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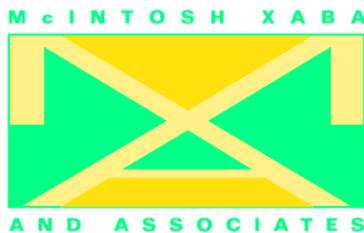
**TACKLING PERCEPTIONS AND REALITIES  
OF CRIME, GRIME AND HEALTH:  
PRACTICAL STEPS FOR A PROVINCIAL TOURISM AGENCY**

**FINAL REPORT**

**8 May 2001**

Prepared for  
**Tourism KwaZulu-Natal**  
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## **ACRONYMS**

BAC – Business Against Crime

BBC – Beachfront Business Committee

CBD – Central Business District

CCTV – Closed Circuit Television

CIS – Criminal Justice System

CPFs – Community Police Forums

CPTED – Crime Prevention Through Environmental Design

KTB - Kenya Tourism Board

LMS – Living Measurement Standard

SANDF – South African National Defence Force

SAPS – South African Police Service

SDIP - Service Delivery Improvement Programme

TAC – Traders Against Crime

TKZN – Tourism KwaZulu-Natal

UIPs – Urban Improvement Precincts

UNDP – United Nations Development Programme

## EXECUTIVE SUMMARY

The primary aim of this project has been to formulate an array of strategies to enable Tourism KwaZulu-Natal to contribute to the fight against crime and grime. The motivation for this work is that negative perceptions and attitudes locally, nationally and internationally seriously undermine efforts to develop and promote the City and the Province as tourist destinations. The central focus in this report is on what the tourism body in the Province can do about crime against tourists, about exaggerated media responses to this, and about consequent negative perceptions. The effect of 'grime' in detracting from the appeal of tourist destinations is a key concern. A subsidiary theme is the impact on tourism and on tourist perceptions of health issues.

'Survey: South Africa', a country review recently carried by 'The Economist' (24 February 2001) cites South Africa as one of the most violent countries in the world. The number of crimes has been increasing since 1996 with a sharper upward trend since 1998. The startling statistics presented in 'The Economist' should be mediated by taking a somewhat longer view. Louw (1997) notes that the impression that crime suddenly escalated in the mid-1990s is misleading. In fact, crime has been on the increase since the early 1980s with a sharper escalation from 1990. Louw notes that the notion of a 'crime wave' in the period after the first democratic elections is probably a media-police-political construct. However, although the perception that escalating crime has been a phenomenon purely of the post-1994 period is incorrect, the figures indicating an escalation over this period cannot be denied.

'The Economist' presents an analysis and a view 'from the outside'. The Durban Metropolitan Council's Quality of Life survey (Urban Strategy Department, Durban Metropolitan Council, 2000) shows that crime and muggings are serious problems for four out of five people (79%) who live in the Durban Metropolitan Area. The next most serious problem is unemployment and retrenchment, cited as a concern by 31% of respondents.

It is not possible to be sure about possible causal relationships between crime levels and tourism. However, crime, and perceptions of crime can be assumed to impact negatively on the tourism industry. The negative impacts of crime are likely to be exacerbated by intense media coverage. In commenting on the news production process, Louw (1997) notes that the market drives what is reported. In selecting from the material received from the police, newspapers tend to select items if they illustrate themes, if they involve prominent people, if they present something unusual, if they have a broader connotation, or if they can be linked to a wider dynamic. Crime against tourists would be selected for reporting in terms of several of these criteria.

The issue of tourists and crime is a relatively recent one for researchers, although it tends to have attracted more attention from tourism authorities and governments. South Africans are acutely conscious of the issue of crime, and attempt to reduce the risks of criminal occurrence in their everyday lives. Although there is a highly generalized perception internationally that crime is a problem in South Africa, it is important for planners and policy makers to realize that

potential visitors living in regions such as Europe, Asia and North America do not share the same everyday concern with threats to their personal safety as South Africans do, and are probably less likely to be put off visiting by this issue than is commonly supposed. The sources commonly consulted by them present generally positive images of the South African experience, and travel agents consulted are more disposed to selling holidays than deterring would-be customers.

The issue of grime may seem relatively unimportant compared to the larger environmental questions of loss or destruction of non-renewable resources such as shorelines, trails or mountain regions, but it is a contributing factor to environmental degradation. Perception of grime as a deterrent to visitors is not a research area that has attracted much attention. It is, however, of great concern to organizations that have an interest in improving the image and attractiveness of a destination. International experience suggests that community clean-up campaigns, and public awareness campaigns can be effective in combating grime. In some countries, anti-litter groups perform the vital functions of organizing strategies for clean-ups, and of benchmarking acceptable levels of cleanliness and waste control. These associations depend on wide voluntary participation.

Perceptions of health issues are linked to those of grime: an unclean place is thought to be a germ-ridden place, with attendant health risks. Tourists are usually deeply concerned about health issues. All sources of travel information – travel agents, guidebooks and governments, and more recently Travel Clinics such as those operated by British Airways – provide extremely detailed health information. This is often necessary because of the legal requirements that some countries impose for immunizations and vaccinations. Health information for KwaZulu-Natal highlights the high incidence of HIV/AIDS and cholera. However, the BA Travel Clinic notes that ‘the risk of the average tourist contracting cholera is extremely small.’ Otherwise, the standard information is issued regarding recommended protection against malaria, bilharzia, diarrhoea, hepatitis and sunburn.

The international picture and current state of research would tend to suggest that if South Africa is not presented as a highly desirable destination, this is for reasons *other than perceptions of crime*, such as lack of effective marketing, both in terms of regional distinctiveness (from the supply side) and particular niches (on the demand side). If in the material available to tourists there is less concern with crime and personal safety in relation to South Africa as a tourism destination than is generally assumed, and if the country and the region seems to lack a specific profile or presence in the market, then aggressive marketing around niche areas would seem to be an appropriate approach in the international arena, rather than strategies focused on dealing with negative perceptions. However, as recent surveys of international tourists reveal, such strategies are also critically important.

An array of lessons about how to deal with negative perceptions of crime, grime and health can be learned from the experiences of other countries, where marketing and tourism bodies have adopted approaches from aggressive marketing and destination promotion, to creating tourist friendly environments, through serious and stringent reform to policing and criminal justice

systems. The following lessons (both positive and negative) might be learned. Enclave development as adopted in Jamaica would not be appropriate in South Africa and KwaZulu-Natal, given the commitment to developmental tourism, and given that extensive travel is fundamental to a South African or KwaZulu-Natal experience. Proactive marketing as has been tried in Indonesia is critically important for KwaZulu-Natal, not because KwaZulu-Natal has a negative profile, but because it has virtually no profile at all. *Irrespective of any perceived problems, the region desperately requires a profile.* The notion of a tourism website devoted to tourism safety as adopted in Mexico is useful. Such a website could achieve the multiple functions of marketing the destination, promoting good safety and security practice among tourists, and allaying fears that the destination is simply unmanageable from a tourist safety and health point of view. Brazil's aggressive policing of tourism areas has clearly paid dividends. In addition to marketing and destination promotion, Kenya has attempted to create a more tourist friendly climate in terms of the 'red tape' of entering the country and so on. This is an area that might repay some investigation on the part of TKZN. Both Florida and New York adopted strong measures to reform policing and the criminal justice systems. That the quality of policing and the criminal justice system need improvement in South Africa is self-evident, and TKZN should lobby for this. Northern Ireland focused on marketing and adopted some institutional strategies – including building partnerships with local government. This is an important area of intervention in KwaZulu-Natal since effective initiatives at a local level hinge critically on being able to work through local government.

The Western Cape and Cape Town hold some useful lessons for KwaZulu-Natal and Durban. The Tourism Assistance Unit established in 1991 plays an important role, not only in providing a dedicated service to tourists who have had the misfortune to be attacked, but also in coordinating safety and security initiatives throughout the Province, and in collecting statistics for planning purposes. The Safety Forum incorporating public and private sector role players concerned with tourist safety also provides a mechanism for coordination, and in addition ensures that there is a single Provincial perspective, and a common voice on tourist safety and security issues. The toll free complaint line run by the Tourism Chief Directorate in the Department of Economic Affairs, Tourism and Agriculture provides an important service. In Cape Town, initiatives to ensure safety and security and a clean environment are similar to those now being adopted in Durban – Central Business District improvement areas based on a common interest, and on increased rating, Closed Circuit Television and an enhanced security presence. The innovative idea adopted by Cape Metropolitan Tourism to 'market' the crime and grime issue to citizens through industrial theatre could be replicated in KwaZulu-Natal. The alignment of institutions involved in tourism development being promoted by the Gauteng Tourism Authority is an important underpinning for a coordinated approach to tourist safety and security. As is the case for Cape Town, the initiatives that have recently been adopted in Johannesburg are very similar to those that have come on stream in Durban – a safer cities project, central improvement areas, Closed Circuit Television, and a metropolitan police force.

The local contexts for strategic intervention with regard to safety and security are the existing institutional frameworks for coordinating policing, and current anti-crime initiatives. The range of initiatives around safety and security, and around more sustainable urban environments in the

Durban Metropolitan Area is three fold. There are institutional initiatives, urban management initiatives, and constituency-based initiatives.

The findings of the KwaZulu-Natal Tourism Authority's panel surveys from 1997 to 2000 highlight the need to address perceptions of safety and security among both international and domestic tourists. Indeed, the surveys reveal that the factors most likely to threaten the Province's share of the international and the domestic markets are negative perceptions of safety and cleanliness.

Although the general impressions of international visitors are good, perceptions of cleanliness and personal safety are discouraging. Foreign visitors have relatively poor perceptions of personal safety and cleanliness in the Province. Only 39% of foreign visitors in January 2000 perceived their personal safety to be good. Only 44% reported their impression of cleanliness as good. Feeling unsafe was a disappointment cited by a fair proportion of international tourists (13% in January 2000). There has been an increase over the survey period in personal experiences of crime – up from 1% in September 1998 to 4% in January 2000. More people felt that Durban was shabby and deteriorating in January 1998 (6%) than was the case in January 2000 (3%).

For domestic tourists, ratings of personal safety and cleanliness are also low with only 55% of visitors rating both personal safety and cleanliness as good in June / September 2000. Perceptions of crime and grime strongly influence decisions to visit the Province. A significant percentage of domestic tourists who said they were not likely to visit the Province over the next twelve months indicated that violence and crime were reasons for this. However, there was a decline in the percentage of tourists who said they would not be visiting the Province for these reasons over the period 1998 to 2000. In February / May 1998, 22% of respondents who would not be visiting over the following year stated that this was because of violence. This had declined to 12% in June / September 2000. Whereas 7% who would not be visiting over the following year cited crime as a reason in October 1997 January 1998, this had declined to 4% by June / September 2000. That safety and security are issues for domestic tourists is confirmed by the cited key disappointments. Feeling unsafe, grime, and personal experience of crime are cited as key disappointments by a low but significant percentage of domestic visitors. Though no visitors said they felt unsafe in February / May 2000, 4% said they felt unsafe in June / September 2000. Grime was reported as a disappointment by 4% of visitors surveyed in February / May 1998. This declined to 2% in October 1999 / January 2000. A very significant percentage of domestic visitors (6%) reported personal experiences of crime in June / September 1998. This had, however, declined to 1% by October 1999 / January 2000. Though the percentage of tourists reporting that they have been the victims of crime may have declined, perceptions of personal safety remain low.

The key issue with regard to the tourism promotion and destination-marketing roles of TKZN is that marketing initiatives are being undermined by the incidence of crime against tourists, and by persistent negative reporting of incidents, particularly at a local level. These initiatives are

also potentially undermined by dirty, polluted environments, and by perceptions of KwaZulu-Natal as a high-risk destination from a health point of view.

There are two starting points for strategic intervention. The first is to respect TKZN's essential mandate as a body responsible for promoting tourism, and for marketing the Province as a tourism destination. The second is to focus on measures that fall within a prevention paradigm, rather than to emphasize ameliorative measures. What TKZN needs to do is to broaden its conception of promotion and marketing, and to widen its range of activities in this arena. TKZN needs to undertake a 'marketing' drive *within the Province* to promote the economic benefits of tourism, particularly in job creation. This 'marketing' drive needs to happen with communities in and around key tourism destinations, through the safety and security system, and in the public arena. Enhanced awareness of the economic benefits of tourism is an incentive for communities to be proactive about preventing crime and environmental pollution in their areas.

### **A Strategic Approach to Promoting Safety and Security and a Clean Environment**

- TKZN should add a voice to the lobby for the reform of the criminal justice system. The focus in lobbying for reform should be on achieving the integration of the system, on improving detention facilities and prosecution procedures, and on a more stringent approach to drug dealing and illegal gambling, both nationally and Provincially.
- TKZN should ensure that it is appropriately and consistently represented on existing safety and security structures, and it should liaise with these structures to promote a better understanding of the economic significance of tourism.
- TKZN should articulate and promote a clear position on the crime and grime issue from a tourism development point of view, and should lobby on key issues. These should include more effective urban management, a coordinated and consistent approach to crime prevention, stringent application of the by laws (particularly those that deal with illegal trading and pollution of the environment), the establishment of a Municipal Court, and a clean up of notoriously dirty and polluted areas within the City.
- With regard to the moratorium on crime statistics, TKZN should articulate serious concern. Once the moratorium on crime statistics has ended, it would be very useful for TKZN to discuss with SAPS better ways in which information about crime is categorized and captured, so as to have a proper statistical base for monitoring crime against tourists, and for formulating future strategies.
- TKZN should facilitate the establishment of a Tourism Forum for the Province that includes all stakeholders and representatives from relevant departments. This Forum should focus on crime, grime and health issues, and should identify steps that should be taken by government departments, local government, and by stakeholders represented on the Forum.

- What makes tourists vulnerable to criminal attack is the perception that crimes against tourists cannot be dealt with effectively because the wheels of the criminal justice system turn so slowly, and because systems of detention are wholly inadequate. The tourist is unlikely to be able to testify except in very serious cases. TKZN urgently needs to request a streamlined system for dealing with offences against tourists. A fly back programme such as that adopted in Florida would enable tourists to take effective action in instances of serious crime.
- As safety and security and criminal justice services are put in place for tourists, TKZN should take responsibility (in collaboration with other bodies) for promoting and marketing these.
- Communities have the capacity to assist in ensuring the safety of tourists in particular localities. Communities can also help to ensure that prime tourist destinations are kept free from pollution. Liaison with communities should be orchestrated through Community Police Forums. TKZN could use a range of promotional tools to work with CPFs to promote the benefits of tourism.
- Councilors and government officials need a better understanding of the economic benefits of tourism as a basis for promoting safety and cleanliness in their areas. There is a need for training with regard to the importance of the tourism industry within local government.
- TKZN could play a more proactive role in the context of media reporting by releasing its own material on crime in general, and on any specific incident. This material should be aimed at emphasizing proactive approaches to crime. A similar strategy could be adopted with regard to health issues.
- Information flows with regard to key events, conferences and exhibitions is critically important if visitors are to be kept safe. A coordinating committee around events and conferences that includes representatives from TKZN, the Durban Events Corporation, the International Convention Centre, Durban Africa, the Durban Metropolitan Council and safety and security systems should be established to ensure *consistent* safety and security planning.
- In relation to the individual tourist, the primary crime prevention measure for TKZN should be to 'market' fundamental measures for safety and security through materials to be distributed at hotels, airports, and other outlets. The brochure should include key points about health issues directing tourists to necessary precautions, but allaying unfounded fears about rampant disease.
- TKZN should establish some sort of partnership with Traders Against Crime (Warwick Junction, the Station Umlazi, and Besters) so that traders could become 'tourist

buddies', making the older 'African' areas of the City safe for international and domestic visitors.

