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# Provincial Gazette Igazethi Yephondo Provinsiale Koerant

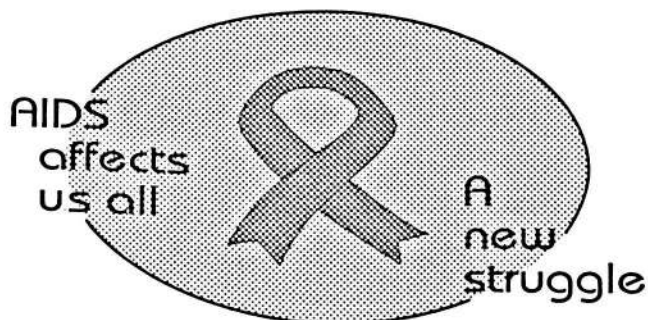
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Vol. 8

BISHO/  
KING WILLIAM'S TOWN, 23 FEBRUARY 2001

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**GENERAL NOTICE**

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**PROVINCE OF THE EASTERN CAPE****DEPARTMENT OF ECONOMIC AFFAIRS, ENVIRONMENT AND TOURISM****No. 25****PUBLICATION OF WILD COAST TOURISM DEVELOPMENT POLICY**

The above-mentioned policy is hereby published for general information.

# **WILD COAST TOURISM** **DEVELOPMENT POLICY**



**PROVINCE OF THE EASTERN CAPE**

**DEPARTMENT OF ECONOMIC AFFAIRS, ENVIRONMENT & TOURISM**

**EXECUTIVE SUMMARY****1. INTRODUCTION**

The Wild Coast region of the Eastern Cape is a prime tourism destination, largely due to the relatively unspoilt natural environment of the coastal region. The inherent potential has been identified and the Wild Coast delineated as a Spatial Development Initiative area, with tourism as a lead economic sector.

- The Wild Coast Tourism Development policy includes:
- The identification of Key issues
- Tourism Policy Guidelines
- Environmental Policy Guidelines
- Institutional arrangements for the Policy
- Procedural guidelines for project applications

**2. KEY ISSUES**

A number of critical issues have been identified as constraining long term, sustainable tourism development along the Wild Coast. The table below provides an informative overview of the issues to be addressed in the guidelines.

ISSUE	DESCRIPTION
<b>TOURISM</b>	
The need for an enabling environment	This is essential to facilitate the upgrading of existing facilities and the exploitation of the many opportunities along the Coast. The availability of, and access to, finance, land tenure and the control over land development, tourism development controls and the development application and approval process and responsible institutions must be addressed.
Local community participation, benefit and empowerment	There are constraints on the ability of local people to become involved in tourism along the Wild Coast and little incentive to private sector developers to enter into arrangements that facilitate the involvement of local communities.
Small, Medium and Micro Enterprises	Tourism presents opportunities for SMME development that are presently not realised due to a lack of information and support mechanisms.
Education, Training and Awareness	The Wild Coast is characterised by a lack of awareness with regard to tourism.
Provision of Physical Infrastructure	The existing physical infrastructure is poor, and as a result both communication and access to facilities is limited.
Tourism Marketing and Promotion	This has been limited by funding constraints, but is essential for the viable development of tourism.
Safety and Security	The Wild Coast region suffers from a negative perception relating to the safety of tourists in the region.
Standards and Service	These are traditionally low, with limited incentive for hotels and tourism operations to improve standards and service levels.
Institutional Arrangements	Institutional arrangements within the tourism industry are unclear.
<b>THE ENVIRONMENT</b>	
Access to natural resources	Almost all the people living outside urban settlements



ISSUE	DESCRIPTION
	depend to some extent on the natural resources of the region for their livelihood. Access to these resources must be ensured.
Biodiversity conservation	The maintenance of the biodiversity of the Wild Coast must be considered to be of national and international importance.
Overexploitation of resources	There has been heavy exploitation of the marine resource.
The impact of agriculture and forestry activities	These activities can cause soil erosion, the siltation of estuaries, pollution of rivers and estuaries, the drying up of watercourses and the loss of indigenous forests.
The uncontrolled spread of alleged illegal holiday cottages	This uncontrolled development has severe negative impacts on the environment and tourism development potential.
The lack of an integrated planning and development process for the area	There is currently a fragmented and uncoordinated approach to coastal planning and management in the Wild Coast area.
Waste management and pollution control	Increasing tourism development will require close attention to ensuring effective waste management and pollution control.
Alien plant invasions	The climate ideal situation for the invasion of alien plants. This danger has received very little attention up to now.
The lack of environmental management capacity	Due to a lack of skilled personnel and financial resources, there is a lack of capacity for environmental policing and management within provincial government.
The lack of management of cultural resources	The management of the cultural resources of the Wild Coast has received very little attention.
<b>INSTITUTIONAL ARRANGEMENTS</b>	
Current institutional arrangements	There are a large number of institutions involved in processing, policy, financing and legislation, resulting in confusion and a lack of clear and decisive decision making.
Capacity limitations within government	Capacity within government is limited and uncoordinated, resulting in lengthy procedures and poor response time to development applications.
Land issues – tenure and restitution	Issues around the implementation of land reform policy in the area have not been finalised, though the Department of Land Affairs has made progress with the development of specific procedures for this area.
Legal/regulation situation	Numerous pieces of legislation and controls are in force, many of which are contradictory and could limit development.
Policy related issues	There is no specific development policy for the region
No defined 'development' plan'	The lack of a clearly defined and approved 'development plan' for the coastal region has resulted in ad hoc developments and investor insecurity.
Potential high risk investment	The overall perception of the Wild Coast is that it has a

ISSUE	DESCRIPTION
area	high crime rate and no defined parameters for development. The business sector regards the area as 'investor unfriendly'.
<b>COMMUNITY</b>	
Definition of local "community"	A functional "definition" of, or at least an understanding of, who comprises the local "community" is needed. This has implications in terms of the flow of benefits.
Need for active involvement of local people	It is not a particularly desirable situation that local people are simply the passive beneficiaries of "rent" for the use of their land. Local people should be as actively involved as possible, in the core activity as well as in related SMMEs.
Transparency	Local people, as well as other interested and affected parties, should easily be able to access information about the proposed development.
Appropriate local development institutions	This does not exist at present at local community level. Community tourism trusts offer a possible way forward. These trusts could be active participants in joint ventures with investors but also channel benefits derived from tourism (e.g. rent) to the local community.
Capacity building	Tourism development plans should clearly outline a training and capacity building programme to ensure more active community involvement in the tourism
Significant benefits must accrue to local people - majority should be better off because of development.	This relates to two aspects. One is the targeting. Who in the community will derive benefits from the development? Will this simply include the local elite? The second is the opportunity cost of the development. What is the current use of the land targeted for development and how does the anticipated return from tourism compare with the current rate of return on the land for local people.
No one in community should be prejudiced - made worse off - as a result of the proposed development.	This is particularly important with regard to the more marginal families.
Differential benefits associated with local community rights	Immediate local community members might feel that they have greater rights to benefits from a local resource than people living further afield. This might lead to a two-tier system of benefits.
Exclusivity	Some types of tourism require a certain level of exclusivity. This has implications for the number of visitors (tourists) catered for, as well as the restriction of access to certain areas for local people. This exclusion should be carefully negotiated at local community level and be sensitively introduced.
Need for some level of immediate return	The tourism enterprise cannot only offer potential for deferred gratification. Some type of immediate return for the local community - through rent in the case of joint

ISSUE	DESCRIPTION
	ventures - needs to be built into the planning
Contractual agreement	In the case of joint ventures, a clear contract needs to be entered into between legitimate community representatives and the external investors.

### **3. TOURISM AND ENVIRONMENTAL POLICY GUIDELINES**

The Wild Coast Tourism Development Policy is intended to promote, facilitate and regulate tourism development along the Wild Coast, during the conceptualisation, planning, construction and operational stages. These guidelines should also provide the principles that ensure that environmental considerations are effectively integrated into all processes concerned with promoting, facilitating and regulating tourism on the Wild Coast.

The Wild Coast Tourism Development Policy is applicable along the length of the Wild Coast, from the Umtamvuna River in the north to the Kei River in the south, excluding the area which falls within the Port St Johns Transitional Local Council. The policy applies over a 1000m strip inland of the high tide mark, including the tidal portions of estuaries. A review of this spatial area of concern is to be conducted to determine whether the spatial area should be extended to include 4km inland from the 1000m delineation.

The policy should apply to all proposed developments and commercial activities within the spatially defined area, whose prime activities are related to tourism i.e. the majority of their business is directly related to tourism. This includes all those ventures that provide goods and services to tourists.

It should be noted that the guidelines are seen as complimentary to the IEM procedure, and are not a substitute for the EIA Regulations contained in the Environmental Conservation Act, 1989.

The guidelines for the promotion, facilitation and regulation of tourism development have the following underlying principles:

- Government should provide the enabling framework for tourism development.
- The use of land and resources by the current land occupiers along the Wild Coast should be recognised, and tourism development should not reduce community access to or sustainable utilisation of resources.
- Tourism development along the Wild Coast should be sustainable.
- Tourism along the Wild Coast should be private sector driven.
- Tourism development along the Wild Coast should be equitable.
- Tourism development should be efficient.
- Tourism development should respect the principle of nodality
- Tourism development should ensure a special quality experience for all visitors.
- Tourism development should be dependent on the establishment of co-operation and close partnerships among key stakeholders.
- Tourism should be developed along the Wild Coast to cater for the international and domestic tourist, as well as to meet the needs of local residents who engage in day trips.

SECTION	GUIDELINES	MAIN PROVISIONS
		targeted campaign using print, radio and electronic media • Draw on opportunities provided by SATOUR and ECTB for marketing of the region • Strategy to be monitored and evaluated to assess its effectiveness • Establish network of information centres within the region • Establish centralised reservations facilities
3.4.11	Safety & Security	• Increased benefit to and liaison with local communities • Installation of reliable communication channels and improved road access • Direct liaison with Tourism Protection Unit • Establishment of community policing structures • Inform tourists of potential threats to their safety and facilitate their assistance in ensuring their own safety and security

**The environmental policy guidelines can be summarized as:**

SECTION	GUIDELINES	MAIN PROVISIONS
3.5.1	Spatial Environmental Guidelines	• No tourism development permitted within No Development Environments, defined on the basis of their environmental significance • Low impact tourism development permitted in Special Control Environments subject to IEM, EIA procedures and compliance with Ecological Guidelines • Tourism developments within Normal Control Environments (first and second order nodes) should be encouraged to occur within specified parameters
3.5.2	Planning Guidelines	• Developments not dependent on a coastal location should be located elsewhere • Accessory tourism development should be in first and second order nodes • Minimum setback areas should be enforced • Traffic flows should be minimised and pedestrian flows maximised • Tourism development and activities should not exceed the carrying capacity of the local and coastal environment
3.5.3	Aesthetic & Design Guidelines	• Tourism developments should blend into the environment and not be visibly intrusive • The landscape viewed from a development should be managed and protected • Tourism developments should have a sense of privacy, seclusion and refuge • Tourism developments should not negatively impact on the qualities of/access to symbolic/special features or symbols • Natural and local materials should be used where possible • Accessory infrastructure should also be subject to the above guidelines
3.5.4	Ecological Guidelines	• The location of tourism developments should acknowledge the No Development and Special Control environments • There should be buffer areas between shoreline residences and coastal waters • Minimum development footprint, with the incorporation of the existing groundform into project design and landscaping and



SECTION	GUIDELINES	MAIN PROVISIONS
		<p>rehabilitation as integral components of design</p> <ul style="list-style-type: none"> <li>• As little disruption of the groundform and vegetation as possible during site preparation, and close control of disturbances where these occur</li> <li>• Minimise/avoid urban run off</li> <li>• Special attention to and detailed planning for the location and management of sewage disposal, in line with DWAF requirements</li> <li>• Careful attention to solid waste disposal, in line with DWAF requirements</li> <li>• Impact of dams and other water extraction practices on coastal waters to be minimised and carefully considered in the impact assessment of such infrastructure provision</li> <li>• Roads to be designed and constructed as far from the coast as possible and where servicing the coast, perpendicular to the coast so as to minimise impact on drainage patterns</li> </ul>
3.5.5	Guidelines for Resource Consumption	<ul style="list-style-type: none"> <li>• Sustainable energy provision practices to be adopted within tourism developments</li> <li>• General approach of most efficient and non-wasteful use of water</li> <li>• Use of local materials to be controlled by WCTC</li> <li>• Compliance with regulation pertaining to use of plant and animal resources</li> </ul>
3.5.6	Tourist Activities	<ul style="list-style-type: none"> <li>• Compliance with regulations and requirements of nature and biological diversity conservation</li> <li>• Operated with respect to ecological capacity and the characteristics of the environment, limited where necessary</li> <li>• Use of powerboats and jet skis prohibited except in demarcated rivers</li> <li>• No vehicles should be driven on beaches (except for launching of boats), in line with the Environmental Conservation Act, 1989 and Decree 9 of 1992</li> <li>• Ski boats only to be launched on the beach from approved launch sites</li> <li>• Regular inspection and monitoring visits to ensure implementation of management plans</li> </ul>
3.5.7	Socio-Economic Guidelines	<ul style="list-style-type: none"> <li>• Public access to natural resources, including beaches and estuaries must be retained.</li> <li>• Tourism should not promote degradation of environmental qualities</li> <li>• Compensation for loss of access to areas must exceed the benefits from resources in the areas</li> <li>• Socio-economic aspects must be considered in EIA's</li> </ul>
3.5.8	Environmental Management Guidelines	<ul style="list-style-type: none"> <li>• Tourism development must be in accord with provincial and local guidelines</li> <li>• Tourism developers have an active role to play in environmental management</li> </ul>
3.5.9	Environmental Management of Non-Tourism Development & Activities	<ul style="list-style-type: none"> <li>• Tourism must be recognised as the lead sector and the significance of all proposed development measured in terms of the impact on tourism</li> <li>• WCTC, WCDA and the tourism industry should be recognised as significant interested and affected parties to all development proposals along, and impacting on the coastal zone</li> </ul>



SECTION	GUIDELINES	MAIN PROVISIONS
		<ul style="list-style-type: none"> <li>Developers to inform the WCTC and WCDA of all proposed developments impacting on the coast at an early stage, to allow assessment of the possible significance for tourism</li> </ul>

#### **4. INSTITUTIONAL ARRANGEMENTS FOR THE IMPLEMENTATION OF THE GUIDELINES**

In order for the guidelines to be effectively implemented the following institutional arrangement is recommended.

##### **4.1 Wild Coast Development Organisation**

In the short to medium term the Centre for Investment and Marketing in the Eastern Cape (CIMEC) will perform the function of the Wild Coast Development Organisation. In terms of their mandate and legal powers, the functions envisaged for the Wild Coast Development Organisation are compatible with the functions of CIMEC.

For CIMEC to perform this function it will need to work directly with other agencies, in particular the Eastern Cape Development Corporation and the Eastern Cape Tourism Board with regard to planning, marketing and access to development finance. This will mean a degree of joint decision making amongst the three institutions. A dedicated and staffed desk is to be established within CIMEC to undertake the work.

*The immediate and short-term functions of the Development Organisation are:*

- To undertake an immediate review of all spatial and institutional arrangements presently in place on the ground on the Wild Coast and to establish their legitimacy.
- To co-ordinate efforts of all existing authorities with powers to administer and enforce legal and policy provisions.
- Communication and information dissemination relating to the tourism and environmental guidelines.
- To develop a decision-making structure.
- To provide support, advice and assistance as outlined in the tourism guidelines to potential tourism investors and communities resident along the Wild Coast.

##### *Medium Term Functions*

The following two functions are to be completed within two years of establishment:

- To encourage and ensure that the relevant government departments commence with the preparation and application of a regional development plan based on the primacy of the tourism and environmental guidelines
- To undertake a feasibility study to determine the need and desirability, and if positive, the viability of the establishment of a permanent Wild Coast Development Authority.

##### **4.2 The Wild Coast Technical Committee (WCTC)**

The WCTC should be composed of:

- The national Department of Land Affairs
- The provincial Department of Housing and Local Government
- The provincial Department of Agriculture and Land Affairs
- The provincial Department of Economic Affairs, Environment and Tourism

- The Office of the Premier
- The Kei District Council
- The Amatola District Council
- The Wild Coast District Council
- The Eastern Cape Development Corporation
- The Eastern Cape Tourism Board

The Provincial Department of Economic Affairs, Environment and Tourism will chair the WCTC.

The overall purpose of the WCTC is to enable and ensure decision making with regard to all development and project applications along the Wild Coast. The following are the proposed functions of the WCTC with regard to its immediate responsibilities:

1. In the interim, to make recommendations to the Minister of Land Affairs and/or the Minister of Water Affairs and Forestry and the MEC for Economic Affairs, Environment and Tourism for the approval or rejection of projects along the Wild Coast.
2. Once established, to make recommendations to the Development Tribunal as set out in the Development Facilitation Act No 67 of 1995 on matters pertaining to the development of the Wild Coast.
3. To appraise projects applications against the criteria as set out in the pre-application conditions.
4. To ensure inter departmental consultation and co-ordination of the technical assessment of project applications.
5. To recommend changes in policy for the development of the Wild Coast
6. To ensure co-ordination for the delivery of departmental services relevant to any development project on the Wild Coast
7. Determination of whether the spatial area over which these guidelines apply should be extended.
8. To recommend the granting of operating licences in conjunction with the relevant licensing authority.

## **5. PROCEDURAL GUIDELINES FOR PROJECT APPLICATIONS**

### **5.1 Project application and approval**

The application and approval procedure in figure 1 is to be used as a guideline.

Once project approval has been granted construction can commence. On completion, and approval of construction, the developer is to be issued with a building certificate and an environmental clearance certificate.

### **5.2 Environmental Management Procedures**

In terms of the Environmental Impact Regulations promulgated in terms of Section 21 of the Environmental Conservation Act, 1989 (Act No. 73 of 1989) EIA's are required in certain instances.

"Resorts" (which would include tourist developments on the Wild Coast) are specifically mentioned as activities in which EIA procedures are mandatory. Due to their nature, therefore, proposed new tourism developments, or substantial extensions to existing ones, will require an EIA. As many of the infrastructure improvements associated with tourism developments are listed, these will also require EIA's to be undertaken.

The changes in land use identified in the regulation as requiring EIA's effectively mean that all development proposals on land outside of the town planning scheme area of Port St. Johns will be subject to an environmental impact assessment. Within the town planning scheme area of Port St. Johns, EIA's would be expected if the proposed activities are scheduled in the regulations or are areas considered environmentally sensitive or valuable.

