

Developing community-based tourism in South Africa: Addressing the missing link

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Abstract

Tourism has been widely proposed as a tool contributing to development. Community-based tourism (CBT) has been specifically recognised as a tourism development approach aimed at facilitating the development of disadvantaged communities. However, realising this potential is often difficult and it may additionally be jeopardised by the lack of specific structures intended to facilitate the CBT development process. Moreover, government entities should be the protagonists in facilitating CBT development. The aim of this paper is to draw attention to a possible gap between policies and practice in order to more effectively facilitate CBT development for the benefit of disadvantaged communities in South Africa. While CBT organisations operate in various parts of the world, South Africa lacks this structure. This paper, therefore, proposes a specific structure, to fill the gap between policies and practices in the facilitation of CBT development.

Keywords: Community-based tourism; community development, Southern Africa, tourism, South Africa.

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Introduction

Tourism has been associated with the promotion of growth, employment and community development (Baktygulov & Raeva, 2010), and community-based tourism (CBT) has been proposed as a strategy to enhance community development in developing countries with such diverse strategies already in operation in various nations (Nyaupane, Morais & Dowler, 2006; Spenceley, 2008; Baktygulov & Raeva, 2010; Pérez, Barrera, Peláez & Lorío, 2010; López-Guzmán, Sánchez-Cañizares & Pavón, 2011; Torres, Skillicorn & Nelson, 2011). However, recent research by Saayman, Rossouw and Krugell (2012) indicates that tourism is not achieving these development goals when it comes to poverty

alleviation; one of the reasons for this is that too many services and products are 'imported' from other regions and even countries. These imported goods and services imply leakages, which is not beneficial to economic growth and development. This raises several questions, of which the most obvious is: how can communities become more involved in addressing these gaps in service and product delivery? This paper analyses this situation, with specific reference to South Africa, and proposes structures to address these gaps.

Although the origins of the concept of CBT may be traced to the early 1970s, the use of the term is still plagued by confusion, with many arguing that its meaning and understanding are not clear (Ndlovu & Rogerson, 2004; Flacke-Naurdofer, 2008; Mayaka, Croy & Mayson, 2012) and various CBT models have been proposed (examples are mentioned in: Naguran, 1999; Pinel 1999; Forstner, 2004; Simpson, 2008; Harris, 2009; Honggang, Sofield & Jigang, 2009; Baktygulov & Raeva, 2010; Zapata, Hall, Lindo & Vanderschaeghe, 2011; Giampiccoli & Mtapuri, 2012; Mtapuri & Giampiccoli, 2013). From a tourism perspective, a short visit to a community, as is frequently included in a tour operator itinerary, should not be considered CBT (CBI, 2009). Despite a great deal of criticism about CBT, as a consequence of the different understandings of the concepts and practices related to it (Mayaka *et al.*, 2012), there are recent indications that CBT "... is gaining popularity as a strategy for environmental conservation and social inclusion" and there is evidence of numerous programmes in place in many countries to this effect (Baktygulov & Raeva, 2010). CBT can have its relevance also in a regional cooperation perspective, and as such, CBT has been (is) understood within the regional trans-border context; therefore, currently (2013), CBT is perceived as a possible protagonist in regional development (Tasci, Semrad & Yilmaz, 2013), and international CBT projects are currently present (see IADB, 2013). At the same time, and importantly to always be kept in consideration, CBT should not be viewed as a panacea for community development and careless implementation should be avoided as this "can create problems and even bring disaster upon the community" (Suansri, 2003).

Using Suansri's suggestions this paper advances a suggestion regarding how to contribute to CBT in South Africa in a way that could improve CBT development. While the paper addresses different aspects, it aims to focus on four selected issues, i.e. long-term (but temporary) support needed in CBT development; the need for proper capacity building; the necessity for proper market research and marketing in CBT; and the need for qualified personnel in facilitating CBT development. However, the missing link captured in this paper refers to the establishment of a community-based tourism institute (or organisation) for South Africa (CBTISA) at national level, with independent replicability at provincial level or with provincial branches under the auspices of or linked to the national CBTISA. It would be managed by universities, which

are understood as government entities in association with CBT project community members (“the members and owners” of the CBTISA). The new structure will dialogue with government bodies and will keep them informed on the new structure’s works. The new structure will also assist government when opportunities arise, but the structure will be ‘owned’ and managed by university and community members.