- Tourists are vulnerable, because they are often ignorant of the steps that should be taken if they are the victims of crime. The people to whom they may have immediate recourse may also be poorly informed. TKZN has a role to play in developing some 'what to do' material. This should be widely disseminated to tourists at airports and hotels. It should also be disseminated to tour operators and travel agents, since these businesses may well need to advise tourists on appropriate action in the event of an incident.
- There may well be point in TKZN work-shopping crime issues with tour operator, in relation both to crime prevention and reactive measures. Broad sheets in police stations would be one way of educating police about appropriate reactive measures as well as providing proper information to tourists.
- It is necessary to establish a chain of communication, so that in the event of an attack against a tourist, there can be effective damage control. TKZN should run a tourist help line for tourists requiring safety and security and health information, and for tourists who have has the misfortune to be the victims of a criminal attack.
- TKZN could review its general promotional material in the light of a sharper perspective on crime and grime issues. In developing promotional material, TKZN should draw in oblique positive reference to safe, secure and clean environments
- Statistics or research findings, which would assist in understanding the links between crime and grime and visitor perceptions, are simply not available: This is an area in which TKZN should commission research.
- Working towards clean and attractive tourist destinations means working with communities and with local government around cleaning up dirty and degraded areas. Different strategies will be appropriate for different contexts. For business districts, the Urban Improvement Precinct approach currently being adopted in the Durban CBD is probably most appropriate. However, an approach that involves paying more for services is completely inappropriate for poor and disadvantaged areas where services are either non-existent or unaffordable. Townships (some with considerable tourism assets like Inanda), and rural contexts that are prime tourist destinations are likely to fall into this category. In these kinds of area, three approaches are possible. The first is to promote the importance of clean and attractive environments through promotional material for councilors and officials. The second is to orchestrate community clean-up campaigns, with a specific focus on areas contiguous to key destinations. The third, and most difficult approach is to institute community-based maintenance and environmental management systems. This approach is difficult because it is relatively new and unknown in South Africa, and because it involves setting up contractual relationships

between local governments and capacitated communities for the management of waste in their areas. However, TKZN could promote this approach through its local government partners.

- TKZN should institute an annual award for the most attractive resort / tourism destination. Criteria for the award should be cleanliness and security, as well as special measures to welcome and attract visitors.
- The material on the websites of consulates and embassies may be incredibly off-putting to foreign visitors to South Africa. TKZN should review the material on these websites, and where it is evidently outdated, inaccurate, or insufficiently regionally specific, the consulate/embassy should be contacted and requested to provide more regionally specific, up-to-date and detailed information.

In essence, TKZN should adopt strategies from within its essential mandate. The focus should be on effective lobbying for a range of interventions that would impact positively on the safety of the tourist, and on the cleanliness of the environment. TKZN should develop promotional material that can be used to shift attitudes within communities, within the police, and in the public domain, and should have in place ameliorative action steps that can be resorted to in the event of criminal incidents against tourists.

## 1. INTRODUCTION

'Survey: South Africa', a country review recently carried by 'The Economist' (24 February 2001) cites South Africa as one of the most violent countries in the world. The number of reported crimes has been increasing since 1996, with a sharper upward trend since 1998. (Since May 2000 it has not been possible to benchmark crime against previous months and years because of the moratorium placed by Government on crime statistics.) The analysis, in this source, of the quality of policing is not encouraging. Problems that are cited are corruption, high levels of illiteracy, and lack of equipment including vehicles. In response to escalating crime that is not adequately dealt with through an under-capacitated Criminal Justice System (CJS), there has been a huge increase in the size of the security industry. (Turnover has risen from R1.2 billion in 1992 to R11 billion in 1999.) The cost of crime to private individuals and business in 1996 stood at R40 billion.

The startling statistics presented in 'The Economist' should be mediated by taking a somewhat longer view. Louw (1997) notes that the impression that crime suddenly escalated in the mid-1990s is misleading. In fact, crime has been on the increase since the early 1980s, with a sharper escalation from 1990. Furthermore, Louw notes a media shift from a focus on political violence to a focus on crime after the elections in 1994 – despite the fact that political violence continues to be of serious concern. Louw notes that the notion of a 'crime wave' in the period after the first democratic elections is probably a media-police-political construct. However, although the perception that escalating crime has been a phenomenon purely of the post-1994 period is incorrect, the figures indicating an escalation over this period cannot be denied.

'The Economist' presents an analysis and a view 'from the outside'. What about the perspectives and views of local residents? The Durban Metropolitan Council's Quality of Life survey (an ongoing research project that commenced in 1998) (Urban Strategy Department, Durban Metropolitan Council, 2000) shows that crime and muggings are serious problems for four out of five people living in the Durban Metropolitan Area. Indeed, 79% of residents said that this was their most serious problem. The next most serious problem was unemployment and retrenchment, cited as a concern by 31% of residents.

It is not possible to be sure about possible causal relationships between crime levels and tourism. However, crime, and perceptions of crime can safely be assumed to impact negatively on the tourism industry. The current effects of crime were recently noted by the Marketing Director of the International Convention Centre, who said: 'Perceptions of crime and grime internationally, nationally and locally are hurting us quite badly'. (Personal Communication 15 January 2001). 'The Economist's' 'Survey' notes that 'Tourists can take comfort from the statistic that about half the country's murders are committed by people who know their victims.' (Survey: South Africa, 24 February, 2001, p 7). However, it is hardly likely that the fact that crime tends to be an 'inward' phenomenon is likely to have an ameliorative effect on negative perceptions. Indeed, the reverse is quite likely to be the case, since opportunistic crime for economic gain is more likely to escalate into violent crime in a context characterized by violence.

The negative impacts of crime are likely to be exacerbated by intense media coverage. In this regard, Louw (1997) makes some interesting observations about reporting patterns. She notes that a review of newspaper crime coverage in the United States and fourteen other countries between 1960 and 1988 (cited from Marsh, 1991) indicated an over representation of violent crimes and an under representation of property crimes; a mismatch between the percentage of violent crimes reported and official statistics; presentation of a false image of the capacity of the police and the courts to deal with crime, and a failure to educate readers about the causes of crime and ways to avoid being attacked. In commenting on the news production process, Louw (1997) notes two factors that should be borne in mind. The first is that newspapers are businesses aiming to make a profit, and the second is that they will therefore report things that are perceived as newsworthy. In short, the market drives what is reported. In selecting from the scanty material received from the police, newspapers tend to select items if they illustrate themes; if they involve prominent people; if they present something unusual; if they have a broader connotation; or if they can be linked to a wider dynamic. As will be evident, crime against tourists would be selected for reporting in terms of several of these criteria.

This project has been conducted in a context of serious concern about the impacts of crime and grime on the tourism industry. The essential tasks of the report are to identify measures that can be adopted by Tourism KwaZulu-Natal to combat or ameliorate the negative impacts of crime directed at tourists, and to identify ways in which TKZN can promote a clean and safe environment. The central foci in this report are on what the tourism body in the Province can do about crime against tourists, and about exaggerated media responses to this, and on what it can do about the negative effects of grime and of perceptions that key tourist destinations are dirty and / or unhealthy.

## **2. STRUCTURE OF THE REPORT**

The report begins with a statement of the aim of the project and a brief summary of the terms of reference. This is followed by an overview of recent research on crime and grime in relation to tourism. Strategies to combat negative perceptions of crime and grime that have been adopted in other countries are reviewed. The focus then shifts to the local context. A diversity of initiatives to fight crime and grime in the Durban Metropolitan Area, and in the Province are described. The point of these brief descriptions is to contextualize the strategies and projects that are proposed for TKZN in the latter sections of the report. The key issues emerging from current trends in the safety and security arena are then summarized, and the implications of these trends for strategic intervention are spelled out. Recent surveys revealing the perceptions of international and domestic tourists are reviewed. The penultimate sections of the report present strategies and projects through which TKZN could tackle crime, grime and health issues. The concluding sections translate projects into budgets, and present an implementation time frame. The appendices to the report contain a list of the sources that have been consulted, a list of key respondents who have been interviewed, and the full Terms of Reference for the project.

### **3. AIM OF THE PROJECT**

The primary aim of the project has been to formulate an array of strategies to enable Tourism KwaZulu-Natal to contribute to the fight against crime and grime, and to deal with negative perceptions that may arise from health issues. Within the tourism sector, the incidence of crime against tourists, the extremely negative way in which crime directed at tourists tends to be reported, polluted environments, and tourist concern about health potentially undermine the core activities of Tourism KwaZulu-Natal - destination marketing and the promotion of tourism in the Province. This is why it has been essential for TKZN to develop interventions consonant with its marketing and promotion mandate around crime, grime and health..

### **4. TERMS OF REFERENCE**

The project has been informed by the recognition that fundamental change in the local environment is unlikely over the next few years. The big reasons for low levels of investment are likely to persist for some time, and local government restructuring probably means that more effective urban management cannot be anticipated for some while. However, recognition of these realities has not been taken to imply that nothing can be done to prevent crime, or to change negative perceptions and attitudes. This project has attempted to build on an array of positive elements in the local environment.

As a basis for formulating practical strategies for TKZN, the consultants have interviewed key respondents in business and the media in an attempt to understand how perceptions of the City and the Province might be changed; key players involved in profiling Durban as an events and conferences destination; senior officials in local government involved in urban renewal initiatives; key people involved in area-based initiatives (Cato Manor and Warwick Triangle) and constituency-based initiatives (Business Against Crime); and informants in the Metropolitan and South African Police Service to evaluate how safety and security is being addressed in key tourist areas. The consultants have scanned recent press and other material to see how the City and the Province are being represented. They have reviewed up-to-date research on crime and tourism, and explored international best practice on key issues. The consultants have also attempted to establish the extent of negative perceptions among tourists themselves.

On the basis of the insights gleaned through this work, strategies have been formulated, and these have been translated into projects and budgets. The focus has been on direct steps that TKZN can take to impact on both realities and perceptions with regard to crime, grime and health. The strategies highlight how TKZN can shift attitudes and perceptions of KwaZulu-Natal as crime ridden, dangerous dirty, and unsafe from a health point of view. However, issues that need to be lobbied with other institutions and organizations have also been identified.

The methods that have been applied in completing the assignment are:

- In-depth interviews with leading figures in business and the media, and with senior government officials.
- A review of relevant documents and web sites.

- A review of press material
- Internet searches to uncover international experience and best practice relevant to the issues and problems in Durban and KwaZulu-Natal.

## 5. RESEARCH ON TOURISM AND CRIME, INTERNATIONALLY AND IN SOUTH AFRICA

The issue of tourists and crime is a relatively recent one for researchers, although it tends to have attracted more attention from tourism authorities and governments. State organizations in the USA and Australia, for example, have produced reports on the subject since the early 1990s. It remains the case, however, that there is very little rigorous research available to measure crime rates against tourist throughput rates.

There are a number of different types of crime that can turn an otherwise attractive tourist destination into a 'difficult region'. These so-called 'human-induced disasters' (to distinguish them from natural disasters such as earthquakes) fall along a continuum, ranging from opportunistic or predatory criminal activity, to civil unrest such as a coup d'état, to terrorism and war. (Boyd 1998: 1). Each of these four types exhibits certain features in terms of locale, and spatial and temporal impact and effects on tourism. A summary based on international evidence is presented in the table below. (Based on Boyd 1988: 7)

**Table One: A Typology of 'Human Induced Disasters'**

	<b>CRIME/GANG VIOLENCE</b>	<b>CIVIL UNREST/ COUP D'ETAT</b>	<b>TERRORISM</b>	<b>WAR</b>
<b>VENUE</b>	Inner city; tourist cities and resorts	Capital city; rural areas	Government targets; tourism locales	Various areas; tends to be widespread
<b>CONTEXT</b>	Part of regular urban crime patterns; can demonstrate grassroots dissatisfaction	Locally-based; involve military elite; demonstrates political instability	Deep unresolved social and political divisions; political instability	Last resort; negotiations to solve political problems failed
<b>SPATIAL IMPACT</b>	Concentrated in certain areas	Regional/national	Region specific	National/ International
<b>TEMPORAL IMPACT</b>	Brief/continuous	Specific and sporadic	Short or long term	Short or long term
<b>TOURISTS AS TARGETS</b>	Seldom to frequent	Seldom to never	Extensive to never	None
<b>TOURIST EFFECT</b>	Little to extensive (fear of crime)	Little to extensive (feeling of unwelcome)	Extensive (tourists absent)	Extensive (tourism absent)
<b>OVERALL</b>	Limited; negative	Extensive in short	Extensive in	Extensive in medium

<b>EFFECT</b>	perceptions where tourists targeted	term; can be infrastructural damage	short term; negative perceptions where tourists targeted	term/infrastructural damage
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The research that has been done tends to be *either* on tourists caught up in terrorism and other planned activity *or* on tourists as specific targets of 'opportunistic' crime (e.g. harassment, mugging, and theft). In terms of perception, and given its relevance to this study, only criminal activity of the opportunistic or predatory kind is dealt with in this section. However, in the section on what action has been taken to return a tourism situation to normality after a 'human-induced disaster', a wider variety of types is dealt with.

### 5.1 Tourists as victims of predatory crime

Ryan (1993) isolates five different types of 'tourism-crime' situation. These are listed below.

- a. Tourists as 'accidental victims': the tourist happens to be in the wrong place at the wrong time; most crime is directed at the local population.
- b. Crime within a tourism location (a 'hotspot') which has a particularly 'hedonistic culture' that attracts criminal elements; tourists are not specifically the victims.
- c. Crime within a tourism location where tourists are specifically targeted either because they are perceived as easy victims or because they are perceived to be an unwanted influence; as tourist numbers grow, the likelihood of hostility between visitors and local populations increases, thereby also increasing the chances of a willingness to 'cheat, rob or even assault' visitors (Pearce 1982).
- d. Organized crime against tourists to meet certain demands.
- e. Organized criminal groups target tourist facilities and carry out specific violent action.

In his study of crime and tourism in the Caribbean, De Albuquerque adds the following points as to why tourists might be more vulnerable to criminal acts than locals:

- Visitors are tempted to explore places that locals avoid, for example, deserted beaches.
- They are more likely to be polite to 'hustlers, drug peddlers and assorted miscreants', thus opening themselves to victimization.
- Local criminals believe tourists are less likely to report crime, because of the time and trouble involved, and if they do, they are less likely to be able to identify assailants or to return to the destination in the event of a trial.
- Tourists tend to ignore friendly warnings of hotel staff, taxi drivers and other locals (de Albuquerque (1996) p. 7).

Allen (1999) points out that in much of the available literature on tourists as targets of crime, there is an *expectation* that crime rates are higher among tourists than among local residents,

which may not be borne out in actual findings. Similar to the points made by Albuquerque above, Allen cites the following reasons as to why tourists are considered vulnerable:

- They behave in ways that tend to make them desirable victims (for example, carrying large sums of money, and obvious valuable items such as cameras).
- They sometimes do not adhere to basic safety guidelines.
- They may engage in activities that increase the risk of victimization (such as being out very late at night, or in unfamiliar or unsafe surroundings).
- There may be tension between tourists and local residents, over behaviour, dress codes, and so on, leading to resentment and open hostility.

Prideaux has suggested that in addition to these general observations, tourist-related crime can alter its pattern over the development cycle of a resort and its surrounding area. As it adapts and builds its infrastructure and appeal from a local to a mass destination, a tourism area will experience different types and intensities of crime. His findings are summarized in the following table (Prideaux (1996)).

Characteristics of development	Local tourism	Regional tourism	National tourism	Mass tourism
<b>Key developments in the area's tourist industry</b>	<p><b>*Small tourism industry</b></p> <p>*Main types of accommodation are caravan parks, backpackers' hostels, motels</p> <p>*Road and air access limited</p>	<p>*Decisions made by locals to promote tourism</p> <p>*Roads improved; some air services introduced</p> <p>*Increased investment in tourism facilities</p> <p>*First large resort-style hotels built</p> <p>*Promotion on a larger scale; some national promotion</p>	<p>*Promotion assumes a national focus</p> <p>*Improvements to tourism infrastructure principally in the transport area including scheduled national air services</p> <p>*Resort hotels and human-made attractions move into area</p> <p>*Nightclub scene develops to cater for tourist industry workers as well as tourists</p>	<p>*International promotion including major events</p> <p>*Improved access through road and/or rail</p> <p>*Heavy foreign investment</p> <p>*Centre for national/international conferences</p> <p>*Desire to attract casino</p>
<b>Social characteristics</b>	<p>*Employees mainly local</p> <p>*Local ownership</p> <p>*Low crime</p> <p>*Low social</p>	<p>*Migration of workers into area</p> <p>*Increased outside</p>	<p>*Large number of young single workers who exhibit social mobility, relative</p>	<p>*Crowding</p> <p>*Citizen fright may occur in hedonistic resorts</p> <p>*Demand for law</p>

	mobility	investment *Crime rate begins to increase in relation to increased mobility of population and type of promotion	deprivation, use of drugs *Increased media awareness of crime *Organized crime increases *Opportunity for corruption of civic official and police	enforcement
<b>Major crime characteristics</b>	*All classes of crime below national average	*Property crime and drug taking increase in hedonistic resorts *Low crime in family resorts	*Crime equals then exceeds national average in hedonistic resorts *Increase in crime in family resorts but still below national average	*Most classes of crime exceed the national average by significant levels in hedonistic resorts *Increase in drug offences and stealing in family resorts but generally still below national average

Allen points out that in research conducted in many countries, there is still no clear evidence that even in popular tourist destinations where per capita crime rates are higher than the regional or national average, it is tourists, rather than local residents, who are the main victims. The main reason is that police records do not distinguish between crimes reported by tourists and those reported by local residents. (Allen, (1999) 'Crime against international tourists', p.1)

Nevertheless, perceptions of danger can have a marked and sometimes devastating effect on a region's tourism industry. In the wake of the murders of foreign tourists in Florida, visitor numbers dropped by almost one quarter, even though in percentage terms the number of murders per hundred thousand tourists was miniscule. (Allen (1999) p. 2; Pizam and Mansfeld (1996) p.1) Perceptions about crime against tourists are so potent because in a travel-dependent world, 'crimes against travellers touch many more people than just the injured party and her/his family. To be unable to travel safely means that families are torn asunder; interurban, state or national commerce is in peril; and local feelings of claustrophobia on both the micro and macro levels begin to emerge.' (Tarlow and Muehsam, (1996) p. 12). As one prominent tourism entrepreneur put it, 'To many people, perception is reality.' (James Veil, Caribbean Vice President of Ritz Carlton Hotel Company, in Davis G 2000)

Tourists can be obvious targets for opportunistic crime in situations where, by definition, they are very well off (having paid much to travel long distances, to stay in superior accommodation, to embark on certain kinds of expensive activities and engage in the purchase of luxury goods)

and host communities are very poor. This observation applies to many African countries, for which tourism is a key feature of economic development.