An EIA is also required if a proposed development involves the reclamation of land below the high water mark of the sea, and inland water, including wetlands, or are located in any of the specific locations or general types of areas listed as "No Development Environments" or if they are likely to affect certain specified aspects within a particular "Special Control Environment".

The Department of Economic Affairs, Environment and Tourism and the Chief Directorate: Environmental Affairs is directly responsible for administering the regulations and the associated EIA procedures within the Eastern Cape. The Standard EIA Application Form to be completed at the commencement of any required EIA procedures can be collected from the regional offices in Kokstad, Umtata and East London. In the case of the development of the Wild Coast, the application should be submitted with the detailed project application to CIMEC, who will submit it to the relevant government authority.

After considering the application, the relevant authority may request the applicant to submit a plan of study for scoping for the purposes of a scoping report or a scoping report without a prior plan of study.

After a scoping report has been accepted, the relevant authority may decide the information contained in the scoping report is sufficient for the consideration of the application without further investigation, or that the information contained in the scoping report should be supplemented by an environmental impact assessment which focuses on the identified alternatives and environmental issues identified in the scoping report.

After the relevant authority has received the relevant documentation, including the environmental impact report (if requested) the relevant authority must consider the application and decide to approve the application with or without conditions; or refuse the application.

### **5.3 Community Participation in Development Projects**

The guidelines for community participation in tourism ventures within the Wild Coast SDI are intended to provide potential investors with guidelines on the processes they should follow to ensure a high level of community participation in the ventures.

The following is recommended for facilitating and ensuring active community involvement:

1. Consultation with the local authority
2. Consultation with the traditional authority.
3. Provide notice of public meetings and prominently display these, at least, at local authority premises, magistrate's court and tribal court for a period of at least three weeks before the meeting.
4. Hold public meetings in close proximity to the proposed area of operation

5. Hold on-site investigations of lease areas with local community representatives using PRA methods (including maps)
6. Hold follow-up workshops for local community members (or elected representatives)

#### **5.4 Project/Development Assessment Criteria**

The following criteria and conditions will be applied when considering and assessing proposals submitted by potential investors/operators. The criteria are to act as a framework for potential proposals, and as such different weightings should be applied depending upon the particular type of proposal.

1. Developmental benefits of the project
2. Impact on other developments
3. Job creation
4. Economic Empowerment
5. Policy and development objectives
6. Environmental impact
7. Financial viability
8. Capital investment
9. Community participation and support
10. Development locations
11. Siting and Design
12. On going management
13. Any other criteria or legislated matters deemed relevant by the provincial government.

# **WILD COAST TOURISM DEVELOPMENT POLICY**

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## **1. INTRODUCTION**

### **1.1. Background**

The Wild Coast region of the Eastern Cape is a prime tourism destination, largely due to the relatively unspoilt natural environment of the coastal region. The inherent potential of the Wild Coast has been identified by Government and the Wild Coast has been delineated as a Spatial Development Initiative area, with tourism as a lead economic sector. The objectives of the Spatial Development Initiative (SDI) Programme are to:

- Generate sustainable economic growth and development in relatively underdeveloped areas, according to the locality's inherent economic potential;
- Generate long term and sustainable employment for the local inhabitants of the SDI area;
- Maximise the extent to which private sector investment and lending can be mobilised into the SDI area;
- Exploit the spin-off opportunities that arise from the crowding-in of private and public sector investments for the development of SMME's and the empowerment of the local communities;
- Exploit under-utilised locational and economic advantages for export-oriented growth.

Despite the widespread recognition of the tourism potential of the region, this has remained unrealised. The Wild Coast Tourism Development policy is intended to provide a policy framework for tourism development.

The policy consists of the identification of key issues which hinder tourism development along the Wild Coast and provides policy guidelines for tourism development by providing:

- Tourism development and management guidelines
- Environmental policy guidelines for tourism development and management
- Institutional arrangements necessary for the implementation of the policy
- Procedures for tourism development applications

### **1.2. Context**

The preparation of the policy for tourism development along the Wild Coast occurred within a context of rapid growth in tourism, to and within South Africa, and increasing popularity of the Eastern Cape, and within this of the Wild Coast. In addition to this increasing market pressure, the Wild Coast is under increasing pressure from tourism development - southwards from the South Coast of KwaZulu-Natal, northwards from the Garden Route and internally, as reflected in the proliferation of cottages along the coast.

There is, however, widespread recognition that the value of the Wild Coast as a tourism destination is based on the natural environment and that tourism and other development processes should not degrade these qualities. There is also acknowledgement that the Wild Coast is a valuable and unique environment that warrants protection and conservation in its own right.

For this reason, tourism environmental guidelines are provided as part as an integral component of the overall Wild Coast Tourism Development Policy. The environmental guidelines are intended to

provide the parameters within which appropriate, environmentally sustainable tourism development can be promoted, regulated and facilitated.

The policy has been prepared amidst a changing policy and legislative context. The changing policy environment in relation to tourism and the environment has been carefully considered in the preparation of these guidelines. The main points to be highlighted from the review are:

- The national tourism policy, as articulated in the Tourism White Paper, has been widely accepted, adopted and implemented in the development of the tourism industry;
- A provincial tourism policy in line with the national policy is in the course of preparation;
- The SDI principles to guide tourism development along the Wild Coast are in line with national and the emerging provincial tourism policy; and,
- Increasing clarity with regard to environmental policy has emerged with the promulgation of the Environmental Impact Regulations in terms of the Environmental Conservation Act (Act 73 of 1989), the National Environmental Management Act (Act 107 of 1998) and the White paper for Sustainable Coastal Development in South Africa.

### 1.3. Structure of the Policy

The policy is structured as follows:

Section 2 provides an overview of the **key issues** to be addressed for tourism development along the Wild Coast to be sustainable and successful.

Section 3 contains the **Tourism and Environmental Policy Guidelines**. The main components of this section are:

The **Underlying Principles** which form the basis from which the tourism, environmental and procedural/institutional guidelines are drawn

**Tourism Policy Guidelines**, which include the following sections:

1. Spatial Guidelines
2. Siting and Design Guidelines
3. Provision of Tourism Infrastructure
4. Tenure Guidelines
5. Local Community Participation, Benefit and Empowerment
6. Small, Medium and Micro Enterprise Development
7. Tourism Education, Training and Awareness
8. Operation and Management of Tourism Developments and Activities
9. Guidelines for Standards and Service
10. Marketing and Promotion
11. Safety and Security

**Environmental Policy Guidelines**, which include the following sections:

1. Spatial Guidelines
2. Planning Guidelines
3. Aesthetic and Design Guidelines
4. Ecological Guidelines
5. Guidelines for resource consumption
6. Tourist Activities



7. Socio-economic Environmental Guidelines
8. Environmental Management Guidelines
9. Environmental Management of Non-tourism Coastal Developments and Activities

Section 4 details the **institutional arrangements** for the implementation of the guidelines.

Section 5 identifies the **procedures** to be followed for project approval, environmental management and community consultation.

## **2. KEY ISSUES**

The key issues which the tourism policy will address have been grouped into those relating to:

- **Tourism**
- **Environment**
- **Current institutional arrangements**
- **Communities.**

### **2.1. Key Tourism Issues**

A number of critical issues require immediate attention if the Wild Coast is to develop as a successful long-term tourism destination. Of particular concern to the tourism industry is:

#### **2.1.1. The need for an enabling environment**

An enabling environment is required to facilitate the upgrading of existing facilities and the exploitation of the many opportunities along the Wild Coast. The following aspects need to be addressed to develop an enabling environment:

- Increased availability of, and access to, funding and finance for development within the tourism industry;
- Clarification of land tenure and the control over land development;
- The formulation of tourism development controls; and,
- Clarity regarding the development application and approval process, and the responsible institutions.

#### **2.1.2. Local community participation, benefit and empowerment**

The limited knowledge, awareness, training and finance on the part of those previously excluded serves to constrain the ability of local people to become involved in tourism along the Wild Coast. In addition, there is little incentive or guarantee to private sector developers to encourage them to enter into joint venture partnerships, or other models that facilitate the involvement of local communities.

#### **2.1.3. Small, Medium and Micro Enterprises**

The tourism industry presents opportunities for the development of small, medium and micro enterprises. These are, however, presently not realised due to a lack of information and awareness, knowledge, training and access to finance.

#### **2.1.4. Education, Training and Awareness**

The Wild Coast is characterised by a lack of awareness with regard to tourism. This limits the involvement of local people in the tourism industry, and serves to constrain the development of tourism operations and activities. This is reinforced by the limited opportunities for education and training in tourism available along the Wild Coast.

#### **2.1.5. Provision of Physical Infrastructure**

The existing physical infrastructure in the region is not geared to the needs of tourists and tourist developments. In general physical infrastructure along the coast is poor, and as a result both communication and access to facilities is limited.

#### **2.1.6. Tourism Marketing and Promotion**

The marketing of the region as a tourism destination, to the domestic and international tourist, has previously been limited by funding constraints, but is essential for the viable development of tourism, and to overcome the constraints imposed by the seasonal nature of the tourism industry.

#### **2.1.7. Safety and Security**

The levels of safety and security are of particular concern, as the growth in tourism is heavily influenced by the perceptions of safety. The Wild Coast region suffers from a negative perception relating to the safety of tourists in the region.

#### **2.1.8. Standards and Service**

These are, unfortunately, traditionally low in the tourism industry. Along the Wild Coast this situation has been perpetuated by the limited incentive for hotels and tourism operations to improve standards and service levels.

#### **2.1.9. Institutional Arrangements**

Institutional arrangements within the tourism industry are unclear, as government departments, parastatals and private sector institutions are undergoing changes in structure and orientation, and clarity is only beginning to emerge as to their respective roles and status.

### **2.2. Key Environmental Issues**

The Wild Coast has special and unique environmental qualities that are of intrinsic worth in their own right, and are also the key tourism resources. Along the coast there are important and environmentally sensitive areas, such as the nature reserves, marine reserves, the Pondoland Coast (which is especially noted as a sensitive area with very high levels of endemic species and biodiversity), indigenous coastal forests, multi/ethnobotanical plants, marine and estuarine resources, erodible soils and sand dunes, some of which contain titanium ore deposits. The coast also possesses a rich archaeological and cultural heritage.

***The opportunities and constraints*** of the environmental qualities of the coast have important implications for coastal development in regard to:

***Geology and landform:*** The constraints are due to the limited potential for groundwater extraction, the hilly topography of most parts, the erodible Beaufort and Ecca Soils that are

widespread in some areas and the titanium mineral deposits that are located in very sensitive dune ecosystems. The opportunities with regard to the geology are that the area is generally suitable for foundations, and the geology helps to create a scenically beautiful landscape. In general, the southern areas have the more gentle and developable topography.

***Climate and the marine environment*** provide a constraint in the form of high rainfall and winds, particularly in early summer, and the high energy, wave lashed coastline, with few natural harbours on it. The coastline is hazardous to shipping, and not one for casual leisure boating. As an opportunity, the climate can be described to be warm and mild enough for year-round tourism.

***With regard to the vegetation***, increases in population pressures and the clearing of land for agriculture threaten the forests. These forests nevertheless provide an opportunity for conservation and its related use for ecotourism. This is particularly so for the Pondoland forests.

***With regard to the constraints within the different ecosystems***, the marine environment cannot support heavy commercial exploitation, and the littoral interface between the sea and the land, and especially the sand dunes and estuaries, are very sensitive to exploitation and development. These areas do provide opportunities for sport fishing, and the Wild Coast is considered to be one of the prime fishing areas of the country's entire coast.

***The archaeological and cultural resources*** of the region provide opportunities for tourism, but this aspect also needs to be sensitively handled.

***Agriculture:*** Although the climate is well suited to agriculture, being of mild temperature, frost free and with high rainfall, the narrow strip of land along the coast is generally not well suited to extensive forms of commercial agriculture, primarily due to the soil and topography reasons.

***From the environmental perspective, tourism development should be considered to be the leading sector industry of the coast.*** On the basis of the above coastal environmental qualities, and the opportunities and constraints they offer to development, it is considered that the coast is best suited to appropriate forms of tourism development.

***Key environmental issues relating to the development of the coast are:***

#### **2.2.1. Access to natural resources**

Almost all the people living outside urban settlements, such as Port St. Johns, depend to some extent on the natural resources of the region for their livelihood, for example, grazing livestock, and the harvesting of fruit, seeds, spinages, honey, meat, muti plants, fuel, timber, thatch, oils, gums, weaving materials, scents and shellfish. The quality of life of these people will be decreased if access to these resources is denied. It is therefore essential that the issue of local people's access to natural resources be addressed within any tourism development on the coast.

#### **2.2.2. Biodiversity conservation**

South Africa's ratification of the Biodiversity Convention means that the country has taken on global responsibility for the conservation of biodiversity, the sustainable use of biological resources and the fair and equitable use of genetic resources. This responsibility is particularly important on the Pondoland Coast where a large number of endemic species that occur nowhere else in the world are found within a relatively small and threatened biome. The maintenance of the biodiversity of the Wild Coast must thus be considered to be of national and international importance.

### **2.2.3. Overexploitation of resources**

The heavy exploitation of the marine resource of the Wild Coast is well documented, and it appears that unscrupulous operators have capitalised on the management and legal confusion since the former Transkei has been incorporated into South Africa. It is essential that the rules and regulations governing the use of marine resources be revised in order to optimise the benefits to the local communities, based on the principles of sustainable utilisation. In addition, it is essential that the appropriate structures are created and adequate management resources allocated to create the capacity to manage these resources effectively. The above principles also apply to the collection of plant material for the muti trade. The Wild Coast will become increasingly heavily utilised for the commercial muti trade, as well as to meet the muti needs of the local people.

### **2.2.4. The impact of agriculture and forestry activities**

The soils of the coast are generally regarded as of low arable potential, and they and the associated topography are not suited to intensive agriculture. Although subsistence grazing and agricultural activities are important economically, they can cause soil erosion and the siltation of estuaries. The clearing of indigenous forests for subsistence agriculture is also prevalent. Agricultural run-off from the land can cause pollution of rivers and estuaries, and extensive afforestation can cause the drying up of watercourses.

### **2.2.5. The uncontrolled spread of alleged illegal holiday cottages**

This uncontrolled development has severe negative impacts on the environment and tourism development potential. It must be realised however, that these alleged illegal developments sometimes have the support of the local people, who obtain some payment (typically a small one-off payment to the local headman or chief), and some limited employment. It is clear therefore, that besides policing and preventing such developments, the government needs to become more proactive in encouraging legal tourism developments as a more worthwhile alternative for the local people.

### **2.2.6. The lack of an integrated planning and development process for the area**

There is currently a fragmented and uncoordinated approach to coastal planning and management in the Wild Coast area. Besides the tourism planning guidelines provided within this policy document, land use and integrated development plans must be formulated, particularly in those areas identified as tourism development nodes.

### **2.2.7. Waste management and pollution control**

Plans for developing the area for tourism will lead to an increase in the number of people passing through the area. Close attention needs to be paid to ensuring effective waste management and pollution controls, especially since many of the key attractions are in pristine areas. This will also apply to inland water pollution issues that impact on the coast.

### **2.2.8. Alien plant invasions**

The relatively high rainfall and disturbed conditions along the Wild Coast create an ideal situation for the invasion of alien plants. This danger has received very little attention up to now, and the beginnings of serious alien plant invasions, such as *Pereskia* sp. in the forests around Port St. Johns, need to be addressed as a matter of urgency before the problem becomes unmanageable.



### **2.2.9. The lack of environmental management capacity**

Due to a lack of skilled personnel and financial resources, there is considered to be a lack of capacity for environmental policing and management along the Wild Coast. For instance, the ability of DEAE&T to run tourism operations within the provincial nature, the management and protection of the indigenous state forests by DWAF and the control of marine resources by DEAT, is considered to be inadequate.

### **2.2.10. The lack of management of cultural resources**

The management of the cultural resources of the Wild Coast has received very little attention. Very few people seem interested in the many Stone and Iron Age sites, and insensitive developments have taken place on a number of occasions. The existing cultural resources and way of life also needs to be also taken account of in any planning and development process that bring changes to the region.

## **2.3. Key Institutional issues**

The following provides an overview of the barriers to development resulting from the current institutional situation. The key issues are:

### **2.3.1. Current institutional arrangements**

Presently there are a large number of institutions involved in processing, policy, financing and legislation along the Wild Coast. The impact of this has led to a degree of confusion and in most cases an almost total lack of clear and decisive decision making. At best decision making is ad hoc and normally only represents the interests of a particular group or faction. The result of this has been limited growth and contest between the various parties.

### **2.3.2. Capacity limitations within government**

Although there are an inordinate number of institutions involved in the development of the Wild Coast, the capacity within the institutions is limited and uncoordinated. This has resulted in lengthy procedures and poor response time (up to six months just for comment) for development proposals. Further, there is limited staff capacity within government departments, especially in the provincial regional offices, and poor understanding of new legislation. The capacity of District Councils, Transitional Representative Councils and Transitional Local Councils is weak resulting in poor decision-making and lack of control or planning. Finally, there is an almost total lack of response by government departments to development initiatives from the private sector.

### **2.3.3. Land issues – tenure and restitution**

One of the primary factors limiting development along the Wild Coast is the current land situation and the introduction of a new land reform policy. As a result, no real clarity exists with regard to land tenure, particularly in the former Traditional Authority areas. The potential threat of land claims along the coastal area, and the limited security of tenure available to potential investors, is not conducive to investment.

### **2.3.4. Legal/regulation situation**

As with the large number of institutions involved in the development of the Wild Coast, there are numerous pieces of legislation and controls. The following gives an indication of the legal mechanisms currently in place. Many of these are contradictory and could limit development:

- *Transkei ( Environmental Conservation) Decree 9 of 1992*, which prevents development 1000 metres above the high tide mark, unless a permit is held;



- *National Forests Act 84 of 1998* controls development in terms of the Act. This affects some 25% of the coastline;
- *Marine Living Resources Act 18 of 1998* places controls on the area below the high water mark;
- *Proclamation 26 of 1936* which make allowance of the issuing of Permission to Occupy certificates. Many current developments have been established through the issuing of PTO's but current policy is to phase this out;
- *Disposal of State Land At 23 of 1979* states that tribal authority land can only be disposed of under strict conditions;
- *Restitution of Land Rights Act 270 of 1994* regulates potential land claims, and the time factor of processing a claim;
- *Interim Protection of Informal Land Rights Act 1996* provides protection to people occupying land without formal title and as such people cannot be moved without their consent. In the case of tribal land, people cannot be moved without majority consent;
- *Land Administration Act of 1995* allows the Minister of Land Affairs to delegate certain powers down to the province;
- *Community Property Associations At 28 of 1996* allows people to hold land and to dispose of rights to land with majority consent;
- *Development Facilitation Act 1996* is a potential fast track for development, however it has been slow to be implemented within the province;
- *Upgrading of Tenure Rights Act 12 of 1991* provides mechanisms whereby tenure on tribal land could be changed;
- *Land Affairs Land Reform Policy* is specifically important in respect of tenure reform; and,
- *Heath Commission* was established to investigate the development of 'illegal' cottages on the coast. The commission has placed an interdict on further development along the coast until it as completed its work. This interdict could be lifted in special cases.

