hoped that they will also create awareness regarding air pollution at a site level.

Table 16: Air Pollution - Vehicles

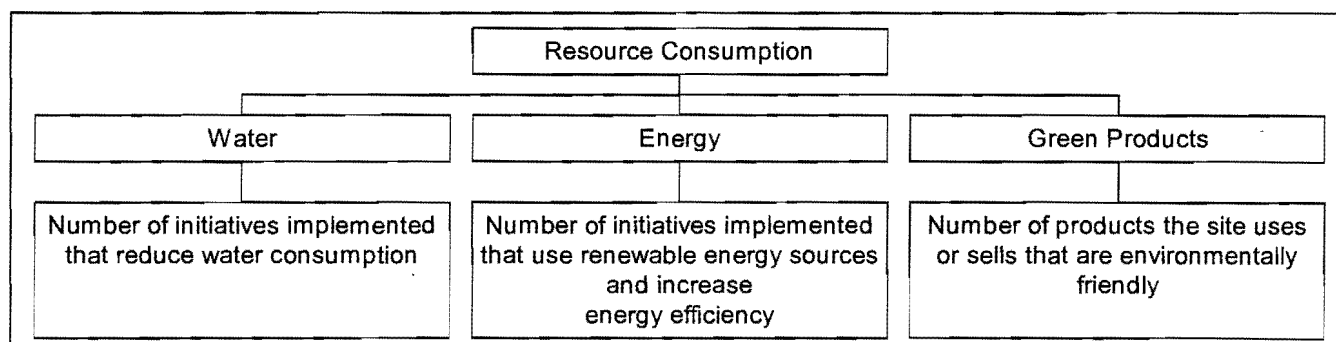
Problem	Brown haze and smog in Cape Town is unsightly and may cause respiratory illnesses
Baseline	Number of vehicles
Indicator	Percent of vehicles registered as roadworthy
Target	100% vehicles with roadworthy certificate
Result	Fewer emissions from site/activity vehicles
Tool	Annual Financial Statements
Time	1 year

Table 17: Air Pollution - Incinerations

Problem	Less particulate matter that may cause respiratory illnesses
Baseline	Current number of incinerations
Indicator	Number of incinerations per year on site
Target	Zero incinerations on site
Result	Less particulate matter.
Tool	Company Register of incinerations
Time	1 year

8.3. Resource Consumption

According to Agenda 21, one of the major causes of continued environmental degradation are the unsustainable patterns of consumption, particularly in industrialised countries (UN, 1992: 31). Not only are these consumption patterns unsustainable but they aggravate problems of poverty and the imbalances between rich and poor, or at a global level between developed and developing countries. The Johannesburg Declaration encourages countries to promote sustainable consumption patterns by reducing wastage, increasing efficiency and finding alternative renewable resources where possible (UN, 2002). The White Paper for Sustainable Tourism Development in the Western Cape also emphasises that it is "essential that tourism meets the Constitution's commitment to improving social conditions while protecting the natural environment for future generations".

Figure 12: Resource Consumption

8.3.1. Water

Motivation: Water is a very precious resource in the Western Cape and any responsible tourism site should be making a concerted effort to reduce water consumption. Perhaps as importantly, sites should be creating awareness among staff and tourists and fostering an attitude towards water use that is not wasteful but recognizes the importance of this precious resource.

The Responsible Tourism Guidelines (2002) lays down the following with regard to water consumption:

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 (DEAT, 2002: 3.1.2 (a)).

The indicator for water consumption is 'the number of water saving initiatives implemented'. This gives flexibility and encourages creative ways to save water as well as placing more emphasis on awareness. It is assumed that water saving initiatives will reduce water consumption and additionally it is hoped that they will increase awareness.

Table 18: Water

Problem	Excessive consumption of water
Baseline	Current number of initiatives implemented that reduce water consumption
Indicator	Number of initiatives implemented that reduce water consumption
Target	Self-determined targets for improvement
Result	Reduced consumption of water
Tool	Water audit
Time	1 year

8.3.2. Energy

Motivation: Reducing the amount of energy used in the provision of services, such as tourism, can contribute to the alleviation of environmental stress and increase economic competitiveness (UN, 1992: 33). South Africa is heavily reliant on energy generated by the burning of coal and has a very low energy efficiency rate (Winkler, 2002).

The Responsible Tourism Guidelines also emphasises the importance of reducing energy use and encourage responsible tourism destinations to switch to alternative sources of energy that do not rely on fossil fuels. The objective for energy use in the Responsible Tourism Guidelines is as follows:

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 (3.1.2 (b)).

The indicator chosen for energy use is 'the number of energy saving devices implemented'. Similar to the assumptions for water, it is supposed that energy saving initiatives will reduce energy consumption and thus increase awareness.

Table 19: Energy

Problem	Excessive use of non-renewable energy
Baseline	Current number of initiatives implemented that use renewable energy sources and increase energy efficiency
Indicator	Number of initiatives implemented that use renewable energy sources and increase energy efficiency
Target	Self-determined targets for improvement
Result	Reduced consumption of non-renewable energy
Tool	Energy Audit
Time	1 year

8.3.3. Green Products

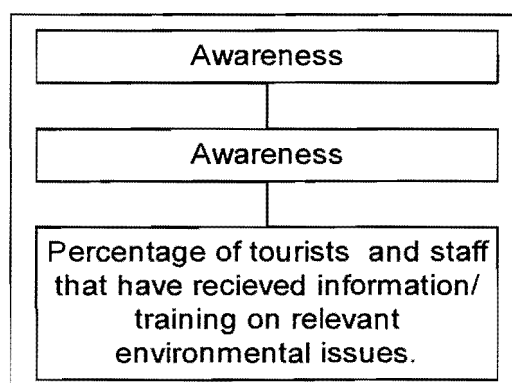
Motivation: From an environmental perspective it is essential that products are not only produced locally but are also not harmful to the environment. Local crafters need to be educated and encouraged to produce goods for the tourism market that are environmentally friendly. The Responsible Tourism Guidelines (2002) emphasise the importance of using products made locally and the need to encourage and educate local crafters so that their products are of a high quality. Additionally products should not be detrimental to the environment.

Table 20: Green Products

Problem	Products used are detrimental to the environment
Baseline	Current number of products the site uses or sells that are environmentally friendly
Indicator	Number of products the site uses or sells that are environmentally friendly
Target	Self-determined targets for improvement
Result	Increase in environmentally friendly products bought and sold by the site
Tool	Company Register of product information
Time	1 year

8.4. Awareness

Figure 13: Awareness



8.4.1. Awareness

Motivation: Public awareness, training and education are recognised in Agenda 21 as being critical to promoting sustainable development (UN, 1992: 264). Similarly, they are critical to promoting responsible tourism. Awareness and environmental education impacts on all the other environmental indicators and is essential for ensuring other measures are implemented and that monitoring occurs.

Staff and tourists need to understand what the environmental issues are and why various measures have been put in place if they are to be successful. The Responsible Tourism Guidelines stress this same point in the following two objectives (3.1.3. (f) & (g):

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

The amount of training and information given to staff and tourists is used as an indicator to monitor awareness. It is assumed that increased information and training will result in greater awareness.

Table 21: Awareness

Problem	Lack of awareness regarding the importance of environmental features such as biodiversity and environmental problems
Baseline	Current number of tourists and staff that have received information/ training on relevant environmental issues
Indicator	Percentage of tourists and staff that have received information / training on relevant environmental issues
Target	Self-determined targets for improvement
Result	Increased awareness on environmental issues
Tool	Company Register of Training courses
Time	1 year

8.5. Environmental Risk

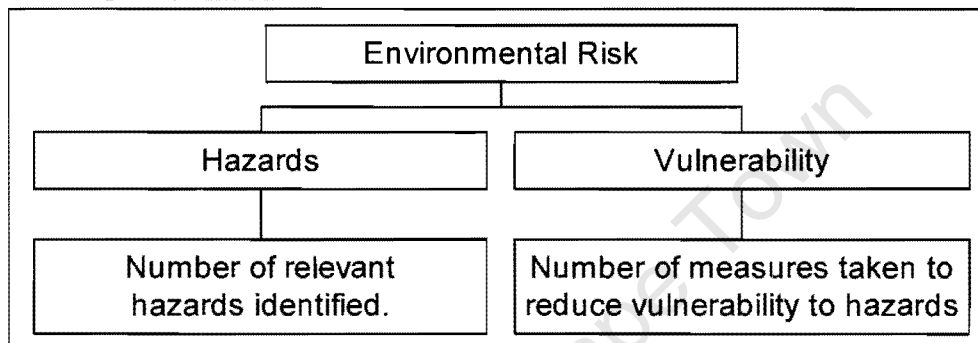
South Africa's White Paper on Disaster Management gives explicit priority to risk reduction as a cornerstone of responsible disaster management policy. "Disasters are not primarily rare occurrences.... there needs to be a common awareness and shared responsibility for risk reduction in every aspect of our lives" (South Africa's White Paper on Disaster Management, 1999).

The White Paper on Disaster Management outlines government's new thinking in relation to disaster management. Unlike previous policies that focused predominantly on relief and recovery efforts, the 1999 White Paper underscores the importance of preventing human, economic and property losses, and avoiding environmental degradation.

Preparedness measures for more efficient rescue operations will remain necessary. But much greater attention must be directed to the introduction of preventive strategies aimed at saving lives and protecting assets before they are lost.

In keeping with this “new thinking” responsible tourism sites should be prepared for hazards or disasters and ensure that they have emergency responses worked out should a disaster occur. Environmental risk can be seen to be made up of two elements, firstly the hazards themselves and secondly the vulnerability to each hazard. Thus two indicators have been developed to indicate risk, one for hazards and one for vulnerability. They should be viewed in conjunction, the aim being to identify potential hazards and to reduce vulnerability to that hazard.

Figure 14: Environmental Risk



8.5.1. Hazards

Motivation: For each site different hazards would be potential threats. In Cape Town one of the most important hazards that could impact on tourism sites is fire. Other disasters or hazards could include, flooding, drought, gale force winds, proximity to rubbish dumps or incineration sites, outbreaks of disease etc.

A site can only prepare emergency responses or reduce its vulnerability to these hazards once they have been identified, thus the indicator chosen is ‘number of potential hazards identified.’ These should be realistic and likely site-specific hazards or potential threats.

Table 22: Hazards

Problem	Lack of awareness, hazards unknown
Baseline	Current number of hazards identified
Indicator	Number of relevant hazards identified
Target	All potential hazards identified
Result	Increased awareness and hazards identified
Tool	Hazards Audit (part of emergency responses file)
Time	1 year

8.5.2. Vulnerability

Motivation: Some destinations will be more exposed or vulnerable to hazards because of certain factors such as poverty, bad planning or lack of infrastructure. There are often measures that can be taken to reduce vulnerability to a particular hazard. This may involve planning and construction interventions, such as better ventilation but could also include measures such as an effective and well-practised fire drill, effective signage or an alien plant clearing initiative.

The measures that are appropriate and practical will differ vastly in each instance, thus the indicator selected was 'the number of measures taken to reduce vulnerability'. This indicator should be seen in conjunction with the previous one and measures put in place for as many of the hazards identified as is practically possible. Special attention should be paid to the fire risk.

Table 23: Vulnerability

Problem	Vulnerability to potential hazards
Baseline	Current number of measures taken to reduce vulnerability
Indicator	Number of measures taken to reduce vulnerability to hazards
Target	Sufficient measures in place for all identified hazards
Result	Decrease in vulnerability to hazards – less risk
Tool	Emergency procedures document or file and list of other measures taken to reduce vulnerability
Time	1 year

9. Economic Development

The Responsible Tourism Guidelines (DEA&T, 2001) acknowledge that tourism still plays a relatively small role in the South African economy and it has a long way to go if it is to fulfil its potential to significantly contribute to national income. There has recently been a shift towards fostering entrepreneurial opportunities for the historically disadvantaged, poverty relief, employment and local economic development. Both domestic and international tourism can create employment as it is a relatively labour intensive industry and employs a range of skills from accountants and hairdressers to tour guides and trackers (DEA&T, 2001).

The South African White Paper on Tourism concluded in 1996 that tourism development in South Africa had largely been a missed opportunity; and that the focus on a narrow market has reduced the potential of the industry to spawn entrepreneurship and to create new services and to drive local economic development. In fact the formal tourism sector provides major opportunities for the informal sector - the challenge is to maximise this by reducing leakages and developing the multiplier effect.