In a case study of tourism development in Kenya, Tom Ondicho (2000) points to the acute difficulties of steady growth in the tourism sector in the face of internal constraints like political instability, criminal activity, vandalism of resorts and local resentment at removals from areas designated for game park expansion. While he notes that highlighting such difficulties in some ways assists in the resolution of basic conflict – media attention on the dismal human rights record of the Moi regime, for example – the very same publicity can be disastrous for the tourism industry: ‘Tourists cannot derive the kind of pleasure and relaxation they seek in such hostile environments.’ (Ondicho (2000), p.62) Yet he is of the opinion that improving the quality of the tourism experience in Kenya is more than a matter of combating these negative perceptions. In addition, what is required is a greater commitment to environment protection, striving for price-competitiveness and more intensive marketing. (Ondicho (2000), p. 64-5)

On South Africa in particular, a small body of research now exists. In the 1990s, SATOUR conducted some of its own surveys to assess tourists’ perceptions of their personal safety in South Africa; the results indicated an increase in the numbers claiming that safety was ‘below average’. SATOUR’s research also confirms Johannesburg as the destination in which tourists are most likely to suffer criminal activity. (In Bloom (1996), p. 94-5)

Bloom assumes that crime and violence have a negative impact on tourism arrivals to South Africa, though his own research focuses more on media coverage of criminal activity, and suggestions for initiatives to combat negative publicity. These include:

- SATOUR embarking on a major publicity drive abroad.
- Networking among tourism structures, police and other industry stakeholders in the main tourist nodes.
- Involving youth in tourist protection initiatives.
- Enhancing the role of tourist information services in providing information, help lines, and public signage.
- Random and periodic crime blitzes by police (Bloom 1996, p98).

The research of Sanette Ferreira stands out as one of the only examples where the KwaZulu-Natal region is considered by tourists to be one of the un-safest in the country. In research conducted between 1993 and 1996, foreign tourists were interviewed on their perceptions of safety, and were asked about the spatial areas of the country in which they felt most unsafe. Tourists from Australia and the Pacific, Asian countries and Scandinavia identified Gauteng and KwaZulu-Natal as ‘no-go’ areas (Ferreira 2000). This result could have been due to the very specific nature of political strife in the period of negotiation and the lead-up to the 1994 elections, and in all likelihood would not be replicated now.

Recent surveys conducted by South African Tourism and Tourism KwaZulu-Natal provide a more up to date perspective on perceptions of crime and grime. The South African Tourism

survey of South Africa's Foreign Visitor Market (January 2000) shows that although perceptions of personal safety have improved since 1998, these are still far from satisfactory. More than half of foreign visitors (55%) are uneasy about their personal safety. These respondents rate their personal safety as either fair (38%) or below average (17%). Visitors from the Far East / Asia and Africa give personal safety the lowest ratings. The same survey indicates that cleanliness is at an unacceptable level. Foreign visitors are unimpressed with the cleanliness of KwaZulu-Natal (rated at 7,3, as opposed to 8,0 for the Western Cape). Over the period January 1999 to January 2000, foreign visitor ratings of cleanliness and personal safety for KwaZulu-Natal did improve (up from 6,7 to 7,3 in the case of the former, and up from 5,9 to 6,2 in the case of the latter. However, ratings remain unsatisfactory.

The table that follows (sourced from the South African Tourism survey for January 2000) shows personal safety ratings by Province for the period January 1996 to January 2000. Though there has been an improvement in the rating of KwaZulu-Natal over this period, and though the rating for KwaZulu-Natal compares reasonably with the average rating for all provinces, recent ratings are far from good.

### Personal Safety Ratings – Main Provinces

	Jan 96	Aug 96	Jan 97	Aug 97	Jan 98	Aug 98	Jan 99	Aug 99	Jan 00
Western Cape	7,2	6,9	7,2	7,1	6,6	6,2	6,9	6,5	7,1
KwaZulu-Natal	5,5	5,8	5,9	5,9	5,4	5,7	6,1	5,9	6,2
Gauteng	3,9	3,6	3,7	3,6	3,6	3,5	4,1	4,3	4,7
Average all provinces	6,1	6,0	6,2	6,2	5,9	5,8	6,3	6,1	6,4

Source: South African Tourism (January 2000) A Survey of South Africa's Foreign Visitor Market

## 5.2 'Destination Avoidance'

Although not specifically related to crime, this is a research area within tourism studies that is growing, and applicable here, for the obvious reason that an assumption is made that if tourists perceive a place as unsafe because of criminal activity they will either not return (if they are there already), or avoid it and go elsewhere.

There is an acknowledgement on the part of researchers and tourists that any sort of travel to any destination involves certain risks, but that tourists by definition are expecting a positive and enjoyable experience, and so wish to reduce risks as far as possible. Research findings suggest that psychological risks, and the risk of unmet satisfaction, are more important than political risks. (Court and Lupton, 1997). A recent New Zealand study would seem to support this finding. Of nearly 1000 respondents who were asked to name a place they would not visit,

only 2.2% cited South Africa (as against 9% citing Asia and 10% the Middle East) (Lawson and Thyne (2000), p 258).

As far as the KwaZulu-Natal region is concerned, the main points about research conducted to date are that:

- It is an assumption rather than a proven fact that tourists are more likely to become victims of crime relative to local people in a given location, and also that tourists suffer a higher per capita rate of crime relative to total visitor numbers than the corresponding statistics in local populations.
- Baseline data do not exist to draw accurate conclusions about past and present attacks on tourists.

### **5.3 Media Reportage of Crime and Crime-related Issues**

Media analysts have long been acutely aware of the potential for bias and selectivity in news reportage, and the potential effects of these practices. Crime is perhaps the social issue par excellence in which distortion is prevalent, as in the news editor's slogan, 'if it bleeds, it leads'. In her 1999 paper for the Bureau of Crime and Statistics Research, Government of New South Wales, Australia, Jacqui Allen notes that crime directed at tourists is particularly liable to be accentuated in the press: 'The risk of serious crimes happening to any individual tourist is very low, but the intense media coverage of these sorts of events can have a major impact on the number of tourists visiting the affected locations.' (Allen (1999), 'Crime against international tourists', p. 1) Furthermore, the issue of crime reportage has a particularly complex relationship to *actual* occurrence of crime: much research has shown that even if media reports suggest crime is on the decrease, people still believe it to be otherwise. (*The Guardian Education* 31 October 2000) An example of the inverse relationship between perception and reality in South Africa is the perception of the business community that crime and violence were reducing investor confidence in the same period that total foreign investment was actually increasing. (*Mail and Guardian* 6 June 1996)

Reportage of criminal statistics in SA has been a contentious issue for some time, resulting in the government ban last year on the release of statistics. In addition, stories, which purport to reflect 'accurate' statistics, are sometimes no more than puffs for self-defence courses, or new gadgets. Local papers such as *The Sunday Tribune* have been guilty of this practice.

The key points about crime reportage in the media, which affect the issue of tourism-related crime are:

- Negative reportage possibly has an effect on tourism arrivals, but there is little research to prove or disprove the link.
- Perceptions about the occurrence of crime follow different logics and patterns to the reported incidence of crime.

## 6. HOW INTERNATIONAL TOURISTS DECIDE WHERE TO GO

The research that has been conducted into the subject of how would-be tourists choose their destinations suggests that they initially consult mainly the following sources:

- Leaflets, brochures and advertisements
- Travel guidebooks
- Travel articles/supplements in newspapers
- TV travel shows (Hanefors and Mossberg (2000), p 179)

Of these, the travel industry and destinations themselves have substantial control only over the first category. The rest are generally independently produced and therefore allow a wide range of opinion. Thus, first impressions are likely to be formed from sources likely to be highly discerning and if necessary critical of certain destinations, particularly if authors consider that tourists would be at high risk from criminality.

### 6.1 Guidebooks

In general, most guidebooks portray KwaZulu-Natal very positively, with a stress on beaches, mountains, game, cultural diversity and military heritage. Indian and African people (especially the Zulu) have long been presented in this literature as 'spectacles' to view in the region; the change now is that their history, culture and contribution to the economy are more extensively and sensitively detailed. (This could provide a useful introduction to local community-based operations offering new products.) Further, presentation of the Province's attractions is generally upbeat: For example, 'KwaZulu-Natal manages to cram in most of the things that visitors come to South Africa to see, plus a few they don't expect....Durban [is] a city with a great holiday atmosphere...' (2000 Lonely Planet *South Africa Lesotho and Swaziland*, p 388.)

The Dorling Kindersley *Eyewitness Travel Guide to South Africa* (1999) (published in partnership with Struik) is the only guide consulted that does mention crime or safety issues at all. In most other guides, 'crime' information is usually contained in a separate section, away from the region-by region chapters, under a head such as 'safety and security', or 'tips for safe travel' – far less threatening than one containing the terms 'crime' or 'violence'.

All the guides note South Africa's high crime rate, but add that this should not deter visitors. The *Rough Guide* notes that 'despite the horror stories of sky-high crime rates, most people visit South Africa without incident' (*The Rough Guide to South Africa Lesotho and Swaziland* (1999). The observation on the whole is that 'normal' patterns of crime apply – in cities and in particular in poor areas. Almost without exception, Johannesburg is described as a 'no-go' area; in Durban and Cape Town, visitors are advised to exercise 'normal vigilance'. (*AA Guide to*

*South Africa 2000*, p. 251.) Durban thus compares favourably as a possible destination in terms of the perceived urban safety of tourists to South Africa.

A comparison between urban crime in South Africa and the USA is common. For example, a recent guide that specifically encourages support for community-based tourism, advises travellers that the country's crime rate is no different from the USA – 'some areas are safe while others aren't.' (*The Community Tourism Guide 2000*, p. 142) The effect is to lessen the horror of crime in South Africa, rather than to worsen the sense of it in the USA. (Interestingly, carjacking is rarely isolated for mention in South Africa, whereas this is a big issue in guidebooks on travel in the USA.)

All the guides (apart from the *Eyewitness* one already mentioned) do contain safety/security tips for visitors – these are far less dire than the advice that certain consulates and embassies give their nationals travelling to South Africa (see below). The point is frequently made that tourists can be targets of crime because they tend to behave differently in other countries to the way they would behave at home. Tips for personal safety include:

- Blend in with the crowd – do not carry expensive equipment and valuables or consult maps in public places.
- Hand over possessions if mugged.
- Always know your route/itinerary.
- Take a taxi (from a reputable operator) rather than walking in unfamiliar places or at night.
- Never travel alone; if you do, never admit to it.
- Do not pick up hitchhikers or sleep in a car.
- Do not stop a car if followed or bumped from behind.
- Visit townships only on organized tours.
- Always know or carry emergency numbers to contact.

Issuing such safety tips, then, does not amount to anything like an observation that crime is a special problem in KZN – on the contrary, the Province is not perceived as particularly dangerous and is generally favourably represented in the guidebooks.

## **6.2 Travel Articles and Supplements**

In the international arena, it is difficult to convey the extraordinary variety of holidays and destinations presented each week to readers of newspaper travel supplements. It would be fair to say that South Africa's profile (let alone that of KwaZulu-Natal as a distinct destination) is not high. In the rush to niche market destinations – for everything from conferences to charity challenges – South Africa seems out on a limb. Paradoxically, the marketing slogan of recent times, 'a world in one country' reinforces this state of affairs, with South Africa seeming to market itself as everything – therefore having limited appeal, at least in terms of the new 'niche' approaches. It is already well known that the pricing structure of travel to South Africa from Europe is high; furthermore, the 'pull' of witnessing 'freedom/rainbow nationhood' has now worn

off. Crime does not seem to be a significant factor in presenting South Africa as a destination; in the travel supplements surveyed (*The Guardian Travel* on Saturdays and *The Observer* and *The Times* supplements on Sundays over the period October 2000 to February 2001) reportage has not dwelt on this as an issue at all. The only possible implication for crime perceptions could be that if Johannesburg is lodged in the popular consciousness as a dangerous place, and most fares to South Africa are in fact advertised as to Johannesburg, then there is a connection that could be damaging to all tourism regions in the country.

### **6.3 Travel Programmes on Television**

These have not been surveyed to any great extent; one presentation on South Africa in September 2000 did, however, specifically mention crime (in this instance, mugging) as a problem, but this was in a feature on Cape Town. (It might be worth noting that KwaZulu-Natal as a distinct tourism region seems to have little profile of its own in the broadcast or print media, being treated for the most part as a leg of the traditional 'South African tour'.)

### **6.4 Crime information for Tourists to South Africa on the WWW**

In addition to the sources of information identified by Hanefors and Mossberg (2000), one that is likely to grow in importance in coming years is the Internet. Many of the guidebooks discussed above are also featured on the web (see, for example, [www.lonelyplanet.com](http://www.lonelyplanet.com)), and other similar sources consulted (for example, [www.wtgonline.com](http://www.wtgonline.com)) contain similar information.

There is a marked difference in information provided by governments, which to some extent can be expected to be highly cautious in approach. Anyone planning a trip to South Africa who visits consular sites on the web for information about safety is likely to receive not only a very comprehensive account of travel guidance but also a shock to the system about the dangers ahead. The USA Consular Information Sheet on South Africa, for example, tells its citizens:

Although the vast majority of visitors complete their travels in South Africa without incident, visitors should be aware that criminal activity, sometimes violent, occurs on a routine basis. Crime in South Africa is perceived to be a significant threat to the country's overall stability and to the welfare of its citizens. Criminal activity, such as assault and armed robbery, is particularly high in many areas surrounding hotels and public transportation centres, especially in major cities. American citizens should exercise particular caution in these areas. Notwithstanding government anti-crime efforts, crimes such as car jackings, muggings, 'smash and grab' attacks on vehicles, and other incidents are regularly reported by visitors and resident Americans. Crimes against property, such as car jacking, have also often been accompanied by violent acts, including murder. South Africa has a very high incidence of rape. Foreigners are not specifically targeted, although rape of foreigners has occurred on rare occasions. ([www.crime.info/travel-warnings/travel\\_warning\\_south\\_africa.html](http://www.crime.info/travel-warnings/travel_warning_south_africa.html))

The townships around Durban are noted, alongside those of Cape Town and Johannesburg, as having experienced sectional violence, but that tourists had not been affected. KwaZulu-Natal, however, is not singled out for any particular negative mention.

In summary, Aside from information provided by governments, the sources reviewed for this survey of perceptions of crime in South Africa, and KwaZulu-Natal in particular, do not seem to reinforce or even significantly contribute to the despair voiced by the then CEO of Cape Metro Tourism, Mike Taylor in 1998: 'As fast as we build up tourism, crime melts it down like a block of butter.' ([www.btimes.co.za](http://www.btimes.co.za))

## 6.5 Tourism and grime issues

The issue of grime may seem a trivial one compared to the larger environmental questions of loss or destruction of non-renewable resources such as shorelines, trails or mountain regions, but it is a contributing factor to environmental degradation. For example, litter is now a major problem on Mount Everest, currently visited by more than 20 000 climbers annually. Apart from particular areas such as this, perception of grime as a deterrent to visitors is not a research area that has attracted much attention. It is, however, of great concern to local authorities tasked with the upkeep of tourist areas, and to tourism authorities and other organizations that have a keen interest in improving the image and attractiveness of a destination.