#### **2.3.5. No defined 'development' plan'**

The lack of a clearly defined and approved 'development plan' for the coastal region has resulted in ad hoc developments and investor insecurity. Although a number of development proposals have been submitted by the private sector, these have been deferred until clarity is obtained with regard to a co-ordinated development strategy and plan.

#### **2.3.6. Policy related issues**

Although there are a number of policies, particularly national policy, affecting the Wild Coast, there is no specific development policy for the region. Whilst the introduction of the Development Facilitation Act of 1996 provides an opportunity to fast track development and policy, implementation of the Act has been slow moving

#### **2.3.7. Potential high risk investment area**

The overall perception of the Wild Coast is that it has a high crime rate and no defined parameters for development. The business sector regards the area as 'investor unfriendly', and although applications for investment exist, they are generally small scale and isolated.

### **2.4. Key Community issues**

A number of issues relating to tourism development and the relationship with local communities should be addressed. These are identified as:

**2.4.1. Definition of local 'community'**

A functional 'definition' of, or at least an understanding of, who comprises the local 'community' is needed. This has implications in terms of the flow of benefits.

**2.4.2. Need for active involvement of local people**

It is not a particularly desirable situation that local people are simply the passive beneficiaries of 'rent' for the use of their land. Local people should be as actively involved as possible, both in the core activity as well as in related SMME's.

**2.4.3. Transparency**

Local people, as well as other interested and affected parties, should easily be able to access information about a proposed development.

**2.4.4. Appropriate local development institutions**

These do not exist at present at local community level. Community tourism trusts offer a possible way forward. These trusts could be active participants in joint ventures with investors but also channel benefits derived from tourism to the local community.

**2.4.5. Capacity Building**

Tourism development plans should clearly outline a training and capacity building programme to ensure more active community involvement in tourism.

**2.4.6. Differential benefits associated with local community rights**

Immediate local community members might feel that they have greater rights to benefits from a local resource than people living further afield. This might lead to a two-tier system of benefits

Significant benefits must accrue to local people - the majority should be better off because of development. No one in the community should be prejudiced - made worse off - as a result of a proposed development. This is particularly important with regard to the more marginal families. This issue relates to two aspects - targeting and the opportunity cost of the development. In relation to targeting, the key questions are: Who in the community will derive benefits from the development? and Will this simply include the local elite? The second aspect - the opportunity cost of the development compares the current use of the land targeted for development and the current rate of return on the land for local people with the anticipated return from tourism.

The anticipated level of benefits that will accrue to the local community from any tourism venture should be one of the key factors in the design and selection of projects. Care should be exercised to ensure that the benefits are both tangible and lasting.

**2.4.7. Exclusivity**

Some types of tourism require a certain level of exclusivity for the following reasons:

- Privacy - tourists do not wish to be stared at or feel that they are constantly in the public eye;
- Security - by definition an area cannot be secured if it is an open access area;
- Access to facilities/amenities - e.g. chairs, recreational facilities and areas. Tourists do not want to struggle to obtain seats in common usage areas within resorts, to struggle to see the television set, or to find a good spot around the pool etc;

- Payment for access - if you do not control the area then you cannot enforce payment. This is fundamental to any business venture.

This means that local people and those from other areas, who are not paying guests of the resort, will need to have access to certain areas denied or curtailed. This has implications for the number of visitors (tourists) catered for, as well as the restriction of access to certain areas for local people. This is a sensitive issue for local people and will require careful negotiation at local community level and an open and sensitive approach to the local community.

There are a number of objections to restricting local people's access to areas under the communal land tenure system. These can roughly be divided into emotive and practical objections. There is no clear dividing line between these aspects but the emotive reasons relate to the particular local and national history. People who have suffered various forms of exclusion for generations - exclusion from cities, certain work opportunities as well as the situations that would allow them to exercise their basic human rights - have a strong abhorrence of the concept of exclusion. Exclusion is also alien to the indigenous concept of 'ubuntu'.

Practical objections to exclusion relate to a fear of being prevented from gaining access to vital natural resources. Rural people are dependent upon their natural resource base in a very fundamental way. They are keenly aware of this. People have suffered as a result of false promises in the past and are more inclined to place their faith in what they know and currently control and derive benefit from, than to put their faith in some longer term 'benefit' from which they might derive some future advantage.

A number of principles should be adhered to when it comes to the exclusive use of areas. Most notably any attempt at creating exclusive use areas must be carefully discussed at local community level with the people who use the areas in question or perceive a connection with the areas. This connection might not be in the form of current usage but relate to the potential use of the area. Consideration should also be given to the effect on the whole community of removing access to the area in question for even a small number of people - i.e. the ripple effect. This ripple effect is best illustrated by considering the loss of grazing areas on the community. The effect of excluding even a limited number of stock from their grazing land means that there will be increased pressure on other available grazing land as stock will simply be relocated. People are unlikely to decrease the number of animals. This will impact upon the condition of other people's stock and the environment. Thus, even the loss of access to an apparently small resource for one or two people in a communal land tenure system can have a wide and de-stabilising effect. This implies that limiting access to an area and its resources needs to be carefully discussed with local community members. Great sensitivity should be exercised when it comes to limiting access to areas and no loss of access should be categorised as trivial. Local resource users should be engaged through workshops.

#### **2.4.8. Need for some level of immediate return**

The tourism enterprise cannot only offer potential for deferred gratification. Some type of immediate return for the local community needs to be built into the planning.

#### **2.4.9. Contractual agreement**

In the case of joint ventures, a clear contract needs to be entered into between legitimate community representatives and the external investors.



#### 2.4.10. Land ownership

The *de jure* situation with regard to land ownership in many areas of the Wild Coast carries with it some potentially vexing problems. Where the local community does not own the land, but sees themselves as the traditional and 'moral' owners of the land:

- Agreements including preferential employment for local people (with quotas) cannot be concluded because 'outsiders' (people from other areas) could argue this infringes on the constitutional right to seek employment anywhere in the country;
- The definition of a 'local person' is technically difficult. How long would a person have to reside in an area before being considered a 'local'? What is the status of people who have moved out of the area to seek work elsewhere and then wish to return to areas with tourism potential?
- Agreements entered into with regard to land 'held in trust' by the Minister of Land Affairs (most tribal land in the Wild Coast area for example) would have to be signed by the Minister. Funds flowing from any such agreement cannot be readily paid to the community members (through trusts or other simple mechanisms) because such funds have to be paid into the central fiscus. There are mechanisms (such as the communal property associations (CPAs) which can be employed to ensure that benefits reach local people, but these are far from simple or swift to implement;
- People want to be more actively involved and have a real sense of ownership. Expectations are high and the delay attendant upon the establishment of CPAs is likely to cause tensions to rise. Mechanisms for swiftly channelling benefits from tourism to local communities have to be found as a matter of urgency;
- There is a strong ground swell of opinion against the alienation of land. Even if the land is owned by the state, local people see it as theirs and they are against the sale of this land to outsiders. Lease and joint venture agreements, and the various combinations of these are preferred and should be promoted.

### 3. WILD COAST TOURISM DEVELOPMENT POLICY

#### 3.1. Purpose of the Guidelines

The Wild Coast Tourism Development Policy, as contained in this document, is intended to promote, facilitate and regulate tourism development along the Wild Coast, during the conceptualisation, planning, construction and operational stages. The policy also provides the principles for ensuring that environmental considerations are effectively integrated into all processes concerned with promoting, facilitating and regulating tourism on the Wild Coast.

#### 3.2. Application of the Policy

The policy is applicable along the **length of the Wild Coast**, from the Umtamvuna River in the north to the Kei River in the south. The policy applies over the **1000m strip inland of the high tide mark**, including the tidal portions of estuaries. A review of the spatial area of concern will be conducted to assess whether the policy should also be applicable over a spatial area defined as extending 4km inland from the 1000m delineation.

The policy will apply to all proposed developments and commercial activities within the spatially defined area, whose prime activities are related to tourism i.e. the majority of their business is directly related to tourism. The policy is applicable to all ventures that provide goods and services to tourists.



It should be noted that the policy compliments the IEM procedure, and must not be viewed as a substitute for regulations proclaimed in terms of the Environmental Conservation Act, 1989.

### 3.3. Principles for Tourism Development along the Wild Coast

The policy for the promotion, facilitation and regulation of tourism development along the Wild Coast has the following underlying principles:

1. **Government** should provide the **enabling framework** for tourism development.
2. The use of land and resources by the **current land occupiers** along the Wild Coast should be **recognised**, and tourism development should not reduce community access to or sustainable utilisation of resources.
3. Tourism development along the Wild Coast should be **sustainable** i.e. it should be undertaken in accordance with a holistic outlook that will ensure the conservation of the region's unique natural and socio-cultural environment.
4. Tourism along the Wild Coast should be **private sector driven**.
5. Tourism development along the Wild Coast should be **equitable** - it should realise the optimum, sustainable social and economic benefits for all South Africans, through effective community participation in, and empowerment through, tourism. Community integration into the development process should be in ways that are mutually beneficial to communities, the environment and the tourism industry.
6. Tourism development should be **efficient**, ensuring the best possible utilisation of the tourism opportunities along the coast and the most appropriate form of tourism at each location.
7. Tourism development should respect the principle of **nodality**, which attempts to limit development to identified nodes in order to prevent inappropriate and sprawling development along the length of the coast. Nodality will also contribute to the attraction of tourism developments, as areas of nodal development will offer a full range of amenities, while areas with more limited development will retain an 'undisturbed' ambience.
8. Tourism development should ensure a **special quality experience** for all visitors, through ensuring that the carrying capacity of the region, and each location within it, is not exceeded.
9. Tourism development should be dependent on the establishment of **co-operation and close partnerships** among key stakeholders.
10. Tourism should be developed along the Wild Coast to cater for the **international and domestic tourist**, as well as to meet the needs of **local residents** who engage in day trips.

### 3.4. Tourism Development Guidelines

#### 3.4.1. The Spatial Guidelines

The following controls on tourism developments aim to ensure that an appropriate type and form of tourism development is encouraged at the appropriate location. These will also ensure that developments are complementary. Tourism development, with the exception of *ecotourism / low impact tourism* development, where appropriate, should be **concentrated** in the identified discrete **first and second order nodes** (refer to map in Appendix A).

#### 2.4.10. Land ownership

The *de jure* situation with regard to land ownership in many areas of the Wild Coast carries with it some potentially vexing problems. Where the local community does not own the land, but see themselves as the traditional and 'moral' owners of the land:

- Agreements including preferential employment for local people (with quotas) cannot be concluded because 'outsiders' (people from other areas) could argue this infringes on their constitutional right to seek employment anywhere in the country;
- The definition of a 'local person' is technically difficult. How long would a person have to reside in an area before being considered a 'local'? What is the status of people who have moved out of the area to seek work elsewhere and then wish to return to areas with tourism potential?
- Agreements entered into with regard to land 'held in trust' by the Minister of Land Affairs (most tribal land in the Wild Coast area for example) would have to be signed by the Minister. Funds flowing from any such agreement cannot be readily paid to the community members (through trusts or other simple mechanisms) because such funds have to be paid into the central fiscus. There are mechanisms (such as the communal property associations (CPAs) which can be employed to ensure that benefits reach local people, but these are far from simple or swift to implement;
- People want to be more actively involved and have a real sense - and the benefits - of ownership. Expectations are high and the delay attendant upon the establishment of CPAs is likely to cause tensions to rise. Mechanisms for swiftly channelling benefits from tourism to local communities have to be found as a matter of urgency;
- There is a strong ground swell of opinion against the alienation of land. Even if the land is owned by the state, local people see it as theirs and they are against the sale of this land to outsiders. Lease and joint venture agreements, and the various combinations of these, are preferred and should be promoted.

### 3. WILD COAST TOURISM DEVELOPMENT POLICY

#### 3.1. Purpose of the Guidelines

The Wild Coast Tourism Development Policy, as contained in this document, is intended to promote, facilitate and regulate tourism development along the Wild Coast, during the conceptualisation, planning, construction and operational stages. The policy also provides the principles for ensuring that environmental considerations are effectively integrated into all processes concerned with promoting, facilitating and regulating tourism on the Wild Coast.

#### 3.2. Application of the Policy

The policy is applicable along the **length of the Wild Coast**, from the Umtamvuna River in the north to the Kei River in the south. The policy applies over the **1000m strip inland of the high tide mark**, including the tidal portions of estuaries. A review of the spatial area of concern will be conducted to assess whether the policy should also be applicable over a spatial area defined as extending 4km inland from the 1000m delineation.

The policy will apply to all proposed developments and commercial activities within the spatially defined area, whose prime activities are related to tourism i.e. the majority of their business is directly related to tourism. The policy is applicable to all ventures that provide goods and services to tourists.

It should be noted that the policy compliments the IEM procedure, and must not be viewed as a substitute for regulations proclaimed in terms of the Environmental Conservation Act, 1989.

### 3.3. Principles for Tourism Development along the Wild Coast

The policy for the promotion, facilitation and regulation of tourism development along the Wild Coast has the following underlying principles:

1. **Government** should provide the **enabling framework** for tourism development.
2. The use of land and resources by the **current land occupiers** along the Wild Coast should be **recognised**, and tourism development should not reduce community access to or sustainable utilisation of resources.
3. Tourism development along the Wild Coast should be **sustainable** i.e. it should be undertaken in accordance with a holistic outlook that will ensure the conservation of the region's unique natural and socio-cultural environment.
4. Tourism along the Wild Coast should be **private sector driven**.
5. Tourism development along the Wild Coast should be **equitable** - it should realise the optimum, sustainable social and economic benefits for all South Africans, through effective community participation in, and empowerment through, tourism. Community integration into the development process should be in ways that are mutually beneficial to communities, the environment and the tourism industry.
6. Tourism development should be **efficient**, ensuring the best possible utilisation of the tourism opportunities along the coast and the most appropriate form of tourism at each location.
7. Tourism development should respect the principle of **nodality**, which attempts to limit development to identified nodes in order to prevent inappropriate and sprawling development along the length of the coast. Nodality will also contribute to the attraction of tourism developments, as areas of nodal development will offer a full range of amenities, while areas with more limited development will retain an 'undisturbed' ambience.
8. Tourism development should ensure a **special quality experience** for all visitors, through ensuring that the carrying capacity of the region, and each location within it, is not exceeded.
9. Tourism development should be dependent on the establishment of **co-operation and close partnerships** among key stakeholders.
10. Tourism should be developed along the Wild Coast to cater for the **international and domestic tourist**, as well as to meet the needs of **local residents** who engage in day trips.

### 3.4. Tourism Development Guidelines

#### 3.4.1. The Spatial Guidelines

The following controls on tourism developments aim to ensure that an appropriate type and form of tourism development is encouraged at the appropriate location. These will also ensure that developments are complementary. Tourism development, with the exception of *ecotourism / low impact tourism* development, where appropriate, should be **concentrated** in the identified discrete **first and second order nodes** (refer to map in Appendix A).

- a) **First order nodes** are the most urban and **extensively developed areas**, of a 'seaside resort' nature, such as Port St Johns or Coffee Bay. Within these areas, the main focus should be on recreation provided by the development, not the environment, although the development is located in a pleasant, clean and attractive setting. These nodes are suitable for large hotel and cluster developments, with some cottage development.
- b) **Second order nodes** are less developed and urban in nature, being more focused on **'family holiday' tourism and recreation facilities**, provided by both the development and the environment. Within these nodes, cottages, cluster complexes and family hotels may be developed.

The first and second order nodes identified thus far are:

<b>First Order Nodes</b>	Mzamba Port St Johns Umtata Mouth Coffee Bay Mazeppa Bay Qolora Mouth
<b>Second Order Nodes</b>	Msikaba Mbotyi Mngazi Mngazana Presley's Bay/ Lwandile Sinangwana Hole-in-the-Wall Breezy Point The Haven/Mbashe Qora Mouth Cebe Wavecrest Kobonqaba/ Mound Point

- c) **Ecotourism/ low impact tourism zones** are zones within which ecotourism (defined for the purpose of the policy as natural resource based, low intensity, environmentally and culturally sensitive tourism) developments and activities are emphasised.

There should be **no tourism development** within those areas which are not delineated as first order nodes, second order nodes or ecotourism zones.

Within each node, careful attention should be given to ensuring that there is a **compatible mix of tourism and recreational uses**, in order to avoid conflict between land uses and activities. The location of tourism development along the Wild Coast should also be consistent with the Integrated Development Plans or Local Development Plans prepared for the region.

Additional controls on development may be warranted by the environmental characteristics of the area. Spatial Environmental Guidelines are addressed in section 3.5.1 of the policy.

### 3.4.2. Siting and Design Guidelines



These guidelines aim to ensure that tourism development is **tailored to** the specific characteristics and needs of the **geographical area** within which the tourism development is located.

1. The following guidelines apply to **specific types of tourism developments** in order to ensure that the siting of tourism developments is **economically efficient**:

#### ***Hotels***

- i) These substantial capital investments, with their high potential benefits, should be entitled to **good sites**, such as those with good vehicular access, pleasant surroundings, pleasant views and proximity to certain natural recreational resources such as good swimming beaches.

#### ***Ecotourism Lodges and Cluster Developments***

- i) Such types of developments should be situated and designed appropriately, in a manner **responsive** to their nature and level of service, range of markets, location and the facilities and tourism experiences provided.
- ii) An **appropriate mix** of such types of cluster developments should be encouraged provided that they comply with the Planning guidelines identified in Section 3.5.2.

#### ***Camping and Caravanning***

- i) Camping areas should be provided at **most development nodes**, if they are not already established there.
- ii) There should be the **provision of facilities** such as ablution facilities, water, and fuel. Shops or outlets for local produce should also be encouraged.
- iii) Campers and caravanners should be **charged** and the regulation of these finances tightly controlled.

#### ***Picnicking***

- i) Picnic sites should be provided at **first and second order nodes** wherever appropriate to the particular circumstance.