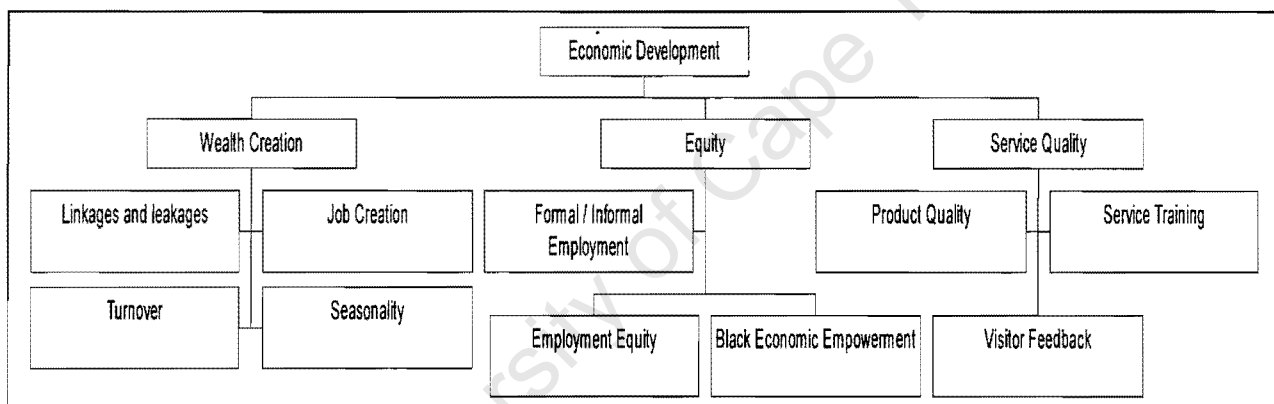
The greater the proportion of total tourism spending that stays in the local area, the stronger and more diverse the local economic base. The multiplier effect is greatest where the local linkages are strongest – the imperative is clear: source the inputs for all tourism enterprises as locally as possible in order to maximise local economic benefit and to assist in diversifying the local economy. Reducing economic leakages from the local area and increasing linkages will bring significant local economic development and assist in local economic diversification. Strong economic linkages at the local level were identified in the White Paper as a critical success factor in the local economy (DEA&T, 1996).

South Africa is now beginning to work on maximising the local economic benefits which tourism can bring to an area. The 1996 White Paper identified a wide range of opportunities for historically disadvantaged groups ranging from small guesthouses, *shebeens* and restaurants with local cuisine, through community tour guiding, music, dance and story-telling, arts and crafts, traditional hunting and medicine to laundry, gardening and speciality agriculture.

Tourism must be market related. If community-based and other tourism development processes are not planned, implemented and managed according to market demands then far too many South Africans, especially the poor, are facing not merely missed opportunities, but the hard realities of failed or under-performing products to which tourists simply do not come.

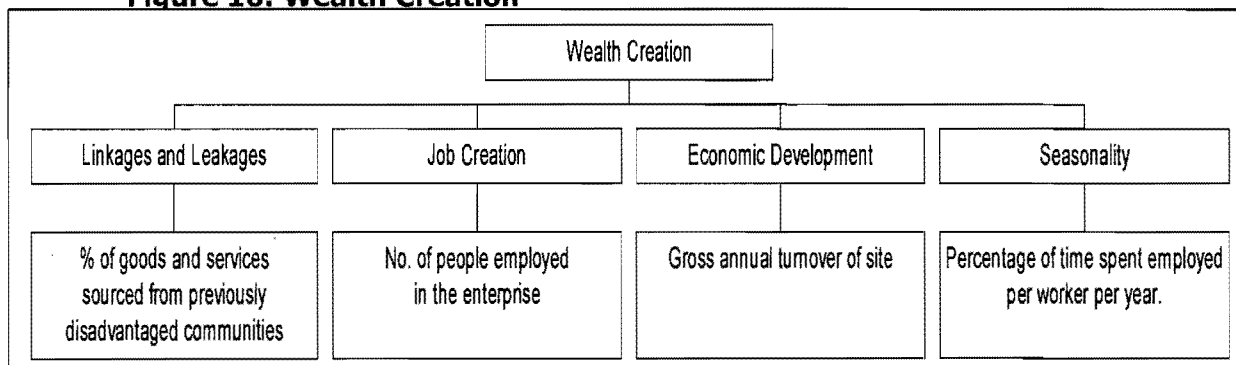
There is an increasing aspiration for fair trade in tourism and responsible tourism in several of the international originating markets, which is part of a trend towards increasing demand for equitably traded products (Seif, 2001). Increasing numbers of consumers are purchasing products that demonstrably benefit local communities more fairly than competitor products. The principles of Fair Trade should form the foundation for a new culture of responsible tourism in South Africa.

Figure 15: Economic Development



9.1. Wealth Creation

Figure 16: Wealth Creation



9.1.1. Linkages and Leakages

Motivation: As identified in the Cape Town Declaration of 2002, one of the essential principles of responsible tourism is that tourism should maximise local economic benefits by increasing linkages and reducing leakages. This is achieved by ensuring that communities are involved in, and benefit from, tourism. Wherever possible use tourism to assist in poverty reduction by adopting pro-poor strategies (International Centre for Responsible Tourism, 2002).

The National Responsible Tourism Development Guidelines (2001) state that responsible tourist sites and tourists buy locally made goods and use locally provided services from locally owned businesses wherever quality, quantity, and consistency permits. One should monitor the proportion of goods and services the enterprise sourced from businesses within 50 km and set a target of 20% improvement over three years (DEA&T, 2002: 1.1.2 (c)).

Responsible tourist enterprises should co-operate with other formal sector businesses to maximise benefits for local community. Enterprises should 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 (DEA&T, 2002: 1.1.2 (e)).

Table 24: Linkages and Leakages

Problem	Tourism sites do not direct money towards the local economy
Baseline	Current % of goods and services sourced from previously disadvantaged communities
Indicator	% of goods and services sourced from previously disadvantaged communities
Target	15% of goods and services, with 5% improvement per year
Result	Increased amount of money spent in previously disadvantaged areas
Tool	Annual Financial Statements
Time	1 year

An inventory of all the goods and services purchased by a tourism enterprise, which are sourced from previously disadvantaged communities.

This may require a mapping exercise to determine the location of the source of goods and services. The demographic composition of communities is continually in flux, and over time will hopefully become less segregated. The reality of Cape Town in a democratic South Africa suggests that communities are still very segregated, and will remain this way for many years. Mapping requires another judgement as to which communities were previously disadvantaged, and whether the social community matches the physical community.

9.1.2. Job Creation

Motivation: Unemployment in South Africa has been identified by the national government as being a priority for development attention. Employment is seen by some as the engine of growth for the economy of South Africa (Government of South Africa, 2003). While unemployment in 2000 stood at around 30% (Government of South Africa, 2003), some, such as the Congress of South African Trade Unions (COSATU), have urged that government and business should end the practice of outsourcing where it aims simply to cut salaries (Mde, 2002). All social programmes should be reviewed to ensure that they support employment creation as far as possible. If, as COSATU maintains, the main cause of high unemployment is the structure of the economy, which favours large, capital-intensive enterprises, then small businesses that find a market niche in responsible tourism would go some way to creating a more equitable distribution of wealth in the country.

The number of people that the tourism enterprise provides employment for directly contributes to the economy of South Africa. It is assumed formally employed people pay taxes and receive unemployment and training benefits. Information that is gathered for this indicator should include all employees who work more than 24 hours in a month. The indicator should express both full-time and casual employees.

Table 25: Job Creation

Problem	30% of South Africa's population is unemployed
Baseline	Current number of employees
Indicator	Number of people employed in enterprise
Target	Maintain or increase number of employees
Result	Unemployment in South Africa is decreased
Tool	Employee Records
Time	1 year

9.1.3. Turnover

Motivation: In order for initiatives to foster economic development and social upliftment to be responsible, they need to give mind to the financial sustainability of the project. Therefore, those projects that are able to produce a profit, or are able to move from dependence on donor funding to financial independence, should be showcased for their economic responsibility. In addition, one should assess economic impacts before developing tourism enterprises and exercise preference for those forms of development that benefit local communities and minimise negative impacts on local livelihoods (for example through loss of access to resources), recognising that tourism may not always be the most appropriate form of local economic development (International Centre for Responsible Tourism, 2002). This is echoed by the National Responsible Tourism Development Guidelines for South Africa (2002), which further add that one should maintain and encourage economic diversity, and avoid over-dependency on tourism (DEA&T, 2002: 1.1.1.(e)).

Gross annual turnover is an indicator of levels of economic activity. The multiplier effects of local economic activity are numerous.

Many responsible tourism sites may receive donor funding from bodies of state and international organisations. Turnover was chosen as an indicator of wealth creation and not profit as many of the sites may not turn a profit as yet. It is assumed that turnover will trickle down to employees and the local community. Thus, we assume that the higher the level of turnover, the higher the level of wealth creation.

Table 26: Turnover

Problem	Lack of financing for responsible tourism sites. South African enterprises do not sustain themselves
Baseline	Current turnover
Indicator	Gross annual turnover
Target	Target to be set by sites individually
Result	Wealth creation for owners, employees and local community
Tool	Annual Financial Statements
Time	1 Year

9.1.4. Seasonality

Motivation: The National Responsible Tourism Development Guidelines for South Africa (2002) insist that an economic objective of responsible tourism is to extend the season of enterprises by developing new products to create better employment conditions and to provide a stronger base for local economic development. One should monitor occupancies or seasonality of employment over the year to show progress in extending the season (DEA&T, 2002: 1.1.1 (a)).

Due to the seasonality of the tourism industry it is desirable to know not only the number of people employed, but also the proportion of their potential working time that they are employed.

Worker days = number of workers x days worked.

Total number of working days = number of workers x working days in a year

The number of casual and permanent workers must be included so that an accurate measure of seasonality can be obtained.

Table 27: Seasonality

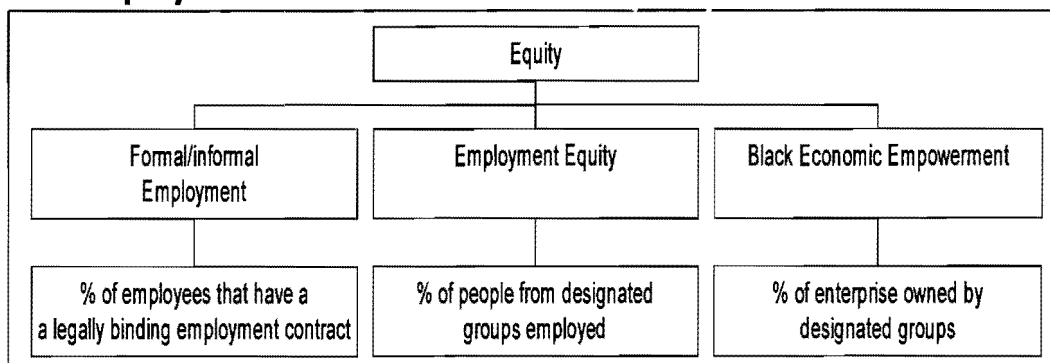
Problem	Seasonal employment is unsustainable for employees
Baseline	Current seasonality
Indicator	Percentage of time spent employed per worker per year
	No. of worker days *100 Total no. of working days
Target	Full-time permanent employment for all people involved in tourism enterprises
Result	Stable employment and sustainable income
Tool	Employee Records
Time	1 year

9.2. Equity

The International Centre for Responsible Tourism describes responsible travel as being characterised by travel and tourism that involves people in decisions that affect their lives and life chances²⁶. The Cape Town Declaration on Responsible Tourism states that responsible tourism should adopt equitable business practises, pay and charge fair prices, and build partnerships in ways in which risk is minimised and shared, and recruit and employ staff recognising international labour standards (International Centre for Responsible Tourism. 2002). The National Responsible Tourism Development Guidelines for South Africa suggests that responsible tourism encourages the informal sector to become part of the formal sector (DEA&T, 2002: 1.1.2 (b)).

Indicators of movement towards equity are particularly important in terms of formal employment, directing money towards the local economy, and redress for racial discrimination in the market place.

²⁶ Available [online]: International Centre for Responsible Tourism <http://www.icrtourism.org> (Visited 27/03/2003)

Figure 17: Equity

9.2.1. Formal/informal employment

Motivation: The National Responsible Tourism Guidelines states that informal tourism activities must be encouraged to form part of the formal sector (DEA&T, 2002: 1.1.2 (b)). At site level, an appropriate indicator may be whether employees have a legally binding employment contract. In terms of Section 20 of the Basic Conditions of Employment Act, 1997, each employee must receive written particulars of employment. It is assumed that should an employer provide an employee with a written contract of employment, they will adhere to the other provisions in the Act. It is further assumed that if employees have a legally binding contract, the tourism activity will be part of the formal economy.