This paper also builds on Mtapuri and Giampiccoli’s (2013) CBT development model that, while it recognised that various actors may be involved in CBT development, leans towards a preference for government entities, envisioning a more complementary role for the private sector and NGOs (Mtapuri & Giampiccoli, 2013). Finally, while the specific example of South Africa is considered, the paper should be understood on its possible regional (Southern Africa) relevance level, where CBT may become a tool to enhance integration within the region from a grassroots perspective.

Approaches to developing CBT

CBT should be an autonomous community effort; however, in reality, an external agent is often needed to support the community, and CBT initiatives implemented solely by a community are rare (Scheyvens, 2002; Iorio & Corsale, 2014) and there are a definite role and place for limited external guidance and support. It is proposed here that a support structure should possess three main characteristics in relation to each CBT project: be facilitative in its approach; be long term but temporary; do not become part of the CBT venture itself, in ownership or management.

To follow a facilitative approach implies the provision of the proper resources and tools (both material and non-material) to community members to independently advance their goals and development visions (Lecup & Nicholson, 2000; Giampiccoli, 2007; Giampiccoli & Mtapuri, 2012). In addition, as facilitation encourages community members “.themselves to own and operate ecotourism activities in their own homes through community-based initiatives”, this approach should decrease future problems in the CBT project (Amat Ramsa & Mohd, 2004). A study on CBT enterprises (Manyara & Jones, 2007) highlights that the “.role of external intervention should mainly be advisory and facilitative.” Governments, NGOs or the private sector can all provide information, networking opportunities and capacity building by providing skills training (Sheyvens, 2002; see also Mtapuri & Giampiccoli, 2013).

The facilitation of CBT projects should be long term but ‘temporary’ in its action; CBT needs “.multi institutional support structures in order to succeed and sustain...” (Anonymous, cited in Amat Ramsa & Mohd, 2004). The CBT approach is a long-term approach that requires proper facilitation (Victurine,

2000; Wearing & Macdonalds, 2002). However, the current international approach in development is based on quick-fix and short-term approaches with little flexibility, as quantifiable results have to be shown (Eade, 2007; Deepak, Hamlin, Zuniga, Shrestha, Yama & Gomes, 2009). Nevertheless, Pinel's (1999) point of view is that CBT planning (CBTP) needs patience and persistence by all stakeholders, but "though more time-consuming than a top-down approach to planning and development, when a community guides their own development", the results are often more long term and effective. Long-term facilitation should not be understood as long-term dependency. Importantly and fundamentally, any external entity involved in CBT facilitation (or partnership/collaboration) should be seen as 'temporary' as upon elaborated in Mtapuri and Giampiccoli (2013) where partnership leads to community empowerment, capacity and skills development in all aspects of CBT management and development. Within this context, whenever an external entity is facilitating a CBT project, the said facilitating entity should not become part of the CBT project/venture itself, which should "remain fully owned, managed and controlled by community members" (Mtapuri & Giampiccoli, 2013). A similar concept has been proposed when a CBT project partners with the private sector, suggesting that in the "partnership private sector will bring in the tourists while the community manage their own facilities and activities" (Amat, Ramsa & Mohd, 2004). To the largest extent possible, community-based ecotourism (CBET) "ventures offer much greater opportunities for community empowerment than those in which land is simply leased to an outside operator, or joint ventures in which the community has equity, and therefore shares in profits, but has little power overall" (Scheyvens, 1999; Novelli & Gebhardt, 2007). In this sense, facilitation works towards self-reliance of the community which ".is located centrally within the discourse of community development" (Fonchingong & Fonjong, 2003). CBT development should only be facilitated, not owned/controlled, by external agents because, if the CBT process is externally controlled, disempowerment not empowerment is more likely to be the result (Scheyvens & Russell, 2012).

Two main problems in CBT development are evident: market knowledge/marketing and capacity building. Marketing and market access are fundamental to CBT success, but they are frequently the most difficult for the community to accomplish alone, due to lack of knowledge and resources, and support may be needed (Timothy, 2002; Forstner, 2004; Ndabeni & Rogerson, 2005; Hayle, n.d.). Links to external entities and new technology may, however, open up greater possibilities (and without intermediaries, if based on new technology) in CBT; therefore, "CBT initiatives have a greater chance of failing than other tourism segments due to a lack of marketing knowledge. It is therefore advisable to cooperate with a strong and suitable business partner who has knowledge of and experience in the market. However, increased (online) media coverage of CBT offers increasing marketing possibilities for DC [developing countries] CBT providers" (CBI, 2011).