#### ***Cottages***

- i) **Designs and layouts** should be as **attractive** as possible, and should be in **harmony with the natural environment**. Monotonous street systems and the recreation of suburbia should be avoided. The intention should be to create a settlement of holiday cottages with their own character, blending with the natural, indigenous landscape of the Wild Coast.
- 2) **Clusters of group developments**, which concentrate development whilst maximising the provision of open space, should be provided. Clusters of cottages or chalets should be designed to provide an attractive, focused form of development, sometimes linked to communal facilities or an hotel, to provide a higher density, more space economical and viable type of accommodation with a relaxed ambience and within an attractive natural setting.
- 3) A **range of accommodation types, facilities and intensities** should be provided to accommodate the preferences of a wide range of people. These uses must be separated from each other where different recreational activities and behaviours may clash.
- 4) The **number of people** in an area should be **limited**, particularly in those areas where remoteness and seclusion are the major attraction. This should be guaranteed through the licensing of tourism operations.

- 5) A particular tourism development or activity should **not exceed the carrying capacity** of its particular environment and the associated experiences and opportunities it offers (see section 3.5.2 for Planning Guidelines criteria to determine carrying capacity).
- 6) No tourism structure should be erected, nor should development occur, without the **permission of the relevant government authority**, which should exercise control over building standards in regard to design and construction.
- 7) Where reasonable, tourism developments and activities should be designed to meet the particular needs of the **physically and mentally disabled**.
- 8) Tourism facilities should be designed and constructed in a manner that is sensitive to, and reflective of, the **local heritage and tradition**.

The following sections should be read in conjunction with the following sections: Planning Guidelines (3.5.2); Aesthetic and Design Guidelines (3.5.3) and; Ecological Guidelines (3.5.4).

### **3.4.3. Provision of Tourism Infrastructure**

Tourism and tourism development is dependent of the provision of infrastructure to meet the needs of the tourist. The approach adopted in these guidelines is to **synergise with the planned provision** of infrastructure by the Provincial Government and the SDI programme, and then focus additional tourism directed investment where the need arises.

- 1) **Bulk infrastructure and services** should be funded, provided, and maintained by the relevant government departments and service providers or through Public-Private Partnerships, on a differential basis:
  - i) In the **key anchor project areas** (Mkambati, Coffee Bay/ Hole-in-the-Wall, and Dwesa/Cwebe), bulk infrastructure and service provision should be prioritised to facilitate the development of these nodes;
  - ii) All **existing resort nodes** should be provided with basic services, in accordance with budget and need; and,
  - iii) All **nodes with potential and growth opportunity** should receive investment in capacity building in the construction and maintenance of basic infrastructure. This may be linked to the Public Works Programme.
- 2) Infrastructure and service provision should be designed to accommodate increasing use by tourism developments and local communities within acceptable carrying capacity limits.
- 3) Provincial government or its delegated agency should give **priority** to the provision of the necessary infrastructure for **tourist transportation** (e.g. adequate access and linking roads, airstrips etc.).
- 4) The provision of **infrastructure services within tourism developments** should comply with existing bylaws to the satisfaction of the relevant government authority, and should be determined by threshold factors related to aspects such as density and intensity of use. For example, when certain levels of development are attained or planned they should be linked to the provision of a communal sewerage system, a suitable water supply system and / or a tarred road.

- 5) The Eastern Cape Tourism Board should ensure that **tourism promotion and information infrastructure**, such as information kiosks and signage are erected.
- 6) The provision of such infrastructure should meet with the requirements of the guidelines in Section 3.5.3 Aesthetic and Design Guidelines and Section 3.5.4 Ecological Guidelines.

#### **3.4.4. Tenure Guidelines**

The following provide guidelines on the **most appropriate type of land tenure** for all forms of tourism development. The aim is to ensure that **investment is promoted through facilitating security of tenure** as well as ensuring accordance with the policy, practices and approaches of the Department of Land Affairs, and their land reform and restitution programmes.

- 1) **Leasehold** should be the preferred form of tenure for new tourism development. The Minister of Land Affairs will serve as the lessor in cases where the land has not yet been transferred to community ownership. Local community use of natural tourism assets is considered in Section 3.5.5 (Guidelines for Resource Consumption) and Section 3.5.7 (Socio-economic Environmental Guidelines).

#### **3.4.5. Local Community Participation, Benefit and Empowerment**

Local community participation in, direct benefit from, and empowerment through tourism development is an underlying principle in the policy. Direct local community benefits may include the following **types**:

- **Once-off payment** for development rights on the land, where the community are the (co-) landowners.
- **Rent** from the lease of land and/or infrastructure to a development company, where the community is the (co-) owner of these assets. This is the most risk averse opportunity to become involved in tourism development, but also has the lowest return.
- **Return on equity shares** in the tourism development and/or operating company. The equity contributed by the community may be land (where the community is the (co-) landowner), labour or capital.
- **Employment and spin-off activities** (spin-off activities are focused on in the following section – SMME development); and,
- **All benefits and profits** accrue to communities through community tourism development.

These guidelines aim to ensure the **maximum** participation in, benefit from and empowerment through tourism developments for communities.

- 1) During the conceptualisation, or at the latest during the approval process, of any tourism-related development, the **community(ies) resident in immediate proximity** to the proposed development should be **consulted with** and the **maximum participation in and benefit** from the proposed venture facilitated, where desired by the community. Consultation should be facilitated through the Wild Coast Development Organisation.

- 2) (Co-) Land-owning communities, and individual community members and groups should have the **right of lodging an objection** against any proposed tourism development.
- 3) **Decisions** on tourism development, particularly the granting of tourism concessions should **take into account the efforts of communities** to negotiate their own agreements and should not undercut them at crucial times.
- 4) Local community leaders should be **informed of the potential for community involvement** in ventures and the potential benefits and costs so that they can effectively enter into negotiation with developers.
- 5) Local communities should **identify**, or be assisted in the identification of **local skills, aptitudes and assets** that could be developed, or further developed, to form the basis of community-led developments and community participation in other tourism projects.
- 6) In those areas defined in the environmental guidelines as **areas of controlled and no development**, (co-) land-owning communities should be encouraged to respond and develop **alternative activities** such as guided trails. The communities resident in these areas should also benefit from the investment in infrastructure, particularly roads and communications, which are associated with tourism development.
- 7) **Small-scale community enterprises** should be **encouraged and facilitated** to evolve into/ catalyse other developments. A combination of enterprises and the evolutionary and dynamic effects of these should be acknowledged and encouraged.
- 8) Tourism developments should ensure that communities are **not worse off** than they would be if tourism development did not occur i.e. communities should be guaranteed that they will be better off with the proposed development or at least in the same position as presently.
- 9) Along the length of the Wild Coast, **legal entities** should be established to **represent specific community interests** in negotiations relating to tourism development. The trustees should be elected from amongst the community members at public meetings. The legal entity should be allowed to appoint specialists to the board to provide specific expertise, if desired. Retirement from the executive committee should be rotational or phased, so as to ensure continuity and the transfer of experience.
- 10) The legal entities should be able to enter into **joint venture and equity partnerships** with tourism developers, as well as approach financial institutions for matching funding for community based tourism developments.
- 11) Communities and tourism developers and operators should be encouraged to form **Local Resource and Tourism Management Committees** at Transitional Representative Council level. These Committees should represent their interests to statutory tourism institutions, become active in tourism planning and management, and fulfil roles as voluntary watchdogs of tourism development and activity along the Wild Coast.

#### 3.4.6. Small, Medium and Micro Enterprise Development



Tourism has been recognised as an economic sector that provides **enormous opportunity** for the establishment and growth of small, medium and micro enterprises, both within the industry and in supporting activities. This can be supported in the following ways:

- 1) **SMME development** in tourism and related activities and developments should be encouraged. In this regard, the Wild Coast Development Organisation should play a **facilitation role** in providing linkages and access to the providers of the following services and programmes:
  - i) **Business and entrepreneurial skills training** geared to operators in the tourism industry and immediately related activities;
  - ii) **Information provision and assistance** relating to access to credit, marketing, registration of enterprises, networking and co-operation arrangements;
  - iii) **Aftercare services** for operational SMME's including capacity building, business literacy, mentoring and monitoring;
  - iv) Assistance in the **identification of and acquisition of appropriate materials and equipment** for the operation of the enterprise; and,
  - v) Linkage to **support programmes** in the Wild Coast area.
- 2) **Intersectoral linkages** should be encouraged between small and micro enterprises and with larger enterprises in supply, maintenance or service contracts, or in order to improve the economies of scale and operation to the mutual benefit of all parties involved
- 3) Specific **education and training programmes** to support those who establish or wish to establish tourism ventures or joint ventures should be facilitated by the Wild Coast Development Organisation, drawing on the resources of the existing tertiary education centres in the Province, and those of the hospitality industry.
- 4) The **provincial government** should dedicate a portion of the **funds** allocated to the growth of the tourism industry in the province **to tourism along the Wild Coast**, particularly to facilitate access to the tourism industry for previously disadvantaged groups.
- 5) The Eastern Cape Development Corporation should enter into negotiations with financial institutions to offer **access to finance** for tourism developments at **preferential rates** and with **reduced collateral requirements**, provided the proposal is motivated by the Wild Coast Development Organisation on the grounds of the socio-economic benefits, participation and empowerment of local communities and the contribution to conservation and biodiversity.
- 6) The provincial and national **government** should continue to **fund natural resource management** and the **cultural/historical resources** that underpin tourism activities.

#### **3.4.7. Tourism Education, Training and Awareness**

Education, training and awareness are essential not only for the effective operation of tourism and related enterprises, but in order to establish a broader environment conducive to tourism.

The following guidelines provide the basis for attaining this.

- 1) **Community awareness** of tourism should be raised through a series of **workshops and pilot projects**. These should aim to:
  - i) Inform local residents of the **potential benefits** of tourism for them;
  - ii) Illustrate the **economic link** between the ownership of natural resources, conservation and tourism;
  - iii) Provide a **point of contact** for individuals, groups or communities who wish to pursue tourism developments; and,
  - iv) Inform community members of the likely **needs of tourists** and equip them with the tools and skills to meet these. This may include basic English and literacy, broader geographical knowledge, how to give directions etc.
- 2) **Short courses** designed to equip students with the **necessary practical skills for employment** e.g. tour guides, tourist taxis etc should be identified by the relevant authority and attendance by interested persons facilitated through assistance in obtaining sponsorship where necessary.
- 3) **Private developers** should be encouraged to send staff on education and training programmes offered by public and private sector institutions, in order to improve the levels and standards of service and management in the industry, as well as ensure career advancement for those employed in the industry.
- 4) **In-house training** should be encouraged in order to maintain and improve standards and allow for adaptation and change. Mentoring should be encouraged where on-the-job training could be conducted at suitable establishments.
- 5) The institutions, course material and trainers of tourism courses/programmes should be **accredited** to ensure that the standards meet the requirements of the **National Qualification Framework (NQF)**.
- 6) An awareness, education and training campaign should be implemented to create a **new mindset** in respect of the approach to tourists in government and parastatals e.g. government departments, SAPS etc.
- 7) **Basic tourism-related courses/modules** should be introduced at **school level**, to provide basic information to pupils, and also to introduce these concepts to parents.

#### **3.4.8. Operation and Management of Tourism Developments and Activities**

This section provides guidelines on the operational stage of tourism developments and activities, in order to ensure that the character of the Wild Coast is entrenched and protected during the conceptualisation, planning and construction/implementation of tourism developments and activities.

- 1) The operation of tourism ventures should be in accordance with **licenses** issued by the various licensing authorities **and the conditions attached** to these.
- 2) Regular visits to tourism developments and activities should be undertaken to **inspect and monitor** these, in order to ensure that approved management plans are implemented, and appropriate controls enforced.

- 3) Local Resource and Tourism Management Committees should be the **forum** at which **valid complaints** from local communities, tourism development and activity operators, and tourists regarding inappropriate management of tourism developments, activities and inappropriate tourist behaviour should be **lodged and response sought**.
- 4) **A monitoring programme** to identify the impacts of tourism developments and activities, evaluate these impacts on the natural environment and culture of the people, and propose and implement ameliorative measures where necessary and appropriate should be adopted.

The operation and management of the tourism developments and activities should also meet the environmental guidelines specified in Tourist Activities (section 3.5.6) and Environmental Management Guidelines (section 3.5.8).

#### **3.4.9. Guidelines for Standards and Service**

The following guidelines relating to standards and service are intended to ensure that tourism development along the Wild Coast is **internationally competitive**.

- 1) Tourism developers and operators of all tourism facilities and activities, not just the accommodation sector, should voluntarily aim to achieve a **high standard of operation and level of service, appropriate to the facility and type of experience offered**. Qualifying developments and activities should be encouraged to register with the relevant grading programme.
- 2) Facilities and activities should be **inspected regularly** by the relevant licensing and grading authorities to ensure that the agreed standards and levels of service are attained and maintained.
- 3) Agreements concerning standards need to **allow for gradual development of enterprises**, thereby allowing the opportunity to start small, with very basic facilities.

#### **3.4.10. Marketing and Promotion**

While SATOUR and the Eastern Cape Tourism Board are responsible for the marketing and promotion of tourism to South Africa and the Eastern Cape respectively, the Wild Coast should be marketed as a **distinct region, with a distinctive identity**. This section provides guidelines for the marketing and promotion of the Wild Coast.

- 1) **SATOUR** and the **Eastern Cape Tourism Board** should continue their marketing strategies targeted at the international market and the domestic tourism market, respectively. Brochures and other advertisements for the Wild Coast as a tourist destination should be displayed by these organisations at their marketing and promotional stands and displays. Their personnel should be well equipped to promote the Wild Coast and answer queries from potential tourists.
- 2) The Wild Coast should be promoted as a tourism destination region in a **well-developed and targeted campaign** that includes:
  - i) The production of brochures and information for tourists, to be displayed and distributed by SATOUR, the Eastern Cape Tourism Board, at tourism information

centres at the major airports and in major cities and hotels in the country, as well as along the Wild Coast itself; and,

- ii) Marketing through the print and radio/TV media as well as the Internet.

3) The **marketing strategy** should pay attention to the following aspects:

- i) **Dispelling the negative perceptions** of the area with regard to security and safety;
  - ii) Identifying, and promoting the **unique selling features** of the region in order to attract tourists to the region, focusing not only on the well established sites, products and attractions, but also on new and emerging products and attractions, and community enterprises;
  - iii) Identification and targeting of the **market sectors** which can be catered to, and attracted to the Wild Coast, including the emerging domestic market;
  - iv) Developing **new markets and market niches**;
  - v) Marketing and promotion of attractions and experiences to **international visitors already in South Africa** in order to increase the number of visitors to, and expenditure in the region;
  - vi) The attraction of **key generating markets** such as international business travellers, and the conference and incentive travel market; and,
  - vii) The development of **specific products, attractions** etc to reduce the seasonal variations in tourism presently experienced.
- 4) The marketing strategy should be **monitored and evaluated to assess its effectiveness**, and ensure that it responds to changes in tourism market trends and characteristics.
- 5) A **network of tourism information centres** should be established along the length of the Coast to ensure easy access to tourism information, with common brochures, activity maps and merchandise.
- 6) The effectiveness of the marketing strategy should be enhanced by the establishment of **centralised reservations facilities**. In this manner, consumers enjoy easy reservation procedures for multiple accommodation arrangements, as well as benefiting from a centralised knowledge base; thereby ensuring that their needs are best met. The facility for reservations to be made through the Internet should be developed.
- 7) The promotion of the **individual tourism developments** should be the responsibility of the **developer**.

#### 3.4.11. Safety and Security

Tourism along the Wild Coast has declined due to concerns regarding the safety and security of tourists. These issues should be **urgently addressed** for tourism development.

- 1) The safety of tourists along the Wild Coast is dependent on the **goodwill of the local residents** in response to tourists. This should be **increased** through increasing awareness of tourism and its implications, and the perceived benefit from tourism for local residents.
- 2) The safety and security of tourists and tourist establishments should be increased by the installation of a **reliable communication channel** (extending the cellular telephone network)



and improvements to the **access routes** to the Wild Coast resorts in order to improve the reaction time of the Police.

- 3) Safety and security should also be improved through the **harnessing of local intelligence** regarding criminal activities, and linking this with the **Tourism Protection Unit** and **trained rapid response units within the communities** resident along the coastal strip.
- 4) **Tourism operators** should contribute actively to improved security through **extending operating procedures** to include registers recording visitors' movements e.g. time of departure on walks, expected return time, number of persons in the party etc.
- 5) **Tourism operators** should **liaise directly with the Tourism Protection Unit**, and establish a good relationship that ensures that the Tourism Protection Unit is aware of the activities and visitors at the various hotels etc. This will allow for increased support and protection during peak periods. It should also facilitate the Tourism Protection Unit informing tourism operators of the safety situation in the region.
- 6) **Tourism operators** should **liaise directly with local communities** through the local Resource and Tourism Management Committee in order to ensure that the local community are fully informed of, and involved with the tourism activities in the region. This should result in the local communities understanding, and benefiting from tourism activities, and so potentially reduce the imperative for criminal activity by local residents.
- 7) **Community policing structures** should be established, which include business, community and the Tourism Protection Unit, which aim to secure the environment that tourists visit, and in which local communities live.
- 8) **Tourists** to the region should be **informed** of the potential dangers to their safety and security and provided with sufficient information and the appropriate means to continue their visit responsibly, and **assist in ensuring their own safety and security**.

### 3.5. Environmental Policy Guidelines For Tourism Development

Within the environmental policies of the Province of the Eastern Cape, a **broad view** is taken in defining '**the environment**', so that it can be regarded as being:

*The entire complex of interacting biophysical and socio - economic factors operative in time and space, which affect the lives of individuals and communities.*

Within these Environmental Tourism Policy Guidelines, however, this broad definition is broken down into various components, so that environmental considerations can be dealt with and integrated into the processes of promoting, facilitating and regulating tourism in a more focused and structured way. For this reason, the environmental considerations relevant to tourism on the Wild Coast are taken into account from two perspectives, viz.:

#### ***The Environmental Quality of the Wild Coast***

The environment needs to be seen as part of the total surroundings, or milieu of the people of the region and the tourists who visit it. In this sense, quality of the environment is a fundamental determinant of their quality of life, and is also a prime tourism resource. If environmental quality is

not of the desired standard, or is allowed to be degraded, it will both lower the quality of life of the inhabitants of the region and also inhibit tourism development in the area. Maintaining the quality of the environment is therefore an important consideration within all aspects of the tourism industry.

In administering policy guidelines aimed at maintaining the quality of the environment, it is useful to define the 'ideal quality environment' to be protected or striven for. This is defined below as:

*A safe, healthy, hazard free, aesthetically pleasing environment in which resources are protected and fairly and sustainably used, opportunities for recreation and social interaction occur, historical and cultural links are maintained, and opportunities to use the environment as an educational stimulus and resource are realised.*

An **objective** of the Environmental section of the Tourism Development Policy is therefore:

***To ensure that the quality of the environment is maintained and, where possible, enhanced to as high a standard as possible in the face of the tourism-related processes at work that would otherwise degrade it.***

### ***The Environmental Resource Base of the Wild Coast***

The environment must also be considered as a primary resource base of the area, which offers opportunities for, and constraints on, resource consumption and development processes. These resources may be of a non-consumptive nature (e.g. scenery, the use of the sea for swimming, the talents and energy of people), renewable (e.g. water, soil and plant and animals) *if* used in a sustainable manner, and non-renewable (e.g. land and minerals).