Table 28: Formal/informal employment

Problem	Informal business does not contribute to local government coffers
Baseline	Current number of employees that have a legally binding employment contract
Indicator	Percent of employees that have a legally binding employment contract
Target	100%
Result	Informal workers become part of the formal economy
Tool	Employee records
Time	1 year

9.2.2. Employment Equity

Motivation: The number of previously disadvantaged people in the workforce needs to be supported. The National Responsible Tourism Guidelines (2002) state that tourism activities should:

"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 the communities within 20km of the enterprise." (DEA&T, 2002: 1.1.5 (d))

Labour intensive projects that employ previously disadvantaged people are more economically responsible than capital-intensive projects that target a skill-area largely dominated by whites. The indicator is the percent of previously disadvantaged people employed.

Table 29: Employment Equity

Problem	Employment in South Africa is still skewed towards white people
Baseline	Current number of people from designated groups employed
Indicator	% of people from designated groups employed
Target	Demonstrated improvement. Self designated targets
Result	Greater representivity in the work force
Tool	Employee records
Time	1 year

9.2.3. Black Economic Empowerment (BEE)

Motivation: As a result of apartheid and other discriminatory laws and practices, there are disparities in employment, occupation and income within the national labour market (Employment Equity Act, 55 of 1998).

According to the Department of Labour:

- African representation in top management stands at 6,2% followed by Coloureds and Indians representing 2,7% and 3,7% respectively.
- African women hold only 1,2% of all top management positions.
- Of all senior management positions Africans hold 8,7%, Coloureds 4,9%, Indians 4,8% and Whites 81,6% . At the professionally qualified and mid management level, Africans hold 32,7%, Coloureds 5,4%, Indians 5,8% and Whites 56,1%
- When combining all levels of management and professional employment, Africans hold 27,3% of all jobs, Coloureds over 5%, Indians 5,8% and Whites 56,1% (Department of Labour, 2001).

Responsible Tourism activities must play their part "in implementing affirmative action measures to redress the disadvantages in employment experienced by designated groups, to ensure their equitable representation in all occupational categories and levels in the workforce" (Employment Equity Act, 55 of 1998).

For-profit enterprises that are majority owned by previously disadvantaged people are helping South African society move towards social and economic equity.

Table 30: Black Economic Empowerment (BEE)

Problem	Businesses in South Africa are still mainly owned by white people
Baseline	Current % of enterprise owned by designated groups
Indicator	Percent of enterprise owned by designated groups
Target	Demonstrated improvement. Self designated targets
Result	Greater representivity in ownership
Tool	Annual Financial Statements
Time	1 year

9.3. Service Quality

Customer satisfaction is increasingly becoming a salient issue in most service industries. With reference to the tourism industry, it can be stated that satisfied tourists are more likely to

recommend the tourist destination to others, which is the cheapest and most effective form of marketing and promotion (Crosby, 1993 and Soderlund, 1998 in Akama and Kieti: 2003). "Furthermore, tourist satisfaction usually contributes to increased rates of the retention of tourists' patronage, loyalty and acquisition, which in turn helps in realizing economic goals like increased number of tourists and revenues. As a consequence, there is usually a positive association between tourist satisfaction and the destination's long-term economic success. At the same time, through tourist satisfaction, the relationship between the tourist and the tourist destination is strengthened" (Akama and Kieti: 2003).

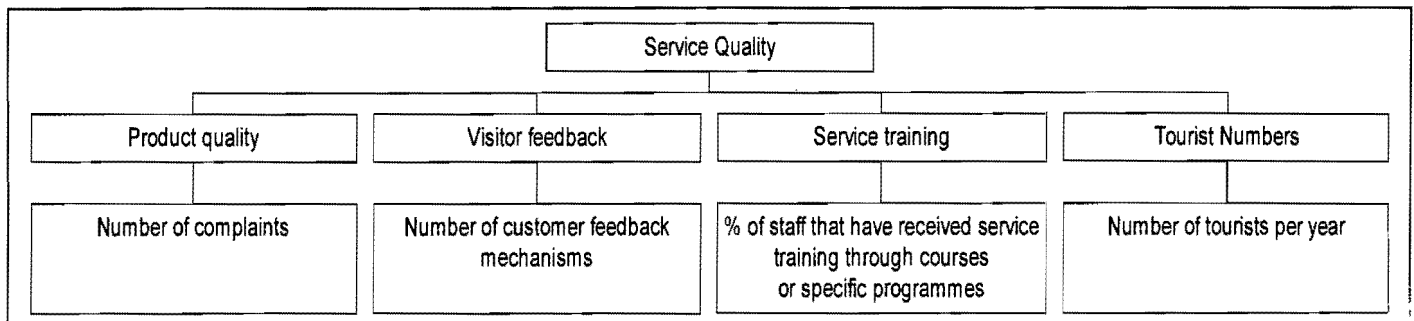
The Western Cape's vision for tourism is: "By the year 2010 the Western Cape is renowned as a premium world tourism area" (White Paper on Sustainable Tourism). If Western Cape Tourism is to achieve this goal, good products, service and effective channels for visitor communication are essential. The sites, the tour operators and various tourism institutions and bodies all have an important role to play in ensuring good service quality.

The Cape Town Declaration states that it is important to develop quality products that reflect, complement, and enhance the destination. The Responsible Tourism Guidelines highlight the importance of good service in objective 1.1.2 (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."

Akama and Kieti (2003) make the point that all tourists arrive at a destination with expectations of a certain level of service. The extent to which these expectations are met will determine how satisfied the tourist is.

Three indicators were selected to monitor service quality; these included an indicator for visitor feedback, for product quality and for service training.

Figure 18: Service Quality**9.3.1. Product Quality**

It is difficult to find a single indicator that can monitor product quality, as each product is so different. The 'number of complaints received' was selected as an indicator as it gives an indication of customer satisfaction at all levels and for various products. It is also relatively easy to keep accurate records of and monitor.

It is assumed that visitors will be given ample opportunity to voice their concerns, and that if product quality is poor visitors will complain. Additionally a register of complaints will not only monitor product quality but can be used by various sites to highlight potential opportunities for improvement and so facilitate continued improvement.

Table 31: Product Quality

Problem	Poor product quality
Baseline	Current number of complaints
Indicator	Number of complaints
Target	Zero Complaints
Result	Excellent product quality
Tool	Customer Feedback Mechanism
Time	1 year

9.3.2. Visitor Feedback

Feedback mechanisms such as suggestion boxes, complaint registers and evaluation forms all contribute to improved service quality. Equally important is instilling an attitude of openness to suggestions for improvement that needs to be included in the destination's work ethic or policy. The existence of a feedback mechanism gives an indication of this.

Table 31: Visitor Feedback

Problem	Services in South Africa do not elicit customer feedback to improve their business
Baseline	Current number of customer feedback mechanisms
Indicator	Number of customer feedback mechanisms
Target	Self determined targets for improvement
Result	The tourism site elicits customer feedback and implements changes
Tool	Customer Feedback Mechanism
Time	1 year

9.3.3. Service Training

Service training has been used as an indicator for good service. It is measured by looking at the percentage of staff that has received service training. There is an assumption that good service training will lead to improved service.

Table 32: Service Training

Problem	Low level of service quality due to lack of sufficient service training
Baseline	Current number of staff that have received service training through courses or specific programmes
Indicator	Percentage of staff that have received service training through courses or specific programmes
Target	100%
Result	Increased service training leading to increased quality of service
Tool	Company Register of Training courses
Time	1 year

9.3.4. Tourist Numbers

It is essential for responsible tourism destinations to offer a good tourist “package” or experience. Tourists will not want to see even the best projects/ organisations if these projects are not catering to the needs of the tourist and providing them with an experience (Schoeman *pers. com.*: 2003). This should be one of the first considerations when selecting responsible tourist destinations to begin with, however the number of tourists visiting a site can be used to monitor the popularity of a destination. It is assumed that destinations’ popularity is a good indication of how effectively the tourism package or experience is being delivered. The weakness of this indicator is that tourist numbers could also be influenced by other factors such as, bad organisation or poor marketing. This should be born in mind when using this indicator.

Table 33: Tourist Numbers

Problem	Destinations not receiving many tourists because of a lack of well packaged tourism experiences
Baseline	Current number of tourists
Indicator	Number of tourists per year
Target	To be determined by destination together with responsible tourism officer
Result	Increase in destination popularity
Tool	Visitor book or gate count
Time	One year

10. Aggregated Site Monitoring and Evaluation Framework.

The following table describes how the site level indicators can be aggregated to give the responsible tourism office managers an indication of how the sites are performing collectively. With the information, the responsible tourism office would be able to direct resources or focus attention on general thematic areas, such as biodiversity conservation or skills development. The responsible tourism office could also use this information for reporting on the performance of the collection of responsible tourism sites across the city in order to be accountable for the public money that it receives.

This information would not be a statement on the level of responsibility of all the tourism in Cape Town but rather an indication of the performance of only the responsible tourism sites. The information would be valuable when promoting tourism in Cape Town and in obtaining recognition from bodies such as the World Tourism.

For some indicators, to simply add up the information for each site produces a result that is not relevant and could even be misleading. For such indicators it is necessary to find a different expression or indicator for the problem. For example, at a site level, one might ask about the number of staff on educational programmes; however, at a group level, it might be more appropriate to ask about the number of sites with educational programmes for staff.

No additional data will need to be collected for these aggregated indicators, the data collected by the sites using the site-level framework described above, will be sufficient. The table below shows the recommended aggregated indicators for each site-level indicator.

Table 34: Aggregated Site M&E Framework

	ISSUE	INDICATOR	AGGREGATED INDICATOR	
SOCIAL UPLIFTMENT	EQUITY	GOVERNANCE	Percent of black people, women, or people with disabilities in positions of senior management	Total percent of black people, women, or people with disabilities in positions of senior management across all the sites
		ACCESSIBILITY	Number of measures taken to provide access for people with disabilities	Number of sites with disability measures
	RESPECT AND DIGNITY	LOCAL LANGUAGE AND CULTURAL DIVERSITY	Percent of tourists that have received information on local culture, heritage, language and respectful behaviour in general	Total percent of tourists that have received information on local culture, heritage, language and respectful behaviour in general
		SEXUAL EXPLOITATION AND DRUG AND ALCOHOL ABUSE	Number of incidents regarding sexual exploitation, drug and alcohol abuse	Total number of incidents regarding sexual exploitation, drug and alcohol abuse
	EMPOWERMENT	EDUCATION	Number of people/staff enrolled in educational programmes per annum	Number of sites with educational programmes for staff
		CAPACITY BUILDING	Percent of staff involved in skills development training	Number of sites with skills development training for staff
	HEALTH AND SECURITY	LABOUR SAFETY	Number of measures taken to ensure health and safety of employees as stipulated in the Occupational Health and Safety Act 85 of 1993	Number of sites with measures taken to ensure health and safety of employees
		SECURITY	Number of incidents of crime against tourists and employees at site	Total number of incidents of crime against tourists and employees of sites
		HIV/AIDS and TB	Number of HIV/AIDS and TB policies, awareness initiatives and other measures	Number of sites with HIV/AIDS and TB policies, awareness initiatives and other measures

ENVIRONMENTAL INTEGRITY	ISSUE		INDICATOR	AGGREGATED INDICATOR
	CONSERVATION OF NATURAL RESOURCES	BIODIVERSITY	Change in number of indigenous species in activity area	Number of sites with species loss
		SIGNIFICANT FEATURES	Number of significant environmental features, heritage features or species conserved	Number of sites with significant environmental features, heritage features or species conserved
	POLLUTION AND WASTE	RECYCLING WASTE	Number of types of materials recycled	Number of sites recycling
		REDUCING WASTE	Number of bin bags of solid waste per tourist to landfill	Total number of bin bags to landfill
		NOISE, VISUAL AND LIGHT POLLUTION	Number of complaints received about noise levels and visual obstructions	Number of sites with noise/visual concerns
	POLLUTION AND WASTE	AIR POLLUTION	Percent of vehicles registered as roadworthy	Total percent of vehicles registered as roadworthy
			Number of incinerations per year on site	Number of sites incinerating on site
	RESOURCE CONSUMPTION	WATER	Number of initiatives implemented that reduce water consumption	Number of sites with water saving initiatives
		ENERGY	Number of initiatives implemented that use renewable energy sources and increase energy efficiency	Number of sites with energy efficiency initiatives
GREEN PRODUCTS		Numbers of products the site uses or sells that are environmentally friendly	Number of sites using/selling environmentally friendly products	

