Department of Economic Development,
Tourism and Agriculture, Western Cape

Executive Summary
Western Cape Integrated Tourism Development Framework

February 2002

Contents

1 Setting the Scene

1.1 Background

The Western Cape offers the strongest overall tourist product in South Africa. The Cape Town metro area, Table Mountain, the Winelands and the Garden Route combined with the rich cultural heritage of the Province and a cosmopolitan and a fashionable international image provide the basis on which to build a world-class tourist destination. The Western Cape has become a global player in a highly competitive market and the success that has been achieved is commendable, however success brings its own challenges and responsibilities. The Province is now moving to the second phase in its evolution as a destination for tourism.

The White Paper on Tourism has identified the need for focus, prioritisation and leadership within tourism in the Western Cape. KPMG was commissioned by the Chief Directorate: Tourism to develop an Integrated Tourism Development Framework (ITDF) for the Province which will provide the basis for delivery of product development and marketing strategies through a market led approach and focus upon prioritisation. The Paper provides the policy foundation to lead tourism development in the Province. We suggest an expanded version of the vision for tourism in the Province set in the White Paper on Sustainable Tourism Development and Promotion:

The vision: "By the year 2010"

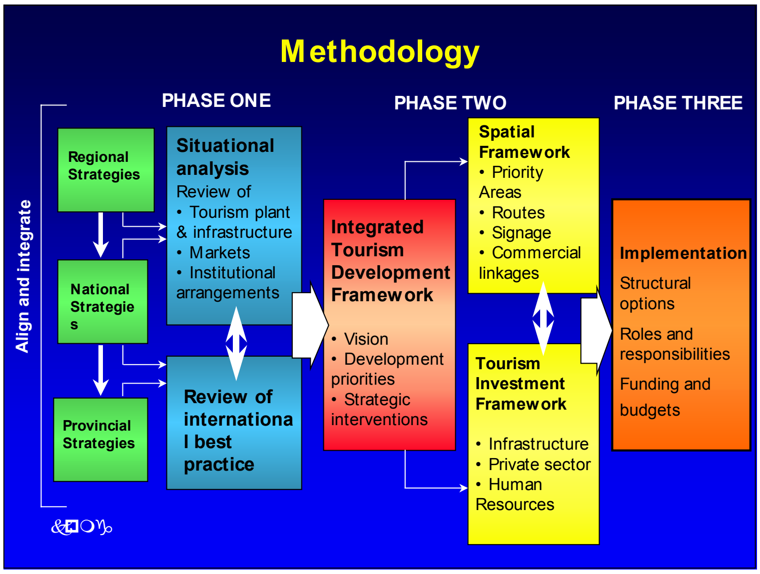
to be recognized as a premier international destination for commerce and tourism based upon achievement of excellence in nature conservation and utilization, preservation of heritage, technological advancement, development of contemporary culture and strength of civic pride."

This ITDF aims to provide a context for intervention and practical direction. It also aims to demonstrate to private sector that planning is coherent and commitment is real. This executive summary highlights the key recommendations we have identified, but it should be read in conjunction with the consolidated framework consisting of a situational analysis, a spatial framework and a tourism investment framework.

Perhaps the most important objective of this study was to get all stakeholders talking the same language and working towards common goals. This pertains to stakeholders within and internal to the Province provincial, regional and national government, and across frontiers between the respective tourism regions. Experience has shown that a big idea or vision can take a destination on the first steps along the road. The big idea must be creative and imaginative. It must also facilitate leverage, enable prioritisation and assist the fast tracking of projects that relate to its achievement. The Tourism White Paper sets the vision or big idea for the Western Cape. The Integrated Tourism Development Framework provides the mechanisms to realise this vision.

1.2 The Process for Developing the Framework

The brief to the consultants was to take a fresh look at the Western Cape and to provide a vision and solutions for the sustainable development and maximisation of tourism potential in the region.



Three core pieces of work formed the core of the methodology:

- **Review of tourism potential** – assessment of tourism product, plant and infrastructure against market trends and requirements through the application of desk and primary research as well as artificial intelligence analysis techniques;
- **Tourism Spatial Framework** – evaluating how tourism currently works in space in relation to tourism flows and movements and how it should work in the future, through the use of GIS (Geographical Information Systems) mapping; and
- **Tourism Investment Framework** – which involved identifying investments both large and small that the Western Cape will have to make to achieve its goals.

From the spatial analysis we have been able to identify a formal hierarchy of tourism development patterns (existing and potential) such as gateways, distribution points, routes and destinations. This provided us with the key elements of the deliverable for Phases 2 and 3, the Tourism Spatial Framework and Investment Framework on which future investment decisions can be made, and where areas of most need and most potential become investment priorities for Government.

The consulting process has been extensive, and interviews were held with stakeholders that have a direct or indirect interest in tourism in the public and private sectors. Data for the ITDF was collected from a number of sources including, Statistics South Africa, South African Tourism, Western Cape Tourism Board, Cape Metropolitan Tourism, Wesgro, Provincial statistics and strategies, ENPAT, Trigonometry Survey (Surveyor General), various consultants reports and primary sources of interviews and fieldwork.