Deficiency in capacity building has been acknowledged as an obstacle in promoting community development through tourism, especially in Third World countries (Moscardo 2008b; Aref, Ma'rof, Zahid & Sarjit, 2009). Moscardo (2008a) asserts that to improve the success of CBT is the “need to enhance community capacity for their development.” Therefore, to enhance CBT success, the need is to provide “a) capacity building of high quality through an on-going basis and b) there is adequate support from qualified professionals (e.g. lawyers, marketing specialists, small business experts)” (Scheyvens, 1999).

The long-term success of CBT depends very much upon the capacity of the actors involved; as such, capacity building should be initiated in the earliest stages – before the inception of a CBT project (Suansri, 2003). Importantly, in CBT, capacity building should also be seen as a training ground where skills and knowledge learned from being associated with the CBT might be useful in other livelihood matters (Hainsworth, 2009; Hamzah & Khalifah, 2009). It is here proposed that workshops for a few hours or a day or two should be considered only as an introductory stage where a more prolonged, structured and possibly more formal training is seen as more appropriate to successfully foster CBT projects. This issue is particularly relevant to South Africa where tourism’s potential to uplift community members and its significant role in economic growth are obstructed by the general lack of skills in the sector (Kaplan, 2004; Maumbe & Van Wyk, 2011; THETA, n.d.).

Importantly, the element of CBT being new in certain government quarters and the lack of capacity at the institutional level have also been highlighted (Timothy, 2002). In South Africa, a lack of capacity within government (especially at local government level) is also recognised, particularly with regard to CBT. The *National Tourism Sector Strategy Executive Summary* (NDT, 2011) recognises the difficulties and lack of capacity within the government and indicated the need to take action against these problems. The National Tourism Sector Strategy Executive Summary (NDT, 2011) states that there are “[f]ew dedicated tourism staff members and limited tourism experience, knowledge and budgets in local governments” (NDT, 2011). The same document (NDT, 2011) properly acknowledges that: “As local governments are essentially the link with the people, their capacity for, and understanding of, tourism – particularly community-based tourism issues – need to be improved to enable them to provide realistic assistance to communities to maximise potential tourism opportunities” (NDT, 2011). Rogerson (2007) took a similar line in analysing the role of the tourism route in local economic development in South Africa when he mentioned that “.local government involvement was more at the level of rhetoric than on the ground support.” It follows that there is often an “implementation gap” (Sofield, 2003) between policies and real, on-the-ground implementation and that government entities must take the lead in finding solutions and

facilitating CBT development. In South Africa, there are, however, difficulties and problems in CBT development on the ground (Parliament, n.d.)

While communities should be the main protagonist in their own development, government's role in facilitating the community development process should be present (Butler, 2005). It is the government that decides the policy orientation in tourism, and can provide constitutional rights to communities (Scheyvens, 2002; Sofield, 2003) and is able to "...ensure that local people are empowered with appropriate knowledge and skills and access to networks, so they are not sidelined from active involvement in tourism" (Scheyvens, 2007). Government's role is particularly relevant, in developing countries, to community capacity building (Aref, Gill & Aref, 2010).

The importance of government in CBT development has been recognised in South Africa (Rogerson, 2009). Acheampong (2010), in his analysis of the unbalanced spatial development of tourism in the Eastern Cape Province of South Africa, suggests that the role of the state is "very crucial" (more than business and civil society) and the state should "...come up with practical and workable policies and programs that will create a fair distribution of the much needed tourism opportunities to arrest the region's inequality in the levels of development."

The South African government has officially endorsed Responsible Tourism (RT) as an outcome of the Tourism White Paper (1996). The same document (Tourism White Paper, 1996) also proposes, among other matters, as a guiding principle that: "...effective community involvement will form the basis of tourism growth" and under the section *Product development* indicates the intention to "...foster the development of community-based tourism products." However, while the RT approach may be perceived more from an industry perspective, as intervention to promote community development, CBT, on the other hand, does not rely on industry willingness to promote community development, but is itself a community development strategy centred on and developed by the community. In similar vein, Suansri (2003) points out that "...CBT, however, does not seek to address the question: 'How can communities benefit more from tourism?' It seeks instead to address a different, developmental question: 'How can tourism contribute to the process of community development?'" (Suansri, 2003). RT, instead, seems to be more closely associated with the first question raised by Suansri. There is, therefore, the need to strengthen a community perspective on enhancing community development that promotes long-term empowerment and self-reliance. However, management theory is clear that structure follows strategy; however, the structure to implement the strategies developed by government is currently missing.