	AWARENESS AND POLICY	AWARENESS	Percent of tourists and staff that have received information / training on relevant environmental issues	Total percent of tourists and staff that have received information / training on relevant environmental issues
	ENVIRONMENTAL RISKS	HAZARDS	Number of relevant hazards identified	Number of sites with identified hazards
		VULNERABILITY	Number of measures taken to reduce vulnerability to hazards	Number of sites implementing measures to reduce vulnerability to identified hazards

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	ISSUE	INDICATOR	AGGREGATED INDICATOR	
ECONOMIC DEVELOPMENT	WEALTH CREATION	LINKAGES AND LEAKAGES	Percent of goods and services sourced from previously disadvantaged communities	Number of sites sourcing goods and services from previously disadvantaged communities
		JOB CREATION	Number of people employed in enterprise	Total number of people employed in responsible tourism enterprises
		TURNOVER	Gross annual turnover	Gross annual turnover for all sites
		SEASONALITY	Percentage of time spent employed per worker per year	Total proportion of employee time spent employed
	EQUITY	FORMAL/ INFORMAL EMPLOYMENT	Percent of employees that have a legally binding employment contract	Total percent of employees with legally binding employment contract
		EMPLOYMENT EQUITY	Percent of people from designated groups employed	Total percent of people from designated groups employed
		B.E.E.	Percent of enterprise owned by designated groups	Total percent of enterprises owned by designated groups
	SERVICE QUALITY	PRODUCT QUALITY	Number of complaints	Number of complaints
		VISITOR FEEDBACK	Number of customer feedback mechanisms	Number of sites with customer feedback mechanisms
		SERVICE TRAINING	Percent of staff that have received service training through courses or specific programmes	Number of sites training staff in customer service

It is also important to note that some responsible tourism issues are applicable only at a city management level, and do not concern the sites individually or collectively. These institutional issues are dealt with below.

11. M&E Framework for Responsible Tourism Office

Some responsible tourism issues cannot be addressed by tourism destinations and the responsibility for these lies with city managers or a responsible tourism office. As a way of assessing its own performance, and helping to identify areas where action is needed, issues specific to a responsible tourism office need to be outlined. This framework for a responsible tourism office or manager uses the same format as the site level indicators, outlined in the previous section. The targets specific to the responsible tourism office need to be developed through a process of stakeholder engagement with all those involved in responsible tourism in the City of Cape Town.

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Table 35: M&E Framework for Responsible Tourism Office

ISSUE	PROBLEM	BASELINE	INDICATOR	TARGET	RESULT	TOOL	TIME
INFRASTRUCTURE AND FACILITIES	Lack of infrastructure and facilities	Current budget	Percent of budget spent on infrastructure and facilities for responsible tourism in Cape Town	Self determined targets	Improved infrastructure and facilities	Financial Statements	1 year
INVOLVEMENT OF PREVIOUSLY DISADVANTAGED COMMUNITIES	Previously disadvantaged communities not benefiting from tourism	Current number of sites engaged with previously disadvantaged communities	Number of sites engaged with joint initiatives or activities with previously disadvantaged communities	Self determined targets	Increased number of people from previously disadvantaged communities benefiting from tourism	Office Register	1 year
PUBLIC PRIVATE PARTNERSHIPS	Lack of resources and integration in tourism industry	Current number of partnerships	Number of partnerships operating in the responsible tourism sector in Cape Town	Self determined targets	Increased integration and cooperation	Office Register	1 year
INNOVATIVE MARKETING AND PROMOTION	Insufficient marketing of responsible tourism	Current budget	Percentage of budget spent on responsible tourism marketing per annum	Self determined targets	Improved and effective marketing	Financial Statements	1 year
AWARENESS AND TRAINING	Lack of training and awareness in responsible tourism sector	Current number of training programmes/campaigns offered	Number of training programmes or awareness campaigns offered to responsible tourism sites, the public and operators by the City of Cape Town	Self determined targets	Improved training and awareness	Register of training courses and meetings	1 year
ADVICE AND SUPPORT	Lack of government support for responsible tourism sites	Current number of visits and meetings	Number of visits or meetings with responsible tourism sites	Self determined targets	Improved support and capacity	Register of training courses and meetings	1 year

SUPPORTING SMMEs AND ENTREPRENEURS	Lack of economic benefits for small business from tourism	Current number of SMMEs	Number of SMMEs involved in responsible tourism	Self determined targets	Increased economic benefits for small businesses	Office Register	1 year
COMPULSORY REGISTRATION	Tourism sector is currently unregulated and is therefore difficult to manage	Current number of responsible tourism sites registered	Number of responsible tourism sites registered with the relevant authority	100% registration	Well-managed and regulated sector	Office Register	1 year
DOMESTIC TOURISM	Lack of domestic tourists	Current percentage of domestic tourists	Percentage of domestic tourists visiting sites	Self determined targets	Increased domestic tourism	Office Register (Visitor book)	1 year
INCREASING THE RESPONSIBLE TOURISM SECTOR	Lack of financial resources in responsible tourism sector	Current percentage	Percent of total tourism budget in Western Cape allocated to responsible tourism	Self determined targets	An increase in responsible tourism budget	Financial Statements	1 year
POLICY	Lack of overarching environmental policies, dealing with site-specific environmental issues	Current number of environmental policies	Number of environmental policies	Self determined targets	Increase in site - specific environmental policies	Office Register	1 year

11.1. Infrastructure and Facilities

Motivation: Improved infrastructure and facilities are important to facilitate tourist movement in the Western Cape. Given the lack of infrastructure and facilities in previously disadvantaged areas in South Africa, the development of public infrastructure and tourism facilities such as public toilets, parking, transport, etc is encouraged in these areas. The percent of funds allocated to infrastructure and facilities of responsible tourism activities can be used as an indication to measure the importance of responsible tourism in the Western Cape. An increase in responsible tourism would demand an increase in infrastructure and facilities development. A weakness of this indicator is that an increase in a budget could be meaningless if the budget is not spent appropriately.

Table 36: Infrastructure and Facilities

Problem	Lack of infrastructure and facilities
Baseline	Current budget
Indicator	Percent of budget spent on infrastructure and facilities for responsible tourism in Cape Town
Target	Self determined targets
Result	Improved infrastructure and facilities
Tool	Financial Statements
Time	1 year

11.2. Involvement of previously disadvantaged communities

Motivation: The lack of participation and involvement by previously disadvantaged communities in the tourism sector is an obstacle to economic growth and development. Responsible tourism must therefore ensure that such communities benefit from the growth in the tourism sector. One way to improve the involvement of previously disadvantaged communities would be for the relevant responsible tourism authority to encourage joint initiatives and activities. Joint activities would ensure that communities are able to participate in a project from its inception.

This indicator measures the number of sites engaged with joint initiatives or activities with previously disadvantaged communities. One can assume that an increase in the number of joint ventures would imply that there would be an increase in the number of people from previously disadvantaged communities who are benefiting from responsible tourism.

Table 37: Involvement of previously disadvantaged communities

Problem	Previously disadvantaged communities not benefiting from tourism
Baseline	Current number of sites engaged with previously disadvantaged communities
Indicator	Number of sites engaged with joint initiatives or activities with previously disadvantaged communities
Target	Self determined targets
Result	Increased number of people from previously disadvantaged communities benefiting from tourism
Tool	Office Register
Time	1 year

11.3. Public Private Partnerships

Motivation: Tourism has been identified as one of the growing economic sectors in the Western Cape. The challenge facing Cape Town is the lack of financial resources and skills in the province. The White paper states that the integrated nature of tourism implies that private industry; government and community should work together to improve on the tourism sector.

This indicator is a measure of the number of partnerships operating in the responsible tourism sector in Cape Town. An increase in integration and cooperation would result in shared resources and expertise.

Table 38: Public Private Partnerships

Problem	Lack of resources and integration in tourism industry
Baseline	Current number of partnerships
Indicator	Number of partnerships operating in the responsible tourism sector in Cape Town
Target	Self determined targets
Result	Increased integration and cooperation
Tool	Office Register
Time	1 year

11.4. Innovative marketing and promotion

Motivation: Cape Town is already regarded as a major tourism destination in South Africa. However, there is a lack of understanding of responsible tourism. This could be attributed to the insufficient marketing of responsible tourism in Cape Town.

This indicator is a measure of the percentage of the annual tourism budget for responsible tourism. It is assumed that the demand for responsible tourism can be stimulated through marketing. In theory if responsible tourism increases, the percentage of budget spent should decrease.

This indicator is a measure of the percentage of the annual tourism budget for responsible tourism. It is assumed that the demand for responsible tourism can be stimulated through marketing. While initially one would hope to see a large percentage of the budget being spent on tourism, over time if the marketing was done creatively and successfully less may be needed.

Table 39: Innovative marketing and promotion

Problem	Insufficient marketing of responsible tourism
Baseline	Current budget
Indicator	Percentage of budget spent on responsible tourism marketing
Target	Self determined targets
Result	Improved and effective marketing
Tool	Financial Statements
Time	1 year

11.5. Awareness and Training

Motivation: Awareness and training are essential if responsible tourism is to be successful. While it is the responsibility of each site to ensure their staff are adequately trained, it is the responsibility of the relevant authority to ensure that training is available and to create awareness within the tourism sector about responsible tourism. One of the 'critical success factors' included in the White Paper on Sustainable Tourism in the Western Cape is: "improved awareness of tourism and access to training opportunities..." (2000:31).

The indicator refers to any training and awareness done pertaining to responsible tourism and includes all aspects of responsible tourism. It is assumed that increasing awareness and training opportunities, will increase responsible behaviour at the sites and ensure that the responsible tourism sites succeed. It is also assumed that the training offered will be of a high standard, well attended and on relevant issues. Information on the number of training programmes and awareness campaigns offered, will be readily available if a training register or training course reports are kept. The weakness of the indicator is that it does not reflect how effective training courses are, only that they are happening.

Table 40: Awareness and Training

Problem	Lack of training and awareness in responsible tourism sector
Baseline	Current number of training programmes/campaigns offered
Indicator	Number of training programmes or awareness campaigns offered to responsible tourism sites, the public and operators by the City of Cape Town
Target	Self determined targets
Result	Improved training and awareness
Tool	Register of training courses and meetings
Time	1 year

11.6. Advice and support

Motivation: The White Paper on Sustainable Tourism in the Western Cape states that: “the provision of supply-side support systems is primarily the responsibility of all spheres of government – national, provincial and local” (Provincial Government, 2001). These support systems include service quality levels (human interfaces and operating standards) amongst others. Presently local government has not offered adequate support for responsible tourism sites in Cape Town.

The indicator is the number of visits or meetings held between the relevant responsible tourism authority and the sites. It is assumed that a greater number of visits will result in improved support and capacity at sites. It is also assumed that visits to the sites would ensure a better understanding of the challenges facing responsible tourism, and thus lead to problem-solving mechanisms involving government, sites and other stakeholders.

Table 41: Advice and support

Problem	Lack of government support for responsible tourism sites
Baseline	Current number of visits and meetings
Indicator	Number of visits or meetings with responsible tourism sites
Target	Self determined targets
Result	Improved support and capacity
Tool	Register of Training courses and meetings
Time	1 year

11.7. Supporting SMMEs and entrepreneurs

Motivation: There is a commitment at both a national and provincial government level to support and encourage small businesses. The tourism industry has been recognized as a good sector for SMME start-up businesses. Thus, one of the fundamental principles in the White Paper on Sustainable Tourism in the Western Cape is to encourage entrepreneurs and in particular SMMEs to participate in the tourism industry (2000: 29). The White Paper goes on to commit the relevant authority to not only encouraging but also supporting emerging small business, especially in previously disadvantaged areas.

The number of SMMEs was chosen as an indicator to reflect if indeed the relevant responsible tourism authorities are encouraging and supporting small business in the responsible tourism sector. This in turn will reflect the extent to which the economic benefits from tourism are going to small businesses. This information should be relatively easy to access, especially if all sites are registered. Information regarding the size and nature of the tourism destination should therefore be included in registration.

Table 42: Supporting SMMEs and entrepreneurs

Problem	Lack of economic benefits for small business from tourism
Baseline	Current number of SMMEs
Indicator	Number of SMMEs involved in responsible tourism
Target	Self determined targets
Result	Increased economic benefits for small businesses
Tool	Office Register
Time	1 year

11.8. Compulsory Registration

Motivation: Currently there are many unregistered tour operators and tourist destinations and the tourism industry is largely unregulated. This makes it difficult for the relevant authorities to co-ordinate, plan, and deal with complaints and problems

efficiently. It also means that the tourism enterprises that are registered bear the brunt of the costs such as tax, training levies, local authority rates (White Paper: 2000).