A **second objective** of the Environmental Section of the Tourism Development Policy is, therefore:

***To ensure that these resources are fairly and sustainably used in tourism, and also in the relationships that are established between tourism, the local people, and the wider community that may be affected by tourism.***

These two interrelated aspects of environmental quality and environmental resource use define the area of concern and the overall aims and objectives of the environmental section of the tourism policy guidelines. The achievement of these aims requires that the guidelines intervene in a positive way in tourism-related processes operative within the dimensions of space and time. The environmental guidelines, therefore, deal as comprehensively as possible with all spatial and procedural aspects relevant to tourism and the environment on the Wild Coast.

#### **3.5.1. The Spatial Environmental Guidelines**

The intention of these guidelines is to prescribe in broad spatial terms **where tourism is and is not permitted** to occur on the coast, and what **type of tourism developments and activities are appropriate to a particular location**. These guidelines apply in a specific, locational sense to key areas on the coast (e.g. particular areas of outstanding scenery, historical cultural value or biological conservation importance), and also define in a more general way the types of places/habitats on the coast where development should be avoided altogether, or only with special considerations and precautions taken into account (e.g. primary coastal dunes, wetlands, mangrove communities and other ecologically rare, valuable or sensitive areas). These guidelines should be read in conjunction with the tourism guidelines contained in Section 3.4.1 (Spatial Guidelines).

To achieve these intentions, the entire Wild Coast is placed into one of three categories of Environmental Areas, these being *No Development Environments*, *Special Control Environments*, and *Normal Control Environments*.

- 1) **No Development Environments** may be within or outside of development nodes, and will apply to such areas as:
  - i) Areas of ***special biological communities***. Examples of the communities that occur outside of formally protected areas such as Nature Reserves and State Forest Reserves are the rare and endemic species that occur in the Pondoland region of the coast, and the palm-clump mosaic type of vegetation that occurs to the south of the Nqabara River;
  - ii) Areas within, too close to, or in inappropriate locations relative to ***areas of great ecological sensitivity***. Examples of such areas are estuaries, primary sand dunes, wetlands, and steep (greater than 1:3) and geologically unstable or highly erodible slopes;
  - iii) ***Special breeding, nursery or migratory stop over*** areas for wildlife. An example of such an area is the breeding area for crested cranes in the Nxaxo Estuary;
  - iv) Areas of ***special palaeontological interest***. Examples of such areas are the Mzamba fossil beds; Egosa Fault system; Cretaceous deposits at the mouths of the Mnyameni, Mbotyi, Mngazana rivers; the rock formation known as Hole-in-the Wall;
  - v) Areas of ***special archaeological interest***. Several of these sites occur along the coast;
  - vi) Areas of ***special historical, social or cultural value***, such as the site associated with the Nonqawuse and the 'cattle killing incident' in the reeds of the Gxara River just to the north of the Kei River, grave sites and the various shipwrecks along the coast;
  - vii) Areas of ***special or traditional resource use or access***. These are areas where local communities have traditionally gained access to special or unique resources, and where tourism developments would be a threat to the resources, their uses, or access to them; and
  - viii) Areas of ***outstanding natural scenery*** such as the stretch of coast between Lupatana and Mbotyi which includes Waterfall Bluff and Cathedral Rock, and the areas of Brazen Heads and Hole-in-the-Wall. The special visual/aesthetic qualities of the coast must also be taken into account as serious considerations in all development processes, so that at a more detailed level there may also be No Development Environments based on visual aesthetic considerations.

**No tourism developments are permitted** in these No Development Environments.

- 2) Areas outside the development nodes which do not fall within 'No Development Environments, and which could be developed for ecotourism purposes are termed '**Special Control Environments**'. Within these, ecotourism developments would typically be in a secluded venue and would be in the form of **camp, small cluster or specialised lodge facilities**. Some of these tourism developments although rustic and secluded, would nevertheless offer a high standard of accommodation and service.

Tourism developments within these 'Special Control Environments' will be subject to the **full Integrated Environmental Management Procedures** and associated **Environmental Impact Assessments**.



They will also be required to **comply with certain specifications relating to the nature of the development** as contained in Section 3.5.2 (Planning Guidelines), Section 3.5.3 (Aesthetic and Design Guidelines) and Section 3.5.4 (Ecological Guidelines). The intention of the procedures and guidelines applied within the Special Control Environments is not to discourage and stifle tourism developments within them, but rather to ensure that the **valuable intrinsic qualities of a particular environment are protected** and that the **developments** within them are **in character with**, and indeed capitalise on, the very special **qualities** which these environments possess.

- 3) **Normal Control Environments** occur within the **designated first and second order nodes**, where tourism developments within these nodes are encouraged to occur within the specified parameters. Developments are likely to be approved most rapidly if they are in accord with the tourism development intentions associated with a first or second order nodes (as described in Section 3.4.1 (Spatial Guidelines)), and comply with the environmental principles and procedures contained within these guidelines.

### 3.5.2. Planning Guidelines

These guidelines integrate closely with the tourism guidelines contained in Section 3.4.2 (Siting and Design Guidelines) and, of necessity, there is a certain degree of overlap between them. The essential difference between the tourism and environmental planning guidelines is that the tourism guidelines are intended to maximise the appropriate tourism benefits, experiences and activities of the Wild Coast, and are primarily motivated by principles of economic efficiency. In contrast, the guidelines within this environmental section are motivated by those considerations articulated within the introductory section of the environmental guidelines - **maintaining, protecting and enhancing environmental qualities** and **sustainable resource use**. In certain instances, for example in the types of developments permitted, and the size of the developments, these environmental planning guidelines do exert a very significant influence on the tourism planning process. This is because they prescribe, from an environmental perspective, what types of developments should go where.

The environmental guidelines must also be seen within the context of being future components of more comprehensive Integrated Development Plans, and other relevant plans that need to be formulated at the macro and micro scales for the Wild Coast Region, and which should apply to a far greater area than the one kilometre strip that these policy guidelines cover.

- 1) Development types which are **not dependent on a coastal location**, and which are likely to have a harmful impact on coastal ecosystems, should be **located elsewhere**.
- 2) **Accessory, supportive tourism developments**, such as free-standing shops, laundries, bottle stores, petrol stations and repair facilities should be located **within first and second order nodes**, and not within the Ecotourism Zones. Where such facilities are desirable to service an Ecotourism Zone, they should be located on the landward side of the zone.
- 3) The following **general principles** should be applied to the spatial planning of developments:
  1. **Minimum setback areas** should be enforced between a proposed development and an ecologically sensitive area (see also Section 3.5.4 (Ecological Guidelines)).



2. **Traffic flow** should be **minimised** and **pedestrian flow encouraged**. Pedestrians should have direct access to all amenities, with ample road reserves provided for this purpose. Both road and pedestrian routes should direct people away from environmentally sensitive areas.
3. Cognisance should be taken of the **aesthetic and design guidelines** of Section 3.5.3, as in many instances they will be very influential in determining the actual location of many developments.
- 4) **Tourism developments and activities should not exceed the carrying capacities of the local and coastal environments in which they occur.** The carrying capacity of an environment comprises several components that are identified below. Any of these components will act as a limiting factor in determining the scale of a tourism development or activity. The provincial planning and nature conservation authorities are responsible for determining the carrying capacity of various regions of the coast, and particular development nodes upon it. The various categories within carrying capacity is considered are:
  - i) ***Infrastructure Carrying Capacity***

Infrastructure capacity is assessed in terms of both supply and disposal, and whether the provision of infrastructure and the disposal of wastes bring about **unacceptable environmental changes or activities** in regard to:

    - *Energy* - aspects such as the need for new powerlines, substations, and the uses of local wood.
    - *Water* - aspects such as the need for dams, weirs and related water extraction or diversion structures, the competition created with other existing and potential water users, and ensuring that water extraction demands do not exceed the ecological reserve of the affected aquatic ecosystems.
    - *Access and Parking* - the supply of roads and other forms of access (for example airstrips and trails) and related aspects such as the provision of more vehicular parking.
    - *Waste Disposal* - the provision of solid waste and sewage disposal facilities.
  - ii) ***Biophysical Carrying Capacity***

This applies to ensuring that the development or activity does not cause **unacceptable changes or loss** of soil, water and air resources, to any ecosystems, communities or species, or affect the overall biodiversity or biological carrying capacity of the Wild Coast.
  - iii) ***Tourism Market Tolerance***

Tourism developments and resorts offer, and market themselves on, a **certain set of experiences or activities** that attract tourists to them. Proposed new developments may impact adversely on these experiences, and on the marketing of these, as areas of the coast with special qualities, for example 'pristine environments' or 'wilderness experiences' may experience unacceptable changes due to tourism developments or activities occurring in them. There are certain **thresholds** over which the number of tourists, the number of beds in an establishment, or the types of activities they indulge in, impacts on the market tolerance of tourists at a particular location.

In considering a proposed development or activity, the following aspects are identified as criteria by tourism market tolerance is being exceeded or not:

- *Location Appropriateness and Market Sector Compatibility* - The development should be **appropriate to a particular location** and **compatible with other tourism developments and opportunities** that exist or are also proposed there. For example, water skiing and outdoor music and dancing may be appropriate to certain locations, but not to others.

The proposed development or activity should also be **compatible** with the **tourism market sector** the location is best suited to serve. In general, different ages, income sectors, and interest groups seek different tourist experiences, and this must be taken into account in determining the carrying capacity of a particular development or activity within a particular location.

- *The Size and Scale of a Development or Activity* - The size and scale of a proposed development has certain carrying capacity thresholds attached to it. The sheer physical size (the height, bulk and coverage) of a proposed development should be **appropriate to the particular location**, and the **tourism market sector** it is appropriate for.
- *Tourist density - Crowding* should not be allowed to become a problem in the use of areas of resources in a way that is not compatible with the experiences being marketed and activities being undertaken. For example, the density of people on a beach at a family holiday resort is acceptable at far higher levels than would be the case if the same beach was located next to an upmarket ecotourism resort. Also, the number of people on an estuary used for fly-fishing is far less than one which is used for swimming, and water-skiing.

To ensure that carrying capacity in terms of crowding is not exceeded, tourist carrying capacity is to be determined by a particular ratio of the total number of tourists per hectare on an individual property where development is proposed. Different ratios are applied to different types of ecotourism developments. For example, the ratio for a nature reserve will be far lower (measured in hectares per individual tourist) than it will be for a first order, high intensity, tourist resort.

iv) ***Management Carrying Capacity***

Tourists on the Wild Coast constitute a new population of people who need to be managed. Although this is partially the role of the tourism developments themselves, much of the time spent by tourists will be spent in the outdoor environment, including protected areas such as nature reserves, and in ecologically sensitive areas, such as estuaries.

There should be sufficient management capacity to **control tourists within a particular environment** on the Wild Coast. If a proposed development or activity would exceed the tourism management aspect of carrying capacity, then measures should be taken to either scale down the tourism development, or to increase the tourism management capacity.

v) ***Socio-economic Carrying Capacity***

Tourism developments and activities in their areas affect the local communities in a wide variety of positive and negative ways. **Criteria** used to determining socio-economic carrying capacity should ensure that the proposed tourism development or activity:

- Should **not** compete with, or in other ways **compromise local community access or use of natural resources** in a manner not acceptable to the affected community;
- Should **not render uneconomic other alternative land uses or economic activities** of local communities in ways that are unacceptable to them;
- Should **not cause unacceptable changes to the local communities**, and make them a minority, either politically or culturally; and,
- Should **not bring about unacceptable levels of change** in any of the issues identified in section 3.5.7 (Socio-economic Environmental Guidelines).

These guidelines should be read with the guidelines proposed from a tourism perspective, contained in section 3.4.2 (Siting and Design Guidelines).

### 3.5.3. Aesthetic and Design Guidelines

This section is intended, together with the ecological guidelines of the section 3.5.4, to extend and refine the principles of the previous section, and to ensure that they are translated into the detailed design, construction and operation processes associated with actual tourism developments. The main focus of this particular section is on the **aesthetic qualities of the environment**, and **peoples' appreciation** of it.

The **extent and manner** in which these guidelines are applied will tend to vary with the particular circumstances on the coast, and the existing aesthetic, general environmental and tourism zoning. As a general principle, the **lower the intensity of the tourism development** permitted in an area (from highest intensity First Order Node to the lowest intensity Ecotourism Zone), **the more stringently these aesthetic design principles will tend to apply**.

#### The visual aesthetic design principles

The starting point in formulating the visual aesthetic guidelines is at a fundamental cognitive level of perception. Their purpose is to provide the type of 'mental spectacles' through which existing landscape qualities should be analysed, and interpreted as to the implications of any developments within it. These guidelines are not intended to hinder development, or to stifle the creativity of those charged with the responsibility of any development's design. They are, rather, to **provide an aesthetic backdrop to**, and to sometimes **create a creative tension between, the need to protect and cherish the unique aesthetic qualities** of the environment of the Wild Coast, and the need to bring tourism development to it.

It is acknowledged that the appreciation of the aesthetic qualities of an environment is an essentially subjective activity, where different points of view can validly be held. The view taken within these aesthetic guidelines is that the environment of the Wild Coast does have valuable and unique visual qualities that warrant protection. This protection is for both their own intrinsic worth as part of a national heritage, and because these aesthetic qualities can be considered to be a prime tourism resource for the region. These qualities are recognised as existing in both the **undeveloped natural features** of the landscape, and in the **vernacular architecture and traditional land uses** of the communities living close to the coast. It is the intention of these guidelines to **conserve these special landscape qualities**, by providing aesthetic guidelines that take them into account.

The analysis of any landscape unit's qualities, and the relevance for tourism developments within it can be considered within the context of four components, or elements of the landscape:

- Prospects and views;
- Refuges and enclosures;
- Features and symbols; and,
- Harmony and detail.

These components are relevant from the micro to the macro scale of planning and design, and would tend to be **applied most stringently** to tourism developments that occur **within the Ecotourism Zones**, explained in section 3.4.1 (spatial guidelines) of the tourism guidelines and in section 3.5.1 (spatial environmental guidelines). The important implications of these visual components for locating and designing tourism developments within them are explained below:

### **Prospects and views**

Landscapes are viewed from tourism developments, and tourism developments will be in the landscapes that are viewed by tourists and others on the coast. It is important in the consideration of the location and appropriateness a particular tourism development that the following is, therefore, taken into account.

- 1) A tourism development should wherever possible:
  - i) **Not** be permitted in a landscape that is otherwise undeveloped and possessing pristine qualities that would be adversely impacted on by its presence.
  - ii) **Not** be permitted to occur on the skyline, or on prominent open hillsides where it will be visible from afar.
  - iii) Should **not** be located or constructed to be visibly obtrusive from certain popular tourism vantage points, for example from the beach.
  - iv) Should be so designed and constructed as to **'blend into the landscape'** rather than impose its presence on it. This applies to the bulk, form, elevation and finish of any particular tourism development.
- 2) Where there are existing tourism developments or permission is granted for a tourism development to occur:
  - i) The **landscape viewed from this development** should be considered as an **important tourism commodity** which, wherever possible, should be protected from any surrounding developments or land uses that are likely to detract from these desired tourism qualities. This aspect is closely related to the concept of 'refuge and enclosure' elaborated on below.
  - ii) The **protection and management of landscape qualities** should be an integral part of any environmental management plan for an area that has tourism developments located within it. Aspects of environmental management are dealt with further in section 3.5.6 (tourist activities), section 3.5.7 (socio-economic environmental guidelines), section



3.5.8 (environmental management guidelines) and section 3.5.9 (environmental management of non-tourism developments and activities).

### **Refuges and enclosures**

From the tourism perspective, the attraction of a Wild Coast holiday should be related to the sensation of 'getting away from it all', and especially so to those destinations of coast that are designated as appealing to the ecotourism market sector.

- 3) The design and management of tourism developments and the surrounding environments should ensure that:
  - i) There is a **sense of privacy, seclusion and refuge** associated with tourism developments (except in those instances where interactions with the local communities is encouraged, and considered part of the tourism experience).
  - ii) There are **no obtrusive and unattractive noises** from tourism developments, tourism activities and other adjacent land uses and activities.

### **Features and symbols**

Within a landscape, there are special features or symbols, which may be tourism attractions in their own right, or may be important for other symbolic reasons. They may include good swimming beaches, diving and launching spots, waterfalls, caves, special rock features, groves of trees, view sites, or special buildings, archaeological sites and San paintings. Some of these special features are listed within the No Development and Special Concern Environments of section 3.5.1 (spatial environmental guidelines), but there are many others that may be locally important. These features and symbols should be given special consideration in regard to the design and aesthetic considerations of tourism developments. In this regard:

- 4) Tourism developments should **not** be located, designed or managed in such a way that they **impact negatively on** the qualities of these **special features or symbols**, or offend local beliefs or traditions relating to them.
- 5) Tourism developments should **not prevent access** to these features or symbols, and they should not fall within any exclusive use zones associated with them.

### **Harmony and Detail**

There needs to be a **sensitivity** in design **to the local situation**, so that there is a general sense of harmony and appropriateness created between the proposed tourism developments, the natural landscape and elements of the coast, and the local vernacular architecture and traditions.

- 6) Wherever possible, there should be the general **use of natural and local material** (for example stone and thatch), but creative use of modern materials and designs is not necessarily precluded.

### **Aesthetic guidelines apply as well to the associated infrastructure**

It is frequently the associated infrastructure serving a development (roads, telephone and power lines, water tanks for example) which have a more serious negative impact on the aesthetic qualities of the environment than the buildings they are intended to serve. To avoid or minimise these impacts:

- 7) The **design principles** outlined above in this section must be **applied as stringently to the provision of infrastructure** as to the tourism developments themselves.
- 8) This **accessory infrastructure** must also be **assessed in determining the aesthetic impacts** on a development. Off-site impacts, for example a powerline or road passing through the landscape to get to a development must also be assessed, and appropriate measures taken to avoid or mitigate these adverse impacts.
- 9) The Wild Coast Technical Committee may prescribe and enforce **special measures to be taken in regard to the provision of infrastructure**, for example in the burying of power cables, specifying solar power, or the nature of water provision or transport mode to a particular development.

Section 3.4.2 (siting and design guidelines) and Section 3.4.3 (provision of tourism infrastructure) should be read in conjunction with the above guidelines.