The potential of CBT has been observed and may be summarised by what Moscardo (2008a) presents as, among others, a recurrent theme, in all chapters of her edited book: “[while] community-based tourism and ecotourism have not on the whole been as effective or sustainable as promised, they still hold the greatest potential for many regions.” Ndlovu and Rogerson (2004) advance that “The international debate surrounding the impacts of community-based tourism are of special relevance in contemporary South Africa, in the wake of government commitments, which endorse community-based initiatives as a part of post-apartheid tourism planning.” The same authors (Ndlovu & Rogerson, 2004) further propose that experience in developing countries proposed that CBT can be a “more sustainable alternative in destination areas than other forms of tourism development” and CBT “is of growing importance in the changing rural tourism landscape of post-apartheid South Africa.” Why challenges to CBT present (Ndlovu & Rogerson, 2004) potential for CBT in South Africa has been mentioned, for example, in Limpopo, where, in a mountainous poor area,

visitor *motse* provides feasible opportunities for the local Hananwa to participate as managers, operators and owners of resources and providers of products sought-after in the tourism industry to benefit the community through the establishment of community-based projects [...] In conclusion, the Hananwa of Blouberg have the ideal combination of factors to turn their cultural heritage into a form of sustainable income, whilst at the same time preserving their heritage in a way they can control themselves (Boonzaaier & Philip, 2007)^a.

Various CBT organisations/associations/institutes/networks (CBTOrgs) exist around the world, such as: the Latin America Community-Based Tourism Network (Redturs, 2007), the Community-based Tourism Institute in Thailand (CBT-I, 2013), the Kyrgyz Community-based Tourism Association (CBT Kyrgyzstan, 2012), the Uganda Community Tourism Association (UCOTA, 2013), and *Bali Community Based Tourism* Association (Bali CoBTA, online). While the success of each organisation does vary and CBTOrgs and their structures might be different, they all work towards CBT development to foster community development. It is important to note, though, that the success of each CBTOrg could be associated with the type of support received. Activities of the CBTOrgs may vary, but invariably they seem to include capacity development and marketing matters (for instance: Redturs, 2007; UCOTA, 2013; CBT-I, 2013). At the same time, the possibility of a CBT network is under investigation in Timor-Leste, suggesting that “an inclusive and flexible CBT network could prospectively benefit existing and future CBT” and that while a CBT network will probably not resolve internal community problems, it could serve to overcome some other challenges such as skills and knowledge; therefore, the CBT network “could assist in solving some of the

^a Motse is a local homestead.

issues, especially relating to training, promotion and government advocacy” (Tolkach, King & Pearlman, 2012).

South Africa seems to lack a nationwide CBT structure. In KwaZulu-Natal, the positive outcomes of CBT have been proposed by indicating that community-owned or -managed business is able to help in wealth redistribution and could be a positive catalyst in employment, also pointing out that “the basic feature of a Community Owned Tourism Enterprise [COTE] is that it involves local management and local ownership” (KZNDED,). However, the same document also indicates that the success rate of COTEs is, for unknown reasons, disappointing and many constraints are present, such as proper business planning. Therefore, recommendations were as follows (KZNDED):

- Adoption of a comprehensive business development process prior to project implementation;
- Establishment of a business support and implementation Unit for COTEs;
- Considerations when forming partnerships between COTEs and the private sector.

Importantly, despite the presence of many agencies that could facilitate COTEs, it was noted that, among other matters, such as a lack of adequate capacity (KZNDED), that “no one enterprise exists nationally or locally that provides support specifically to COTEs” and there are “no support mechanisms are available to COTE projects at municipal level.”

After providing suggestions and discussing matters for COTEs project development and implementation, the document argues that;

Based on our analysis and findings, we conclude that there is a critical need for some type of formal and appropriately resourced Program Management Unit or Agency (e.g. “Enterprise KZN”) that would provide all the critical support and assistance necessary for the successful development and sustainability of COTE’s in KZN (KZNDED, n.d.a).

Therefore, suggestions for the establishment of an entity dedicated to Community-owned Enterprises (COEs) are presented by the document (KZNDED, n.d.a) and proposals to coordinate matters related to CBT and for the establishment of an entity are included in the document. In KwaZulu-Natal, a Community Tourism Organisation (CTO) strategy is seemingly present, yet it does not appear to be specifically dedicated to comprehensively facilitating CBT in disadvantaged communities, but seems more related to the typical private sector.

The institutional arrangements and membership of CTOs and its umbrella body, provincial Community Tourism Association (CTA). It also seems more oriented towards the typical private sector instead of being dedicated to CBT entities/projects in disadvantaged communities (although the membership is open to everyone).