Registering responsible tourism destinations and operators will assist the relevant authorities in gathering baseline data and in monitoring their progress.

The indicator chosen is simple: the number of sites registered. Quite clearly the target for the relevant authority should be to have all responsible tourism sites registered as soon as possible. The registration process and cost should be such that it does not exclude entrepreneurs and SMMEs.

Table 43: Compulsory Registration

Problem	Tourism sector is currently unregulated and is therefore difficult to manage
Baseline	Current number of responsible tourism sites registered
Indicator	Number of responsible tourism sites registered with the relevant authority
Target	100% registration
Result	Well-managed and regulated sector
Tool	Office Register
Time	1 year

11.9. Domestic tourism

Motivation: The White Paper on Sustainable Tourism highlights the need to provide affordable travel opportunities for domestic tourists and to compete provincially for the domestic market (2000: 47).

It is especially important, given the history of segregation in South Africa that responsible tourism destinations and operators should be encouraging more South Africans, including youth, to travel within their own country. A value for money approach to pricing, effective marketing strategies targeted at the domestic market as well as clever branding can help to increase domestic tourism.

The indicator chosen was the percentage of domestic tourists going to the responsible tourism destination. The data therefore needs to be collected at sites; this may be problematic if sites do not have visitor records. Either all sites will have to record all the tourists that visit their sites and where they are from (in a visitor book or similar) or sample surveys will have to be conducted. The reliability of such surveys will depend on their extent and over what time period they are conducted.

Table 44: Domestic Tourism

Problem	Lack of domestic tourists
Baseline	Current percentage of domestic tourists
Indicator	Percentage of domestic tourists visiting sites
Target	Self determined targets
Result	Increased domestic tourism
Tool	Office Register (Visitor book)
Time	1 year

11.10. Increasing the responsible tourism sector

Motivation: As is clearly demonstrated in the literature, responsible tourism is a growing trend internationally. This trend is influencing the tourism sector, in the Western Cape and South Africa, as can be seen by the National Responsible Tourism Guidelines and the White Paper on Sustainable Development in the Western Cape. Additionally, more and more tourists are looking for destinations that are clearly responsible.

In order for responsible tourism sector to grow within the Western Cape and in order for the relevant authorities to be able to provide sufficient support, marketing and infrastructure, funding is required. The percentage of the tourism budget being spent on projects specifically going to responsible tourism projects is an indication of how much influence responsible tourism is having on the tourism industry as a whole in the Western Cape. This data should be easily available to the relevant authorities, although

it may be difficult in some instances to separate how much of each particular line item is spent on responsible tourism alone. This will depend on how budgets are structured.

Table 45: Increasing the responsible tourism sector

Problem	Lack of financial resources in responsible tourism sector
Baseline	Current percentage of total tourism budget in Western Cape allocated to responsible tourism
Indicator	Percent of total tourism budget in Western Cape allocated to responsible tourism
Target	Self determined targets
Result	An increase in responsible tourism budget
Tool	Financial Statements
Time	1 year

11.11. Policy

Motivation: Environmental policies are important as they demonstrate a commitment to continuous improvement and help to identify and manage issues and actions that need to be taken. Environmental policies are important in addressing site-specific environmental issues not covered elsewhere. Many policies and guidelines exist laying out the principles for responsible tourism and good environmental practices. Environmental policies should be congruent with these and with the destination or organisations other policies.

Environmental Management Systems are often referred to in the literature and various guidelines but these were not used as an indicator as they are often associated with ISO 1400 compliance, which is not necessary for smaller start up sites. It is important that the environmental policy be a useful and practical document, which is used, therefore implementation was included in the indicator.

Table 46: Policy

Problem	Lack of overarching environmental policies, dealing with site-specific environmental issues
Baseline	Current number of environmental policies
Indicator	Number of environmental policies
Target	Self determined targets
Result	Increase in site – specific environmental policies
Tool	Office Register
Time	1 year

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12. Conclusion

In the introduction two questions were posed: how should responsible tourism be defined in Cape Town and how can it be monitored and managed more efficiently? To provide answers or solutions to these questions four objectives were developed. The first objective was 'to investigate the concepts, principles and guidelines of responsible tourism that have been developed over the past decade both locally and internationally.' This was done in order to define what responsible tourism means in Cape Town. As has been seen from the body of literature there is no one definition for responsible tourism. However, for the purposes of this study, the definition used comes from the National White Paper on the Development and Promotion on Tourism in South Africa:

Tourism that promotes responsibility to the environment through its sustainable use; responsibility to involve local communities in the tourism industry; responsibility for the safety and security of visitors and responsible government, employees, employers, unions and local communities. (DEA&T, 1996, S 2.)

Furthermore, given the background and history of the Western Cape, responsible tourism in Cape Town should have an emphasis on the fair distribution of resources, respect and dignity for local communities, making profit and creating employment and protecting the natural environment.

The second objective 'to develop a monitoring and evaluation framework to manage responsible tourism in the City of Cape Town' sought to provide a solution to the second question. The M&E framework that was developed through this research project had a developmental, utilisation focus. It is intended to be a flexible management tool for highlighting problems and facilitating communication and continual improvement.

The third and fourth objectives were established to ensure that the framework was valid and credible. These were 'to test the monitoring and evaluation framework against a random sample of sites on the Cape Care Route' and 'to test the monitoring and

evaluation framework with city managers and tourism departments.' These have been described in Section 6, and the methodology is laid out in Section 1.2. Taking the limitations of interviewer bias, current institutional arrangements, and the conceptual nature of this research into account, the framework is founded on a set of valid indicators within a management framework that relies on the easy collection of data.

The field testing of the M&E management framework revealed several strengths and weaknesses. Some of the weaknesses highlighted were:

- Assumptions were made when creating the indicators. Although the assumptions were all stated, other factors could influence what the results and trends are observed in the data collected. This will only become apparent when the indicators are being used on a regular basis.
- Not all of the indicators are applicable to all responsible tourism sites. Some interviewees, felt it would be difficult to collect data on particular issues that they were not familiar with. For example, the Manenberg Self Help Center, which is a social project set in an urban area, felt they may struggle with some of the environmental indicators because it is not in their line of work and is not a subject they have any knowledgeable. Thus in some instances training and assistance will be required while in others, some of the indicators may not be at all applicable.

Some of the strengths of the framework which were highlighted through the interviews and field tests were:

- The framework is flexible. Different key indicators can be selected for each site. Additionally when one indicator becomes redundant it can be excluded and additional indicators can be added using the same basic framework. Once the M&E framework has been applied it can be further refined to collect information that is more focussed on specific issues.

- It is also a relevant framework that can be useful in terms of what the City of Cape Town hopes to achieve. The framework includes only responsible tourism indicators relevant and specific to Cape Town.
- The framework is realistic in what it achieves to do. The likely capacity of responsible tourism sites was taken into account. Additionally, it was found that the sites were in a position to collect the data required and report on it without any drain on their resources. However, this positive feedback could be the result of interviewer bias. It is possible that interviewees felt under pressure to represent their site in a favourable light, so as not to be judged harshly. This pressure is a common experience for interviewees.

In conclusion, some additional points and recommendations need to be emphasised:

- In order to develop an effective monitoring and evaluation (M&E) framework for responsible tourism in the City of Cape Town, tourism managers both at a city and provincial level need to first clarify their own roles and areas of responsibility. Once this has been achieved, an office dedicated to the effective management of responsible tourism must be established for the City of Cape Town. This office, amongst other tasks, should be responsible for the implementation of this monitoring and evaluation framework.
- The success of this M&E framework is based on effective communication between this office and the responsible tourism sites under its management. It is essential that this office establish a personal relationship with the sites in order to efficiently collect data, set targets and highlight problems. Through clear and effective communication, problems highlighted through monitoring and understood by evaluation can be dealt with through intervention strategies and capacity building. An M&E framework should not exist in a vacuum; thus a joint effort on the part of tourism sites, tourism operators, the responsible tourism office and other tourism departments is needed to create an effective M&E system.

- In order for this M&E system to function well, there needs to be thorough training and capacity building for tourism sites, operators and tourism managers on the importance of a *responsible* ethic in tourism. It is also important to ensure that all stakeholders understand the reasons behind data collection and the uses and benefits of this collected data. This will help to ensure that all stakeholders are moving towards the same goal, based on similar values. Interviewees also stressed the point that if they are required to collect data they need to know why the data is needed and how it will be used.
- The research also reveals that a management tool needs a clear set of institutional arrangements in order to be effective. Formal and informal feedback from current responsible tourism sites points to a lack of communication and capacity building for sites on the Cape Care Route. It is also clear from the research that, should this M&E framework be implemented, all relevant tourism authorities, NGOs, sites and operators needed to be fully engaged. The current institutional arrangements of tourism in the Western Cape as well as the institutional arrangements of the Cape Care Route need to be reviewed.
- All of the personnel at sites who were interviewed expressed a sensitivity to the fact that responsible tourism should not be marketed as the panacea for wealth creation for development projects. Although closely aligned to the values underpinning community based development projects and environmentally sustainable development, responsible tourism is specifically about tourism. It is clear that development projects do not necessarily make good tourism sites. Responsible tourism should rather be seen as a way of helping tourism sites to become more responsible, and tourists to be more discriminating in their mode of tourism.
- An effective M&E framework will move tourism towards sustainability in terms of social upliftment, environmental integrity and economic development. This will not only have far-reaching ramifications for tourism sites but also the

communities in which they are situated and the environment in which they operate

This framework has been developed to help ensure that the negative impacts of tourism on local communities and the environment are minimised and that the benefits of tourism are spread more justly between the various role players. Should such an M&E framework be implemented, tourism in the City of Cape Town will take the next step on the road towards a more responsible and sustainable world.

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APPENDICES



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APPENDIX A

A.1 CURRICULUM VITAE OF EXPERTS CONSULTED ON M&E FRAMEWORK AND INDICATORS

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A.1 CURRICULUM VITAE OF EXPERTS CONSULTED ON M&E FRAMEWORK AND INDICATORS

1. **Prof. Richard F. Fuggle** has a position as Professor of Environmental Studies at the University of Cape Town. He teaches subjects from first year to Masters level courses. Professor Fuggle is a founding member of the South African Academy of Scientists, a board member of the Network for Environmental and Sustainable Development in Africa as well as the Southern African Network for Training and Research on the Environment.

Professor Fuggle sits on the editorial boards of Journal of Impact Assessment and Project Appraisal, Environmental Planning and Management, and the South African Journal of Environmental Law and Policy. He is also an environmental consultant and review consultant to major industrial and development organisations as well as to National, Provincial and Local Governments. Professor Fuggle acts as a technical adviser on environmental matters to the Inspection Panel of the World Bank.

Professor Fuggle's main research interests include development of environmental evaluation procedures appropriate for 3rd world countries and quality assurance in impact assessment and management.

2. **Dr. Susan Parnell** is an Associate Professor in the Environmental and Geographical Sciences at the University of Cape Town. She has held previous appointments at the University of Witwatersrand, University of London – School of Oriental and African Studies, University of Oxford. Over the last five years she has focused mainly on contemporary urban policy research (local government, poverty reduction and coastal zone management). This has included liaising with local and national government and international donors. Some of the project experience include developing a 'metropolitan poverty reduction framework' and 'poverty indicators for a performance management system'.

Dr. Parnell sits on the boards of several local NGOs concerned with poverty alleviation and gender equity in post-apartheid South Africa. She has over 50 scholarly articles and chapters in books; 3 edited books and a co-authored monograph.

3. **Donna R. Podems** is an evaluation and gender specialist currently residing in South Africa. She has served as the Chief of Party for USAID/SA Performance Monitoring and Evaluation project and was responsible for managing in-house staff and external multicultural evaluation teams. Ms Podems is responsible for training middle managers and their partners on monitoring, evaluation, and assisting with indicator development and refinement.

Ms Podems is currently a doctoral candidate and holds a Masters in Public Administration. She has lived and worked in the Republic of South Africa, Namibia, Somalia, Bosnia, Guatemala, Panama, Peru, Belize and Nicaragua. During her professional years, Ms Podems has gained immense experience in training, evaluating and/or developing M&E systems for projects in natural resource management, gender, education, human needs, housing, and landmine awareness/UXO.