#### 3.5.4. Ecological Guidelines

These guidelines deal with the impact of tourism developments on the biophysical environment, the air, water, soil, biological communities and ecological processes (such as energy flows and nutrient cycles) of the coastal ecosystems. They apply to the location, design, construction and operation of tourism developments. They do not apply to the actual tourism activities themselves, which are dealt with separately in section 3.5.5 (tourist activities).

- 1) Tourism developments should be **located in accordance** with the provisions of section 3.5.1 (Spatial Environmental Guidelines) indicating the No Development and Special Concern Environments which specify where tourism developments may and may not occur on the Wild Coast.
- 2) **Buffer areas** should be provided between shoreland residences and coastal waters, or a size to correlate with the natural features of the soil (e.g. further back on a soft coast with a sensitive primary dune system) and the size of the developments (the larger the development, the further back it should be set).
- 3) Besides the details provided in the following sections of these ecological guidelines, the general design principles that should be applied to all tourism developments are that there should be:
  - i) The **minimum 'development footprint'** associated with a particular development. The necessity to transform large areas of land to new and different land covers should be avoided.
  - ii) The more that the **existing groundform** can be **incorporated** into the development layout and design, and the less there are major earthworks and water flow patterns are changed in the development, the better the development will generally be considered from an ecological perspective.

- iii) **Landscaping and rehabilitation measures** should be considered an **integral component** of the overall design and construction process, and adequate resources must be provided by the developer to the satisfaction to the Wild Coast Technical Committee.

### **Site preparation**

- 4) In the preparation of the site, there should be as **little disruption of the ground form and vegetation as possible**; there should be no earthworks or the clearing of vegetation without the consent of the Wild Coast Technical Committee and, where vegetation is introduced, it should be of a type that is indigenous to that particular area of the coast.
- 5) **Disturbances** during this phase of development, of clearing and grading, should be **closely controlled** to avoid erosion (causing soil and nutrient pollution), and altered surface flow patterns (altering salinity and circulation of coastal waters). The recommended measures to avoid this are:
- i) The best available erosion and sedimentation control methods should be used in coastal watersheds. Some measures are: Reducing the area and duration of exposed soils; maintaining as much natural vegetation cover as possible, covering disturbed soils with mulch or vegetation; building dykes to divert run off from erodable soils.
  - ii) Final grades should be designed to facilitate drainage back to the original patterns.
  - iii) Impervious materials should be kept to a minimum - permeable surfaces should be substituted wherever possible.
  - iv) Natural vegetation should be preserved to the maximum extent, to retain the natural volume and periodicity of flow.
  - v) Buffer strips should be incorporated between developed areas and all watercourses to mitigate against the persistent wash off of pollutants (e.g. oil from roads).

### **Urban run off**

Disturbances caused by developments are heightened by an increase in density of development and its relative proximity to water and ecologically sensitive ecosystems. The content and rate of **urban discharge** determines the seriousness of the **effects on coastal waters**. Urban run off may contain high concentrations of pollutants. Some sources of run off contamination are: street litter and spillages, rubbish dumps, improper garbage handling, stagnant water, fuel and chemical spillages, vehicle drippings, fertilisers and pesticides from home gardens and nurseries, building debris, detergents, septic tank seepages and overflows and air pollution fallout.

- 6) Recommended measures to **avoid or minimise** these impacts are:
- i) In shorelands **above the coastal floodplain**, **normal precautions** are required to prevent interference with the natural pattern of drainage, and to prevent contamination of surface run off.

- ii) If any development is allowed **on the coastal floodplain, special precautions** are required to protect drainage flows and prevent pollution of local waters through contamination run off, and development density should be at a lower density than in upland areas.
- iii) **Biocide (poisons) and fertiliser use** on private lands in coastal watersheds should be **avoided** where possible, or kept to the minimum.
- iv) **Urban run off should not be discharged directly into coastal waters.** Systems which will allow for filtration by soil and vegetation, and which remove sediments and toxicants, must be part of any development plans. Developments on the Wild Coast must be planned to leave the natural systems of drainage intact to provide for the natural treatment by soil infiltration and vegetative purification.
- v) Where natural treatment is not possible, **run off** should be **artificially stored and discharged in a controlled manner** from containment tanks.
- vi) **Storm water and sewage systems** should be **kept separate** from each other.
- vii) **Impervious surfaces** should be **minimized**.
- viii) **Natural stream courses** should **not** be **channelled** or otherwise modified.
- ix) Water collected from **storm water run off** from roads, roofs and other impermeable surfaces should **not** be **discharged directly into natural bodies of water**.

### **Sewage disposal**

This is one of the most important aspects to control in order to **prevent adverse environmental impacts** that may be associated with coastal tourism development. These impacts are mainly from nutrient enrichment due to wastes leaked into coastal waters, especially enclosed estuaries and lagoons. This occurs when sewage disposal systems are located too close to water bodies, when there are high water tables (e.g. when tidally induced), and inadequate drain field components or soil absorption characteristics which cause tanks to overflow, for example during rainstorms.

7) Some general guidelines that should be applied to sewage disposal systems are:

- i) **No sewage disposal systems** should be located **in floodplain areas**, tidelands, wetlands or geologically unsuitable areas.
- ii) A minimum setback of 50 metres from a floodplain zone is should be applied for **septic tanks**, but geotechnical information may dictate a wider zone.
- iii) **Aesthetic considerations** must be taken into consideration in the planning, design and installation of all sewage disposal installations.
- iv) It is generally accepted that the less water used in a sanitation system, the less the effluent disposal problem, the less management input required, and the less there is to go wrong. It is for this reason that **waterless, or low water usage systems**, are favoured for **low use developments** such as cottages.



- v) The **necessity for water-borne sewage disposal systems** should be **determined by the scale of a development**, and/or be stipulated by the Wild Coast Technical Committee. The Wild Coast Technical Committee will provide the necessary sewage disposal system specifications, which will be dependent on the nature of the facility, geotechnical considerations, site location and other relevant considerations that will be provided to them by the developer.
- vi) All development **proposals** must provide suitably **detailed information** on how the problems of **sewage disposal** are to be addressed, and the construction of sewage disposal systems should be monitored by the relevant authorities during project implementation.
- vii) **Effluent emissions standards** for sewage should be as **prescribed** in the relevant government regulations.
- viii) **Ongoing management and maintenance of sewage disposal plants** is the responsibility of the owner/lease holder of a particular tourism development. Where communal facilities are used by individual owners/lease holders, appropriate administrative structures and financial arrangements should be set up to manage these.
- ix) Sewage disposal systems should **meet the requirements of the Department of Water Affairs and Forestry**.

### **Solid waste disposal**

Besides being unsightly and smelly, solid wastes release nutrients and toxins that may leach into aquatic ecosystems and domestic water sources, if improperly located and managed.

8) Guidelines in regard to solid waste disposal are that:

- i) Solid waste disposal **sites** should be located **well out of coastal floodplains**, wetlands, tidelands and other aquatic area.
- ii) In coastal watersheds, solid waste disposal **sites** should be **located away from the water drainage lines**, well above high groundwater levels, and should not interfere with natural drainage flow patterns.
- iii) **Professional advice** is required as to the siting and operation of larger waste disposal sites that would occur at **First and Second Order Nodes**, and a general waste management strategy needs to be developed for these nodes by the Wild Coast Technical Committee.
- iv) **Compacting, hauling to inland sites and the recycling** of as much of the waste as possible are all desirable strategies that should be employed wherever possible in regard to solid waste handling on the Wild Coast.
- v) Solid waste disposal should be conducted in a manner that **fulfils the requirements of the Department of Water Affairs and Forestry**.

### **Marinas and other waterfront developments**

Marinas and other types of waterfront developments are likely to be associated with certain areas of the Wild Coast, where small craft are handled, serviced and stored or berthed. Such development is frequently associated with residential developments. Because of their nature and location next to water bodies and other ecologically sensitive areas, special care must be taken to avoid adverse environmental impacts that are associated with marinas and other forms of waterfront developments.

9) Guidelines in this regard are that:

- i) Marinas should be located in **naturally protected sites** with clearly defined water edges to reduce the amount of construction required to get to the water.
- ii) **Small enclosed estuaries and lagoons** should be **avoided** as marina sites.
- iii) **Supporting marina facilities**, such as winter storage yards, should be located well away from the water.
- iv) **Impervious surfacing** on the waterfront should be avoided as far as possible, and effective storm drain systems should be installed (see also the guidelines above for managing storm water run off).
- v) **Pilings** should be used to elevate marina structures, or floating marinas should be used, not solid fill.
- vi) **Pump out facilities for boat sewage** should be provided.

### **Dams, weirs and other water diversion and extraction practices**

Dams, weirs, and other diversion and extraction practices supplying adequate water to coastal developments occur within or inland of the coastal zone. These all have environmental impacts associated with them, such as altering salinity values in estuaries, reducing flushing rates and nutrient flows, drowning wetlands and riverine vegetation, and also many other impacts associated with the actual construction of the dam.

10) Guidelines in regard to the construction and operation of dams are that:

- i) The **effects on coastal ecosystems** and other water users should be included in the **assessment of the impact** of all upstream water impoundments, extractions and diversions.
- ii) The **flow of fresh water into coastal ecosystems** should **not** be **significantly changed** by such upstream projects, and the extraction of water should not allow flow in the affected watercourse to fall below the ecological reserve levels for any periods of the year.
- iii) The **impact of the construction** of these structures and activities at the site should also be subjected to **environmental impact assessment**, which must include the appropriate involvement of all interested and affected parties.

### **Roadways and bridges**

The construction, upgrading and maintenance of roads and bridges is associated with tourism development on the Wild Coast. Possible impacts of such activities within the coastal zone include such aspects as extensive excavation, soil disposal, erosion, siltation, increased run off, alteration of drainage lines, obstructions to drainage and tidal flows, and noise and visual impacts.

11) Guidelines to avoid or mitigate against these impacts are:

- i) **Major roads** should be located as far away from the coastal zone as is practicable, and especially from the most ecologically sensitive areas.
- ii) **Roads within the coastal zone** should, as far as possible, be located parallel to the drainage flow (generally perpendicular to the coast).
- iii) **Roads of all scales** should be designed to facilitate the flow of land drainage and coastal waters.
- iv) **Essential** wetland, tideland and estuarine **crossings** should be built of elevated structures, and not with fill, to allow circulation of water.
- v) Roadways in coastal watersheds should be designed and located so as to **prevent pollution of run off water or interference with the natural drainage patterns.**

These guidelines also apply to the guidelines contained in section 3.4.3 (provision of tourism infrastructure).

### **3.5.5. Guidelines for Resource Consumption**

Developments on the Wild Coast will alter the pattern of resource consumption and the consequent demands on the natural resources of the region. These increased demands will be from the demands of the tourism developments themselves, in the form of increased demands for energy, water, and material. Guidelines concerning these increased demands are dealt with in this section. The guidelines concerning the increased demands on additional resources by tourists themselves, for example for sea foods, bait, and local arts and crafts is provided in Section 3.5.6 (tourist activities).

1) In respect of energy:

- i) The **cutting down of local indigenous timber** for fuel should be **prohibited**.
- ii) Tourists to **camping areas** should be **provided with firewood** in the manner approved by the Wild Coast Technical Committee.
- iii) All **First and Second Order Nodes** that are not already, should be **linked to the national electricity grid**.
- iv) The **use of solar panels and other measures** which foster the sustainable and non-polluting forms of energy consumption should be **encouraged** on the Wild Coast, especially in the Ecotourism Zones.

- 2) Besides the guidelines for waste water disposal and extraction measures within section 3.5.4 (ecological guidelines), the general approach should be towards the most **efficient and non-wasteful use of water** within tourism developments.
- 3) With the exception of certain renewable resources such as thatch grass and reeds, the **use of local materials** used in construction, such as stone and wood, should be **controlled** by the Wild Coast Technical Committee.
- 4) Tourism developments should scrupulously comply with the **regulations** of the relevant conservation authorities **concerning the use of plant and animals resources** (including seafoods) that apply on the Wild Coast.

As the Wild Coast cannot support major seafood industries that export commercially, the emphasis should be on providing the local tourism industry with these resources. Fresh marine food should be seen as one of the tourism attractions of the coast, and this aspect should be carefully developed and managed, and in ways that involve and benefit the local communities.

These guidelines should be read together with Section 3.4.5 (local community participation, benefit and empowerment).

### 3.5.6. Tourist Activities

It is frequently the activities of tourists, rather than the tourist developments themselves that have the greatest adverse impacts on the environment. With the growth of tourism on the coast the control of these activities will become increasingly important. Guidelines in this regard are that:

- 1) **Sports and outdoor activities** including recreational hunting and fishing, particularly in ecologically sensitive areas, should be **managed** in a way that they fulfil the requirements of nature and biological diversity conservation, and comply with the existing regulations on conservation and sustainable use of resources.
- 2) The use of **powerboats**, and their use for skiing, and the use of **jet skis** should be **prohibited** in all estuaries and rivers on the Wild Coast, except in certain areas on certain rivers that may be designated by the relevant authorities.
- 3) In line with the policy in terms of the Environmental Conservation Act, 1989, **no vehicles** should be permitted to drive **on the beaches** of the Wild Coast, except those directly involved in the launching of ski boats from approved launching sites.
- 4) **Ski boats** may only be **launched from** the beach from the **launching sites approved** by the relevant authorities.
- 5) Special care should be taken that **living animals and plants**, and **products** made thereof for souvenirs, are offered for sale on the basis of a **sustainable and environmentally sound use of natural resources**, and in conformity with national legislation and international agreements.
- 6) Tourism activities should **respect the ecological characteristics and capacity of the local environment** in which they take place. All effort should be made to respect traditional lifestyles and cultures.



- 7) **Tourism activities** should be **restricted**, and where necessary prevented, **in ecologically and culturally sensitive areas**. Tourism in protected areas should be managed to ensure that the objectives of the protected areas are achieved. Wherever tourism activities may contribute to the achievement of conservation objectives in protected areas, such activities should be encouraged and promoted. In highly vulnerable areas tourism activities should be limited to the bearable minimum.
- 8) The relevant authorities should undertake **regular visits to inspect and monitor tourism activities** to ensure that the management plans implemented, and appropriate controls are enforced.
- 9) The relevant authorities should **respond to valid complaints** from local communities, tourism development and activity operators and tourists **regarding inappropriate management** of tourism activities and tourist behaviour.

Reference to the guidelines contained in section 3.4.8 (operation and management of tourism developments and activities) is suggested.

### **3.5.7. Socio - Economic Environmental Guidelines**

A fundamental principle of the Wild Coast Tourism Policy Guidelines is that communities are integrated into the development processes in ways that are mutually beneficial to themselves, the environment and the tourism industry. Guidelines as to how tourism should be promoted, facilitated and regulated in order to bring about maximum socio-economic benefit and empowerment to affected communities are provided within section 3.4.5 (local community participation, benefit and empowerment).

Within this section of the environmental guidelines, principles are provided in regard to the appropriate relationships and approaches towards issues affecting local communities, tourism and the coastal environment. The key issues and guidelines in this regard are that:

- 1) Access to natural resources must be retained by adherence to the following guidelines:
  - i) The establishment of any No Development Environments, Special Control Environments, and exclusive use areas associated with tourism developments, and new formally protected areas, should only be done after extensive planning participation and consultation with local communities.
  - ii) Tourism developments should not be permitted to establish excessive fenced off exclusive use areas. The amount of land that is allocated for privacy, security and recreational facilities linked to a particular private tourism development needs to critically appraised in this regard.
  - iii) The cumulative impact of the loss of access to natural resources, particularly grazing land, must be considered and discussed with local community members.
  - iv) Access to public areas, such as beaches and estuaries, should not be limited.

- 2) Tourism should **not promote the degradation of environmental qualities**. A programme of participatory planning, management, consultation, participation and education should be associated with tourism development to ensure that:
  - i) Tourism developments do not lead to increases in the densities of local people to the extent that they impact adversely on the environmental qualities on the coast.
  - ii) The increased densities that do occur must be anticipated in advance and planned for accordingly. For example, accommodation should be provided for employees and their families whenever feasible, as an integral part of a tourism development project.
  - iii) Tourism should not promote the unsustainable use of marine life. The selling of shellfish and fish by local people to tourism developments should be carefully controlled and, if necessary, regulated through permits and quota systems.
- 3) **Special care** should be exercised with regard to **limiting access to areas that have particular significance for local people**.
- 4) **Compensation for loss of access to areas** should more than meet the benefits derived from the resources in these areas - i.e. people should be materially better off with the compensation than they were with simple access to the area in question and its resources. This should last as long as the limited access to the resources continues and/or as long as the effects of the development impinge upon the area and resources in question.
- 5) **Environmental Impact Assessments** need to take cognisance of **socio-economic** as well as biophysical considerations.

Section 3.4.5 (Local Community Benefit, Participation and Empowerment) must be read in conjunction with the above.

### **3.5.8. Environmental Management Guidelines**

The Wild Coast Tourism Guidelines, and this Environmental Component of them, do not deal with the full spectrum of environmental management activities and issues pertaining to the coast. This section provides guidelines as to the most appropriate relationships between the tourism industry on the coast, the relevant environmental management authorities, and the local communities.

- 1) Tourism **development** should be **in accordance with provincial and local regulations**. As a general principle the activities of both the Wild Coast Development Organisation and the Wild Coast Technical Committee in promoting, facilitating and regulating tourism, and the tourism operators of the coast, should ensure that their actions are in accord with the general provincial environmental management policies.
- 2) **Tourism operators have a role to play in environmental management**. Tourism operators on the coast should be seen as part of the 'coastal community' and should play a proactive role in fostering the protection and effective management of coastal ecosystems. To this end tourism operators should:
  - i) **Support the development of environmental management plans** of their areas, as part of a broader set of approaches to land use planning and sustainable development

strategies that will involve the relevant government authorities and the affected local communities of which tourism operators a part.

- ii) **Support provincial co-operative programmes** to strengthen efforts to identify terrestrial, aquatic, coastal and adjacent marine areas that support landscapes, ecosystems, habitats, populations and species that could contribute to South Africa's system of representative protected areas.
- iii) **Support and actively promote the development of local conservation institutional structures** and partnerships between tourism operators, provincial and other conservation agencies, community organisations and NGO's for the purposes of planning and managing the use of resources within and outside of protected areas along the coast.
- iv) **Actively promote, support and be part of the Ezendalo Groups** that are recommended within the Provincial Green Paper on the Environment. These Ezendalo Groups are community based, environmental consciousness organisations that have as their objective the promotion of environmental awareness at the community level. They are expected to serve as the drivers of community environmental activities. This is where tourism operators can interact in a positive way with local communities, together with other members of the local business community, churches, NGO's and CBO's.

These environmental management guidelines should be read together with the guidelines contained in section 3.4.8 (Operation and Management of Tourism Development and Activities).