The Missouri Division of Tourism in the USA has been the subject of one study into the issue of litter control. (Kuehn, McGill and Thacker (1979)). The authors found that Missouri's appeal as a visitor attraction lay in the fact that much of its natural environment was relatively intact, although littering was a major cause of environmental despoliation, particularly in areas experiencing high concentrations of tourists for relatively brief periods every year.

Tackling the problem of grime, according to these authors, requires a combination of effective clean-up operations (which are expensive) and vigorous public awareness campaigns to change tourists' behaviour.

As far as clean-up campaigns are concerned, the Missouri study notes the following:

- Over and above regular refuse removals, there should be voluntary/community clean-ups (annually, just before the main tourist season) of shorelines, parks and other public areas. These can be held in conjunction with a local authority. (In this vein, in Durban, there is an annual clean up of the bay, in which scouts and guides participate).
- Litterbins must be prominent, at very frequent intervals in mass tourist areas, and attractive in their own right.

On public awareness, the authors suggest:

- Providing litter bags to tourists, emblazoned with an anti-litter logo.
- Bumper stickers and other mementoes showing the anti-litter logo.

- Prominent signage displaying the anti-litter logo.

In advanced states such as Britain, there are numerous anti-litter groups which perform the vital function not only of organizing strategies for clean-ups but also of benchmarking acceptable levels of cleanliness and waste control. Examples include Tidy Britain, whose National Spring Clean is the premier anti-litter campaign in Britain, Just Bin It, and Bag It and Bin It. Tidy Britain was formed in 1990 as a one-day annual campaign. It has grown in scope and now organizes a national one-month campaign every April. It also runs the Seaside Award, which grants a distinctive blue and yellow flag to those beaches deemed to be safe, clean and having water quality that meets stringent European specifications. (Part of the impulse behind this Award was to encourage local authorities around the coast to cease pumping raw sewage into the sea.)

It is important to note that these associations are voluntary, depending on the participation of millions of volunteers, attracted through schools, youth groups, churches, the local and national press and so on. Some have achieved national recognition and high civic status for their work, and a few have attracted sufficient sponsorship to become highly institutionalized. For example, Tidy Britain's current sponsors are McDonalds, Wrigleys and Coca-Cola. The fact remains that they are charity organizations and their success depends on popular voluntary support.

## 6.6 Tourism and health issues

Perceptions of health issues are in some senses linked to those of grime: an unclean place is thought to be a germ-ridden place, with attendant health risks. However, some health issues are not in any way related to pollution but to wider factors such as climate, vegetation, endemic occurrence and government measures for disease control.

Tourists are usually deeply concerned about health issues while travelling, especially abroad. All sources of travel information – travel agents, guide books and governments, and more recently Travel Clinics such as those operated by British Airways – provide extremely detailed health information for visitors, irrespective of destination. In some cases this is necessary because of the legal requirements that some countries impose for immunizations and vaccinations.

Health information is on the whole similar across the range of sources consulted, and does not distinguish KwaZulu-Natal from the rest of South Africa, except in two respects: HIV/AIDS and cholera. On the first, the *Lonely Planet* guide comments, 'In KwaZulu-Natal it is estimated that 30% of the population are HIV. You'd be crazy to have unprotected sex or share needles with anyone in this region.' (p. 105) On cholera, the BA Travel Clinic notes that although it was inundated by calls from tourists and tour operators in late 2000 on the potential health hazards, 'the risk of the average tourist contracting cholera is extremely small.' ([www.travelclinic.co.za](http://www.travelclinic.co.za)) Otherwise, the standard information is issued regarding recommended protection against malaria, bilharzia, diarrhoea, hepatitis and sunburn. (See for example [www.tripprep.com](http://www.tripprep.com))

## **7. THE IMPLICATIONS OF THE CURRENT STATE OF RESEARCH AND OF INTERNATIONAL PERSPECTIVES ON CRIME AND GRIME FOR STRATEGIC INTERVENTION**

South Africans are on the whole acutely conscious of the issue of crime, and spend a great deal of time and energy attempting to reduce the risks of criminal occurrence in their everyday lives. Although there is a highly generalized perception internationally that crime is a problem in South Africa (this does not apply to any particular region), it is important for planners and policy makers to realize that potential visitors living in regions such as Europe, Asia and North America do not share the same everyday concern with threats to their personal safety as South Africans do, and are probably less likely to be put off visiting by this issue than is commonly supposed. The sources commonly consulted by them present generally positive images of the experience, and travel agents consulted are more disposed to selling holidays than deterring would-be customers: they do not perceive crime to be a 'problem'.

The international picture and current state of research would tend to suggest that if South Africa is not presented as a highly desirable destination, this is for reasons *other than perceptions of crime*, such as lack of effective marketing, both in terms of regional distinctiveness (from the supply side) and particular niches (on the demand side). If there is less concern with crime and personal safety in relation to South Africa as a tourism destination than is generally assumed, and if the country and the region seems to lack a specific profile or presence in the market, then aggressive marketing around niche areas would seem to be an appropriate approach in the international arena, rather than strategies focused on dealing with negative perceptions.

Further, statistics or research findings which would assist in understanding visitor perceptions are simply not available: research in South Africa generally and in KwaZulu-Natal in particular has barely begun to map out the connections between crime, perceptions of crime, and effects on visitor arrivals and experiences. This is one area in which TKZN could become involved, in encouraging/facilitating research with other tourism agencies and independent researchers. This is clearly an issue about which more needs to be known, and more reliable data need to be generated.

## **8. STRATEGIES ADOPTED BY SELECTED COUNTRIES, CITIES, AND TOURISM BODIES TO COMBAT REALITIES AND PERCEPTIONS OF CRIME AND GRIME**

A very high number of national tourism bodies operate on the basis that perceptions of 'opportunistic' or predatory crime are a significant deterrent to inbound tourism. They include Brazil, Indonesia, the United States of America (especially concerning tourism in Hawaii, California, Florida, New York and Washington DC), Russia, Jamaica and several other Caribbean destinations, Kenya and Mexico. Other destinations that have suffered other forms of 'human-induced disaster', such as Northern Ireland, Egypt and the former Yugoslavia, have also devoted major resources into image-building to persuade visitors to return. The responses of selected tourism authorities to the problem of crime perception are presented below.

## **Jamaica**

Jamaica has long depended very heavily on tourism as a means of diversifying its economy from dependence on a limited number of export crops. Perceptions that it was becoming dangerous for tourists first surfaced in the 1980s, with negative press reportage in the USA (Jamaica's biggest market) that tourists in Jamaica were increasingly prey to theft, assault and even murder. In 1992, a Dutch tourist was murdered, and several countries issued travel advisories warning their nationals of visiting Jamaica. Negative press coverage continues: for example, a recent (August 2000) report was titled 'Crime sinks ugly teeth into tourism industry'. In this story, a Jamaican tourism official, Racquel Parkes, claimed that 'at a recent function abroad with nearly 200 international travel agents, in her five minutes of presentation trying to sell her product, she had to spend nearly four minutes defending the country's image'. (Davis 2000)

The immediate response of the Jamaica Hotel and Tourist Association was to pressurize the Prime Minister to authorize army patrols. This could only be a short-term measure, however: 'any destination with permanent army patrols of tourist areas may soon find itself without visitors'. (de Albuquerque 1997: 8)

The longer-term response of the tourism industry in Jamaica has been to embark on a policy of enclave development: the construction of 'total resorts' for tourists, which are completely separated from local communities. All facilities, amenities and attractions that visitors would want are purpose-built and contained within the resort, and visitors spend their entire holiday period inside this high-security area. As a gesture of social responsibility and to counteract local community hostility to visitors, certain of these resort developments have decided to 'adopt' nearby local communities, contributing to social development projects from profit takings.

While such an approach has certainly meant that visitors have been safer, there are severe problems associated with it. First, it considerably dilutes the tourist experience, and prevents all direct interaction with local communities and attractions outside the resort. Secondly, it severely restricts the development of community-based tourism, preventing local entrepreneurs from playing any meaningful role in tourism development: vendors, water sports operators, boutiques and local restaurants have been denied revenue. Thirdly, because by its very nature it limits tourist movement, it is unsuitable for tourism destinations that depend on tourist mobility, as in the 'grand tour' approach that South Africa has adopted. Lastly, the strategy of 'adopting' communities is seen by many as highly patronizing, and no substitute for more active community participation in tourism development. In short, enclave development has been criticized as not being socially or environmentally sustainable.

## **Indonesia**

In terms of the number of arrivals, Indonesia is one of the world's largest tourism destinations, attracting over 5 million visitors a year. Moreover, tourism is a highly important sector of the

Indonesian economy, although it is heavily concentrated in a small number of locations, such as Bali, Java, Sumatra and Sulawesi. Of these, the island of Bali is by far the most significant for mass tourism. In recent years, Indonesia has experienced a number of crises: financial (the Asian economic collapse), ecological (extensive fires causing smog over thousands of kilometres), political (human rights atrocities, illegitimate occupation of East Timor, a mass democracy movement campaigning for change, severe ethnic conflict), and religious (Christian and Muslim sectarian violence). All have had an impact on the tourism industry, with many of the countries supplying Indonesia's tourism market advising their nationals to avoid travel to Indonesia, especially for holiday purposes.

One of the responses has been for the Bali Tourism Office to attempt to distance itself from the rest of Indonesia, and to present Bali as a peaceful, attractive destination, unconnected to the strife elsewhere in the country. At the national level, the Indonesian Tourism Promotion Board, which falls directly under the Ministry of Tourism, Arts and Culture, launched a high-profile publicity campaign, 'Let's Go Indonesia!' (which Bali chose not to support). This campaign had four components:

1. 'Happy Day', a 'free' day for international visitors
2. 'Magic Month', a value-driven sales campaign
3. 'Pasar Wisata', a major Indonesian travel event
4. 'The Best of Indonesia', an image-driven campaign of advertising, public relations and co-operative trade marketing. (Hall 2000: 164)

This was clearly designed as a short-term measure to woo visitors back. In addition, however, other longer-term measures have been adopted. The government has attempted to institute a more 'user-friendly' policy towards tourism development in an effort to address perceived 'red tape' problems, for example by reducing the time necessary to process new tourism projects, increasing the choice of airports at which foreign airlines could land, and making the promotional costs of tourism tax-deductible. (Hall 2000: 165) Because these measures are very recent, there is little indication of whether they have been effective or not. What also makes assessment difficult is that many of Indonesia's crises have worsened in recent months, which has compounded rather than eased the problems of tourism.

## **Mexico**

Mexico is another state that is heavily dependent on tourism, and where in recent years there have been a number of incidents of US visitors being attacked. These have largely been confined to Mexico City, although they have led to negative perceptions of Mexico as a whole.

The Mexican Ministry of Tourism considered the problem to be so serious (and corruption in the police force too extensive for the police to assist) that it decided on a unique strategy. It launched a web site that broke with all traditions of tourism promotion, in that it was devoted solely to tourist safety - [www.safemexico.com](http://www.safemexico.com). The idea behind the site was to create a way of marketing Mexico as a destination while acknowledging the risks involved for visitors. It was

also intended as a centralized service for advice, as well as a forum for tackling negative press. (Unfortunately the site was not accessible when this research was being done.)

### **Brazil**

Perceived problems of crime, as in the Mexican case, stem from those few areas where tourism is most heavily concentrated: Copacabana, Ipanema, Leblon and Rio de Janeiro. Tourism authorities have opted for a direct approach to the issue of criminality, and have worked with police authorities to mount 24-hour patrols in these tourist areas (police personnel as well as wardens employed by the tourism authorities). Tourist officials claim that crime over the period since 1996 has dropped by 20% in areas that have been patrolled. In a recent survey, the major complaints by tourists were (in order) the poor telephone system, grime, poor public transport and confusing tourism signage. Crime was fifth on the list, whereas in the early 1990s it was at the top. (Post-intelligencer news service 27 August 1998)

### **Kenya**

Kenya, like South Africa, has placed a great deal of stress on tourism in its current national economic development strategy. Since the mid-1990s there has been an expansion of tourism facilities, yet in terms of arrivals, Kenya is failing to keep pace with many other African countries. Apart from external factors such as stiffer competition, Kenya's tourism profile has been affected by perceptions of internal political instability as well as criminal activity against tourists.

The Kenya Tourist Board (KTB) is relatively new, having been established in 1996 to market the country both domestically and internationally. It embarked on a tourism recovery programme, choosing to concentrate efforts on advertising and promotion. It has been active at international trade fairs, and has actively encouraged diversification within the sector, such as new destinations within the country and conferences.

The KTB has also attempted to establish a forum with other tourism-related bodies in Kenya to improve communication and co-ordinate marketing efforts. The government (as in the Indonesia case above) has embarked on a programme to become more tourist-friendly: waiving visas for short stays, expediting visa applications and liberalizing foreign exchange controls. It has also set up a dedicated tourism police unit, and game rangers have received special training in tourism safety. Measures to ensure the long-term sustainability of tourism include new environmental protection legislation and a major road repair and constructions programme. Finally, in an effort to enhance competitiveness, Kenya has signed a co-operation agreement with a number of other East African countries to work together regionally in marketing campaigns. (Ondicho 2000)

## Florida

The state of Florida was branded as 'a state of terror' in the early 1990s, following a series of murders of international tourists from Canada, Germany and the United Kingdom. From 1992 to 1994, ten tourists were killed; following these events hundreds of media stories were generated. Visitor numbers declined by about 9% as a result, even though in 1994, only a seven-hundredth of one percent of tourists were even physically injured in criminal attacks, according to the Florida Department of Law Enforcement. Clearly tourists' perceptions of crime, and fear of crime, played a major part in the decline.

Many actions were taken in the wake of these attacks to reassure tourists. They included:

On the part of law enforcement agencies:

- The institution of community policing programmes, deploying special Tourism Crime Prevention Officers.
- Institution of a Tourist Robbery Abatement Programme (TRAP) to focus on areas where tourists were particularly at risk, e.g. around Miami International Airport and connecting motorways.
- Creation of the South Florida Violent Street Crime Task Force specifically to patrol tourist areas.
- Stepping up prosecutions by means of a 'fly-back' programme for victims of crime, to assist with enquiries, identification and court evidence.
- Increased severity of prison sentences.
- The opening of nearly 21 000 new prison beds.
- The termination of the system of early release for prisoners.
- A concerted effort to deal with juvenile crime.

Other agencies participated in the following ways:

- Car rental companies ceased to display any stickers or insignia indicating that a vehicle was rented.
- The Greater Miami Convention and Visitors Bureau published a detailed safety brochure in many languages.
- Local authorities improved signage, including logos, which visitors of any nationality/language might understand, especially on motorways, around car rental companies and beaches.
- The hospitality industry body has launched a scheme of monetary rewards for those who come forward with evidence of tourism-related crimes, leading to convictions.

(See 'Visitor Crime in Florida: the perception versus the reality' at [www.fdle.state.fl.us/FSAC/Publications/visitor\\_crime.asp](http://www.fdle.state.fl.us/FSAC/Publications/visitor_crime.asp) and 'Crime Prevention' at [www.osco.com/main/crime\\_prevention.htm](http://www.osco.com/main/crime_prevention.htm) and also World Tourism Organization, 1997).

## **New York**

New York by the early 1990s had acquired a reputation as a generally unsafe city for tourists. Although there had been no spate of murders, as in Florida, tourists as well as local residents were thought to be increasingly vulnerable to robbery, muggings and assaults. In 1993, the incoming mayor, Rudolph Guiliani, instituted a series of policies to eradicate crime in New York. Through the 1990s, crime statistics have shown a downward trend, and tourism statistics an upward trend.

The measures taken to eradicate crime included some of the toughest crime legislation ever seen. The most publicized were the 'zero tolerance' campaign (even small misdemeanours punished) and the re-institution of the death penalty in New York State. Others included:

- Sentencing reform: longer sentences for violent crimes.
- Carjacking made a felony.
- Legalizing the use of Mace and similar self-defence sprays.
- Allowing victims an increased voice at sentencing.
- Tougher drug-control measures.

In order to ensure the success of these greatly increased law enforcement and judicial powers, widespread corruption in the police department was rooted out.

Tourism organizations were more directly involved in a major publicity campaign – perhaps the most successful ever achieved for a destination: the 'I ♥ NY' campaign. This was largely funded by the New York State Assembly, at the rate of around \$11 000000 per year in the period 1994 to 1998.