Ms Podems has produced training manuals and materials and designed and implemented training courses on indicator development, gender, program monitoring/management, and participatory training and evaluation methods. She has furthermore researched, co-authored and presented technical papers on gender, feminism, public-private partnerships, housing, and landmine/UXO awareness and evaluation issues. Ms Podems has worked for private and public institutions including the World Bank, UNDP, OSCE, USAID, DFID, UNICEF, Royal Danish Embassy, and various grassroots organizations.

4. **Paul Warmeant** is the Project director and coordinator of Living Waters Foundation. He has 12 years of practical experience on how tourism can integrate and assist the sustainable utilization of natural and human resources. Much of this experience relates

to the fields of conservation, mining, agriculture, tourism and developing community focused SMME's. Mr. Warmeant is involved in the facilitation of multi-stakeholder discussions to resolve, steer and implement economic, social and environmental tourism business products that benefit all parties.

Mr Warmeant is a doctoral candidate and is developing a tool to communicate, steer and monitor sustainable tourism development, based on Indicators of Sustainable development. He is a lecturer on 'Sustainable Development' and a 'Nature Guide Trainer' at the Cape Technikon. Mr. Warmeant is also one of the co-authors of the 2003 National Responsible Tourism Guidelines Manual (DEAT).

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APPENDIX B

B.1 CURRICULUM VITAE OF EXPERTS CONSULTED ON THE APPLICABILITY OF INDICATORS

B.2 AGENDA OF MEETINGS HELD WITH EXPERTS ON APPLICABILITY OF INDICATORS

B.3 MINUTES OF MEETINGS HELD WITH EXPERTS ON APPLICABILITY OF INDICATORS

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B.1 CURRICULUM VITAE OF EXPERTS CONSULTED ON THE APPLICABILITY OF INDICATORS

1. **Dr. Merle Sowman** is the Co-Director of the Environmental Evaluation Unit (EEU) at the University of Cape Town. She is one of South Africa's leading experts on coastal management, and has been involved in consulting, training and research in the field of environmental and coastal resource management for the past 18 years. Key areas of expertise include environmental policy analysis; environmental assessment; sustainable development; co-management of natural resources and integrated coastal zone management.

Merle Sowman provided specialist input into the coastal management policy formulation process in South Africa, and served on various technical committees and national task groups charged with advising the South African government on the subject of access to coastal and marine resources, and the future management of subsistence fishers.

She is engaged in various community-based coastal initiatives and her current research interest is in the field of coastal and fisheries co-management programme. She has recently co-authored a book with Maria Hauck on this subject: *Waves of Change: Coastal and Fisheries Co-management in South Africa* (2003).

2. **Dr. Susan Parnell** is an Associate Professor in the Environmental and Geographical Sciences at the University of Cape Town. She has held previous appointments at the University of Witwatersrand, University of London – School of Oriental and African Studies, University of Oxford. Over the last five years she has focused mainly on contemporary urban policy research (local government, poverty reduction and coastal zone management). This has included liaising with local and national government and international donors. Some of the project experience includes developing a 'metropolitan poverty reduction framework' and 'poverty indicators for a performance management system'.

Dr. Parnell sits on the boards of several local NGOs concerned with poverty alleviation and gender equity in post-apartheid South Africa. She has over 50 scholarly articles and chapters in books; 3 edited books and a co-authored monograph.

3. **Carol Jean Purnell** is presently working as an Operations Manager at Open Africa, a non-profit organisation that seeks to enhance the synergies between job creation, conservation and tourism in Africa. Ms Purnell is involved with the facilitation of the establishment of Afrikatourism routes throughout Africa. Her work includes facilitating workshops with communities who wish to establish an Afrikatourism route based on their cultural and/or natural resources. Furthermore, she manages the collection of local GIS data and information needed for the route website (*www.africandream.org*), and the follow-up support of the route forums that are established to manage the routes. She holds a BSc (Agriculture) from the University of Stellenbosch and a MPhil in Environmental Management from the University of Cape Town.

4. **Stephen Granger** is currently Head of Department of Environmental Management at the City of Cape Town, Cape Metropolitan Administration. He graduated from the University of Cape Town with a Masters degree in Environmental Studies, having achieved an undergraduate degree in Land Surveying. He is a professional member of the Southern African Institute of Ecologists and Environmental Scientists, having served on the national executive of that body between 1994 and 1996. He joined engineering consultants, Ninham Shand, in 1982 where he established and headed the firm's environmental section and was involved in a wide range of environmental projects throughout Southern Africa in both urban and rural contexts.

He pioneered the City of Cape Town's involvement in the World Summit for Sustainable Development and convened the City team to the Summit in Johannesburg in August - September 2002. He serves on the SA Local Government Association (SALGA) Environmental Technical Team and assisted in the preparation of a local government position paper for the World Summit.

He served as Director: Treasurer on the international board of the International Association for Impact Assessment (IAIA) between 1999 and 2002 and currently chairs the Board Nominations Committee for that organisation.

5. **Ms Joanne Jackson** has been employed by the City of Cape Town as the Project Co-ordinator in the Environmental Management Department since 1999. She is involved in environmental planning at a strategic level within the City, and project manager of a number of projects including the Blaauwberg Conservation Area and False Bay Ecology Park. Ms Jackson is also actively involved with the City of Cape Town's Biodiversity Strategy, City tourism initiatives and represent the City on the Cape Action for People and Environment (CAPE) Implementation Committee.

She graduated with a BSc in Zoology and Geology and then a BSc with Honours in Geology from Rhodes University, Grahamstown South Africa. After working as a geologist and mineralogist for 2 years, Ms Jackson moved into the field of environmental management, and from 1992 to 1999 worked for a number of organisations including the Institute of Natural Resources, SRK Consulting and Umgeni Water, a water utility. She is a registered Professional Natural Scientist in Environmental Science with the South African Council for Natural Scientific Profession.

6. **Robert Hicks** is the founder of Robford Tourism Planning Consultants and has specialised in undertaking appropriate and innovative planning for community-based, protected area and regional tourism. Mr. Hicks has over fifteen years experience in the tourism industry as tourism planning officer, tourism research officer, tourism planning consultant, and as a lecturer in tourism management. His planning experience has been in South Africa, Lesotho, Namibia, Mozambique, Zimbabwe, Tanzania and Uganda.

He is also responsible for the development and operation of Robford Tourism's Training Division that provides entrepreneurial and skills training for adults wishing to enter the

tourism industry. Responsibilities include development of new, appropriate courses for the South African tourism industry, lecturing, marketing and administration.

7. **Mr. Jurgens Schoeman** is presently Tourism Development Manager for Western Cape Province. He has been in this position since 1998 and is responsible for coordinating tourism development in the Western Cape, implementing a tourism development strategy, and initiating research with regard to Tourism Development in co-operation with internal and external role-players. One of the main tasks that he is involved in is developing a 3 – 5 year tourism development strategy, with specific reference to industry development, infrastructure development, the development of a tourism culture, the attraction of major events, and emerging operators and their development.

Mr Jurgens has a Bachelor of Commerce Honours degree from the University of Stellenbosch.

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B.2 AGENDA OF MEETINGS HELD WITH EXPERTS TO TEST FRAMEWORK

1. Introductions
2. Presentation for discussion of Monitoring and Evaluation Framework for Responsible Tourism in Cape Town.
3. Review of Social Upliftment, Environmental Integrity and Economic Development sub-level indicators.
4. Any other business.
5. End

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B.3 MINUTES OF MEETINGS HELD WITH EXPERTS ON APPLICABILITY OF INDICATORS

1. Meeting with Sue Parnell and Merle Sowman

Friday 16 May 2003, 09h15 – 10h15

General Comments:

The motivation is important to make clear, especially when setting targets. Are these outcome indicators or process indicators? If they are process indicators you need to make targets clear e.g. is your target gender equity or a non-discriminatory environment?

This framework seems to be a diagnostic tool / management tool, make this and the purpose of the framework very clear at the beginning – should also be reflected in the title. (Not same as performance management plan.)

It is important to make transparent where the indicators come from. What are the standards or best practices for responsible tourism? Are you referring to these when setting standards?

In table it would be helpful to include a column on "minimum standards / best practice" or a column where you refer to the relevant legislation etc. Where no standards exist explain this. Then it would be easier to set targets and cost the project. In economic sphere you could refer to the SETA's as they lay out standards.

More recently sustainable development has included an 'institutional' leg along with the other usual three categories. Some have viewed the three elements of sustainable development to be couched within an institutional framework. Have we

included/considered this? (We have in city level indicators – perhaps need to specifically say so in the blurb)

Comments on indicators:

- Under the main heading of 'environmental integrity', often planning is included as a main heading.
- Significant environmental features should explicitly include heritage sites and features.
- We MUST include something of hazards or risks – vulnerability to risk or something along those lines. (E.g. Fire risk, is there proper ventilation etc.)
- Under the main heading of 'social upliftment' we should split safety and security. Safety legislation etc. refers to health and safety in terms of worker conditions and safety measures, child abuse, minimum wage and protective gear etc. Security refers to crime, emergency responses etc.
- In the Western Cape, accidents and TB pose more of a threat to tourist than AIDS does, we should include at least TB in that indicator.

We need to highlight core/key "signals" – a few indicators that can be used more regularly to monitor on a continual basis. Then the full set of indicators need only be done every two years, for example.

Instead of trying to identify "signal" indicators ourselves and being prescriptive we could also give some examples of how it can be done and each site can decide on their own signal indicators together with the city manager. Describe how it would be used, the practicalities, and examples of how it will be done.

These signal indicators may be difficult to pick out. We could think about using proxy indicators. – It must be based on what one person can realistically do. We can work backwards and use this as "academic" justification – it is perfectly legitimate! What is practical for this person / people to do?

The implementation and application of the framework is critical. We must include a section on roles and responsibilities, where we also talk about institutional capacity. Where possible set likely targets, but in other situations indicate that they need to be negotiated. This requires a process/ relationship approach.

There is lots of literature on principles guidelines etc. it does not say what to DO with the information, how it can be used. This is an important critique we are making of the literature and what we are trying to make clear.

Need to include under "practical application"/ process / institutional application:

- Assumptions
- Resources
- Roles and responsibilities
- How to capture and analyse information.

2. Meeting with Carol Purnell

Wednesday 21 May 2003, 10h00 – 11h00

Open Africa:

Open Africa gets funded to set up tourism routes. Their philosophy is to create pride amongst communities about South Africa, through tourism. They have an "Africa Tourism Charter" which includes some aspects of responsible tourism. They do not prescribe any principles or guidelines or ways in which to run routes, each route decides this for themselves.

General Comments:

Currently Open Africa does not do any follow up. They measure their progress from 'success stories' submitted to them by destinations and routes. Carol feels that the evaluation framework we have developed could be very useful to them. The sites on their routes would be able to use the framework with some capacity building and help – especially if it was used in relationship with a manager. If they were to use such a framework they would get each route to select the indicators they felt were most appropriate to them.

Currently Open Africa gathers and reports on information depending on what each funder requires. Some want to focus on job creation, others on biodiversity conservation etc. For their own use, Open Africa gathers information using forms they send out when sites are first accepted onto a route this includes information on:

- Number of jobs
- Turnover
- What training is needed?
- If the project is community owned or privately owned
- How the destination contributes to the local community

Comments on Indicators:

Carol had no comments and agreed with what we had developed as the basic framework. (The main sub-headings etc.)

Through the interview it became clear for us that:

- We need to encourage the city managers to ask critical questions and think critically about what tourist sites are actually selling and if that is compromising their own values or culture in any way.
- We must be very clear about the way we intend this framework to be used. Stressing the process and relationship aspect, between site and city manager/s. It should not be used at an arms length!

3. Meeting with Mr Rob Hicks

Wednesday 21 May 2003, 15h00 – 16h00

General Comments:

Mr Hicks in his introductory comments discussed the term 'responsible tourism'. He described 'responsible tourism' as a buzzword, and stated that buzzwords take a long time to filter down into a practical instrument. He mentioned that in East Africa and the Great Lakes region 'responsible people' is more widely used with a greater emphasis on economics.

Comments on indicators:

- "Quality of Service" is an important indicator and should be linked to "Wealth creation". Think about changing 'turnover' to 'profit'- the tourism industry is largely private owned and the ones that have failed is often related to a lack of profit.
- Under "respect and dignity", the first challenge is to make the tourism activity economically viable, then address the environmental issues and finally deal with social issues. It is much more difficult to find the tools to measure social issues.
- There needs to be indicator that looks at entrepreneurial opportunities, which could be tackled under "wealth creation". It is important to identify tourism opportunities as well as to create tourism opportunities.
- Seasonality and public transport in Cape Town are major problems that affect the tourism industry.
- Generally there is a trend towards having "visitor feedback" as negative activities will affect profitability.