Box 1.

CTO INSTITUTIONAL ARRANGEMENTS

The CTOs are autonomous organisations, established by the local municipality, owned and managed by the community.

Membership

The CTO must prepare a Constitution which spells out its purpose of establishment and other related organizational [sic] structure requirements, with membership including all the tourism establishments in the area, such as Lodges, Hotels, B&Bs, Tour Operators and Tourism Support establishments, such as Restaurants, craft manufacturers etc. Senior Tourism Officials of the Municipality must be permanent ex-officio members of the Local CTO with the provincial department and DMO serving in the committee on ad hoc basis.

CTO Structure

The members of the CTO must appoint an executive committee as stipulated in their Constitution, with all standard organizational organgram [sic] portfolios, including Chairperson, Treasurer, and Secretary etc. The Executive Committee must then elect technical sub-committees which will look at specific mandated issues, such as Marketing, Events, Co-ordination and others as deemed necessary.

CTA Structure

The CTA must be established as a provincial overarching structure with a Constitution, mandated to manage and coordinate activities of all the CTOs. All legally recognized [sic] CTOs must be registered with the provincial CTA at a minimum fee determined by the Executive Committee of the CTA. Membership must be renewable annually to ensure that all CTOs registered with the CTA are functional, and to enable the CTA to conduct its administrative functions. The department will ensure that the CTA is formally constituted and representative of all CTOs in the province. The CTA will be required to hold quarterly meetings. The executive committee will ensure that information is disseminated to all CTOs timeously and also meet on a regular basis. The province shall fund the operational costs of the CTA. The department assisted CTA office shall be based in Pietermaritzburg. The office shall house the Personal Assistant to the Chairperson of the CTA and provide assistance to all the CTOs.

Source: KZNDED (n.d.b:7).

A case in point is the Ladysmith Tourism Association (LTA) in Kwa-Zulu Natal, South Africa, which, while recognising its collaboration with municipal entities, describes its current status as follows:

The LTA (Ladysmith Tourism Association) is the only constituted tourism body in Ladysmith. The LTA is duly constituted and registered as a CTO (Community Tourism Organization) with the KZN Tourism [...] The LTA is driven by the private sector and open to anyone involved, either directly or indirectly, in the tourism industry. The LTA fills a long existing gap in the area's tourism industry (LTA, 2013).

Among its members, the LTA includes: lodges, a hotel, tour operators and a shuttle service (LTA, 2013). Durban West Tourism (DWT), which is registered as a CTO (DWT, n.d), seems to exhibit similar characteristics.

The existence of 'conventional' tourism associations/organisations is not seen as appropriate to CBT development, as they usually also deal with typical tourism businesses. CBT, instead, due to its specific characteristics, needs both *ad hoc* support and specific expertise. Consequently, a gap seems to be present.

The need to facilitate CBT seems also recognised at South African national level. As much as CBT should not be considered exclusively for rural communities (as it can also be present in urban contexts), CBT is often associated with rural settings. Within this context, concepts linked to CBT in the Rural Tourism Strategy seem here relevant. Therefore, within proposed elector priorities, the RTS (2012) advances an approach to tourism development within disadvantaged contexts that seems in line with the CBT approaches to community development suggesting that:

In implementing these priorities there is a need to increase people's control over their own lives and livelihoods; to promote community action and overcome dependency; and to bottom-up & community based linkages that will ensure integrated development planning. There are important implications for this type of planning, as ownership of development is owned by everyone...

It is worth to note that the Rural Tourism Strategy (RTS, 2012), looking at international case studies, seems to be in line with the need of some kind of support from public and private sectors; therefore,

Private and public sector can mobilise resources to boost community-based tourism initiatives through local investments and other schemes. For the purposes of supporting rural tourism product development and implementation of the strategy holistically, there are several development needs, ranging from training, job creation and infrastructure development that require consideration (RTS, 2012:14).

However, the same document mentions weakness in promoting rural tourism, such as: “RTS (2012). Finally the RTS (2012) mentions that “The NDT [National Department of Tourism] should foster partnership across (both horizontally and vertically) all spheres of government for integrated strategic planning and intervention programmes for rural Development.” To note that the *National Responsible Tourism Development Guidelines for South Africa* (DEAT, 2002) also appears to reclaim the needs to manage tourism and CBT by advancing that “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.”

Based on all the above, it is felt that the absence of a structure that focuses *exclusively* on the CBT ventures that correspond with CBT principles directed to help and facilitate CBT development in (together with) disadvantaged communities should be present if tourism objectives are to promote disadvantaged people’s benefits.