2 Establishing a Western Cape Product Portfolio

Clear definition of product opportunities and market requirements highlights both strengths and weaknesses, enables appropriate market positioning and therefore maximises resource allocation. In order to define the base product strengths of the Western Cape as a destination we compiled a database for the Province and combined this with GIS capability to conduct a high level audit of tourism product and plant. We mapped each product in the database according to predetermined product categories consistent with those identified within the White Paper on Tourism and Tourism in GEAR. The mapping process enabled us to identify the most significant product groupings, as well as areas of high tourism product density or clusters.

Product	Definition of Product
■ Eco-tourism	scenic beauty and wildlife
■ Culture	historical, social, political
■ Adventure	wilderness and challenging environment
■ Sun and sand	beach or significant inland water
■ Shopping and entertainment	retail and/or nightlife centre
■ Cruising	port
■ Health and fitness	spa waters, springs and/or conducive environment
■ Trade and investment	international, provincial or local business centre
■ Meetings, incentives, conferences and exhibitions (MICE)	proximity to business centre and/or stand alone conference facility
■ Sports and events	host to event of provincial, national or international importance

From the market research undertaken by KPMG and the Western Cape Tourism Board, we have identified **eco-tourism, adventure, culture, trade and investment, MICE and sport and events** as the most significant products for the Western Cape. Cruising and health and fitness are important future products. Shopping and entertainment and sun, sea and sand exist but are secondary at present.

2.1 Linking product to market

A key objective of this development framework must be to grow market share and lengthen periods of stay through product development, strategic marketing and appropriate positioning. We are all aware that marketing resources are limited and that market intelligence lacks direction, focus and alignment. This does not mean that every town, region and provincial body should do their own thing. Definition of international target markets has recently come from SA Tourism and is shown in the table below.

Primary	Secondary	Tertiary
USA	India	Africa
UK	France	Asia
Germany	Netherlands and Italy	Middle East

SA Tourism will focus its resources on these markets and by implication given the lack of resources, the Western Cape should follow suit.

Through extensive analysis of existing market research data we have identified the current target markets of the Western Cape in our market segmentation reports. The market profiles identified through application of Artificial Intelligence technology represent clear definition of the volume that exists, behavioural patterns, lifestyle, motivations and value. Future segmentation and market targeting must be based on comprehensive and targeted market research. For both the international and domestic markets, understanding the emerging lifestyle segments begins to show some consistent themes in terms of favoured experiences and therefore the implications for product development in the future.

2.2 Target markets

The following segments have been identified for the Western Cape through interpreting a range of secondary research, primary research and applying artificial intelligence.

2.2.1 International Market Segments:

Three key international segments arose for the Western Cape.

"Vibrant and Energetic"

Origin primarily UK, US/Canada and Germany. Peak income earners therefore high spenders who seek culture, food and wine, events, golf and adventure. Require packaged urban, rural, coastal and scenic experiences.

"Established and Settled"

Generally from UK, US/Canada and Germany. Middle aged to older market, usually married without children at home, and value conscious segment. Interested in learning about history and culture, VFR important. Combine the majority perception of Cape Town as a "European City" with the diversity of the region and things to do and see.

"Pleasure Seekers"

Majority from UK, Germany and Holland. On average younger than other segments, single, under 35 and no children, backpackers, student travellers and young professionals. Want to explore, be adventurous, and try something different. Attracted to the "cosmopolitan, European city" but there is an opportunity to build upon the complementary natural, activity based and adventurous facets of the region.

Understanding these markets and their travel patterns within the Western Cape in more depth over time will assist in tailoring product development to ensure its sustainability.

2.2.2 Domestic Market Segments:

Three key domestic segments also arose, with Gauteng providing the majority of visitors.

"Highveld Hard Workers - Adventurists"

Primarily from Gauteng this segment are aged between 35 and 65 and work hard to have a long holiday annually (up to 14 days), interested in culture and heritage, coastal touring, natural scenery and food and wine.

"East Coast Professionals – Yuppies"

Predominantly from Eastern Cape and KZN, professionals predominant and are therefore inclined to stay for a weekend or less than a week. Interested in beaches, activities, shopping and entertainment, soft adventure, culture, and food and wine.

"Family Needs - Content"

Slightly older group than the others, retired, pensioners, housewives and blue-collar workers, predominantly from Gauteng. VFR travel important and interested in nature and scenery, flowers, food and wine, cultural heritage and touring. Concerned with safety. Lower incomes than other segments.

Understanding the difference between domestic and international travel patterns enables marketing to be more targeted and focused to enhance the chances of cost effective and successful initiatives and communications.