(See [www.assembly.state.ny.us/Reports/Codes/199704](http://www.assembly.state.ny.us/Reports/Codes/199704))

## **Northern Ireland**

The long period of the sectarian violence destroyed much of the tourism industry in Northern Ireland. 'The Troubles' lasted from the mid-1970s to the late 1990s. Tourist arrivals dropped sharply in the mid-1970s and only recovered to levels of the early 1970s in the early 1990s. Since the late 1990s and the declaration of an IRA ceasefire, there has been steady growth. Ongoing peace talks have ended the main violence to all intents and purposes, although they have not resolved all the political issues. Yet even with the cessation of open hostility, in image terms people still associated the province with 'the bomb, the bullet and the IRA'.

In 1997, the Northern Ireland Tourist Board initiated a strategy to rebuild tourism. (Northern Ireland Information Service, [www.nio.gov.uk/971124b-ded.htm](http://www.nio.gov.uk/971124b-ded.htm)) Specific points in the strategy included:

- A major market segmentation exercise.
- The implementation of a new approach to regional marketing.

- A drive to improve visitor information throughout the province.
- The implementation of a communications strategy.
- Closer partnership between the Tourist Board, the industry and District Councils.
- Greater co-operation with the Republic of Ireland, leading to the formation of an island-wide marketing body.

By 1999, the tourism industry had recovered to the extent that there were 310 000 visitors, who spent a record £255 million. (Tourists represent a very small proportion of total visitor numbers to Northern Ireland: most of the 1.64 million visitors are on business or visiting families across the border. Most tourists also come from the Republic of Ireland.)

### **The Western Cape and Cape Town**

A Tourism Assistance Unit was established in the Western Cape in 1991. The Unit, which falls under the South African Police Service, is not located in a police station, but is housed in a separate office where tourists can get assistance in a less harsh and official environment. The Unit has been staffed by three officers, but due to human resource constraints, the Unit is to be downscaled to one officer. The Unit plays a coordinating role for the Province as a whole. Each police station in the Western Cape has a tourist coordinator. The Tourism Assistance Unit works in close liaison with these local coordinators. The tourist coordinators are in touch with local tourism information bureaus (publicity associations), which notify the police tourist coordinators if a tourist group, or an influx of visitors is expected in an area, so that an enhanced police presence can be organized. The tourist coordinators at police stations are equipped with translation forms that provide the elements of a basic statement in a number of different languages. In the event of a criminal incident or an accident involving a tourist, the form can be used to take a statement and open a case. The Tourism Assistance Unit will be informed in the event of an incident or accident involving a tourist. The Unit will, in turn inform the relevant embassy or consulate.

The Tourism Assistance Unit is in constant communication with the Western Cape Tourism Board, and will be informed in advance of high profile tours coming in. The Unit is also informed when passenger liners dock in Cape Town. The Unit can then ensure an enhanced police presence in relevant areas, and additional security on key routes. Township tours are an important attraction in the Western Cape. Tourism information bureaus in the townships are in contact with tourism coordinators at local police stations, as is the case for other areas. Again, if big groups are expected, a police presence can be stepped up. The Unit has an officer on twenty-four hour standby, who can be contacted by local police stations in the event of tourists being the victims of an attack or an accident. (Standby duty lists for the Tourism Assistance Unit are posted at all police stations.) If, in cases where a tourist is a victim of a criminal incident, an arrest is made, the tourist is able to testify before leaving the country.

The Tourism Assistance Unit collects statistics on criminal attacks against tourists. All incidents recorded at local police stations are forwarded to the Unit. With the assistance of Wesgro (the

Western Cape investment agency), The Unit also collects statistics on the number of people entering the Province. The statistics are used for internal planning and deployment purposes.

The police in the Western Cape have a special hotline (in addition to the standard emergency number) that tourists can call if they have been victims of an accident or of a criminal incident. This number is advertised through the media.

A Safety Forum has been established in the Western Cape by the Department of Safety and Security. This body, which comprises representatives from all stakeholders in the tourism industry (tourism organizations, the chamber of commerce, Provincial government departments, local government, and investment bodies) is chaired by the Provincial Tourism Directorate, and meets on a monthly basis to discuss safety issues. At these meetings, presentations by the Commissioner of Police provide an update on the security and safety situation for all tourism stakeholders. Members of the Forum take responsibility for monitoring embassy and consulate web sites. If inaccurate information is being provided, or if a negative image is being projected, then South African embassies and consulates are requested to respond. South African Tourism is also asked to take action. One of the main purposes of the Forum is to ensure that there is a common perspective and a common voice on safety and security issues in relation to tourism. In the event of an incident, the Forum can be called up very quickly to formulate a position and strategy, and to issue a joint statement.

The Tourism Chief Directorate in the Department of Economic Affairs, Tourism and Agriculture has a toll free complaint line solely geared to tourists as consumers. Tourists who feel that they have been the victims of unethical business practices, or who have experienced any other difficulty as consumers can call this number, which is advertised in the South African Airways in flight magazine. The toll free number is to be advertised more widely in other magazines, and in newspapers in the future. The Tourism Chief Directorate also has a support programme for tourists who have been the victims of a criminal attack. In such instances, the Chief Directorate would assist in finding accommodation should this be necessary. It would also assist victims to make contact with the relevant embassies or consulates.

There have been a number of significant interventions around safety, security and cleanliness in Cape Town. One of the most important has been the establishment of a Central Improvement District. This is founded on a partnership between business and local government for more effective management of the central area, and involves an agreement on the part of businesses to pay a levy (over and above normal rates) for additional services, and an enhanced police presence (foot and horse patrols). (The concept is very similar to the Urban Improvement Precincts that are being established in Durban (see Section 8). A second important intervention is the Closed Circuit Television system monitored on a twenty-four hour basis. This was initiated by Business Against Crime, and has subsequently been taken over by the municipality. Private security companies are contracted to monitor the system. A third initiative has been community policing through which businesses contract with unemployed police reservists to patrol and monitor their areas. This system is in operation in the Central Business District and beyond.

Cape Metropolitan Tourism has intervened proactively in crime and grime issues through industrial theatre. A play promoting the economic benefits of tourism and focusing in on the negative impacts of crime and grime on the industry was written and put on as street theatre throughout Cape Town. The approach, while positive has been hard hitting with a powerful emphasis on citizen responsibility for safety and cleanliness. Cape Metropolitan Tourism has also 'marketed' the critical need for a safe pristine environment to attract tourists on radio, and is planning to take the industrial theatre through the schools. The message that Cape Metropolitan Tourism has tried to get across to the citizens of Cape Town is that tourism is everybody's business, and that a safe and clean environment is a pre-condition for a successful tourism industry.

The Department of the Environment has instituted clean-up campaigns in the Province. A number of government departments (including the Department of Economic Affairs, Agriculture and Tourism) have been co-opted onto a committee to oversee these campaigns.

### **Gauteng and Johannesburg**

The Gauteng Tourism Authority is attempting to ensure the alignment of institutions involved in tourism development. An aspect of institutional alignment is a proposed partnership with the Department of Safety and Liaison, and with the Police Commissioners to manage tourism safety at a Provincial level. The proposed roles and responsibilities of the partnership are reflected in the table below.

#### **Tourism safety and security**

Provincial Government	Metropolitan and District Municipalities
<p>The Gauteng Tourism Authority in partnership with the Department of Safety and Liaison and the Police Commissioners will establish and manage a provincial tourism safety partnership.</p> <p>This Partnership will take responsibility for developing tourism safety and will:</p> <ul style="list-style-type: none"> <li>• Develop a Tourism Safety Manual to act as training tool for police and emergency personnel</li> <li>• Identify and list individuals and organizations involved in tourism safety initiatives</li> <li>• Accredite individuals and organizations involved in tourism safety initiatives</li> <li>• Create and manage a database of safety initiatives (made available to police services)</li> <li>• Create and manage database of volunteers</li> </ul>	<p>Local tourism authorities must lead the establishment of local tourism safety programmes in collaboration with local business, the South African Police Services and communities.</p> <p>Conditions</p> <p>Should consult and involve local community and the South African Police Services. Must link with the provincial tourism safety partnership.</p>

<p>and Victim Support Groups (VSG).</p> <ul style="list-style-type: none"> <li>• Assist volunteers and VSG's with sponsorship i.e. cell phones, uniforms, identification cards etc.</li> <li>• Regularly liaise with Embassies and Consulates</li> <li>• Liaise with Hotel and Airline groups for victim assistance, i.e. settlement of bills, change of airline bookings.</li> <li>• Establish a list/database of translators to assist.</li> </ul> <p>Conditions To be conducted in close consultation with relevant departments, local authorities, communities, police commissioners, Victim Support Groups, volunteers, embassies and consulates.</p>	
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Source: Gauteng Tourism Authority Draft Document: Proposed Institutional Arrangements

In Johannesburg, there have been a number of successful initiatives to promote safety and security, and combat grime. The Safer Cities Greater Johannesburg Metropolitan Council partnership was created by Safer Cities of Greater Johannesburg to develop a strategy for the Metro. This Partnership existed for 6 months during the strategy development process, and had a two-tier structure – a board comprised of more than 80 organizations from a wide range of sectors, and a steering committee of 25 representatives to advise on strategy development.

In an initiative similar to those in Cape Town (see above) and in Durban (see Section 9), partnerships have been created in the inner city (Business Improvement Districts) through which revenue generated through an agreed increase in rates is used to enhance security and extend cleansing services. This initiative has been most successful in areas where property is owned by big companies and by Provincial government, and less successful in areas where there is a proliferation of smaller businesses unable to afford additional rates. In an attempt to address congestion on the pavements even in these areas, dedicated informal trading areas (city markets) are being established.

The City has recently introduced security cameras (CCTV). The cameras are managed by the same company that manages the system in Cape Town. This has been very successful in reducing levels of crime. The response time for an incident is now less than two minutes. Very recently, a metropolitan police force was established in Johannesburg. The metropolitan police have focused on reducing traffic congestion and congestion on the pavements due to informal trading. The introduction of a metropolitan police service has had an enormously beneficial effect.

## Practical suggestions

This wide variety of case material contains many possible strategies that tourism authorities might adopt in combating negative perceptions. The strategies outlined range from aggressive marketing and destination promotion, to creating tourist friendly environments, through serious and stringent reform to policing and criminal justice systems. The following lessons (both positive and negative) might be learned from the array of approaches described.

- Enclave development as adopted in Jamaica would not be appropriate in South Africa and KwaZulu-Natal, given the commitment to developmental tourism, and given that extensive travel is fundamental to a South African or KwaZulu-Natal experience. Concessioning of beaches would fall within the enclavist model. This idea is not recommended for KwaZulu-Natal or Durban, since in addition to curtailing possibilities for communities to benefit from tourism, it has an unfortunate political history. Before the transition to democracy in 1994, the notion of concessioning or privatizing beaches was associated with a particular conservative agenda – retaining an exclusive racially based use for certain beaches.
- Proactive marketing as has been tried in Indonesia (to date, with ambiguous outcomes) is critically important for KwaZulu-Natal, not because KwaZulu-Natal has a negative profile, but because it has virtually no profile at all. *Irrespective of any perceived problems, the region desperately requires a profile.* Land Rover has a major advertising campaign in the broadcast media in the UK at the moment, in which a black man, obviously meant to be a bush-ranger, sells Land Rover by speaking exclusively in Zulu. The background images of scenery and the ranger's facial and body expressions are enough context to provide the message that Land Rover is reliable anywhere. This could be a perfect cue to market KZN.
- The notion of a tourism website devoted to tourism safety as adopted in Mexico is useful. Such a website could achieve the multiple functions of marketing the destination, promoting good safety and security practice among tourists, and allaying fears that the destination is simply unmanageable from a tourist safety and health point of view. Issues around health (alerting tourists to necessary precautions whilst at the same time allaying unnecessary fears) could be incorporated in a website of this kind.
- Brazil's aggressive policing of tourism areas has clearly paid dividends. Durban has achieved some success in this regard at the beachfront over peak holiday periods. If anything is to be learned from the Brazilian experience, it is that a consistent and unrelenting approach (rather than an ad hoc periodic response) is required.
- In addition to marketing and destination promotion, Kenya has attempted to create a more tourist friendly climate in terms of the 'red tape' of entering the country and so on. This is an area that might repay some investigation. Relatively speaking, how user friendly is South Africa and KwaZulu-Natal from a 'red tape' point of view?
- Both Florida and New York adopted strong measures to reform policing and the criminal justice systems. That the quality of policing and the criminal justice system need reform in South Africa is self-evident. TKZN should use every opportunity to lend its voice to

calls for improvements to policing and to the operation and integration of the criminal justice system.

- Northern Ireland focused on marketing and adopted some institutional strategies – including building partnerships with local government. This is an important area of intervention for TKZN (which already has partnerships with the Durban Metro and with District Councils). Effective initiatives at a local level hinge critically on being able to work through local government.
- The Western Cape and Cape Town hold some useful lessons for KwaZulu-Natal and Durban. The Tourism Assistance Unit established in 1991 plays an important role, not only in providing a dedicated service to tourists who have had the misfortune to be attacked, but also in coordinating safety and security initiatives throughout the Province, and in collecting statistics for planning purposes. The Safety Forum incorporating public and private sector role players concerned with tourist safety also provides a mechanism for coordination, and in addition ensures that there is a single Provincial perspective, and a common voice on tourist safety and security issues. The toll free complaint line run by the Tourism Chief Directorate in the Department of Economic Affairs, Tourism and Agriculture provides an important service. In Cape Town, initiatives to ensure safety and security and a clean environment are similar to those now being adopted in Durban – Central Business District improvement areas based on a common interest, and on increased rating, Closed Circuit Television, and an enhanced security presence. The innovative idea adopted by Cape Metropolitan Tourism to ‘market’ the crime and grime issue to citizens through industrial theatre could be replicated in KwaZulu-Natal.
- The alignment of institutions involved in tourism development being promoted by the Gauteng Tourism Authority is an important underpinning for a coordinated approach to tourist safety and security. As is the case for Cape Town, the initiatives that have recently been adopted in Johannesburg are very similar to those that have come on stream in Durban – a safer cities project, central improvement areas, Closed Circuit Television, and a metropolitan police force.

The lessons outlined here are picked up on again in Section 12 (see below) where detailed strategies to be adopted by TKZN are elaborated.

## **9. CURRENT TRENDS IN THE SAFETY AND SECURITY ARENA**

In an attempt to provide a local context for strategic intervention, this section of the report outlines existing coordinating structures for safety and security in the Province, describes internal and external communications systems used by the South African Police Service, and provides descriptive vignettes of current anti-crime initiatives in the Durban Metropolitan Area.

### **9.1 Provincial Coordinating Structures**

There are two parallel hierarchical sets of structures for coordinating policing in the Province. The first set of structures falls under the Provincial Operational Coordinating Committee. Area Operational Coordinating Committees operate at a regional level, and at a local level,

coordination is effected through Ground or Grassroots Operational Coordinating Committees. Linked into these structures is the Priority Committee for Tourism and Rural Safety. Coordination and cooperation among different branches of the safety and security system (among the Metropolitan Police, the South African National Defence Force, and the South African Police Services, for example) can be effected through the Joint Operations structures. The cooperation and coordinating roles of these structures is generally evident for special projects (international summits, for example) or in the face of some sort of disaster (the foot and mouth outbreak, for instance).

The second set of structures, has to do with community policing, and falls under the Provincial Community Policing Board. The Board has representatives from each of the seven community policing areas in the Province. At a regional level, there are area based community policing structures, and at a local level, units or stations are attached to Community Police Forums (CPFs). Community Policing Forums are comprised of representatives from civil society and from the South African Police Service. The functions of CPFs are to improve community and police relations, to oversee local policing, and to mobilize communities around safety and security.

## **9.2 Approaches to Communication**

With regard to communications, the South African Police Service has a dual focus - one internal and the other external. The internal focus is aimed at creating awareness on a range of issues within the Service. A television programme is run once a week on internal television to brief members of the Service on key issues. At present, the programmes are pre-packaged in Johannesburg, but there is a move away from this approach to the use of more localized and focused programmes that will have direct relevance to local conditions. The Service also runs an internal newspaper – Police Express - that carries educational material.

In terms of communications externally, the Service is involved in presentations, lectures and workshops. The Provincial Head of Communications liaises directly with the press. The Provincial Head of Communications decides what information to release to the press. Releases are done on a daily basis to thirty-six newspapers. Aside from these official releases, queries from the press are answered with the minimum factual information. It should be noted, however, that in terms of their constitutional rights, police can, and do speak directly to the press about crime incidents.