The proposal

Public universities, as government entities (and/or their individually interested personnel) could and should be protagonists in their involvement in CBT. Universities boast a wide range of expertise of which tourism/CBT expertise forms part. Tourism/CBT-specific expertise, together with an array of other expertise such as marketing and management, may be instrumental in CBT development. Furthermore, universities, and usually their academic staff, contrary to NGOs, are locally based and their presence in an area is long term; unlike NGOs that often only stay for the duration of the project. The long-term presence of universities is able to guarantee a long-term relationship with the community involved in CBT and dialogue with government offices. Contrasting with the private sector, universities are not profit-oriented entities. Typically, the private sector regards community development as secondary to its *raison d’être* of making a profit. Finally, universities in South Africa have the responsibility, *inter alia*, of fostering community engagement in concert with their teaching and research (Kagisano, 2010). Within this context, community engagement in universities is interpreted as a way to be engaged in community development (Netshandama, 2010).

The involvement of universities in CBT organisations/institutes is not novel. On the contrary, CBT organisations such as the Latin America Community-Based Tourism Network (Redturs, 2007), the Community-based Tourism Institute in

Thailand (CBT-I, online), and the **Bali Community Based Tourism** Association (Bali CoBTA, online) all enlist universities as partners. A specific example of this trend is the Community-based Tourism Institute in Thailand (CBT-I, 2013), which, in conjunction with Northwestern University, has established the International Research Centre for Development of the tourism community. The RTS (2012) mentions that the University of Pretoria and the North Carolina State University have developed the START-Net concepts that “attempted to offer individuals in poor rural communities a way to attract tourists to local businesses in the areas.”

The Tourism White Paper (1996) in the section devoted to the role of NGOs mentions that NGOs (the CBTISA supposed to be a NPO-NGO) should, among other functions:

- attract funding from donor agencies to develop, specific community-based tourism projects
- assist communities and community groups in organising themselves, preparing themselves for tourism and implementing tourism projects
- liaise between the private sector and communities to generate more community involvement in the tourism sector and stronger private sector commitment
- deliver education, training and bridging courses to local communities.

However, South Africa lacks an NPO-NGO devoted to nationwide (together with possible provincial level branches) CBT for disadvantaged community members. The establishment of the Community-based Tourism Institute of South Africa (CBTISA) is therefore proposed to act as the missing link in the facilitation and promotion of CBT development. The solution appears to be in the building up of a CBT *ad hoc* structure that fills the ‘implementation gap’ (Dunsire cited in Sofield, 2003) between policies/programmes/projects and more practical results in CBT development.

The establishment of the CBTISA is based on three underlying issues:

- It is recognised that, due to weak educational/management and material resources, disadvantaged communities need a supporting/facilitative structure to develop their own CBT ventures;
- A unification structure will empower the sector as a whole by, for example, common marketing; and

- More research on and understanding of CBT are needed to improve CBT facilitation capacities and CBT long-term success.

Another issue relevant to the establishment of the CBTISA is that, while CBT concepts and practices related to CBT are widely used, there is still confusion regarding the said concepts and practices. In addition, the need for specific criteria for rating/grading CBT ventures has been noted (ECIAfrica Consulting, 2006). In this regard, it would be possible for the CBTISA to advance and establish a CBT-specific rating/grading that, at least in South Africa, could clarify specific parameters of CBT ventures. This could, for example, cover four main aspects: ownership/management structure of the CBT venture; adherence to various identified specific CBT characteristics; level of structures/facilities present; quality of tourism services offered.

The CBTISA would remain within a co-management structure including the university(ies) and the actual owners of the CBTISA (the members CBT project/entities). The CBTISA will remain in constant dialogues and keep government structures informed. This dialogue and informative approach with government bodies are indicated to avoid possible duplication and/or conflict in CBT projects and for CBTISA to assist, when circumstances arise, government bodies in matters related to CBT. Within this context, government bodies, while remaining outside the ownership and management of CBTISA, will be, however, aware of its works and able to intervene to support, advise and collaborate with CBTISA, when opportunity arises, facilitating the emergence of possibly more practical collaborations at both institutional and grassroots levels. Ideally, the CBTISA structure should be replicated at provincial level, but it is suggested that, when replication happens, the national (mother office) CBTISA should exist as a coordinative and more institutional type of umbrella body, dealing with policies and legislations specific to CBT development, while the provincial/municipal branches should be the ones operating on the ground.