2.2.3 Niche markets

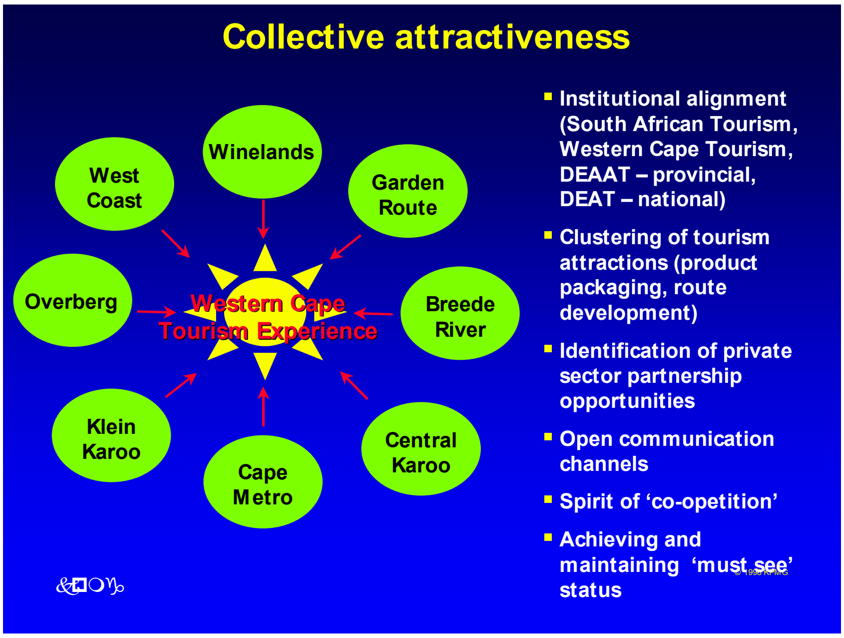
Niche markets are made up of groups of people with the same unique characteristics, which dictate that products and services are provided in a particular way to be able to meet special needs. Niche marketing entails being focused on matching the special interest needs of a particular segment of the population with specific product strengths and providing information and promotional material in a way which is specifically tailored to their requirements. The strength of niche marketing as a strategy is the potential yield from a smaller proportion of the population whose needs are being addressed in way which is relevant to them. Segments with special interests are prepared to pay a premium for products that provide the quality of experience they are seeking. Niche markets identified as a result of the research include:

- gay
- incentive groups
- backpacking
- medical
- flowers
- cruising and yachting
- sports
- whale watching
- agri-tourism

Each of the above attracts or could attract numbers of tourists to the Province. Definition of the size and requirements of these niche opportunities is a subject of debate and more work needs to be done to define the role that each niche can play in the growth of tourism in the Western Cape.

3 Linking the Metropole to the Hinterland

Tourism flows in the Western Cape typically radiate out from the Cape Metropolitan Area into the Winelands, follow the linear patterns of the N2 to the Garden Route and the N7 into the West Coast. A large proportion of domestic travellers simply pass through the Overberg, Central Karoo and West Coast on their journey southwards from source markets in the northern and eastern parts of South Africa. International visitors tend to base themselves in Cape Town and tour outward on an excursion basis into the Province. These prevailing patterns of movement have left large parts of the Western Cape with a sparse and scattered distribution of tourism products and facilities. The perception that the tourist experience is not worth the effort required to access these areas, has relegated the hinterland regions to a position of "outback".



We believe that the hinterland regions should look beyond their own boundaries and link products across previously discussed frontiers in order build collective strength and a sustainable product. Such co-operation would enable these areas to capitalise on the growing trend of tourists travelling into hinterland areas seeking more diverse and unique experiences. A spirit of 'co-opetition', i.e. maintaining a healthy competition, but acknowledging the complementary nature of surrounding product, innovative product packaging and route development, and identifying relevant private sector partnership opportunities are key to building collective attractiveness. The creation of a series of experiences rather than a definitive single theme is key in this regard.

Linking sites by theme, promotion, product differentiation, transportation etc. has informed the success of many destinations. The linking of areas of scenic beauty, protected natural environments and cultural features (e.g. Cederberg Wilderness Area, Genadendal, Elim, De Hoop Nature Reserve, and many more) in the hinterland to the attractions offered in the metropolitan area offers a diversity of experiences and product development opportunities.

4 Tourism Development Areas (TDA's)

Understanding the tourism landscape means knowing where strength of product is located, existing and future market requirements and enhancing linkages or redirecting elements that have no direct benefit.

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When the current supply of tourism products and facilities in the Western Cape are mapped (see situation analysis), a number of areas of undeniable strength emerge. These are as follows:

- Cape Metropolitan Area;
- Stellenbosch-Paarl-Franschhoek;
- Overstrand;
- Mossel Bay-George-Oudtshoorn; and
- Wilderness-Knysna-Plettenberg Bay.

These areas are relatively developed however potential exists for further growth given inherent product strength. The Province must concentrate resources around its competitive and marketable destinations and products. There has to be recognition that not every village and town can be a tourist destination, or every road a tourist route.

The previously mentioned areas offer current tourism product and activity. There are other areas in the Western Cape that offer potential based on the opportunity for maximization of resources through density, product clustering and linkage. We believe they can play an important role in maximising the future value of tourism to the Province:

- Beaufort West;
- Van Rhynsdorp-Cederberg;
- Cape Agulhas; and
- Langebaan-Velddrif.