He suggested that perhaps community-based workshops should be used to identify relevant issues regarding the applicability of indicators. An example of a more practical tool could be a carefully designed visitor feedback book. Finally, Mr Hicks highlighted

that tourists want to experience Africa during the day but sleep in luxury of a developed country at night.

4. Meeting with Ms Joanne Jackson and Mr Stephen Granger

Monday 26 May 2003, 15h00 – 16h00

General Comments:

Responsible tourism should focus on tour groups as this allows us to both learn and add value to the services we provide. There needs to be a two-way learning process between sites and tourists for improved tourism packages. The Cape Care Route has been set up as a pilot project to demonstrate principles of sustainable tourism.

An evaluation matrix would be quite beneficial in trying to formulate what tour groups are saying. It would also help in terms of monitoring and feedback, which is a requirement under the Municipality Act. The Act stipulates that local government is required to monitor and report on all activities and measures they undertake.

Comments on indicators:

- There has to be a strong motivation within the document that explains how 'accessibility' is being used. For most accessibility refers to 'access to all' with regards to previously disadvantaged communities, pricing, etc.
- Profitability must be stressed if a site is looking towards long term sustainability. Community based projects must also aim to be financially responsible, especially since donor funding is decreasing. Maybe the profitability of a site or route can be tackled as a higher level indicator for the responsible tourism office.
- 'Conservation of natural resources' should be changed to read 'resource conservation' as this would include cultural and heritage sites. At present there is a lack of signage of sacred sites.

- When looking at 'quality of service', cultural practices must be understood as it may lead to misunderstandings and can be construed as being rude. This indicator is a subjective one, and will be difficult to deal with.

5. Meeting with Mr Jurgens Schoeman

28 May 2003, 11h00 – 12h00

General Comments:

From a management point of view, a tourism site has to be market driven thus there must be a demand for the product. Everything in tourism must be market driven, which is not always the case with the sites on the Cape Care Route. The concept of the Cape Care Route is good, but not all sites are good attractions. Foreign tourists are looking for a different experience therefore the entire package and history behind a site is important. Often there is not enough being said about the context of a site. Government needs innovative approaches and programmes to meet the triple bottom line.

Comments on indicators:

- Under 'social upliftment' an important issue is crime. Crime is directly related to the success or failure of tourism.
- 'Product quality' is an important aspect in the development of a product and could lead to how to package an experience for tourists.
- With regards to 'awareness', it must be broader than just environmental awareness. It needs to incorporate the social and economic aspects as well. This inclusive perspective is important to 'sustainable/responsible tourism. Western Cape Tourism views awareness as an aspect of internal marketing as well. That means that in order to build a sustainable route you have to make everyone aware of the importance of tourism.

Western Cape tourism is trying to package "heritage tourism" as a draw card. Over the next 20 years, a visit to the Western Cape will be sold as a discovery of human kind, the discovery of the 'roots' of modern 'man', trade routes, etc.

University of Cape Town

APPENDIX C

C.1 DESCRIPTIONS OF SITES CHOSEN TO TEST INDICATORS

C.2 COMPLETED FORMS

C.3 QUESTIONNAIRE

University of Cape Town

C.1 DESCRIPTIONS OF SITES CHOSEN TO TEST INDICATORS

1. SPIER WINE ESTATE

Spier Wine Estate is an upmarket tourist destination that offers a range of facilities including a farm stall, a restaurant, a craft shop, a hotel and an amphitheatre. The Spier Estate prides itself on trying to be as sustainable as possible thereby making the triple bottom line a reality.

Spier's vision is to create a sustainable micro-ecosystem that enhances the heritage and culture of the area, generates wealth for all stakeholders, helps meet their social and economic needs, and provides the infrastructure to encourage new community lifestyles compatible with the vision for the winelands.

2. EDITH STEPHENS WETLAND PARK

The Edith Stephens Wetland Park is a joint initiative between the City of Cape Town, the Table Mountain Fund and the National Botanical Institute. Extensive rehabilitation of the site has taken place, including the removal of alien trees species. Important to this site is the partnership between community, local government and NGOs. Edith Stephens combines a unique rehabilitation and conservation story with that of social development and community partnerships

The main attractions of this site are environmental and include the wetland, bird watching, open green space, and most importantly the protection of a unique specie. One of the key attractions is the species of Isoetes, which is endemic to Edith Stephens, thus making the site one of the botanical "hot spots" of the Cape Flats.

3. SOLOLE GAME RESERVE

Solole Game Reserve was founded in 1994 that offers a cultural as well as environmental experience. The property includes the original Steenberg Farm, which used to provide fruit and vegetables to Simonstown in the 1750s. Some of the original

buildings, such as the slave quarters (renovated) are still on the site. The game reserve also attends to injured animals, breeding of disease-free buffalo, and the clearing of alien plants.

One of the objectives of Solole is to protect as much land in the Sunnydale area as possible, in the interest of re-stocking the area with many of the large herbivores that once roamed the peninsula. Developments have been restricted to the fringes of the property so as not to disturb the sensitive mountain fynbos ecology.

4. MANENBERG SELF HELP CENTRE

Self-help Manenberg is a non-profit organisation operating for the past 10 years as a development organisation. The organisation is a pilot project to develop social services and also aims to promote Manenberg as a tourist destination. Tourists will experience development work that is focused on the upliftment and recovery of a community.

One of the projects linked to the Self-help project is a toy library, which focuses on early childhood development. Tourists can also visit a school to speak with community leaders about youth civic involvement and a guided tour to experience the historic background of Manenberg can be arranged. The local restaurant is managed by the Manenberg youth and serves fine examples of food typical to the townships of Cape Town. Some local community members are also great crafters.

C.2 COMPLETED FORMS

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Field Test Questions For Responsible Tourism Indicators

The following is a semi-structured interview schedule that will be conducted at each of the four randomly selected sites on the Cape Care Route. A preliminary questionnaire will be completed to determine which of the indicators the site informants feel would be difficult to collect data on or are potentially problematic in any other way. Further questions will then be asked to determine why and in what ways these indicators are problematic. The interviewers are encouraged to illicit additional feedback and insight into the validity of the proposed indicators. The discretion of the interviewers is necessary in making the questions appropriate and sensitive to the context. The interviewers will work from a common understanding of what terms mean and their intended use.

Preliminary questions for field tests:

Would you be able to collect and record information on the following? Tick yes or no for each of the indicators below. If you are unsure or do not understand any of the indicators, please tick the "no" column.

	YES	NO
SOCIAL		
1. Percentage of black people, women, or people with disabilities in positions of senior management	✓	
2. Number of measures taken to provide access for people with disabilities	✓	
3. Percentage of tourists that have received information on local culture, heritage, language and respectful behaviour in general.	✓	
4. Number of incidents regarding sexual exploitation, drug and alcohol abuse	✓	
5. Number of people/staff enrolled in educational programmes per annum	✓	
6. Percentage of staff involved in skills development training.	✓	
7. Number of incidents of crime against tourists and employees at site	✓	
8. Number of HIV/AIDS or TB policies, awareness initiatives and other measures	✓	
9. Number of measures taken to ensure health and safety as stipulated in the Occupational Health and Safety Act 85 of 1993.	✓	
ENVIRONMENTAL		
10. Change in number of indigenous species in activity area		KN
11. Number of significant environmental and heritage features or species conserved		KN
12. Number of types of materials recycled	✓	NA
13. Number of bin bags of solid waste per tourist to landfill	✓	
14. Number of complaints received about noise levels and visual obstructions	✓	
15. Percentage of vehicles registered as roadworthy	✓	
16. Number of incinerations per year on site		NT
17. Number of initiatives implemented that reduce water consumption.		* NA
18. Number of initiatives implemented that use renewable energy		* NA

* If had to collect would tick 'no' as is difficult.

sources and increase energy efficiency.		
19. Numbers of products the site uses or sells that are harmful to the environment.	✓	✓
20. Percentage of tourists and staff that have received information / training on relevant environmental issues.	✓	
21. Number of relevant hazards identified	✓	
22. Number of measures taken to reduce vulnerability to hazards	✓	
ECONOMIC		
23. Percentage of goods and services sourced from previously disadvantaged communities	✓	
24. Number of people employed in enterprise	✓	
25. Gross annual turnover	✓	
26. Percentage of time spent employed per worker per year.	✓	
27. Percentage of employees that have a legally binding employment contract	✓	
28. Percentage of people from designated groups employed	✓	
29. Percentage of enterprise owned by designated groups	✓	
30. Number of complaints	✓	
31. Number of customer feedback mechanisms	✓	
32. Percentage of staff that have received service training through courses or specific programmes	✓	
33. Number of tourists that visit the site per year	✓	

Preliminary questions for field tests:

Would you be able to collect and record information on the following? Tick yes or no for each of the indicators below. If you are unsure or do not understand any of the indicators, please tick the "no" column.

	YES	NO
SOCIAL		
1. Percentage of black people, women, or people with disabilities in positions of senior management	City & NBT	
2. Number of measures taken to provide access for people with disabilities	✓	
3. Percentage of tourists that have received information on local culture, heritage, language and respectful behaviour in general.	✓	
4. Number of incidents regarding sexual exploitation, drug and alcohol abuse	✓	✓
5. Number of people/staff enrolled in educational programmes per annum	✓	
6. Percentage of staff involved in skills development training.	✓	
7. Number of incidents of crime against tourists and employees at site	✓	
8. Number of HIV/AIDS or TB policies, awareness initiatives and other measures	✓	
9. Number of measures taken to ensure health and safety as stipulated in the Occupational Health and Safety Act 85 of 1993.	✓	
ENVIRONMENTAL		
10. Change in number of indigenous species in activity area	✓	
11. Number of significant environmental and heritage features or species conserved	✓	
12. Number of types of materials recycled	✓	
13. Number of bin bags of solid waste per tourist to landfill	✓	
14. Number of complaints received about noise levels and visual obstructions	✓	
15. Percentage of vehicles registered as roadworthy	✓	
16. Number of incinerations per year on site	✓	
17. Number of initiatives implemented that reduce water consumption.	✓	
18. Number of initiatives implemented that use renewable energy	✓	

about manager in site

sources and increase energy efficiency.	✓	
19. Numbers of products the site uses or sells that are harmful to the environment.	✓	
20. Percentage of tourists and staff that have received information / training on relevant environmental issues.	✓	
21. Number of relevant hazards identified	✓	
22. Number of measures taken to reduce vulnerability to hazards	✓	
ECONOMIC		
23. Percentage of goods and services sourced from previously disadvantaged communities	✓	
24. Number of people employed in enterprise	✓	
25. Gross annual turnover		✓
26. Percentage of time spent employed per worker per year.	✓	
27. Percentage of employees that have a legally binding employment contract	✓	
28. Percentage of people from designated groups employed	✓	
29. Percentage of enterprise owned by designated groups	City	
30. Number of complaints	✓	
31. Number of customer feedback mechanisms	✓	
32. Percentage of staff that have received service training through courses or specific programmes	✓	
33. Number of tourists that visit the site per year	✓	

* Not for profit

Preliminary questions for field tests:

Would you be able to collect and record information on the following? Tick yes or no for each of the indicators below. If you are unsure or do not understand any of the indicators, please tick the "no" column.

	YES	NO
SOCIAL		
1. Percentage of black people, women, or people with disabilities in positions of senior management	✓	
2. Number of measures taken to provide access for people with disabilities	✓	
3. Percentage of tourists that have received information on local culture, heritage, language and respectful behaviour in general.	✓	X
4. Number of incidents regarding sexual exploitation, drug and alcohol abuse	✓	
5. Number of people/staff enrolled in educational programmes per annum	✓	
6. Percentage of staff involved in skills development training.	✓	
7. Number of incidents of crime against tourists and employees at site	✓	
8. Number of HIV/AIDS or TB policies, awareness initiatives and other measures (alcoholism)	✓	
9. Number of measures taken to ensure health and safety as stipulated in the Occupational Health and Safety Act 85 of 1993.	✓	
ENVIRONMENTAL		
10. Change in number of indigenous species in activity area	✓	
11. Number of significant environmental and heritage features or species conserved	✓	
12. Number of types of materials recycled	✓	
13. Number of bin bags of solid waste per tourist to landfill	✓	
14. Number of complaints received about noise levels and visual obstructions	✓	
15. Percentage of vehicles registered as roadworthy	✓	
16. Number of incinerations per year on site	✓	
17. Number of initiatives implemented that reduce water consumption.	✓	
18. Number of initiatives implemented that use renewable energy	✓	

higher
wide
interview

Suppliers - lowiro...
Excess plastic - hygiene - cost

4x4 Hummer - No!