In terms of the move towards an integrated criminal justice system, the issue of dealing with crimes against tourists speedily through a dedicated system is currently being addressed.

## **9.3 Initiatives in the Durban Metropolitan Area**

The range of initiatives around safety and security, and around more sustainable urban environments in the Durban Metropolitan Area is three fold. There are institutional initiatives, urban management initiatives, and constituency-based initiatives.

### **9.3.1 Institutional Initiatives**

- **The Safer City Project**

The Safer City Project – a collaborative effort between The United Nations Development Programme (UNDP) and the Durban Metropolitan Council – has just been launched. The potential of the Project to implement and co-ordinate has yet to be realized. The Project has three main elements – effective policing and crime prevention, social crime prevention, and crime prevention through environmental design (CPTED).

- **Municipal Court**

Consideration is being given to the establishment of a Municipal Court in Durban. Background research has been conducted into the operation of such a court by the Research and Development Officer of the Metropolitan Police. The court would prosecute contraventions of the by laws. (There have been no successful convictions under the City's by laws for the past five years.) The presiding officer would need to be appointed by the Department of Justice. It is possible that a Municipal Court could be run by professionals and businessmen working on a voluntary basis. Popular support for a Municipal Court could be obtained through a public participation process, and through the media.

- **The Monitor Report**

The Durban Metropolitan Council recently commissioned the Monitor Company to conduct an analysis of the local economy, and to track a way forward for growth and development. The analysis of the tourism sector revealed that though the vision for Durban was to achieve 10% growth per annum, to increase revenues by R5 to R10 billion, and significantly to increase the contribution of the tourism sector to Gross Geographic Product (GGP), Durban was not achieving its potential. Indeed, Durban's current growth levels are below South Africa's. The reasons for this are a product based strategy rather than a customer driven strategy, lack of focus on specific market segments, weak clustering within the sector, and failure to achieve alignment among key role players. One of the cited obstacles to achieving the vision is low current customer satisfaction. Some of the things Durban needs to do to realize its potential and achieve the vision is to make clear choices about which customers it wished to provide for, and to satisfy those customers. There also needs to be alignment among role players within the sector around a common agenda. A twin strategy is recommended with regard to customers. Durban needs to increase its number of international visitors, and it needs to increase the spend of domestic visitors. Although crime and grime are not specifically mentioned as obstacles to tourism development in the Monitor report, these are clearly factors that cut against customer satisfaction, and therefore, by implication need to be attended to.

### **9.3.2 Urban Management Initiatives**

- **The Warwick Junction Project**

The Warwick Junction Project grew out of Operation Jump Start in the early 1990s. The area comprises three precincts. Through an effective coordinating structure, about R60 million has been spent on the improvement of the Warwick Junction area. It is regarded by the people who work there as the heart of the City. Home to a variety of informal traders, it has huge potential as an African tourist destination within the City

- **The Bad Buildings Project**

Bad buildings (i.e. rundown properties that are overcrowded, dirty and a site of crime (generally, drug dealing and prostitution)) degenerate the surrounding area. Many of these buildings are in close proximity to prime tourist assets (in Gillespie Street, close to the beachfront, for example) and constitute a potential danger to tourists. Owners of these buildings often disclaim all responsibility for them on the grounds that the rent has been paid, and in some instances, owners may themselves be too intimidated to enter the building. Carrying out an endless succession of raids on the criminal elements in these buildings has proven to be fruitless. Through the bad buildings project, 'bad' buildings are targeted in a multidisciplinary and holistic way. Buildings are simultaneously raided by a range of government departments including the Metropolitan Police, SAPS, the Department of Health, the Fire Department, the Department of Labour and the building inspectorate. The holistic approach is intended to enable or force property owners to take action to clean up the building and reduce occupancy. It was this project, which allowed the notorious Lonsdale Hotel to be closed down.

- **The Cato Manor Safety Strategy (CMSS)**

The Cato Manor Safety Strategy has aimed to build an area-based partnership to address crime in a coordinated and focused way. It is recognized that there is no single cause of crime in Cato Manor. Different forms of crime have been considered separately. The focus has been on crime involving firearms, organized crime, violence against women and children, and vehicle theft. The approach is based on forging partnerships, creating economic alternatives to crime, mobilizing and capacitating communities, and transforming the built environment (crime prevention through environmental design (CPTED)). The strategy currently comprises a cluster of funded projects. Given the potential of Cato Manor as a tourist destination, the initiative to secure a safe environment is very important, and might be replicated for other township destinations.

- **Urban Improvement Precincts (UIP)**

Urban Improvement Precincts are being established throughout the Central Business District. Ratepayers agree to increase the rates they pay, and on the basis of a rates rebate from the Council, are able to manage their areas more effectively through spending on additional

security and cleansing services. The ratepayers form a Section 21 Company for management purposes. In central Durban, Crime Watch has been contracted by the ratepayers to provide a security service. Former members of Traders Against Crime (see below) are being employed on the streets of the CBD to monitor crime. A company has also been employed to clean the area more regularly than would normally be the case through municipal services.

- **Corridors of Excellence**

There are routes across the City to key attractions that are dirty and unsafe. For example, the drive to the beachfront is down Alice Street, and the return is through Warwick Junction. These areas are uncomfortable for the motorist. These corridors need to be made safe, clean and attractive through intensive investment. Consideration is being given to a network of key corridors that will be identified for improvement and selective investment. The routes used most heavily by tourists, commuters, and the public would be targeted. The corridors of excellence would have higher levels of capital upgrading, and high levels of day-to-day management. Corridors would be distinctive because of their lighting, street furniture, and signage. There has been a small pilot in this regard around the ICC. These routes would need to be covered by Closed Circuit Television. This will provide real safety, but will also give people a sense of safety. Users will need to know where the safe routes are, and how they are protected.

### **9.3.3 Constituency-Based Initiatives**

- **Traders Against Crime**

Traders Against Crime, an organization of informal traders, was initiated in 1996, and officially launched in October 1997. The rationale for forming the organization was the high crime rate in the informal trading areas that was seriously undermining business. The idea was to prevent and act against crime on the streets, including crime against tourists, since the informal traders perceive tourists as an important element of their customer base.

Traders Against Crime operates in a number of areas across the City including Warwick Junction, Besters, the Durban Station, and Umlazi. Unlike Business Against Crime, which is focused on reorienting the criminal justice system and building local police capacity, Traders Against Crime has a physical role in crime prevention on the street. The work they do is unpaid. Although they are happy to work on a voluntary basis, they would like to have funds for medical aid and insurance. Traders often spend hours in court waiting to testify in various cases. During these times they need to find a substitute person to conduct their businesses on their behalf. To have access to compensation for the cost of this would be considered as helpful.

The Traders have a conventional committee structure, a constitution, and a bank account. The Traders have received some training from the Metropolitan Police, and are able to carry out a citizen's arrest. They do not wish to formalize their status by becoming police reservists, partly because this would cut against their status as a community based grouping, partly because

they could be deployed to other areas, and partly because they regard the police as compromised with regard to crime prevention.

Traders Against Crime has serious financial constraints. Initially, through grant funding, they were able to hire an office and pagers. They are no longer able to do this, and currently hold their meetings at the offices of the Warwick Junction Project. The Traders do have identifying T-shirts, though these are not always worn. Traders Against Crime has about 300 members trading in a range of goods.

The Traders have been successful in substantially reducing crime in their areas. The last time that a crime was committed against a tourist in Warwick Junction was in 1998.

- **Business Against Crime**

Business Against Crime (BAC) was formed in 1996 as an initiative to coordinate resources within the business sector in the fight against crime. Business Against Crime is a very significant national and local cooperative initiative that has not been adequately promoted and advertised. BAC comprises section 21 companies both at the national level, and within the provinces. The organization is involved in a number of key initiatives. It is assisting with the national move towards an integrated criminal justice system, it is involved in a motor vehicle theft project, in a ports and borders project, and in an initiative to combat commercial crime. BAC works closely with national government on this range of projects through governance structures comprised of senior officials from government departments, and representatives from the business sector. At a local level, BAC works with police stations to achieve international best practice in policing. The Service Delivery Improvement Programme (SDIP) is essentially a capacity building initiative. It involves finding sponsorship from business to conduct training at a range of different police stations. The focus has generally been on police stations in disadvantaged areas (Inanda, for example where sponsorship is through Unilever.) The response from staff at police stations to the SDIP has not always been positive.

- **The Beachfront Business Committee**

The Beachfront Business Committee (BBC) is a special area sub-committee of the Durban Chamber of Commerce and Industry. The initiative, comprising about four hundred individuals (residents and businesses), was started some five years ago to promote a tourist friendly beachfront, and combat problems of crime and grime. The BBC holds bi-monthly meetings to share information and ideas. A plethora of ideas for dealing with safety and security and with the issue of grime have been proposed, though these have yet to be taken up formally and implemented. For example, a fast track system for dealing with attacks against tourists has been suggested, as has the notion of training receptionists at hotels to deal with tourists who have been the victims of a criminal attack. Two years ago, the BBC decided to hire a dedicated manager (funded by the members). An inter-active email forum incorporating BBC members, councilors, and city line departments was set up. Problems such as litter and vagrancy could be posted on the forum by individual members, and could then be taken up by the relevant city

authorities, or by the manager. The BBC has recently requested the manager to suspend his duties. The reason for this is a lack of positive response to the initiative on the part of the City authorities.

## **10. KEY ISSUES EMERGING FROM CURRENT TRENDS IN THE SAFETY AND SECURITY ARENA**

A number of key issues emerge from the review of trends and initiatives in the safety and security arena.

### **10.1 Issues Around Effective Policing**

- The quality of policing in South Africa is inadequate. There is a high incidence of corruption within the South African Police Service. In addition, there are numerous problems with the criminal justice system, which remains fragmented and under resourced. The system is subject to serious bottlenecks in prosecutions. The detention system is wholly inadequate.
- Coordinating structures for the different branches of the safety and security system do exist, but these tend to operate unevenly on the basis of specific projects, or in response to specific needs.
- Coordinating structures for community policing offer an opportunity to liaise with communities on safety and security issues.
- There is a plethora of crime prevention strategies within the Durban Metropolitan Area, but these remain disparate and uncoordinated.
- There is no dedicated service for dealing with crimes against tourists, although on request cases can be processed rapidly. It would seem that a dedicated service is being considered in the context of the integration of the criminal justice system.
- The way in which crime is reported and logged in police information and data systems does not allow for identification of crimes against tourists.
- There is talk of using GIS to log crime spatially. This would help to highlight hotspots, and would facilitate crime prevention through environmental design (CPTED).
- Lack of capacity and resistance to change within SAPS is a serious problem that has the potential to undermine initiatives emanating from Business Against Crime such as the Service Delivery Improvement Programme (SDIP).

- Technologically, Durban has fallen behind in monitoring crime in key areas. (Cameras are outdated, and monitoring capacity is inadequate. Cape Town has overtaken Durban.)
- Categories of people who are vulnerable to specific types of crime can be pin pointed fairly easily. Vulnerability to crime (particularly in the case of tourists) is often a result of ignorance. A better understanding of vulnerability can provide a useful basis for targeted crime prevention measures.
- Tourist protection measures apply only during peak periods, leaving tourists who visit at other times vulnerable to crime.
- There is a need to make the old areas of the City (Grey Street, and Warwick Avenue and environs, for example) safe and secure so that the tourist potential of these areas can be exploited. Traders Against Crime is a potential resource for initiatives in these (and some other) areas.

## **10.2 Media Reportage and the Question of Crime and Crime Statistics**

- Perceptions of the character, incidence and location of serious crime seem to be seriously skewed. This is partly a consequence of privileged access to the criminal justice system and the media. While the white middle classes may be targets for burglaries and car jacking, crime stemming from poverty, underdevelopment, and social disintegration in marginalized areas is very significant indeed. For example, of the eighteen police station areas from KwaDukuza to Umbilo (Durban North police area) the highest incidence of crime is in Inanda and KwaMashu. The incidences of murder and attempted murder are exceptionally high in these areas. These crimes are related to gangsterism, alcohol abuse and domestic violence. There needs to be a more balanced and socially sensitive understanding of the roots, distribution and character of crime. This requires public access to crime statistics.
- On a city-to-city comparison for 1999, Durban has relatively low crime ratings on the majority of crime categories. Durban fares better than Cape Town, better than Johannesburg, and better than East London. This does not, it would seem, entirely accord with popular perception. Benchmarking is an important way for local actors to understand where we are at.
- According to media representatives, crime is seriously under-reported rather than over-reported. Under reporting is a particular problem in poor and marginalized areas. Crime on the beachfront is also probably seriously under-reported.
- Positive reporting must be based on real success stories. Has crime decreased? Have arrests increased? As a result of which interventions?

- There are enough positive developments (in terms of big projects) in the local environment to justify positive reporting. However, tangible things are needed to change negative local perceptions.
- The current moratorium on crime statistics is widely regarded within the media as unwise. Absence of hard data (no matter how flawed this may be) exacerbates negative perceptions and fuels irrational fear. There is no statistical base against which to weigh individual experience, rumor, and media reports.

## **11. PERCEPTIONS OF INTERNATIONAL AND DOMESTIC TOURISTS OF THE KWAZULU-NATAL EXPERIENCE**

This section of the report considers international and domestic tourist perceptions of KwaZulu-Natal as revealed through recent panel surveys commissioned by TKZN. (Primary sources for the brief descriptions that follow are KwaZulu-Natal Tourism Authority January 2001, KwaZulu-Natal Tourism Authority, February 2001 and South African Tourism 1999 and 2000.)

### **11.1 International Tourists**

Although the Western Cape and Gauteng remain the most frequented destinations for international tourists in South Africa, there was an increase of 5% in visitors to KwaZulu-Natal in January 2000 over January 1998. The key source markets for visitors to KwaZulu-Natal are the United Kingdom, Africa and Germany. The most common reason for visits to KwaZulu-Natal is to visit family and friends, though wildlife and the beaches are important attractions. International tourists are influenced to visit the Province through word of mouth communication, though marketing also has an impact. In fact, KwaZulu Natal Tourism Authority's surveys indicate that an overwhelming percentage of visitors is influenced to visit the Province by word of mouth. For the January 2000 holiday period, 74% of visitors were influenced to visit by word of mouth, while for 62% of these visitors, this was the factor that most influenced the decision to visit. A significant percentage of visitors was also influenced by advice from friends and relatives (in the region of 23%). These findings are corroborated by the South African Tourism Foreign Visitor Surveys (1999 and 2000), which also indicate a very large percentage of visitors influenced by word of mouth. These surveys show that promotions also have a significant role to play.

International tourists tend to make their own arrangements for travel, and do not typically make use of organized tours. The vast majority of international tourists enter the Province through Durban's international airport. This highlights the importance of the airport as a place where critical information for tourists should be made available (for example, information on safety and security and health; see Section 12) Most international visitors visited the Durban Metropolitan area, with Zululand the next most important destination. The key attraction within the Durban area is the beachfront. There were also significant numbers of visitors to the Drakensberg, the Valley of 1000 Hills and Hluhluwe / Umfolozi. (These patterns suggest key areas to target in terms of ensuring safety and security, and a clean and healthy environment.)

Most international tourists stay in luxury hotels. The standard of accommodation is rated as good by the overwhelming majority of visitors, as are shops, restaurants and conference facilities. Although the general impressions of international visitors are good, perceptions of cleanliness and personal safety are far less encouraging. The table below indicates that foreign visitors have relatively poor perceptions of personal safety and cleanliness in the Province. Only 39% of foreign visitors in January 2000 perceived their personal safety to be good. Perceptions of cleanliness have improved only marginally over the period January 1998 to January 2000.

### General Impressions – Foreign Visitors

#### Good

	January 1998	September 1998	January 2000
Personal Safety	27%	33%	39%
Cleanliness	40%	46%	44%

Source: KwaZulu-Natal Tourism Authority 2001 KwaZulu-Natal's International Tourism Market.

Despite the negative perceptions of cleanliness and personal safety, most tourists enjoyed the visit, and would advise their friends to visit the Province. However, feeling unsafe was a disappointment cited by a fair proportion of international tourists (13% in January 2000 – a decline over January 1998 when 18% of people were disappointed because they felt unsafe – but still significant.). There has been an increase over the survey period in personal experiences of crime – up from 1% in September 1998 to 4% in January 2000. More people felt that Durban was shabby and deteriorating in January 1998 (6%) than was the case in January 2000 (3%).