Through focus on the identified destinations, we can begin to direct future tourism flows – thus spreading benefits across the Province, thereby opening up opportunities for product development, job creation and investment opportunities.

4.1 Moving development ahead for the TDA's

The following sections summarise the key product and market development areas of emphasis, which are required to develop each region in a way which will maximise visitation and benefits in the future

4.1.1 Foreshore, Cape Town

The area is likely to become the main hub of tourist activity in the Province, and has an important role as distribution point. Strong linkages between the Foreshore and the cultural and natural experiences of the Townships, Winelands and other areas of the Western Cape will be crucial.

Product and Market Development	■ The International Convention Centre is the focal point and has become a catalyst for real estate development in the area including a new 500-bedroom Arrabella Sheraton Hotel. Delivery of key structural components is already visible – the canal linking the V&A to the CBD, a world-class visitors centre, enhanced security and cleanliness. Other projects such as the redevelopment of Cape Town Station and proposed light rail system will add value. ■ The Foreshore has an important role as a distribution point to experiences exposing international and domestic tourists to the history and cultural diversity of the population. The precinct should serve as "springboard" for walking tours of the city, District Six and Malay quarter and guided tours focussed on the cultural experiences offered by Langa, Khayelitsha, Gugulethu and others. The area has the potential to become a vibrant and bustling tourism and retail precinct comparable to the best in the world. ■ A further critical action is ensuring that the precinct is connected visually and physically, by means of transport, to the CBD.
Key Recommendations	■ creation of a canal front retail and entertainment walkway similar to Clarke and Boat Quay in Singapore and the Rocks and Darling Harbour in Sydney; ■ inclusion of an inter-modal connection area including rail, road and sea with key linkages to airport, Waterfront and Robben Island, Winelands; ■ maximisation of linkages between the ICC and existing hotels such as the Cullinan and Holiday Inn; ■ packaging of further hotel investment opportunities in order to maximise international exposure; and ■ exploration of opportunity for the development of cruise terminal.

4.1.2 Cape Flats

Township tourism has an important role in showcasing contemporary urban African culture to visitors. Nevertheless, township tourism is an emerging product with particular operational and support requirements, and as such, we believe that specific strategic interventions are required to support the growth of this type of tourism.

Product and Market Development	■ The community tourism forums are the most appropriate channels to work with to begin to find solutions. Strategic interventions must be the result of dialogue between authorities and the forums. Most importantly, the members of the forums must take ownership and responsibility for supporting actions and projects, with assistance and guidance from the Chief Directorate and other authorities. ■ We believe there is a need for a "think-tank" in the form of the Chief Directorate, relevant local government departments and agencies, community tourism forums and tour operators to examine how the recommendations contained in this report can be expanded upon in a strategic framework, how implementation will be undertaken and successes monitored and communicated.
Key Recommendations	■ Establishment of community tourism forums where required; ■ Regular information and capacity-building sessions for township operators; ■ Identification and mapping of tourism routes (in association with community tourism forums and tour operators); ■ Formalising routes with appropriate directional and tourism signage, and reinforcing through brochures and marketing material; ■ Participating in "township heritage" project of South African Heritage Resources Agency and City of Cape Town – identification and conservation of significant sites; ■ Visible policing through community police forums and neighbourhood watches; and ■ Facilitating communication between the police and township tourism operators through by including representatives of the SAPS on community tourism forums.

4.1.3 Eastern Gateway

We have identified a tourism development area stretching from Storms River Bridge on the eastern border of the Western Cape to Wilderness, some 120 kilometres to the west. This is the "heart of the Garden Route" with lush vegetation and forest, ravines, waterfalls and abundance of animals and birds. The area is the main entry point into the Western Cape from the eastern provinces, KwaZulu Natal and the Eastern Cape.

Product and Market Development	▪ The Addo Elephant reserve has been promoted as the largest Big 5 reserve in a non-malaria area. A considerable amount of work has been done on this project and it appears to be moving forward. If this is the case then maximisation of linkages between the reserve and the Eastern Gateway is essential. It will be possible to position both Knysna and Plettenberg Bay as upmarket resort locations offering the opportunity to combine a beach experience with the Big 5. Port Elizabeth is likely to emerge as a more "mass" market destination. Such positioning should impact directly on product development. ▪ The environment of the area is an ideal setting for soft and extreme adventure activities. Many already exist; what is lacking is a co-ordinated approach to the development and marketing of these products. Role-players need to capitalise on unique resources such as the Khoisan archaeological sites at Robberg and Tsitsikamma, South Africa's only marine diving trail at Tsitsikamma National Park and "Map of Africa" scenic view at Wilderness, to position the area as a premier adventure tourism destination. ▪ Knysna is already an established "events" destination with events such as the Knysna Oyster Festival and Knysna Forest Marathon attracting participants and spectators from the CMA, the Western Cape and South Africa. The international participation in these events is growing, providing opportunity to "capture" this market for sightseeing and adventure experiences in the broader region.
Key Recommendations	▪ consolidation of tourism signage using information centres and information laybys as key interventions; ▪ optimising the role of Stormsriver/Bloukrans information centre to encourage "transfrontier" tourism flows between the Western and Eastern Cape; and ▪ exploration of opportunity for the optimal use of rail infrastructure for passenger transport and maximisation of linkages to Cape Town. ▪ creative and efficient use of existing infrastructure is essential to identified product packaging, and provides justification for continued maintenance and upgrading.