The main purposes of the CBTISA branches should be:

- to assist disadvantaged communities in CBT development aimed at community development;
- to serve as a platform to strengthen the CBT sector as a whole; and
- to enhance the position of the partner universities in CBT research aimed at facilitating community development.

CBTISA will strengthen the position and visibility of present CBT projects/ventures to facilitate the establishment of new CBT development

projects and serve as a comprehensive facilitative body on CBT development, specifically focusing on the disadvantaged sectors of society.

The proposed, central activities of CBTISA are envisaged as:

- Establishing national criteria and definitions for CBT (including specific criteria with regard to CBTISA membership);
- Facilitating CBT development in disadvantaged communities;
- Establishing a rating/grading system for CBT ventures; and
- Promoting CBT concepts and development through marketing, conferencing, research, training courses and so on.

CBTISA, as envisaged, would establish ‘one-stop offices’ that are able to directly and indirectly deal with all aspects of CBT (CBT establishment, training, funding, CBT project implementation, and so forth). More specifically, the proposed activities of CBTISA should include, but, as circumstances and needs might change, should not be limited to:

- Capacity building in CBT (including developing accredited CBT course(s) and/or qualification(s) for anyone involved in CBT)
- Fundraising
- Serving as a coordinator (and building a database) of the CBT ventures/projects present nationally
- Monitoring and evaluation of CBT entities (this includes quality assurance control)
- Developing CBT policies, programmes, projects, etc.
- Marketing the CBTISA initiatives and its member ventures, nationally and internationally
- Possibly funding CBT projects
- Dealing with the bookings of holidays (acting as a ‘travel agency’) with the CBTISA members; the activity, additionally serving as a source of funding for the running and self-sufficiency of the CBTISA
- Helping CBT projects to address issues, i.e. act as a mediator between CBT entities and the private sector and NGOs
- Link CBTISA members to other local ventures (agriculture and the like).

In general, the objective is to provide a comprehensive supporting structure over the long term for CBT development in South Africa. CBTISA should facilitate CBT ventures to become increasingly self-reliant. It is proposed that the envisioned CBTISA should become the official body dealing with CBT

development nationally and that it should be able to grant CBT accreditation and be the supervisory/evaluator body in relation to CBT ventures.

A proposed management structure, as presented in Figure 1, indicates that CBTISA be co-managed by university(ies) and the CBTISA members (the CBT project/ventures after they have been accepted as a members) with government bodies in a dialogue/informative relationship (more possible practical collaborative possibilities with government bodies will be facilitated as much as possible circumstances arise and allow).