The findings of the TKZN panel surveys from 1998 to 2000 certainly highlight the need to address perceptions of safety and security. Perceptions of cleanliness are also poor. Indeed, the surveys reveal that the factors most likely to threaten the Province's share of the international market are negative perceptions of safety and cleanliness.

## 11.2 Domestic Tourists

The primary source markets for domestic tourists are Gauteng and KwaZulu-Natal. KwaZulu-Natal is the most visited province in the country, and enjoys approximately 35% of market share.

The most important reason for coming to KwaZulu-Natal is to visit friends and relatives, though a greater proportion of visitors in the upper income brackets (Living Standards Measurement (LSM) groups 7 and 8) come to the Province on holiday. People are attracted to the Province primarily because of the presence of friends and relatives and because of the beaches. As is the case for international tourists, word of mouth communication is by far the most important factor influencing decisions to visit the Province. (The surveys show that more than 70% of domestic tourists are influenced to visit the Province by word of moth.) Also, as is the case for

international tourists, domestic tourists tend to make their own arrangements, and they tend to travel independently. Most people visit the Durban area, though the South Coast is also a popular destination.

In general, facilities in the Province are rated as good, though there has been a decline over the period October 1997 to June / September 2000 in the rating of restaurants. Ratings of personal safety and cleanliness are relatively low with only 55% of visitors rating both personal safety and cleanliness as good in June / September 2000. The table below indicates rating of personal safety and cleanliness over the period October 1997 to September 2000.

**General Impressions  
Good**

	Oct 97 - Jan 98	Feb 98 – May 98	June 98 – Sept 98	Oct 99 – Jan 00	Feb 00 – May 00	June 00 – Sept 00
Personal Safety	54%	36%	70%	54%	53%	55%
Cleanliness	57%	48%	71%	52%	52%	55%

Source: KwaZulu-Natal Tourism Authority 2001 KwaZulu-Natal's Domestic Tourism Market

Perceptions of crime and grime strongly influence decisions to visit the Province. A significant percentage of domestic tourists who said they were not likely to visit the Province over the next twelve months indicated that violence and crime were reasons for this. The surveys indicate that 5% of South Africa's adult urban population indicated that they would not visit KwaZulu-Natal because of the crime problem. However, there was a decline in the percentage of tourists who said they would not be visiting the Province for these reasons over the period 1998 to 2000. In February / May 1998, 22% of respondents who would not be visiting over the following year stated that this was because of violence. This had declined to 12% in June / September 2000. Whereas 7% who would not be visiting over the following year cited crime as a reason in October 1997 January 1998, this had declined to 4% by June / September 2000.

That safety and security are issues for domestic tourists is confirmed by the cited key disappointments. Feeling unsafe, grime, and personal experience of crime are cited as key disappointments by a low but significant percentage of domestic visitors. Though no visitors said they felt unsafe in February / May 2000, 4% said they felt unsafe in June / September 2000. Grime was reported as a disappointment by 4% of visitors surveyed in February / May 1998. This declined to 2% in October 1999 / January 2000. A very significant percentage of domestic visitors (6%) reported personal experiences of crime in June / September 1998. This had, however, declined to 1% by October 1999 / January 2000. Though the percentage of tourists reporting that they have been the victims of crime may have declined, perceptions of personal safety remain low, as is reflected in the table above.

Once again, as is the case for international tourists, perceptions of safety and security and crime are key issues for domestic tourists. These factors significantly undermine the KwaZulu-Natal share of the domestic market.

## **12. WHAT TKZN CAN DO TO PROMOTE SAFETY AND SECURITY – A STRATEGIC APPROACH**

### **12.1 Starting Points for Intervention**

The key issue with regard to the tourism promotion and destination marketing roles of TKZN is that marketing initiatives are being undermined by the incidence of crime against tourists (even if this is relatively low), and by persistent negative reporting of incidents, particularly at a local level. These initiatives are also potentially undermined by dirty, polluted environments, and by perceptions of KwaZulu-Natal as a high-risk destination from a health point of view.

There are two starting points for strategic intervention. The first is to respect TKZN's essential mandate as a body responsible for promoting tourism, and marketing the Province as a tourism destination. The fundamental point here is that TKZN is not a service provider in the safety and security arena, but should respond to safety and security issues from within the context of its main functions. The second starting point is to focus in the first instance on measures that fall within a crime prevention paradigm, rather than to emphasize ameliorative measures. However, TKZN does need to promote, or have in place, strategies to deal reactively with situations where tourists are attacked.

What TKZN needs to do is to broaden its conception of promotion and marketing, and to widen its range of activities in this arena. TKZN needs to undertake a 'marketing' drive *within the Province* to promote the economic benefits of tourism, particularly in job creation. This 'marketing' drive needs to happen with communities in and around key tourism destinations, through the safety and security system, and in the public arena. Enhanced awareness of the economic benefits of tourism is an incentive for communities to be proactive about preventing crime and environmental pollution in their areas.

### **12.2 Strategies**

#### **12.2.1 What Tourism KwaZulu-Natal should Lobby for**

- **Reform to the Criminal Justice System**

TKZN should add a voice to the lobby for the reform of the criminal justice system. The focus in lobbying for reform should be on achieving the integration of the system, on improving detention facilities and prosecution procedures, and on a more stringent approach to drug dealing and illegal gambling, both nationally and Provincially.

- **A Coordinated and Consistent Approach to Safety and Security**

The local safety and security environment is characterized by diverse, very different, but potentially effective initiatives to fight crime and grime, particularly in the Durban Metropolitan Area. These initiatives, described above, have emerged from government (the Safer Cities Project, Urban Improvement Precincts, spatial planning for safe corridors and areas, and dedicated efforts to secure safety around major events), as well as from specific interest groups (Business Against Crime, and Traders Against Crime).

A key issue with regard to these initiatives is that they are uncoordinated. As an illustration of lack of co-ordination, the national government has identified KwaMashu and Inanda as priority areas without prior consultation with Province or with local government. The units dealing with priority areas were accommodated close to bad buildings near the beachfront, but were not (and could not be) mandated to take in any action with regard to these sites of social disintegration. This potentially created an impression in the public mind of police tolerance of crime.

The perception in business and local government circles is that the Safer Cities Project could become a coordinating body, at least for the Durban Metropolitan Area. What TKZN needs to lobby for is a coordinated approach to crime prevention.

Also a difficulty is that many initiatives tend to be project based. The focus is on a conference, an event, or on a holiday period. Efforts tend to dissipate once the event or holiday has passed. So, TKZN needs to promote the importance of a consistent approach as well as a coordinated one. The Western Cape example of cooperation through a dedicated tourism unit working with coordinators at local police stations should be cited as an example of what can be achieved (See Section 8).

- **Access to and Reconfiguration of Police Statistics**

There is a moratorium on crime statistics at present. The stated reason for this is that statistics were being wrongly reflected. (For example, a robbery in a taxi was reflected as a cash-in-transit heist.) TKZN requires relevant information and data on crime generally, and on crime against tourists specifically. This is a critical base line for lobbying for change, and for key tourism related interventions. In the first instance, TKZN should articulate a concern about the moratorium on crime statistics.

Once the moratorium on crime statistics has ended, it could be very useful for TKZN to discuss with SAPS better ways in which information about crime is categorized and captured. In particular, it is really important to get a grasp of crime against tourists in order to understand the impacts this may be having.

TKZN needs to work actively with the SAPS to establish criteria for the collection and analysis of tourism-related crime statistics. This would help to work out more efficient strategies for

police deployment, for training needs of safety officers, and for more accurate advice for visitors. Consider for example: are crime statistics broken down according to whether victim is local or visitor? Can one correlate the type of crime in mass tourism destinations and type of victim (tourist or local resident)? Are tourist victimization rates influenced by visitor density levels? (That is, are crime rates higher overall during peak tourism months?) Small changes to data entry lines may be all that is needed to get a far better idea of these issues. When (and if) GIS is used for crime logging and analysis, TKZN should request information about key tourism destinations as a way of monitoring and responding to the incidence of crime against tourists.

- **Effective Urban Management**

It is clear that a great deal could be achieved in Durban through a more stringent and consistent approach to urban management. Disaster areas from a grime point of view (the open spaces near Water World, and the underpass near the Workshop for example) need to be cleaned up. Street trading needs to be better managed. Public spaces need intensive attention to prevent the deterioration of adjacent private properties. Safe corridors to key tourism areas need to be made a reality. The establishment of an adult entertainment area would create a legal space for activities that at present are associated with criminality and drug dealing.

TKZN should lobby for stronger urban management to achieve pleasant and safe urban environments, particularly in the inner city areas. There is insufficient recognition of the value of tourism assets. These need to be serviced with intensive resources. The kind of zero tolerance approach adopted in some cities (like New York, for example) tends to displace crime and grime to other areas. A more stringent approach to urban environments needs to be balanced by a social responsibility ethic.

- **Application of By-Laws**

It is critically important to apply by-laws consistently and effectively (especially those that relate to illegal trading and pollution of the environment) in the interests of better-managed public spaces. Almost every key respondent interviewed for this study emphasized this. Prosecution is the responsibility of the Metropolitan Police. The establishment of a Municipal Court would make possible effective prosecution. TKZN should support the call for effective application of the by laws, and for the establishment of a Municipal Court to facilitate this.

As far as grime is concerned, there are several key areas that need to be cleaned up as a matter of urgency. Two such areas are the space near Water World, and the Workshop Underpass. An urgent letter outlining the damaging effects on tourism of these dismal places, and requesting immediate action should be directed to the relevant City department (Durban Solid Waste).

### **12.2.2 Establishing a Tourism Forum for Discussion and Action**

There should be a Tourism Forum for the Province that includes all stakeholders and representatives from relevant departments. TKZN should facilitate the establishment of such a Forum. This Forum should focus on crime, grime and health issues, and identify steps that should be taken by government departments, local government and by stakeholders represented on the Forum. The Forum should have political legitimacy and authority, and a high profile. For this reason, it should be chaired by the Mayor of Durban, and should include ministerial representation.

### **12.2.3 Liaising with the Safety and Security System**

A number of interventions with regard to existing police coordinating structures are possible.

- **Adequate Representation on Existing Safety and Security Structures**

First, TKZN should ensure that it is appropriately and consistently represented on existing structures.

- **Promoting a Better Understanding of Tourism Within Safety and Security Systems**

Secondly, TKZN should liaise with these structures to promote a better understanding of the economic significance of tourism. For example, tourism promotion through the SAPS internal communications systems (video and print) could help effect a shift in police awareness and attitudes. Similar initiatives could be undertaken through the internal systems of the Metropolitan Police. TKZN could assist the police in making a video for members of the police service on the implications of crime for the tourism sector. The video should outline the importance of tourism for economic growth with a specific focus on the significance of the sector for job creation. The police could shoot this video, but would require information and input (for example, the relative economic weight of the tourism sector, the ratio of capital expenditure to job creation, and patterns of expenditure of both international and domestic tourists.) The South African Police Services has its own internal publication, Police Express. TKZN could take out a series of pages in this paper for an article on the economic significance of tourism and the negative impacts of crime on the sector.

- **Instituting Dedicated Mechanisms for Dealing with Criminal Attacks Against Tourists**

What makes tourists vulnerable to criminal attack is the perception that crimes against tourists cannot be dealt with effectively because the wheels of the criminal justice system turn so slowly, and because systems of detention are inadequate. The tourist is unlikely to be able to testify except in very serious cases. A third initiative that TKZN urgently needs to take is formally to request a streamlined system for dealing with offences against tourists. The climate within both

SAPS and the Metropolitan Police would be receptive to such an approach. There is already some sort of provision for fast tracking cases against tourists, but this needs to be formalized, and all stakeholders need to be brought on board. (Dedicated assistance to tourists enabling appropriate action to be taken in the event of an attack is a basic recommendation of the World Tourism Organization (see World Tourism Organization, 1997).

Following the Florida example, what TKZN could also initiate is a fly-back facility for tourists who have had the misfortune to be the victims of criminal attack, and who need to testify in court. This facility would need to be widely publicized and made known to tourists through the proposed brochure on safety and security (see below).

- **Marketing Safety and Security Services**

As safety and security and criminal justice services are put in place for tourists, TKZN should take responsibility (in collaboration with other bodies) for promoting and marketing these. If people are unaware of services, they cannot use them.

- **Liaising with the Community Policing Board**

Broad issues around the safety and security of tourists should be discussed with the Provincial Community Policing Board. A broad strategy for working with Community Policing Forums around tourist safety should be worked out.

#### **12.2.4 Liaising with Communities for an Area-Based Approach to Safety, Security and Cleanliness**

Communities have the capacity to assist in ensuring the safety of tourists in particular localities. Communities can also help to ensure that prime tourist destinations are kept free from pollution. On the basis of discussion with the Provincial Community Policing Board (see above), liaison with communities should be orchestrated through Community Police Forums. TKZN could use a range of promotional tools to work with CPFs (for example, workshops, broad sheets and video material) to promote the benefits of tourism as a basis for getting buy in to tourism initiatives at a local level. Popular tourist destinations need to be selected to pilot this approach. Ultimately, all the prime destinations in the Province could be targeted. Workshops should be held with traditional leaderships and traditional communities.

#### **12.2.5 Liaising with Politicians and Government Officials to Promote Crime and Grime Free Environments**

If they are proactively to promote crime and grime free environments in their localities, councilors and government officials need a better understanding of the economic benefits of tourism. There is a need for training with regard to the importance of tourism, and with regard to the negative impacts of crime and grime on the industry. TKZN should put together a popular document on these themes for distribution and work shopping within local government. The

popular document should include material on the negative impacts of both crime and grime, and should promote the importance for tourism development of a safe clean environment.

### **12.2.6 Liaising with the Media**

Negative reporting is a difficult issue. The media has a responsibility to inform the public. On the other hand, the consistently negative slant that is given to crime against tourists, and in some instances to health issues inflicts considerable damage on the tourism sector. TKZN could play a more proactive role in this context, first by campaigning for a more responsible practice in crime and health reportage with media editors and programme directors, and secondly by releasing its own material on crime and health in general, and on any specific incident or occurrence. This material should be aimed at emphasizing proactive approaches and successful interventions.

To build and maintain good relations with the media, periodic workshops around reporting practices and reporting of particular issues (including health issues) should be held.

### **12.2.7 Facilitating Flows of Information for Effective Planning Around Events, Conferences and Exhibitions**

Information flows with regard to key events, conferences and exhibitions is critically important if visitors are to be kept safe. It should be noted that the South African Police Service is more than willing to provide a service – briefing visitors to events and conferences, for example, and ensuring an enhanced police presence in designated areas. But the police need to know exactly when events are planned so that they are prepared to make an intervention. The police do have an arrangement with the International Convention Centre whereby they are informed well in advance of every function where foreign visitors will be involved. This arrangement needs to be expanded and formalized for all events, conferences and exhibitions of significance that are scheduled for the Durban Metropolitan Area, or for the Province.

A coordinating committee around events and conferences that includes representatives from TKZN, the Durban Events Corporation, the International Convention Centre, Durban Africa, the Durban Metropolitan Council and safety and security systems should be established to ensure consistent safety and security planning. The proposed Tourism Forum (see above) could be used as a basis for establishing a committee for forward planning around events and conferences in the Province.

A recent example of a missed opportunity for reaping the benefits of a police presence is that the police were not involved in the 2000 Tourism Indaba. The exhibitors at these events need to be briefed. A police presence at the Indaba, and a police contribution in terms of safety and security issues would enhance confidence to participate in the South African tourism market.

### 12.2.8 Assisting Tourists to Deal with the Question of Safety and Security

- **Promoting Measures to Ensure Safety, Security and Health**

In relation to the individual tourist, the primary crime prevention measure for TKZN should be to 'market' fundamental measures for safety and security through materials to be distributed at hotels, airports, and other outlets. The briefing materials should be cast in a positive mould (i.e. 'do' rather than 'do not') but should be unequivocal about no go areas and basic safety measures. (Japan provides such material to tourists.) Examples of actual safety and security brochures used by a variety of destinations appear in the final section of Tourist Safety and Security: Practical Measures for Destinations, World Tourism Organization, 1997.

In line with the Mexico example, the advice brochure should be put on the TKZN website.

The brochure should include key points about health issues directing tourists to necessary precautions, but allaying unfounded fears about rampant disease. This is especially important in the light of the recent epidemics that have afflicted the Province (cholera and foot and mouth disease), in the light of the constant threat of malaria, and because KwaZulu-Natal is known to have one of the highest incidences of HIV/AIDS in the world. The World Tourism Organization recommends that tourist health information should be a permanent feature in data bases and travel publications. (World Tourism Organization, 1997).