4.1.4 Cederberg Gateway

The area is particularly popular during school holidays (Easter and December) and the spring flower period (August to September). The natural and heritage resources - rock art, mountain landscapes, unique vegetation, mission settlements, unpolluted air - of the northern part of the West Coast are largely undiscovered.

Product and Market Development	■ Clanwilliam and Lamberts Bay are already stopover points for international visitors, and staging posts and weekend destinations for the domestic market. Lamberts Bay is known for coastal attractions such as Bird Island, Muisbosskerm and Bosduifklip (open-air restaurants). The Clanwilliam Dam, surrounding historical features such as Leipoldt's grave and Wupperthal over the Pakhuis Pass, and scenic vistas of spring flowers appeal to tourists interested in relaxation and exploration. The popularity of the flowers provides opportunities for agricultural tourism and we would suggest that a location is designated for a flower and rock art interpretation and information centre, which could become an area focal point. It could also form a distribution point into the resource based tourism assets of the area. ■ The scenic beauty, unusual vegetation and rock art of the Cederberg Wilderness Area at present attract mainly the domestic market resident in the Cape Metropole and other parts of the Western Cape. Nature and heritage serves as the basis for rest, relaxation and exploration. ■ The core products also provide opportunities for niche experiences aimed at markets seeking to explore and learn about Fynbos, geological formations and the cultural heritage of the San. ■ The Van Rhynsdorp environment and West Coast with its mission stations, wetland areas, prime fishing areas and fisher's villages can be linked together to provide a "touring" experience for independent domestic tourists and short-break visitors from the Cape Metropole.
Key Recommendations	■ upgrading of 50 kilometre section of N7 between Piekenierskloof Pass and Clanwilliam; ■ agreement regarding location and "level" of provincial information facility in vicinity of Van Rhynsdorp; and ■ creation of southern information point for Citrusdal, Clanwilliam, Lamberts Bay and Cederberg Wilderness Area in vicinity of Piketberg.

4.1.5 Langebaan - Velddrif

We have defined a tourism development area focused on Langebaan and surrounding coastal towns. The area's strategic advantage lies in its proximity to Cape Town, the quality of connecting road infrastructure, diversity of tourism experiences and domestic market awareness.

Product and Market Development	■ Langebaan is generally the first stop for visitors travelling through the West Coast, and has an important role as "springboard" and distribution point into the coastal and interior parts of the West Coast. The identified area is home to each of the West Coast's main tourism products – adventure, ecotourism and culture. The main attractions at present are the Langebaan Lagoon, the West Coast National Park and Club Mykonos offering activities and experiences such as cruising, socialising and relaxation, water sport, entertainment and nature experiences. ■ Archaeological and palaeontological features such as "Eve's Footprint" at Langebaan Lagoon and the West Coast Fossil Park offer potential to package products aimed at niche international markets. The architecture and lifestyles of fishing villages in the area combined with distinctive regional cuisine also provide scope for further product diversification. ■ Langebaan has a crucial role in directing and focussing travellers to other points within the TDA, such as Paternoster and the Fossil Park. Its role in the West Coast at large is also important – introducing visitors to the region and aiding in their "dispersal" to routes and other areas in the West Coast. ■ We recommend an approach that focuses on product combination and using transport infrastructure to enhance access for all visitors. Tourism growth in the area should focus on improving market and physical accessibility of key products, creating linkages, and increasing the eco-tourism, adventure and cultural markets.
Key Recommendations	■ proper and regular maintenance of roads providing access to anchor attractions and destinations; ■ investigation into optimising the use of rail infrastructure for passenger transport; ■ establishment of a regional information point showcasing products and facilities of the TDA, but also providing information about West Coast in general; ■ revisiting private sector investment opportunities on SANP and SADF properties; and ■ convening a West Coast product cluster to explore opportunities to package products.

4.1.6 Northern Gateway (Beaufort West)

Beaufort West is strategically located as a "mid-way" point on the journey from Gauteng, the Free State and KwaZulu Natal. The town functions as a stopover destination, providing accommodation and roadside facilities, such as garages, take-aways and restrooms for travellers. We have selected the area based on the town's importance as an entry point into the Western Cape. Beaufort West is also a gateway to the Eastern Cape, the Northern Cape and the Free State.