### 3.5.9. Environmental Management of Non-Tourism Developments and Activities

The Environmental Section of the Wild Coast Tourism Policy provides guidelines in regard to tourism developments and activities and the environment, and not other development activities that may occur within the Coastal Zone. Examples of such other activities would be in the provision of infrastructure, social facilities and commercial, industrial, residential developments and agricultural activities.

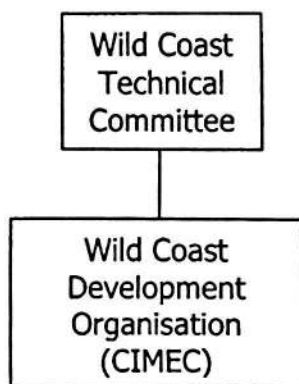
In regard to the **planning and management** of these other **non-tourism related developments** and activities it is important that:

- 1) **Tourism** should be **recognised as the lead economic sector** along the narrow coastal zone, and the significance of all other proposed developments should be measured in terms of its impacts on tourism.
- 2) The Wild Coast Development Organisation, the Wild Coast Technical Committee and members of the coastal tourism industry should be recognised as very significant **interested and affected parties in all development proposals within this coastal zone**; and also in those developments outside of this zone which would nevertheless have the potential to impact on tourism. Examples of these other developments are dam building and agriculture activities that might affect the rivers draining to the coast, and developments on the tourism routes leading to the coast.
- 3) Developers, from both the public and private sectors, should **inform** the Wild Coast Development Organisation and the Wild Coast Technical Committee **of all proposed developments at an early planning stage**, to enable them to assess the possible significance of the proposals for tourism and the environment on the coast, and for them to provide appropriate input into these development proposals.

#### 4. INSTITUTIONAL ARRANGEMENTS FOR THE POLICY

##### 4.1. Proposed Institutional Arrangements

In order for the above guidelines to be effectively implemented the institutional arrangement illustrated in the organogram below is proposed. The roles, functions and responsibilities of each institution is discussed below.



##### 4.2. Wild Coast Development Organisation

In the short to medium term the **Centre for Investment and Marketing in the Eastern Cape (CIMEC)** will perform the function of the Wild Coast Development Organisation. In terms of their mandate and legal powers, the functions envisaged for the Wild Coast Development Organisation are compatible with the functions of CIMEC, and as such CIMEC would be ideal to undertake the envisaged work.

In order for CIMEC to perform this function, two important issues must be taken into consideration:

- CIMEC must **work directly with** other agencies, in particular the **Eastern Cape Development Corporation** and the **Eastern Cape Tourism Board** with regard to planning, marketing and access to development finance. This will mean a degree of joint decision making amongst the three institutions and as they are separate legal entities, it may require common board decisions.
- In order for CIMEC to perform all the tasks required to implement the Wild Coast Tourism policy guidelines and bring about tourism development along the Wild Coast, a **dedicated and staffed desk must be established within CIMEC** to undertake the work.

##### 4.2.1. Role, Function and Activities required of CIMEC

The role, function and activities required of Cimec are identified in the following sections.

##### 4.2.1.1. Immediate short term functions



- 1) To undertake an immediate **review of all spatial and institutional arrangements** presently in place on the ground on the Wild Coast and to establish their legitimacy (this will provide information on existing legal authorities, concessions, licences and the like).
- 2) To **co-ordinate efforts of all existing authorities** with powers to administer and enforce the following legal and policy provisions:
  - i) To ensure enforcement of the protection of the natural environment of the Wild Coast;
  - ii) To ensure the implementation of the environmental guidelines;
  - iii) To ensure the implementation of existing planning laws;
  - iv) To manage development planning activities within the tourism guidelines;
  - v) To ensure planning and implementing authorities undertake all tourism planning within the parameters of the tourism and environmental guidelines; and,
  - vi) To meet with and co-ordinate the administration of the region, including the local authorities and traditional authorities, in order to ensure that policy provisions are in place.
- 3) Communication and information dissemination
  - i) To inform all development planning and implementing authorities of policy and provisions aforementioned (to apply tourism and environmental guidelines); and,
  - ii) To establish an information programme that explains all policy provisions to all role players (including government, traditional leaders and community based organisations)
- 4) To develop the recommended decision-making structure and ensure full compliance with the rules of order and mandate:
  - i) To assist in the establishment of the Wild Coast Technical Committee;
  - ii) To perform the function of secretariat to the Wild Coast Technical Committee;
  - iii) To ensure all guidelines for the approval of projects are adhered to and the necessary recommendations are placed before the Wild Coast Technical Committee; and,
  - iv) To scrutinise current project applications to ensure that they comply with the tourism and environmental guidelines and make recommendations to the Wild Coast Technical Committee.
- 5) To provide support, advice and assistance as outlined in the tourism policy guideline to potential tourism investors and communities resident along the Wild Coast. In addition to the above information and dissemination function, this includes:
  - i) Providing assistance in submitting project applications, including facilitation of community consultation and assistance in meeting the requirements of the environmental management procedures;
  - ii) Facilitation of community participation in tourism development, where approached by communities for assistance; and
  - iii) Facilitation of SMME development.

#### **4.2.1.2. Medium Term Functions**

The following two functions are to be completed within two years of promulgation of the Wild Coast Tourism Policy guidelines:

- 1) To encourage and ensure that the relevant government departments commence the preparation and application of a regional development plan based on the primacy of the tourism and environmental guidelines in terms of the Physical Planning Act, 1991, or the Second Local Government Transition Act, or any other appropriate Eastern Cape legislation.
- 2) To undertake a feasibility study to determine the need and desirability, and if positive, the viability, of the establishment of a permanent Wild Coast Development Authority, similar to the Great Barrier Reef Marine Park Authority.

#### **4.3. The Wild Coast Technical Committee (WCTC)**

##### **4.3.1. The WCTC structure**

The WCTC should be composed of:

- The national Department of Land Affairs
- The provincial Department of Housing and Local Government
- The provincial Department of Agriculture and Land Affairs
- The provincial Department of Economic Affairs, Environment and Tourism
- The Office of the Premier
- The Kei District Council
- The Amatola District Council
- The Wild Coast District Council
- The Eastern Cape Development Corporation
- The Eastern Cape Tourism Board

The Provincial Department of Economic Affairs, Environment and Tourism should chair the WCTC.

##### **4.3.2. The purpose of the WCTC**

The overall purpose of the WCTC is to enable and ensure decision making with regard to all development and project applications along the Wild Coast.

##### **4.3.3. Functions and duties of the WCTC**

The following are the proposed six functions of the WCTC with regard to its immediate responsibilities:

- 1) In the interim, to make recommendations to the Minister of Land Affairs and/or the Minister of Water Affairs and Forestry and the MEC for Economic Affairs, Environment and Tourism for the approval or rejection of projects along the Wild Coast.
- 2) Once established, to make recommendations to the Development Tribunal as set out in the Development Facilitation Act No 67 of 1995 on matters pertaining to the development of the Wild Coast.
- 3) To appraise project applications against the criteria as set out in the pre-application conditions; namely:
  - Development benefits of the project;

- Job creation;
- Economic empowerment;
- Policy and provincial development objectives;
- Environmental impact;
- Financial viability;
- Capital Investment;
- Community participation and support;
- Location;
- Siting and Design; and,
- On-going management plans.

- 4) To ensure inter departmental consultation and co-ordination of the technical assessment of project applications.
- 5) To **recommend changes in policy** for the development of the Wild Coast.
- 6) To **ensure co-ordination for the delivery of departmental services** relevant to any development project on the Wild Coast.
- 7) **Determination** of whether the **spatial area** over which these guidelines apply should be extended.
- 8) To **recommend the granting of operating licences** in conjunction with the relevant licensing authority.

#### **4.3.4. Rules of Order for the WCTC**

To ensure that the WCTC works effectively, the following Rules of Order must be implemented.

##### **4.3.4.1. Meetings**

- 1) The WCTC shall meet at least every two months. The WCTC may meet more frequently by agreement amongst its members.

##### **4.3.4.2. Chairperson**

- 1) The chairperson shall be appointed by the Provincial Executive Council.

##### **4.3.4.3. Secretariat**

- 1) The Wild Coast Development Organisation will provide the secretariat of the WCTC.
- 2) The secretariat shall provide secretarial services for the WCTC, including:
  - i) giving written notices of meetings;
  - ii) keeping an attendance register;
  - iii) writing and sending out minutes;
  - iv) drawing up the agenda in conjunction with the Chairperson in line with the order of business; and,

- v) ensuring the flow of information between WCTC committee members.
- 3) The secretariat shall deal with all correspondence and communication.
- 4) The secretariat will provide an overall management and technical service to the WCTC.

#### **4.3.4.4. Technical, task and project teams**

- 1) The WCTC may establish technical, task or project teams, drawing on staff of departments and the non-government sector, in order to ensure the implementation of the functions allocated to it.

#### **4.3.4.5. Notice of meetings**

- 1) The secretariat shall give at least one week's written notice of a meeting to each member.
- 2) The notice shall set out the time, date and place of such meetings and shall include an agenda and such information that is deemed necessary for the meeting.
- 3) Special meetings may be called for by written request to the secretariat. If the chairperson approves the request, the secretariat shall then be responsible for convening such a special meeting within five days.

#### **4.3.4.6. The agenda**

- 1) The agenda shall be drawn up by the secretariat and sent to WCTC members not later than five working days before the WCTC meeting.
- 2) WCTC members may place items on the agenda by submitting them to the secretariat not later than six working days before the WCTC meetings.
- 3) Members of the public may place items on the agenda by submitting them to the secretariat not later than six working days before the WCTC meetings.
- 4) Urgent matters that arise after this time may be placed on the agenda at the meeting by the chairperson with the consent of the meeting.

#### **4.3.4.7. Quorum**

- 1) The quorum of the meeting shall be at least half of the total number of designated members of the WCTC.
- 2) Whenever during a meeting there is no quorum, the chairperson shall suspend proceedings for 30 minutes, and if at the end of that period there is still no quorum, the meeting will continue and it will be assumed that absentee members will be in agreement with any decisions taken.

#### **4.3.4.8. Attendance register**

- 1) The secretariat will keep an attendance register, in which every participant present in the meeting shall sign his or her name.

#### **4.3.4.9. Minutes**

- 1) Minutes of the meeting shall be sent to all committee members within one week after the meeting.
- 2) The minutes must reflect the decisions of the meetings and selected discussions.



- 3) The minutes shall be adopted, with any changes, at the following meeting of the WCTC.

#### **4.3.4.10. Proceedings at meetings**

- 1) Meetings will be conducted on the basis of participation and respect for each other.
- 2) When speaking a person shall speak to the issue under discussion or on a point of order.
- 3) Whenever anyone speaks all present shall be silent so that the person speaking may be heard without interruption.

#### **4.3.4.11. Decision making for recommendations**

- 1) **Decisions will be taken by consensus** where ever possible. Where this is not possible, after thorough discussion, the issue will be referred to the MEC for Economic Affairs, Environment and Tourism.
- 2) **Decisions** of the WCTC will be **binding upon all members**. Therefore the WCTC members must be fully prepared for meetings and carry the necessary mandates to make binding decisions.

#### **4.3.4.12. Disciplinary measures of members**

- 1) A member who does not fulfil the duties as agreed by the WCTC can be sanctioned by the WCTC chairperson in a manner s/he deems fit. If this behaviour continues, the chairperson may approach the MEC for Economic Affairs, Environmental and Tourism and request appropriate action to be taken.

#### **4.3.4.13. Additional committee members**

The Chairperson of the WCTC may invite any party to join the WCTC for a particular agenda item or items or part thereof, or as a temporary member for a particular meeting or number of meetings. Such a member shall have no voting right.

### **5. PROCEDURAL GUIDELINES FOR PROJECT APPLICATIONS**

The procedural guidelines indicate the procedures to be followed for project application and approval, environmental management, community consultation and the criteria by which any project application will be assessed.

#### **5.1. Project Application and Approval**

The following procedural steps or phases are to be followed for all project proposals and developments along the Wild Coast:

##### **5.1.1. Pre-application phase**

- 1) The potential developer is to submit a **detailed project proposal** that should comply with the application requirements as set out in the pre-application criteria outline. This includes documentation relating to:
  - i) Project proposal, in respect of location, siting and design, capital investment;

- v) ensuring the flow of information between WCTC committee members.
- 3) The secretariat shall deal with all correspondence and communication.
- 4) The secretariat will provide an overall management and technical service to the WCTC.

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- 1) The WCTC may establish technical, task or project teams, drawing on staff of departments and the non-government sector, in order to ensure the implementation of the functions allocated to it.

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  - i) Project proposal, in respect of location, siting and design, capital investment;

- ii) The developmental benefits of the project;
- iii) The potential impact of the project on other developments;
- iv) Potential job creation;
- v) Potential economic empowerment resulting from the project;
- vi) Adherence to policy and development objectives established by the province;
- vii) Environmental impact;
- viii) Financial viability;
- ix) Community participation and support;
- x) Ongoing management plans; and,
- xi) Any other details requested.

Where required, in terms of the Environmental Impact Regulations, the relevant application form, duly completed, must accompany the detailed application (see section 5.6 - The Environmental Impact Assessment Regulations)

- 2) All costs for the project proposal are to be at the expense of the developer.
- 3) The project proposal is to be submitted to the Wild Coast Development Organisation (CIMEC).

#### 5.1.1.1. Responsibilities

TASK	RESPONSIBILITY
Project proposal	Project Developer
Application process explanation	Wild Coast Development Organisation (CIMEC)
Assistance to Project Developer	Wild Coast Development Organisation (CIMEC)

#### 5.1.2. Application phase

- 1) The project proposal is to be scrutinised by the Wild Coast Development Organisation (CIMEC) to ensure that it complies with the necessary conditions and criteria.
- 2) The Wild Coast Development Organisation (CIMEC) is to ensure that the application is submitted to the relevant line function government departments and District Council for comment and scrutiny. If the application is accompanied by an application in terms of the Environmental Impact Regulations, the relevant application form should be submitted to the Department of Economic Affairs, Environment and Tourism.
- 3) The application is to be **advertised** in the main Eastern Cape newspapers, local magistrates' court and the local Traditional Authority office for public comment and possible objection.
- 4) The application is to be **submitted to the Wild Coast Technical Committee** (WCTC)

#### 5.1.2.1. Responsibilities

TASK	RESPONSIBILITY
Project proposal submission	Project Developer
Proposal scrutiny	Wild Coast Development Organisation (CIMEC)
Submit proposal to Departments	Wild Coast Development Organisation (CIMEC)



TASK	RESPONSIBILITY
Proposal comment by Departments	Relevant Departments
Advertise proposal	Project developer
Obtain environmental certificate	Project developer
Application to WCTC	Wild Coast Development Organisation

### 5.1.3. Application assessment phase

- 1) The WCTC is to assess the proposal according to the established application criteria.
- 2) The WCTC to assess the proposal according to any objections which may have been lodged.
- 3) WCTC to recommend project approval or rejection to the Minister of Land Affairs and/or Minister of Water Affairs and Forestry and the Eastern Cape MEC for Economic Affairs, Environment and Tourism.

#### 5.1.3.1. Responsibilities

TASK	RESPONSIBILITY
Project assessment	WCTC
Recommendation	WCTC
Secretariat to WCTC	Wild Coast Development Organisation (CIMEC)

### 5.1.4. Approval/rejection phase

- 1) A decision on the recommendation of the WCTC is required from the Minister of Land Affairs and/or the Minister of Water Affairs and Forestry as well as the Eastern Cape MEC for Economic Affairs, Environment and Tourism.
- 2) **Decision to be forwarded** to the WCTC and the Wild Coast Development Organisation (CIMEC).
- 3) The Wild Coast Development Organisation (CIMEC) should convey the decision to the project developer.

#### 5.1.4.1. Responsibilities

TASK	RESPONSIBILITY
Decision making	Minister of Land Affairs / Minister of Water Affairs & Forestry / MEC for Economic Affairs, Environment & Tourism
Recommendation to the Developer	Wild Coast Development Organisation (CIMEC)

### 5.1.5. Building/construction phase

- 1) Begin construction by the developer

- 2) Wild Coast Development Organisation (CIMEC) responsible for ensuring that contact is made with the Building Inspectors – Department of Housing and Local Government

#### 5.1.5.1. Responsibilities

TASK	RESPONSIBILITY
Construction	Developer
Building Inspectors	Wild Coast Development Organisation (CIMEC) & Department of Housing & Local Government

#### 5.1.6. Building completion phase

- 1) The Wild Coast Development Organisation is to ensure that the Department of Housing and Local Government issues a **building certificate**.
- 2) An **environmental clearance certificate** is to be obtained from the Department of Economic and Environmental Affairs.

#### 5.1.7. Appeal

- 1) An appeal to the relevant Minister or the WCTC, setting out all the facts, as well as the grounds of the appeal, and accompanied by all relevant documentation, must be submitted in writing within 30 days of the date on which the decision was conveyed to the project developer.