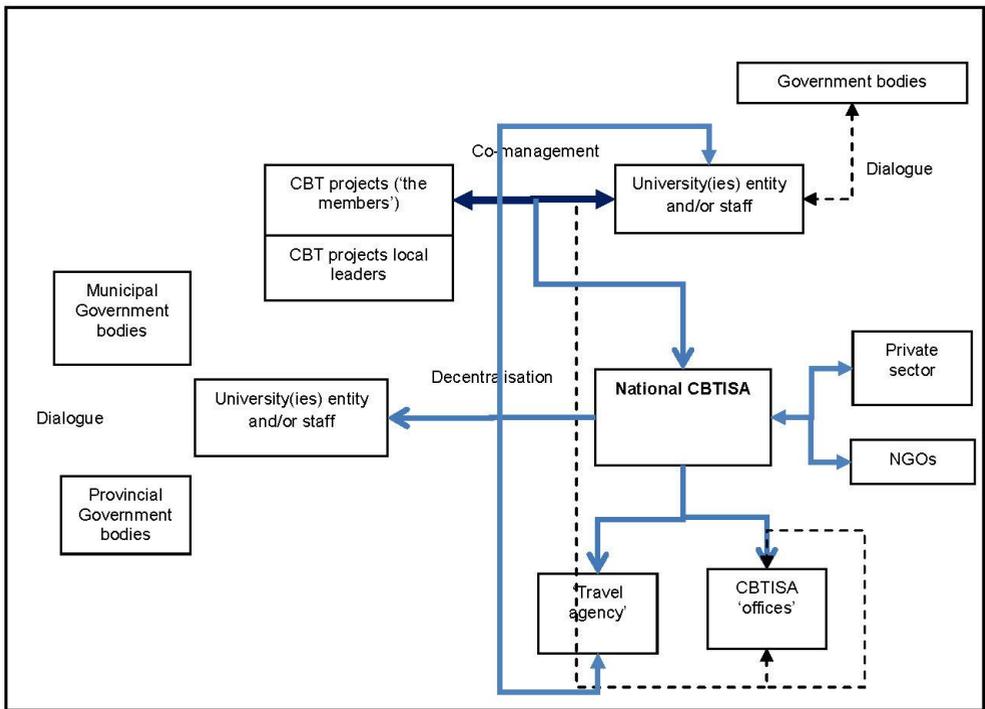


Figure 1: Proposed CBTISA management structure

The dispersion and nature of CBT projects make it difficult to recommend a central body directly managed by community members involved in CBT projects around the country. Therefore, effort should be made to decentralise the CBTISA structure to be more appropriate for the development of CBT. The nature of CBT projects, especially in the first stages of a medium-term timeframe, calls for regular fieldwork and practical work with the community members involved in the project for regular and possibly prolonged periods of time, thereby making a decentralised structure more appropriate. Working together with the university entities/staff, and the local CBT project leaders, they seem more properly positioned to follow the everyday management on the ground. The project leader is anticipated as being a local community member participating in the CBT

project, living in the village/locality where the projects take place. The project leader should be selected by the community and should be based on some specific requirement (such as literacy) identified together with the facilitators. While the project leader will be in contact with the various personnel involved in the whole operational structure of the CBTISA (and possibly also with the CBTISA at national level), she/he will essentially work, in the main, in association with the *ad hoc* facilitative university personnel associated with the specific project. Project leaders and community members involved in the project should ideally all be present at possible meetings; however, for practical reasons, the project leaders will usually represent the CBT project in most of the venues. Table 1 presents a proposed general framework of the roles/benefits of the entities (keeping in mind the list of activities proposed by CBTISA – as mentioned above).

Table 1: Entities and roles benefits of CBTISA

Entity	Role / benefits
CBT project (community members in CBT projects/ventures)* -“the members”.	<ul style="list-style-type: none"> • Owners of CBTISA through membership to it • Co-manager of CBTISA through regular meetings with other co-manager and decentralised offices
University(ies)	<ul style="list-style-type: none"> • Beneficiaries • Co-manager of CBTISA • Research enhancement in CBT (to become leaders in research in CBT and community development through tourism)
Government bodies	<ul style="list-style-type: none"> • Dialogue with CBTISA • Institutional support as possible • Possible collaboration
NGOs	<ul style="list-style-type: none"> • Possible partner / donor in CBT projects.
Private sector	<ul style="list-style-type: none"> • Possible partner / donor in CBT projects.

*As CBT should also include indirect beneficiaries, effort will be made that the community at large where CBT projects are located, will benefit.

Specific personnel should be appointed. It is intended that funding to CBTISA and CBT projects facilitated by CBTISA will come from government institutional support, university community engagement, specific NGOs and private sector donations/collaborations, CBTISA ‘private’ consultancy activities to specific third parties, and, in the long term, earned income through the CBTISA ‘travel agency’.

It is, nevertheless, fundamentally important to underline that while the proposal aims to establish a CBTISA structure of a certain relevance that requires proper financial and human supports, in reality, instead, resources should be seen (and arguably are) as limited. Therefore, while effort should be made to build CBTISA as 'big' as possible, the intention, mostly dictated by the possible limits of financial and human resources, is to start CBTISA in accordance with the limited resources available and to grow according to resource availability.

Conclusion

The aim of this paper was to indicate an existing gap between government strategies, policies and CBT development with a view to offer a proposal for the more effective facilitation of tourism and the implementation of the said strategies and policies, for the benefit of disadvantaged communities. CBT is a strategy to enhance community development through tourism where community members are the owners and managers of the tourism projects/ventures. In other words, community members maintain control of tourism development (including tourism facilities, services and decision-making) within their areas. However, disadvantaged communities typically suffer structural weaknesses and struggle to advance successful CBT development alone. At the same time, the facilitation of CBT development presents specific characteristic requirements, such as long-term facilitation and nurturing. Many CBTOrgs are present around the world; however, from a South African perspective, despite its policies and commitment to enhance community development through tourism, the country lacks a recognised national CBT Institute (or organisation). A similar organisation (in KwaZulu-Natal) seems to exist; however, it appears to be more involved with conventional private sector activities and does not specifically follow and facilitate CBT development within disadvantaged communities, in a comprehensive manner.

Based on the above, the establishment of a CBTISA is proposed. While the precise details of management, operation and financial matters should be discussed with specific stakeholders designated to be involved in CBTISA, the needs for and general framework of a CBTISA have been discussed in support of its establishment.

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