Product and Market Development	■ The Karoo National Park and farmland provide for ecotourism, adventure and agri-tourism experiences such as hiking, stargazing, bird watching, succulent vegetation tours and farmstays. The evolution of animals and plants is captured in fossils 200-500 million years old. The palaeontological and archaeological heritage, farmsteads on contemporary livestock farms, graves, Victorian settlements and the birthplaces of important figures in South African history, deliver a rich cultural experience. ■ The travel time by road between Gauteng and Cape Town is significant at 1420 kilometres or 12 hours. Given time constraints, only a small percentage of international tourists undertake this journey by road. The domestic market is therefore the focus of product development in and around the Northern Gateway, either travellers passing through along the N1 or the short break market in the urban centres of Cape Town and Port Elizabeth.
Key Recommendations	■ prioritisation of the creation of the Karoo Tourgate with an emphasis on commercial and edu-tainment opportunities; and ■ maximization of linkages between the Tourgate and Karoo National Park.

4.1.7 Winelands Triangle

We have grouped together the local tourism areas of Stellenbosch, Paarl and Franschhoek to define a tourism area featuring spectacular mountain landscapes with valleys planted with orchards and vineyards, and some of the oldest settlements in South Africa. The towns form a triangular area in the Cape Winelands, with Stellenbosch being the most popular destination area at present.

Product and Market Development	■ Market research shows that tourists interested in food, wine and heritage, the anchor products, are also likely to enjoy complementary products such as golf and sport, cultural events, and health and fitness (especially restorative experiences such as spas). ■ Nature and culture have provided a generous base. The area has already attracted major private investment. Spier Estate, with the world brand name of Ritz Carlton, is the anchor project. The momentum required to move the area up to the next level has been initiated and the development of resorts at Pearl Valley and on municipal land in Franschhoek should be encouraged. The function of the public sector is to provide a supportive facilitating environment, and to ensure that critical infrastructural linkages serving investment are in place. ■ The area appeals to both domestic and international markets. A balance between upmarket, luxury properties and those providing for South African families wishing to experience the Winelands lifestyle is desirable. ■ Future strength lies in capitalising on the investment of private sector, and opportunities created by continual product development efforts in surrounding town such as Pniel, Worcester and Wellington. Smaller towns, currently bypassed or serving as stopover points alone, will in time benefit from the spill-over effect of continued growth in anchor towns of Paarl, Franschhoek and Stellenbosch.
Key Recommendations	■ consolidation of tourism signage onto strategically placed information boards and information centres to protect the aesthetic appeal of the historical town centres; ■ upgrading and regular maintenance of roads linking anchor towns to major roads (N1 and N2), with due regard to potential impact on cultural landscapes; and ■ investigation into awarding of concessions to use existing rail infrastructure for vintage and tourist train operations.

4.1.8 Overstrand

The coastline stretching from Rooi Els to Pearly Beach is dotted with coastal towns catering primarily for the domestic leisure market. Although Hermanus has established the most prominent image as a whale-watching destination, all towns along the coast benefit from this unique resource and the region-wide marketing of the Whale Route.

Product and Market Development	■ The importance of Hermanus as a "springboard" into the Overstrand cannot be underestimated. The town must aim to be centre of excellence and "hub" of tourism growth in this part of the Province. Hermanus will be strengthened by luxury golf estate development at Arrabella Estate and the associated brand name of Sheraton. The linkages between Arrabella and the convention centre hotel in Cape Town will introduce large groups of international tourists and convention delegates into the area. ■ Overstrand Municipality has embarked upon redevelopments including refurbishment of parts of the existing town centre, and the addition of nine holes of golf to the Hermanus Golf Course. There are also opportunities for a major interpretive centre related to marine life. Such a facility is lacking within the town at the present time. This could be linked with other attractions in the area and form an essential part of a visit to the town. ■ Hermanus and Gansbaai are core areas of development; development is however increasingly moving eastwards to L'Agulhas/Struisbaai. Establishing strong linkages between relatively new areas of coastal development with developed areas are essential to re-enforcing overall strength. Each town along the coast offers a diversity of adventure based activities e.g. mountain-biking, shark-cage diving, fishing, diving, etc. Adventure tourism does not suffer from the seasonality characteristic of whale watching. We believe that the future growth of the area lies in diversification of the product through focus on the adventure tourism market. ■ Domestic market development has focused on the "traditional" holiday market, with limited provision of facilities for the "new" market. Given accessibility and proximity to the Metropole, Overstrand is well placed to begin to draw on this market. Several community-based initiatives aspire to bring marginalized communities into the tourism economy of the area (e.g. Hawston, Arniston). These projects require the support of the government.
Key Recommendations	■ consolidation of tourism signage onto strategically placed information boards and information centres to protect the aesthetic appeal of the historical town centres; ■ upgrading and regular maintenance of roads linking anchor towns to major roads (N1 and N2), with due regard to potential impact on cultural landscapes; and ■ investigation into awarding of concessions to use existing rail infrastructure for vintage and tourist train operations.

4.1.9 Cape Agulhas

The Western Cape is characterized by uniqueness - the Fynbos Kingdom, Table Mountain, and the oldest urban settlements in South Africa. Perhaps the most unique feature is the southern - most tip of Africa. Yet, what should be icon in the Province and South Africa hardly features on tourists' itineraries.