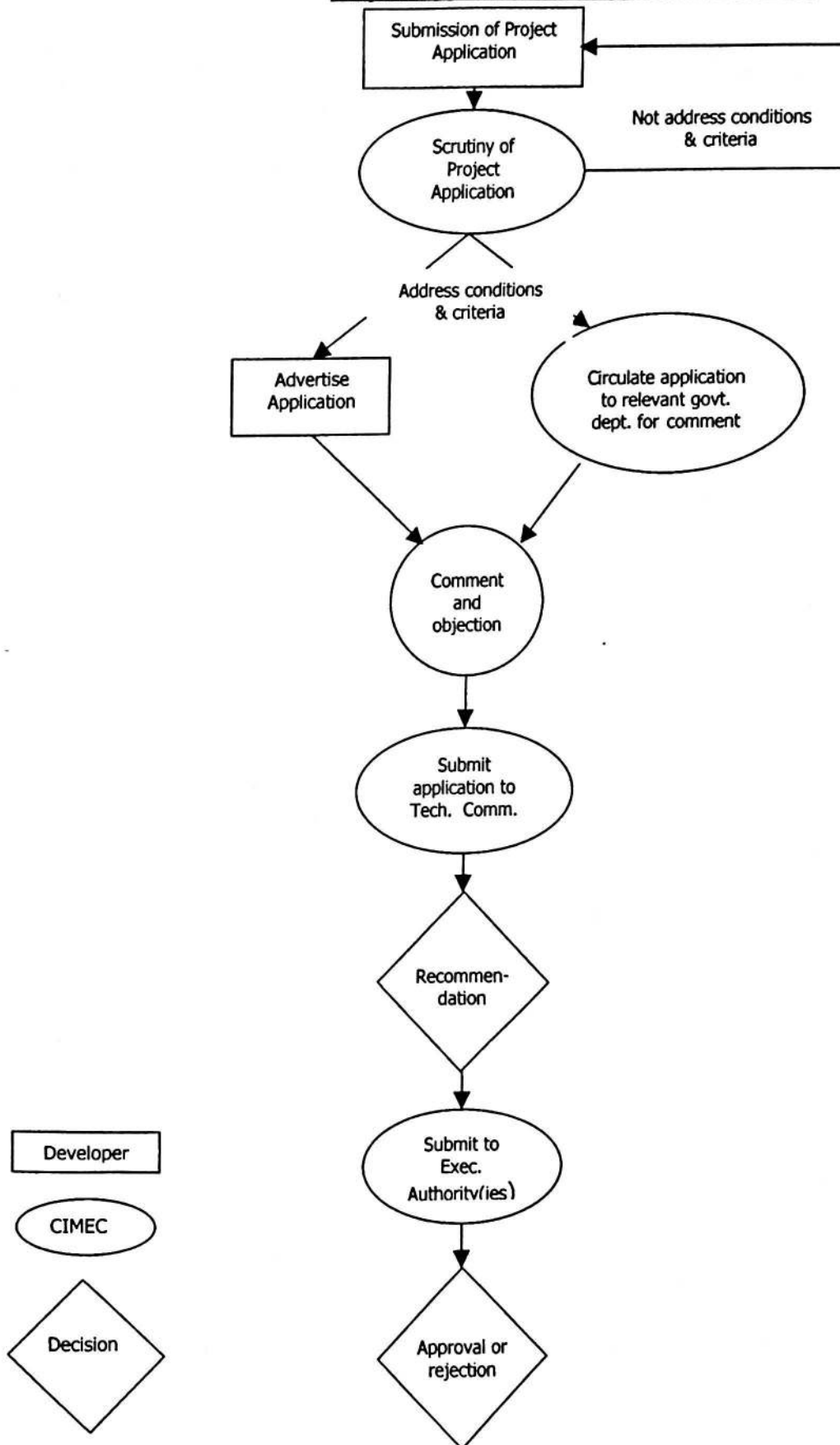
#### 5.1.8. Extensions to current development

- 1) The process and procedure as set out above is to followed

The project application and approval process is illustrated in the flowchart overleaf.

**Figure 1: FLOWCHART**

**Project Application and Approval Procedure**



## **5.2. Environmental Management Procedures**

### **5.2.1. Background and Context**

An environmental impact assessment (EIA) is intended to aid decision making, by providing comprehensive and detailed information on the environmental consequences of proposed developments. The legislated EIA procedures, together with the Environmental Tourism Policy Guidelines contained in this document (Section 3.5) provide the instruments to control tourism development and ensure that a development is environmentally appropriate and ecologically, socially and economically sustainable.

### **5.2.2. The Legal Basis**

The environmental procedures are based on the national regulations promulgated by the Minister of Environmental Affairs on 5 September 1997 in terms of Section 21 of the Environmental Conservation Act, 1989 (Act No. 73 of 1989).

The national minister of Environmental Affairs and Tourism has delegated his authority in regard to the regulations down to the various provincial authorities, such as the Eastern Cape in the case of the Wild Coast. The provincial authorities will act as the 'leading authority', and will review all applications for consideration, except in the following instances where the national Department of Environmental Affairs and Tourism will act as the leading authority, namely:

- Where the activity concerned has direct implications for national environmental policy or international commitments or relations;
- Where the environment under threat is demarcated as an area of national or international importance;
- Where the Minister of Environmental Affairs and Tourism and the relevant provincial authority jointly decide that an application should be considered by the national minister;
- Where a national government department, the relevant provincial authority, or a statutory body is the applicant; and,
- Where the proposed activity has the potential to affect the environment across the borders of two or more provinces.

In terms of the Constitution, local authorities have executive but not legislative functions with regard to the environment and/or related aspects. Provision has been made in the regulations for the relevant provincial authorities to identify local authorities that could be designated by the Minister of Environmental Affairs and Tourism to act as competent authorities. At present, there are no local authorities on the Wild Coast with the capacity to independently administer the EIA regulations.

### **5.2.3. The Institutional Framework**

Within the Province of the Eastern Cape, the responsible department is the Department of Economic Affairs, Environment and Tourism. Administration of the regulations take place through five regional offices. For the Wild Coast, the relevant regional offices are located at Kokstad, Umtata and East London. The application form which needs to be completed can be obtained from any of these offices.



### 5.2.4. Application of the Regulations

Regulations promulgated on 05 September 1997 (R1182) in terms of section 21 of the Environment Conservation Act, 1989 (Act No.73 of 1989) identify the following as activities which may have a substantial detrimental effect on the environment.

#### 5.2.4.1. Listed Activities

- 1) The construction or upgrading of-
  - a) facilities for commercial electricity generation and supply;
  - b) nuclear reactors and installations for the production, enrichment, reprocessing and disposal of nuclear fuels and wastes;
  - c) transportation routes and structures, and manufacturing, storage, handling or processing facilities for any substance which is dangerous or hazardous and is controlled by national legislation;
  - d) roads, railways, airfields and associated structures outside the borders of town planning schemes;
  - e) marinas, harbours and all structures below the high-water mark of the sea;
  - f) cableways and associated structures;
  - g) structures associated with communication networks, other than telecommunication lines and cables, as well as access roads leading to these structures;
  - h) racing tracks for motor-powered vehicles and horse racing, excluding indoor tracks;
  - i) canals and channels, including diversions of the normal flow of water in a river bed and water transfer schemes between water catchments and impoundments;
  - j) dams, levees or weirs affecting the flow of a river;
  - k) reservoirs for public water supply;
  - l) schemes for the abstraction or utilisation of ground or surface water for bulk supply purposes;
  - m) public and private resorts and associated infrastructure;
  - n) sewage treatment plants and associated infrastructure; and
  - o) buildings and structures for industrial and military manufacturing and storage of explosives or ammunition or for testing disposal of such explosives or ammunition.
- 2) The change of land use from-
  - a) residential use to industrial or commercial use (suspended until further notice: Government Notice No. R18783 of 27 March 1998);
  - b) light industrial use to heavy industrial use (suspended until further notice: Government Notice No. R18783 of 27 March 1998);
  - c) agricultural or undetermined use to any other land use;
  - d) use for grazing to any other form of agricultural use; and
  - e) use for nature conservation or zoned open space to any other land use.
- 3) The concentration of livestock in a confined structure for the purpose of mass commercial production.
- 4) The intensive husbandry of, or importation of, any plant or animal that has been declared a weed or an invasive alien species.
- 5) The release of any organism outside its natural area of distribution that is to be used for biological pest control.
- 6) The genetic modification of any organism with the purpose of fundamentally changing the inherent characteristics of that organism.
- 7) The reclamation of land below the high-water mark of the sea and in inland water including wetlands.
- 8) The disposal of waste in terms of section 20 of the Environment Conservation Act, 1989.
- 9) Scheduled processes listed in the Second Schedule to the Atmospheric Pollution Prevention Act, 1965 (Act No. 45 of 1965).

'Resorts' (which would include tourist developments on the Wild Coast) are specifically mentioned as activities which may have a substantial detrimental effect on the environment. Therefore proposed new tourism developments, or substantial extensions to existing ones, may require compliance with the provisions of the regulations.

1. The relevant authority must issue a record of decision that was taken under the regulation 9 (1) to the applicant, and on request to any other interested party.
2. The record of decision must include –
  - a) a brief description of the proposed activity, the extent or quantities and the surface are involved, the infrastructural requirements and the implementation programme for which the authorisation is issued;
  - b) the specific place where the activity is to be undertaken;
  - c) the name, address and telephone number of the applicant;
  - d) the name, address and telephone number of any consultant involved;
  - e) the date of, and persons present at, site visits, if any;
  - f) the decision of the relevant authority;
  - g) the conditions of the authorisation (if any), including measures to mitigate, control or manage environmental impacts or to rehabilitate the environment;
  - h) the key factors that led to the decision;
  - i) the date of expiry or the duration of the authorisation;
  - j) the name of the person to whom an appeal may be directed as contemplated in regulation 11;
  - k) the signature of a person who represents the relevant authority; and
  - l) the date of decision.

#### 11) Manner of appeal

1. An appeal to the Minister or provincial authority under section 35(3) of the Act must be done in writing within 30 days from the date on which the record of decision was issued to the applicant in terms of regulation 10(1).
2. An appeal must be set out all the facts as well as grounds of appeal, and must be accompanied by all relevant documents or copies of them which are certified as true by a commissioner of oaths.

#### 12) Access to information

1. After the record of the decision contemplated in regulation 10 has been issued by the relevant authority any report submitted for the purposes of these regulations becomes a public document, subject to the rights of the owner of it.

### 5.3. Community Participation In Development Projects

This section of the policy is aimed at providing the guidelines for community participation in tourism ventures within the Wild Coast SDI. It is intended to provide potential investors with guidelines on the processes they should follow to ensure a high level of community participation in the ventures. The policy examines the process of communication and seeks to ensure that development projects cannot be implemented without (at least) the knowledge of a broad section of the local community.

The following is suggested for facilitating and ensuring active community involvement:

- 1) Consultation with the **local authority**
- 2) Consultation with the **traditional authority**.
- 3) Provide **notice of public meetings** and prominently display these, at least, at **local authority premises, magistrate's court and tribal court** for a period of at least three weeks before the meeting.
- 4) Hold **public meetings** in close proximity to the proposed area of operation
- 5) Hold **on-site investigations** of lease areas with local community representatives using PRA methods (including maps)
- 6) Hold **follow-up workshops** for local community members (or elected representatives)

### 5.4. Project/Development Assessment Criteria

The following criteria and conditions will be applied when considering and assessing proposals submitted by potential investors/operators. The criteria are to act as a framework for potential proposals, and as such different weightings should be applied depending upon the particular type of proposal.

**5.4.1. Developmental benefits of the project**

- 1) The degree to which the development enhances and integrates with surrounding activities
- 2) The ability of the development to stimulate satellite or spin-off business
- 3) Direct and indirect developmental, social and financial benefits to the surrounding location and the province.

**5.4.2. Impact on other developments**

- 1) The positive and negative impact of the proposed development on similar surrounding developments.

**5.4.3. Job creation**

- 1) The number of sustainable jobs created by both the construction and operational phase of the development

**5.4.4. Economic Empowerment**

- 1) The degree of Black economic empowerment.
- 2) Equity participation by previously disadvantaged groups – for both employees and non-employees
- 3) Sub-contracting opportunities – for both construction and operational phases

**5.4.5. Policy and development objectives**

- 1) The development should be in line with national and provincial policies, particularly those pertaining to the Wild Coast, as well as the development objectives established by the province.

**5.4.6. Environmental impact**

- 1) Architectural and aesthetic suitability of building and landscape design
- 2) Building standards and conditions
- 3) Harmony of design with surrounding environment
- 4) Impact on natural environment
- 5) Contribution to cumulative impacts of tourism development along the coast

**5.4.7. Financial viability**

- 1) Projected viability of the development
- 2) Experience in similar developments and operations

**5.4.8. Capital investment**

- 1) Amount and by whom
- 2) Financial guarantees

#### **5.4.9. Community participation and support**

- 1) Evidence of community participation:
  - i) Proof (a signed letter) that the local authority has knowledge of the proposed project and that it supports the same. The letter from the local government authority (District Council, Transitional Representative Council or Transitional Local Council) should further confirm that notice of a public meeting to discuss the project proposal with the community was prominently displayed at the local authority premises for a period of three weeks before the said public meeting;
  - ii) A letter from the magistrate in the area of proposed operation to indicate the magistrate's knowledge of the project and confirming that notice of a public meeting in the area was prominently displayed at the magistrate's court for a period of at least three weeks before the said meeting;
  - iii) A letter from the traditional authority in the area - the inkosi - confirming that notice of a public meeting to discuss the project was prominently displayed at the tribal court at least three weeks before the said meeting;
  - iv) A letter from the local development committee to indicate knowledge of the project and broad support for it. If no such committee (whether non-statutory or not) exists, then a letter stating this (certified by a commissioner of oaths) should be submitted to the relevant authority;
  - v) The minutes of a public meeting held in the area during which the proposed project concept was presented and community debate around the proposal was encouraged and recorded. The minutes should clearly reflect the date and venue of the meeting and the register of participants. The list of participants should reflect the names of at least twenty-five (25) local adults who attended the meeting;
  - vi) Indication what use (if any) has been made of the public broadcasting service or other communication channels to inform people about the proposed project;
  - vii) Indication of other local organisations (non-government and community based organisations (NGO's and CBO's) consulted and their feelings about the project; and,
  - viii) An outline of plans for the on-going, consultation with, and active involvement of, the local community.
- 2) The extent of community participation, benefit and empowerment in the project will be evaluated in terms of:
  - i) contribution to economic growth in the community;
  - ii) community equity in the project;
  - iii) the encouragement of community conservation of natural resources;
  - iv) community empowerment and decision-making powers in the development and/or operating company;
  - v) skills development;
  - vi) income generation;
  - vii) local sourcing of skills, materials and inputs; and,
  - viii) employment of local residents.



**5.4.10. Development location**

- 1) Specific locations have been identified as suitable for developments, and only in these areas will a development application be considered.
- 2) The scale and location of developments are contained in the attached map

**5.4.11. Siting and Design**

- 1) Siting and design must be in compliance with the provisions of the guidelines

In addition, the following must be complied with:

**5.4.11.1. Hotels**

- 1) Height should be restricted to three storeys and elevations should be compatible with the natural skyline

**5.4.11.2. Camping and Caravaning**

- 1) A high standard of ablution facilities should be provided, together with adequate means of sewage disposal.
- 2) Adequate garbage disposal facilities should be provided.
- 3) A water supply should be provided, for both washing and drinking purposes.
- 4) Individual sites should be separated by natural vegetation, and as much vegetation as possible should remain.
- 5) Sites should be grassed and erosion prevented.
- 6) Natural topography and vegetation should be used as the basis for layout, and sites should be fairly level and not subject to flooding.

**5.4.11.3. Picnicking**

- 1) Picnic sites should be sited and controlled so as to not to disturb more tranquil environments.
- 2) Toilet, garbage and water facilities are to be provided.
- 3) Picnic sites should be grassed.

**5.4.11.4. Cottages**

- 1) Heights are restricted to two floors, a ground floor plus one.
- 2) Only one house and outbuilding are allowed per lot, and both should be designed and constructed in a similar way.
- 3) Sewerage and waste disposal are provided according to health and ecological principles, as specified by the relevant authority.
- 4) No wall or fences are allowed, except with special permission of the relevant authority.
- 5) No alien plants should be introduced.

**5.4.12. On going management**

- 1) A tourism management plan is required. This should address the following:
  - i) Management of tourist activities;

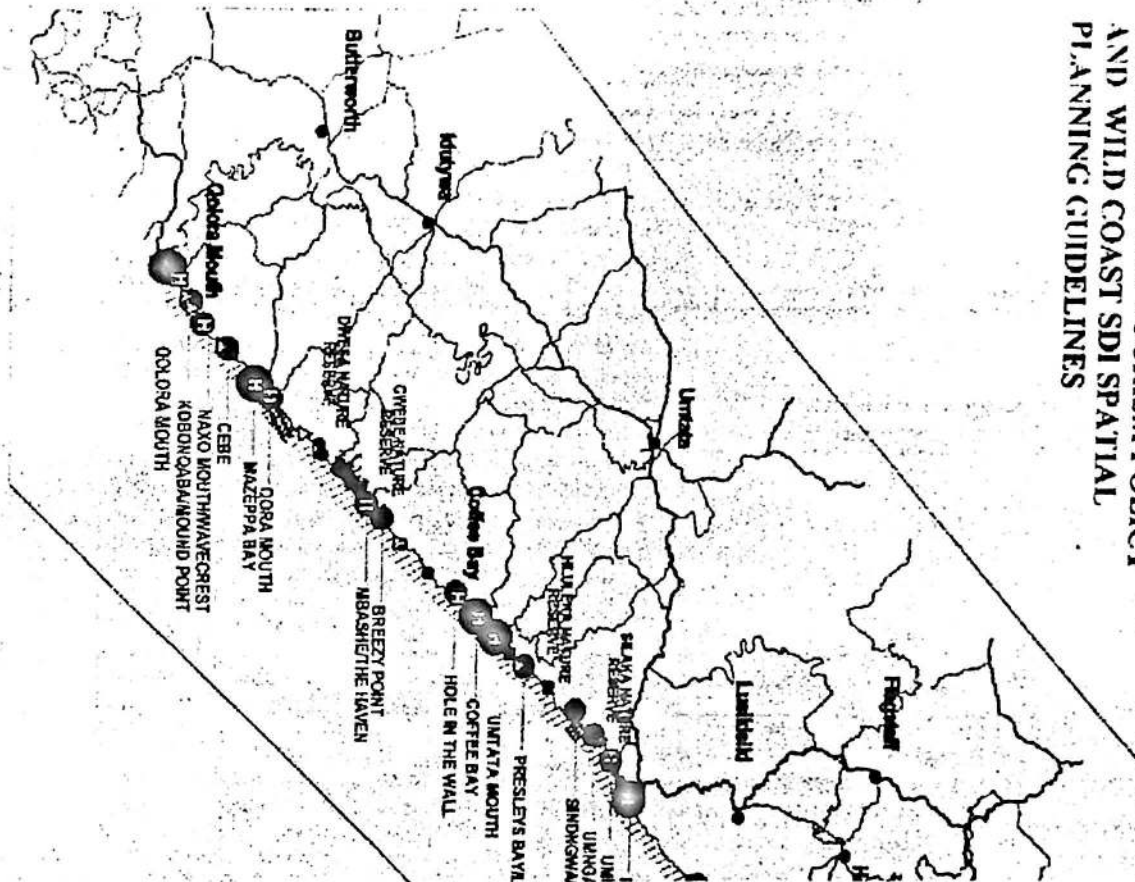
- ii) Management of the environment and the impact of tourists on the environment, and the necessary mitigation measures; and,
- iii) Tourism development plans for on-going co-operation with local communities.

**5.4.13. Other issues**

- 1) Any other criteria or legislated matters deemed relevant by the provincial government.

## APPENDIX A - MAP IDENTIFYING DEVELOPMENT NODES

FIGURE 5.1 : THE TOURISM POLICY  
AND WILD COAST SDI SPATIAL  
PLANNING GUIDELINES



Printed by and obtainable from the Government Printer, Bosman Street, Private Bag X85, Pretoria, 0001.

Tel: (012) 334-4507, 334-4511, 334-4509, 334-4515

Also available at the Legal Advisory Services, Province of the Eastern Cape, Private Bag X0047, Bisho, 5605. Tel. (040) 635-0052