The brochure should also include advice to tourists on how to deal with approaches by street children and vagrants. Tourists should be advised to consider making contributions to local institutions and organizations that are attempting to deal with street children and vagrants in socially responsible ways, rather than responding directly to begging. The names and addresses of local institutions and organizations (The Ark and the street children's shelter, for example) should be provided.

- **Using Existing Structures (Traders Against Crime) to Promote Tourist Safety and Security in Selected Areas**

There are a number of ways in which tourists could be made to feel safe in key tourist destinations in the city. One of these would be for TKZN to establish some sort of partnership with Traders Against Crime (Warwick Junction, the Station Umlazi, and Besters) so that traders could become 'tourist buddies'. This would entail some training and some form of identification. Traders Against Crime is already playing a powerful crime prevention role. Enlisting this 'street wise' constituency in the interests of promoting tourism through preventing crime could only be beneficial.

What having a partnership with Traders Against Crime could achieve is to make areas of the city safe that may not be safe or seem to be safe in the absence of such a partnership. A partnership could create the conditions for freedom of association across areas of the city,

which define its African character and feel. The potential of Durban as an African city could be realized through marketing which advertised the partnership.

- **Developing 'What to Do' Material for Tourists in the Event of a Criminal Attack**

Tourists are vulnerable, because they are often ignorant of the steps that could be taken if they are the victims of crime. The people to whom they may have immediate recourse may also be poorly informed. So, TKZN has a role to play in developing some 'what to do' material. Again, this should be positively couched, but unequivocal in its message. Such material should be available to tourists, but should also be available to tour operators and stakeholders in the hospitality industry, since these agencies may need to guide and assist tourists about what action to take. The 'what to do' information needs to be marketed so that tourists are aware of the steps they should take.

- **Promoting Practical 'What to Do' Measures in the Industry and in the Safety and Security System**

There may well be point in TKZN work-shopping crime issues with tour operator, in relation both to crime prevention and reactive measures. Broad sheets in police stations would be one way of educating police about appropriate reactive measures as well as providing proper information to tourists.

- **Establishing Means of Communication to Deal Effectively with Incidents Against Tourists**

It is necessary to establish a chain of communication, so that in the event of an attack against a tourist, there can be effective damage control. This needs to be a telephone chain that includes the safety and security system and the public bodies responsible for tourism development and marketing. The first person to become aware of an incident would inform others so that a coordinated approach can be orchestrated.

- **Establishing a Tourist Safety and Security Help Line**

TKZN should run a tourist help line for tourists requiring safety security and health information, and for tourists who have had the misfortune to be the victims of a criminal attack.. TKZN already runs an information service. So, to run a parallel service would not be much of an additional burden. But staff answering the help line would need some basic training in briefing tourists on what to do in the event of an attack. Also, some training in how to handle calls from people who may be in a traumatized state will be needed. (Provision of assistance to tourists who have been the victims of attack is a fundamental recommendation of the World Tourism Organization (WTO) (see World Tourism Organization, 1997).

### **12.2.9 Strategic Marketing in Relation to Crime and Grime**

TKZN could review its general promotional material in the light of a sharper perspective on crime, grime and health issues. How can the relative safety and security of certain destinations be promoted? In developing promotional material, TKZN should draw in oblique positive reference to safety and security (a picture of the beachfront might include a picture of a mounted policeman, for example). In short, safety and security measures can be indirectly marketed to tourists through existing promotional activities.

As already noted above, if there is less concern with crime and personal safety in relation to South Africa as an international tourism destination than is generally assumed, and if the country and the region seems to lack a specific profile or presence in the market, then aggressive marketing around niche areas would seem to be an appropriate approach in the international arena, rather than strategies focused on dealing with negative perceptions.

### **12.2.10 Undertaking Research on Tourism and Crime**

Statistics or research findings which would assist in understanding the link between crime and grime and visitor perceptions are simply not available: research in South Africa generally and in KwaZulu-Natal in particular has barely begun to map out the connections between crime, perceptions of crime, and effects on visitor arrivals and experiences. This is an area in which TKZN should commission research.

### **12.2.11 Promoting Clean and Attractive Tourist Destinations**

Working towards clean and attractive tourist destinations means working with communities and with local government around cleaning up dirty and degraded areas. Different strategies will be appropriate for different contexts. For business districts, the Urban Improvement Precinct approach currently being adopted in the Durban CBD is probably most appropriate. This involves getting businesses to agree to spend more on rates in order to spend more on waste removal and cleanliness. TKZN should promote this approach through its District Council partners for larger business districts within the Province.

However, an approach that involves paying more for services is completely inappropriate for poor and disadvantaged areas where services are either non-existent or unaffordable. Townships (some with considerable tourism assets like Inanda), and rural contexts that are prime tourist destinations are likely to fall into this category. In these kinds of area, three approaches are possible. The first is to promote the importance of clean and attractive environments through the promotional material for councilors and officials already referred to (see 12.6). The second is to orchestrate community clean-up campaigns, with a specific focus on areas contiguous to key destinations. Clean-up campaigns should be orchestrated through local government and through educational institutions in the areas concerned. Local government could be persuaded to devote some resources to this, but could also work through local educational institutions. The third, and most difficult approach is to institute community-

based maintenance and environmental management systems. This approach is difficult because it is relatively new and unknown in South Africa, and because it involves setting up contractual relationships between local governments and capacitated communities for the management of waste in their areas. A successful example of such a contract exists between the Umzunduzi Local Authority and the Nthutukoville community in Pietermaritzburg. TKZN could promote this idea to local government for specific areas with tourism potential where it might seem feasible. Two such areas might be Inanda and Cato Manor.

#### **12.2.12 Instituting an Award for Clean, Safe, Attractive Resorts**

TKZN should institute an annual award for the most attractive resort / tourism destination. Criteria for the award should be cleanliness and security, as well as special measures to welcome and attract visitors. In making the award, TKZN will need to take into account the limited resources of smaller resorts / destinations. The award will need to be widely marketed in the Province to encourage local authorities and institutions to participate. Resorts / destinations that win an award will be able to use their success as a means of marketing their areas. TKZN should sponsor publicity for winning resorts / destinations.

#### **12.2.13 Reviewing Consulate/Embassy Websites and Information for Visitors**

As already noted in Section 6 (see above), the material on the websites of consulates and embassies may be incredibly off-putting to foreign visitors to South Africa. TKZN should review the material on these websites, and where it is evidently outdated, inaccurate, or insufficiently regionally specific, the consulate/embassy should be contacted and requested to provide more regionally specific, up-to-date and detailed information, including safety and security tips for travelers and information on the health situation in KwaZulu-Natal.

### **12.3 Concluding Remarks**

In essence, it is argued that TKZN should adopt strategies from within its essential mandate. This does not mean, however, that TKZN does not need to 'get involved'. It does. However, the focus should be on effective lobbying for a range of interventions that would impact positively on the safety of the tourist, and on the cleanliness of the environment. TKZN should develop promotional material that can be used to shift attitudes within communities, within the police, and in the public domain, and should have in place ameliorative action steps that can be resorted to in the event of criminal incidents against tourists.

### 13. TRANSLATING STRATEGIES INTO PROJECTS AND PINNING PROJECTS TO BUDGETS

#### 1. What Tourism KwaZulu-Natal should Lobby for

It has been argued that TKZN should lobby for:

- Reform to the Criminal Justice System
- A Coordinated and Consistent Approach to Safety and Security
- Access to and Re-Configuration of Police Statistics
- Effective Urban Management
- Application of By-Laws

**Lobbying around these issues has no budgetary implications beyond the time of existing staff.**

#### 2. Establishing a Crime and Grime Forum for Discussion and Action

**Establishment of a crime and grime forum has no budgetary implications beyond the time of existing staff.**

#### 3. Liaising with the Safety and Security System

- Adequate Representation on Existing Safety and Security Structures

**Ensuring adequate representation on existing structures has no budgetary implications beyond the time of existing staff.**

- Promoting a Better Understanding of Tourism Within Safety and Security Systems

**Educational video on the importance of tourism for economic growth for use within the safety and security system**

Description	Unit Cost	Total
Twenty minute video	R 30 000	R30 000
<b>Total Cost</b>		<b>R30 000</b>

**Educational articles / features in Police Express on the significance of tourism**

Description	Unit Cost	Total
Article /Feature	R 2 000 for four features	R 8 000
<b>Total Cost</b>		<b>R 8 000</b>

- **Instituting Dedicated Mechanisms for Dealing with Criminal Attacks Against Tourists**

Promoting a streamlined system for dealing with offences against tourists has no budgetary implications beyond the time of existing staff.

Establishing a fly-back facility for tourists who have had the misfortune to be the victims of criminal attack.

Description	Unit Cost	Total
Fly back costs	R 12 000	R 48 000 (fly back fund)
<b>Total Cost</b>		<b>R 48 000</b>

- **Marketing Safety and Security Services**

Promotion and marketing of safety and security and criminal justice services can be incorporated into existing and planned promotional material.

- **Liaising with the Community Policing Board**

Liaising with the Community Policing Board has no budgetary implications beyond the time of existing staff.

#### 4. **Liaising with Communities for an Area-Based Approach to Safety and Security**

- **Workshops for communities on tackling crime and grime in their areas**

##### **Workshop material**

Description	Unit Cost	Total
Preparation of workshop material	R 7 500	R 7 500
<b>Total Cost</b>		<b>R 7 500</b>

##### **Community video**

Description	Unit Cost	Total
Twenty minute community video on tackling crime	R 30 000	R30 000
<b>Total Cost</b>		<b>R 30 000</b>

**Community broadsheets**

Description	Unit Cost	Total
Broadsheets on tackling crime for distribution in pilot areas	R 3	R 9 000
<b>Total Cost</b>		<b>R 9 000</b>

**Community workshops**

Description	Unit Cost	Total
Holding workshops with communities	R 10 000	R 60 000 (six workshops in three pilot areas)
<b>Total Cost</b>		<b>R 60 000</b>

**5. Liaising with Politicians and Government Officials to Promote Crime and Grime Free Environments**

Preparation of a popular document for councilors and officials on the importance of tourism to the economy and the negative impacts of crime on the industry.

Description	Unit Cost	Total
Preparation and production of document (5 000 copies)	R 30 000	R30 000
<b>Total Cost</b>		<b>R 30 000</b>

**6. Liaising with the Media**

Campaigning for a more responsible approach to crime reportage with media editors and programme directors, and releasing own material has no budgetary implication beyond the time of existing staff.

Periodic workshops with the media should be held.

Description	Unit Cost	Total
Workshop with media representatives around reporting practices	R 6 000	R18 000 (for three workshops over three years)
<b>Total Cost</b>		<b>R 18 000</b>

**7. Facilitating Flows of Information for Effective Planning Around Events, Conferences and Exhibitions**

Establishing a coordinating committee around events and conferences to ensure consistent safety and security planning has no budgetary implications beyond existing staff time.

## 8. Assisting Tourists to Deal with the Question of Safety and Security

- Promoting Measures to Ensure Safety, Security and Health

### Tourist brochure on safety security and health

Description	Unit Cost	Total
Brochure for tourists on safety and security (10 000 copies as a pilot project)	R 40 000	R 40 000
<b>Total Cost</b>		<b>R 40 000</b>

- Using Existing Structures (Traders Against Crime) to Promote Tourist Safety and Security in Selected Areas

### Training for Traders Against Crime

Description	Unit Cost	Total
Training for two days for 20 traders at R 10 000 per day (including cost of training materials)	R 10 000	R 20 000
<b>Total Cost</b>		<b>R 20 000</b>

### Insignia for Traders Against Crime

Description	Unit Cost	Total
Insignia for twenty traders	R 75	R 1 500
<b>Total Cost</b>		<b>R 1 500</b>

- Developing 'What to Do' Material for Tourists in the Event of a Criminal Attack

### What to do brochure

Description	Unit Cost	Total
Brochure for tourists on what to do in the event of an incident (10 000 copies as a pilot project)	R 40 000	R 40 000
<b>Total Cost</b>		<b>R 40 000</b>

- Promoting Practical 'What to Do' Measures in the Industry and in the Safety and Security System

### Workshops with tour operators on crime prevention and appropriate reactive measures

Description	Unit Cost	Total
Workshops with tour operators including workshop materials (three workshops as a pilot project)	R 10 000	R 30 000
<b>Total Cost</b>		<b>R 30 000</b>

#### **Broadsheets for police stations on what to do in the event of an attack on tourists**

Description	Unit Cost	Total
Broadsheets / posters (500)	R 4	R 2 000
<b>Total Cost</b>		<b>R 2 000</b>

- **Establishing Means of Communication to Deal Effectively with Incidents Against Tourists**

Establishing an appropriate means of communication has no budgetary implications beyond the time of existing staff.

- **Establishing a Tourist Safety and Security Help Line**

Providing training for staff to run a tourist safety and security help line.

Description	Unit Cost	Total
Training courses for two to three staff	R 6 000	R 18 000
<b>Total Cost</b>		<b>R 18 000</b>

#### **9. Strategic Marketing in Relation to Crime and Grime**

Strategic marketing of the safe and secure character of particular destinations can be incorporated into existing and planned promotional material.

#### **10. Undertaking Research on Tourism and Crime**

Conducting research on the link between destination choice and perceptions of crime and grime.

Description	Unit Cost	Total
Pilot research project	R 200 000	R 200 000
<b>Total Cost</b>		<b>R 200 000</b>

### 11. Promoting Clean and Attractive Tourist Destinations

Promoting clean and attractive tourist destinations has no budgetary implications beyond the time of existing staff.

### 12. Instituting an Award for Clean, Safe, Attractive Resorts

Description	Unit Cost	Total
Plaque for winning resort / destination	R 1 000	R 1 000
Function for winning resort / destination	R 10 000	R 10 000
Sponsored publicity for winning resort / destination	R 20 000	R 20 000
<b>Total Cost</b>		<b>R 31 000</b>

### 13. Reviewing Consulate/Embassy Websites and Information for Visitors

Reviewing consulate/embassy websites has no budgetary implications beyond the time of existing staff.

### 14. TIME FRAME FOR IMPLEMENTATION

#### Time Frame for 2001 - 2003

Project / Task	Element	2001	2002	2003
1.Lobbying / Advocacy				
	Reform to the Criminal Justice System	•	•	•
	A Coordinated and Consistent Approach to Safety and Security	•	•	•
	Access to and Re-Configuration of Police Statistics	•	•	•
	Effective Urban Management	•	•	•
	Application of By-Laws	•	•	•
2.Establishing a Crime and Grime Forum for		•		

Discussion and Action				
3.Liaising with the Safety and Security System				
	Ensuring Adequate Representation on Existing Safety and Security Structures	•		
	Promoting a Better Understanding of Tourism Within Safety and Security Systems	•	•	•
	Instituting Dedicated Mechanisms for Dealing with Criminal Attacks Against Tourists	•	•	
	Marketing Safety and Security Services	•	•	•
	Liaising with the Community Policing Board	•	•	•
4.Lcommunity liaison for an Area-Based Approach to Safety and Security		•	•	Evaluate impacts
5.Liaising with Councilors and Government Officials to Promote Crime / Grime Free Environments		•	•	Evaluate impacts
6.Liaising with the Media		•	•	•
7.Facilitating Flows of Information for Effective Planning Around Events, Conferences and Exhibitions		•	•	•
8.Assisting Tourists to Deal with the Question of Safety and Security				

	Promoting Measures to Ensure Safety, Security and Health	•	•	Evaluate impacts
	Using Existing Structures (Traders Against Crime) to Promote Tourist Safety and Security in Selected Areas	•	•	Evaluate impacts
	Developing 'What to Do' Material for Tourists in the Event of a Criminal Attack	•		Evaluate impacts
	Promoting Practical 'What to Do' Measures in the Industry and in the Safety and Security System	•	•	Evaluate impacts
	Establishing Means of Communication to Deal Effectively with Incidents Against Tourists	•		Evaluate impacts
	Establishing a Tourist Safety and Security Help Line	•		Evaluate impact
9.Strategic Marketing in Relation to Crime and Grime		•	•	•
10.Research – Tourism and Crime		•	•	
11.Promoting Clean and Attractive Tourist Destinations		•	•	•
12. Instituting an Award for Clean, Safe, Attractive Resorts		•	•	•
13.Reviewing Consulate/Embassy Websites and Information for Visitors		•		•