Product and Market Development	■ The key fixed attraction along the coast is the southern-most tip at Cape Agulhas, De Hoop Nature and Marine Reserve, beaches at Struisbaai and Arniston fishing village. The coastal strip is also well endowed with coastal nature reserves, both public and private. These are areas where birds, animals and plants take precedence, few human beings are encountered, and where the visitor can revel in the serenity of nature. ■ Future positioning of Cape Agulhas as a destination requires a number of actions. Improvement of infrastructure is a public sector intervention; the provision of accommodation is the responsibility of private sector. Several developments have been proposed in this area; none seem to be taking off. Investors are unwilling to take the first step, often naming lack of infrastructure as a key constraint. We believe that road upgrades alone will not necessarily "unlock" this area. A pro-active, strategic and integrated approach to product, infrastructure and facility development is required.
Key Recommendations	■ convening all stakeholders, including SANP, Western Cape Nature Conservation, local authority, property owners, provincial government, etc. to chart a way forward regarding upgrading linking roads, including joint funding; ■ developing an Integrated Development Framework for Agulhas, Struisbaai, Arniston and De Hoop to maximise product strength, create critical mass through linkages and conserve the unique cultural and natural environment; ■ upgrading and proper maintenance of the pathway leading from the lighthouse to the southern-most tip, and improving directional and interpretive signage as a short-term action; and ■ packaging of a combined offering of investments in Agulhas, Struisbaai, Arniston and De Hoop area in order to achieve realistic scales of capital requirement.

4.1.10 Mossel Bay – George - Oudtshoorn

George, Oudtshoorn and Mossel Bay have already achieved prominence as individual destination areas. Mossel Bay is primarily an industrial town with Mossgas as its dominant feature. The Dias Museum in the town is however also a stopover point for international and domestic tourists. George has attracted investment in golf courses and residential estates, and Fancourt is a "must do" on golf tours of the Western Cape. Oudtshoorn is known for the Cango Caves, the Ostrich industry and Klein Karoo National Arts Festival.

Product and Market Development	■ Significant investment has transformed the golf estate at Fancourt into a world-class facility. This investment has served as a catalyst for other projects capitalizing on this niche product and market. There is a need to maximize the sunk investment and opportunities provided by the Presidents Cup in 2003 through packages, promotions and additional investment. Opportunities for further resort investment should be encouraged and packaged (e.g. Oubaai). ■ There is insufficient accommodation of an international standard in the area able to accommodate groups, conferences, meetings and incentives and make many of the opportunities identified viable. The investments that are being made in golf and related facilities will have minimal impact on tourism unless further investment is made in resort accommodation. Fancourt has made much of the initial investment in golf infrastructure ■ Oudtshoorn originally gained prominence around ostrich farms and the Cango Caves, and attracts both international and domestic tourists. The Klein Karoo Arts Festival is a resounding success, demonstrating the use of events to market relatively unknown resources, in this case, culture. ■ Oudtshoorn is an important distribution point into the hinterland to the north, connecting to the R62 via the N12 through areas of open space and unpolluted air. George and its associated golf product is perhaps the strongest of the three distribution points in the area. Market research indicates that golfers are also interested in other sport events, adventure activities and regional cuisine and wine. ■ Opportunities exist to realise growth and diversification, of both products and market, through linkages with culture and adventure activities throughout the area.
Key Recommendations	■ development of a golf village including retail, food and beverage and local arts and crafts in George; ■ identification of potential sites and packaging of resort investment opportunities; ■ exploration of the opportunity to develop a Big 5 Game Reserve in the area; and ■ investigation of opportunities to link to Cape Town via rail on a regular basis.

5 The Way Forward

5.1 The role of TDA's

We have identified tourism development areas on the basis of existing product, future potential, infrastructure and our understanding of current markets and future market trends. Human and financial resources are not limitless. There is a requirement to prioritise and focus actions and resources. We believe that the prioritisation of the TDAs will maximise existing seed capital and will achieve maximum long-term benefit for the Province.

What is a TDA and how will it benefit. We believe that a TDA should be:

- an area of focus and priority for all levels of government when determining infrastructure investment decisions;
- a priority area for the packaging and release of private sector investment opportunities; and
- a focus of marketing activity from a product and spatial perspective.

Should funds or incentive packages become available for tourism development (e.g. Poverty Relief, Tourism Enterprise Programme, Offset, etc.) the finance available should be focused on the TDAs. Areas outside the TDAs will continue to receive tourism, package their own products and eventually benefit from the approach taken.

The metropolitan area will continue to dominate both in terms of supply of product and facilities and market share. Large-scale investment is bound to reinforce this strength, but it will also create opportunities for growing other areas. Realising the potential of these areas will require appropriate and targeted investment in infrastructure, product and market development. The key to achieving "quick-wins" and long-term success is to begin immediately and work together with an "open book" mentality.