As a business: resp. spending
Proudly SA: responsible??
Sell SA to South Africans

sources and increase energy efficiency.		
19. Numbers of products the site uses or sells that are harmful to the environment.	✓	
20. Percentage of tourists and staff that have received information / training on relevant environmental issues.	✓	
21. Number of relevant hazards identified	✓	
22. Number of measures taken to reduce vulnerability to hazards	✓	
ECONOMIC		
23. Percentage of goods and services sourced from previously disadvantaged communities	✓	
24. Number of people employed in enterprise	✓	
25. Gross annual turnover	✓	
26. Percentage of time spent employed per worker per year.	✓	
27. Percentage of employees that have a legally binding employment contract	✓	
28. Percentage of people from designated groups employed	✓	
29. Percentage of enterprise owned by designated groups	✓	
30. Number of complaints	✓	
31. Number of customer feedback mechanisms	✓	
32. Percentage of staff that have received service training through courses or specific programmes	✓	
33. Number of tourists that visit the site per year	✓	

Preliminary questions for field tests:

Would you be able to collect and record information on the following? Tick yes or no for each of the indicators below. If you are unsure or do not understand any of the indicators, please tick the "no" column.

	YES	NO
SOCIAL		
1. Percentage of black people, women, or people with disabilities in positions of senior management	✓	
2. Number of measures taken to provide access for people with disabilities	✓	
3. Percentage of tourists that have received information on local culture, heritage, language and respectful behaviour in general.	✓	
4. Number of incidents regarding sexual exploitation, drug and alcohol abuse		✓
5. Number of people/staff enrolled in educational programmes per annum	✓	
6. Percentage of staff involved in skills development training.	✓	
7. Number of incidents of crime against tourists and employees at site	✓	
8. Number of HIV/AIDS or TB policies, awareness initiatives and other measures	✓	
9. Number of measures taken to ensure health and safety as stipulated in the Occupational Health and Safety Act 85 of 1993.	✓	
ENVIRONMENTAL		
10. Change in number of indigenous species in activity area	✓	
11. Number of significant environmental and heritage features or species conserved	✓	
12. Number of types of materials recycled	✓	
13. Number of bin bags of solid waste per tourist to landfill	✓	
14. Number of complaints received about noise levels and visual obstructions	✓	
15. Percentage of vehicles registered as roadworthy	✓	
16. Number of incinerations per year on site	✓	
17. Number of initiatives implemented that reduce water consumption.	✓	
18. Number of initiatives implemented that use renewable energy	✓	

sources and increase energy efficiency.		
19. Numbers of products the site uses or sells that are harmful to the environment.	✓	
20. Percentage of tourists and staff that have received information / training on relevant environmental issues.	✓	
21. Number of relevant hazards identified	✓	
22. Number of measures taken to reduce vulnerability to hazards	✓	
ECONOMIC		
23. Percentage of goods and services sourced from previously disadvantaged communities	✓	
24. Number of people employed in enterprise	✓	
25. Gross annual turnover	✓	
26. Percentage of time spent employed per worker per year.	✓	
27. Percentage of employees that have a legally binding employment contract	✓	
28. Percentage of people from designated groups employed	✓	
29. Percentage of enterprise owned by designated groups	✓	
30. Number of complaints	✓	
31. Number of customer feedback mechanisms	✓	
32. Percentage of staff that have received service training through courses or specific programmes	✓	
33. Number of tourists that visit the site per year	✓	

C.3 QUESTIONNAIRE

University of Cape Town

Further questions for field tests:

Why are the indicators marked “no” problematic / difficult to find information on?

(The questions below can be used to help interviewers determine what information is not available and for what reason.)

SOCIAL:

1. GOVERNANCE

Indicator: Percentage of black people, women, or people with disabilities in positions of senior management

Do you know how many people you have in senior management?

How many of those in senior management are black?

How many of those are women?

How many of those have disabilities?

Do you have a record of who is on your senior management team?

Does it also include this kind of information?

2. ACCESSIBILITY

Indicator: Number of measures taken to provide access for people with disabilities

Do you have parking bays for the disabled?

Do you have ramps / wheelchair access?

Do you have handrails?

Do you have toilets for disabled people?

Do you have ear sets or any other facilities such as braille for the blind?

Do you have baby-changing rooms?

Do you have warning signals, lights or sirens?

Do you have any other features or have you implemented any other measures that help increase accessibility for disabled people?

Do you keep a record of these measures?

3. LOCAL LANGUAGE AND CULTURAL DIVERSITY:

Indicator: Percent of tourists that have received information on local culture, heritage, language and respectful behaviour in general.

What sort of impression do you think foreign tourists have about this site and the people here?

What kind of information do you give to tourists about:

- Local culture?
- Heritage?
- Local language?

Do all tourists get this information?

How do tourists get this information?

What percentage of tourists receive this information?

4. SEXUAL EXPLOITATION AND DRUG AND ACOHOL ABUSE:

Indicator: Number of incidents regarding sexual exploitation, drug and alcohol abuse

Would you say that drugs, alcohol and sexual exploitation are problems in this area?

Do any of these problems affect your site?

Do you keep a record of incidents regarding sexual exploitation, drug and alcohol abuse?

5. EDUCATION:

Indicator: Number of people/staff enrolled in educational programmes per annum

Do you encourage your staff to further their studies / education?

Do you send any of your staff on education programmes?

Do you know how many have been in the past year?

Do you keep a record of who has gone and what the courses were about?

If not, do you think you would be able to do so?

6. CAPACITY BUILDING:

Indicator: % of staff involved in skills development training.

Do you send any of your staff on skills development training?

Do you keep a record of who has gone and what skills are being developed?

If not do you think you would be able to do so?

7. SECURITY:

Indicator: Number of incidents of crime against tourists and employees at site

Have any of your visitors been affected by crime on their way to your site or at your site?

Have any of your staff members been affected by crime?

How many staff and tourists have been affected this year?

Do you know how many tourists you get a year?

Would you be able to keep a record of the number of incidents at your site?

8. HIV / AIDS and TB:

Indicator: The number of HIV/AIDS or TB policies, awareness initiatives and other measures

Does HIV/AIDS or TB affect anyone in your immediate community? (Including local residents, staff and visitors)

Do you have any HIV / AIDS or TB policies in place?

Have you initiated any HIV/ AIDS or TB awareness campaigns this year?

Do you have any other measures in place to address HIV / AIDS or TB?

9. LABOUR SAFETY:

Indicator: Number of measures taken to ensure health and safety as stipulated in the Occupational Health and Safety Act 85 of 1993.

Are you and your staff aware of the OHSA Act?

Do you display it prominently?

What worker safety risks affect your site (e.g. toxic materials, dangerous machinery)

What measures do you have in place to protect your workers?

ENVIRONMENTAL:

10. BIODIVERSITY:

Indicator: Change in number of indigenous species in activity area

Do you know how many indigenous species there are on your site?

Do you know what a species count is?

Would you be able to do a species count yourselves?

Do you know of someone who could assist you in doing a species count?

If you do know how many species you have on site, is this monitored?

11. PRESERVATION OF SIGNIFICANT HERITAGE AND ENVIRONMENTAL FEATURES:

Indicator: No. of significant environmental and heritage features or species conserved

Do you have any of the following on your site?

- Buildings older than 50 years
- Other religious / cultural sites important to the community
- Wetlands
- Coastal dunes
- Geological features
- Rivers
- Red data book species

If yes, are they being conserved?

Do you have any other significant features on your site which you think could be used as an tourism attraction in the future?

12. RECYCLING WASTE:

Indicator: Number of types of materials recycled

Do you know the difference between recycling and re-using waste?

Do you do any recycling on site?

What types of waste do you recycle?

Do you separate your wastes?

Where does it go to?

13. REDUCING WASTE:

Indicator: No. of bin bags of solid waste per tourist to landfill

Is your waste collected?

Do you put it out in bin bags?

Are they the standard black rubbish bags?

Do you know how many you put out a week?

Do you know how many tourists you get a year?

Would you be able to record how many bin bags you put out a week?

14. NOISE, VISUAL AND LIGHT POLLUTION

Indicators: No. of complaints received about noise levels and visual obstructions

Does your site produce substantial noise or light?

Do you ever get any complaints about noise?

Do you ever get any complaints about light?

Do you ever get any complaints about your buildings, signs or any other visual obstructions?

If so are these complaints recorded?

If not, would it be possible for you to set up a system for recording complaints?

15 & 16. AIR POLLUTION

Indicator 1: % of vehicles registered as roadworthy

How many vehicles do you have?

How many of them are roadworthy?

When was the last time they were tested?

Do you have the roadworthy certificates?

Indicator 2: No. of incinerations per year on site

Do you burn your own rubbish on site?

Do you burn anything else on site?

How many times do you burn per month?

17. WATER

Indicator: Number of initiatives implemented that reduce water consumption.

Do you have a rain tank?

Do you re-use any water on your site?

Do you have any special taps, showerheads etc. that help to save water?

Are there any other ways you save water?

18. ENERGY

Indicator: Number of initiatives implemented that use renewable energy sources and increase energy efficiency.

Do you have solar panels?

Do you have CFL bulbs – ones that are energy efficient?

Do you have ceilings? Do you have insulation in the ceiling?

Do you have insulation around your water geyser?

Do you do anything else to save electricity?

19. GREEN PRODUCTS

Indicator: Numbers of products the site uses or sells that are harmful to the environment.

Do you have a list of the products you sell?

Do you have a list of the products you use, such as kitchen detergents etc.
Do you know if they harmful or not?

20. AWARENESS

Indicator: Percentage of tourists and staff that have received information / training on relevant environmental issues.

Do you have any training and / or information on environmental issues relevant to you site?
How many of your staff members have been made aware and understand these issues?
Do you make this information available to tourists?
How do you make this information available to staff and tourists?

21. HAZARDS:

Indicator: Number of relevant hazards identified

Do you have any of the following environmental hazards in your area:

- floods
- fires
- close-by dumps, factories, incinerators
- exposed electrical cabling
- strong winds
- diseases (esp. densely populated areas)
- busy road intersections

Are there any other hazards in your area?

22. VULNERABILITY:

Indicator: Number of measures taken to reduce vulnerability to hazards

Do you have an emergency plans?
Do have a fire-extinguisher?
What measures do you have in place to reduce your vulnerability to any these hazards?

3. ECONOMIC

23. LINKAGES AND LEAKAGES

Indicator: % of goods and services sourced from previously disadvantaged communities

Do you have a list of all your suppliers? (goods and services)
If not, could you easily draw one up?
Do you know which of the suppliers are from previously disadvantaged communities?

24. JOB CREATION

Indicator: Number of people employed in enterprise

How many people are employed?

25. TURNOVER

Indicator: *Gross annual turnover*

Do you have an annual financial report?
Do you know what your gross annual turnover is?

26. SEASONALITY

Indicator: *Percentage of time spent employed per worker per year.*

No. of worker days *100

Total no. of working days

Are all of your employees full time or do some work part time or on a contract basis?
Do you know how many days per year each of your employees work?
If not, would you be able to find out?

27. FORMAL / INFORMAL EMPLOYMENT

Indicator: *% of employees that have a legally binding employment contract*

How many of your employees have an employment contract?

28. EMPLOYMENT EQUITY

Indicator: *% of people from designated groups employed*

How many people on your staff are black? (Black, Coloured and Indian)
How many people on your staff are women?
How many people on your staff have a disability?

29. BLACK ECONOMIC EMPOWERMENT

Indicator: *Percentage of enterprise owned by designated groups*

Who owns your organisation?
What percent of your organisation is owned by people from designated groups? (Black, Coloured, Indian, women, disabled)

30. PRODUCT QUALITY

Indicator: *Number of complaints*

Do you ever receive complaints from tourists?
Do you know how many complaints you receive from tourists in a year?
Do you have a system to record complaints?
Would you easily be able to keep a record of all complaints received?

31. VISITOR FEEDBACK

Indicator: Number of customer feedback mechanisms

Do you have a suggestion box?

Do you give tourists evaluation forms to fill out when they leave?

Do you ever ask them for verbal feedback? Is this recorded?

Do you have any other customer feedback mechanisms?

32. SERVICE TRAINING

Indicator: Percentage of staff that have received service training through courses or specific programmes.

How many of your staff members have been on service training or tour guide training?

Do you have a record of who has been to what courses?

If not, would you be able to do so?

33. TOURIST NUMBERS

Indicator: Number of tourists visiting the site per year.

Do you know how many tourists visit your site per year?

Do you record this information?

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