5.2 Driving delivery

The key objectives of TIIF are to provide practical recommendations to take forward the concepts outlined in the previous phases of the study and identify projects which can be placed into decision making processes and capital expenditure programmes. Responsible governance is recognized as **leadership, integrated management** and **quality control.** The alignment and harmonization of province-wide planning must focus on establishing transparent and rapid communication channels and adoption of defined frameworks for delivery.

The principles upon which we have formulated TIIF are simple but form the basis of good and effective governance. They are set out below:

Principles of TIIF

Objectives

- what goals have been set as part of the Spatial Framework and how do these relate to objectives at national, regional and local levels;

Leadership

- who will lead the process of communication and alignment and "champion" tourism, what institutional arrangements exist and/or need to be put in place and what relationships need to be developed and improved.

Policy

- required integration of national, provincial, regional and local policy and identification of guidelines for tourism infrastructure investment;

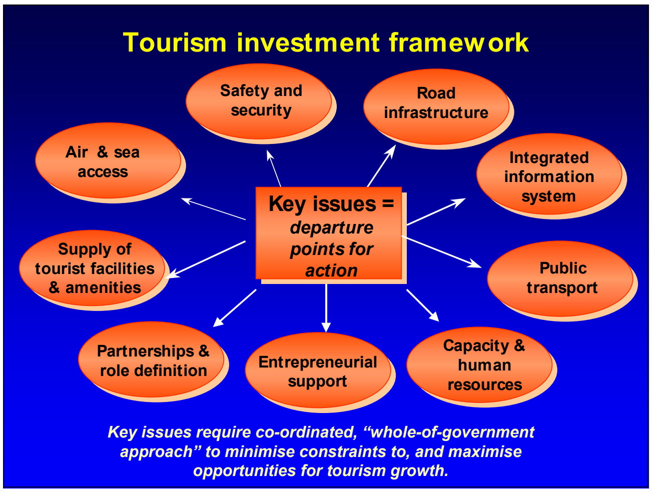
Investment

- what investments are being put forward by tourism at national, provincial level and local levels;

Implementation

- the next steps toward action and delivery.

Implicit within any tourism planning initiative is the presence of a product and a market. Infrastructure can be used to mediate the two.



TIIF focuses on the role of the Tourism Chief Directorate, Department of Economic Affairs, Agriculture and Tourism, and metropolitan and local authorities. There are other parties involved in tourism initiatives both at a government and para-state level, but it is not their "core" business. There needs to be leadership and direction. It is broadly accepted that these identified three players can play this role. The Department of Economic Affairs, Agriculture and Tourism is the designated "champion" and catalyst for delivery. It must act as a conduit bringing together all relevant and interested parties.

5.3 Facilitating private sector investment

With regard to accelerated growth, a fundamental problem is the role of private sector in tourism growth in the Western Cape. As a starting point, we believe that there is a need for a wider variety and better quality international standard accommodation in Cape Town and throughout the areas prioritised in this report. The fact that none of the major international first tier hotel chains are represented in the Western Cape is a negative from a demand generator and potential user perspective. The recent arrival of Radisson on the V&A Waterfront, Arabella Sheraton at Hermanus and the future Cape Town ICC hotel and Ritz Carlton at Spier is a major step in the right direction. More such projects are required if the Province is to realise its potential, smooth seasonality and maximise marketing exposure.

Growth of the accommodation stock is also fundamental to improved air access. International operators provide credibility to tour operators and airlines and can play a major role in opening a destination. The financing of investments in tourism in South Africa is however not easy. Dominance of the local hotel companies, exposure of local financial institutions to the sector and relatively high interest rates combine to form a considerable barrier to investment in hospitality and tourism. The Province must take the lead in engaging domestic financial institutions, international investors and the major international hotel companies in order to understand their problems and the means of overcoming identified obstacles. Identification of potential sites under public ownership and appropriate product packaging is an important first step in making the sites attractive to investors.

The packaging of projects has been ad hoc and unstructured and Government at all levels has spent considerable time and resources presenting a large number of small projects (less than R40 million) to private sector. A change of focus toward larger projects would enable a more targeted approach to marketing the project. The process involved in finding an investor for a small project is the same as a large project but the rewards are much greater. The number of investors that can afford a US$5 million investment is significant – US$150 million is more targeted and focused. For this reason we believe that the encouragement of large project development in areas like Cape Town, Garden Route and Agulhas as well as the possible development of a Big Five Game Reserve provide the base for a private sector investment strategy. This approach relates directly into the New Partnership for African Development (NEPAD) and the Comprehensive Development Framework outlined by the World Bank.

5.4 Conclusion

As the Western Cape enters this second phase of its evolution as a destination for tourism and commerce, there is mounting pressure on tourism to deliver on its promises of economic empowerment and job creation. There must be a realisation that tourism is not the solution to all social and economic problems facing either South Africa or the Western Cape. It is a highly competitive international business with high economic and social stakes. Being competitive is a requirement. An integrated development framework that provides leadership and direction is an important step toward the implementation of many existing and planned initiatives and the overall delivery of tourism in the Province. Success will be measured by delivery not rhetoric.