



DEPARTMENT OF ECONOMIC DEVELOPMENT AND TOURISM  
DEPARTEMENT VAN EKONOMIESE ONTWIKKELING



# TOURISM SAFETY AND SUPPORT STRATEGIC FRAMEWORK



DEPARTMENT OF ECONOMIC DEVELOPMENT AND TOURISM  
PROVINCIAL GOVERNMENT WESTERN CAPE

## **1. Background**

This strategy has been formulated for the Western Cape and is aligned to the National Guideline regarding Tourism Safety. Key learnings were derived from a comprehensive manual of the World Tourism Organisation: Tourist Safety and Security, Practical Measures for Destinations.

The Tourism Safety Workshop held in August 2001, identified the need to develop and implement a Provincial framework for a local integrated response to Tourism Safety. The workshop provided the forum with an instrument for developing a clear strategy for dealing with Tourism Safety, giving clear guidelines as to strategic objectives and outcomes to be achieved by relevant individuals.

The multi-sectoral workshop offered an insight into the appropriate roles of a range of role players and stakeholders from the Tourism sector. Much emphasis was placed on the value of a multi-disciplinary and multi-skilled approach.

## **2. Introduction**

Tourism Safety has been identified as an issue of paramount importance to the effective functioning and future of the Tourism Industry. It should however, be recognised, that while Tourism Safety is an impacting issue for the industry/sector, it is neither appropriate nor expedient for the Tourism Industry to build capacity and expertise in most matters pertaining to safety and security. Effective, efficient and sustainable partnerships should be developed with agencies and organisations that have safety and security issues as their core competency and business.

The August 2001 workshop identified the range of skills and functions required to provide tourists with the greatest possible safety, while empowering and supporting victims, through an appropriate victim support program.

### **3. Development Methodology**

Crime is rated as the first of a list of factors impacting on Tourism in South Africa. When health, life, property or the economic interests of tourists are threatened, Tourism business suffers inextricably. Even with its rich variety of natural, cultural and product diversity to offer the global market, the Western Cape cannot afford to be complacent about Tourism Safety. The Province needs an innovative approach to develop and promote its market, but also to eliminate obstacles to Tourism growth.

Crime against tourists has a unique impact and is vastly different to the victimisation, which occurs as result of crime committed against local residents. This is due to the fact that “tourist crime” attracts high media profile, bad publicity and has the potential to obscure the unique products that the destination offers. To this end, it is imperative that the Western Cape develops a rigorous strategy to deal with crime against tourists.

Furthermore, the forum recognised the need for a developmental model for the establishment and management of local Tourism networks to promote tourist safety, prevent crimes on tourists and ensure that where a tourist is a victim of crime, the impact is minimised through effective victim support.

### **4. Integrated Approach**

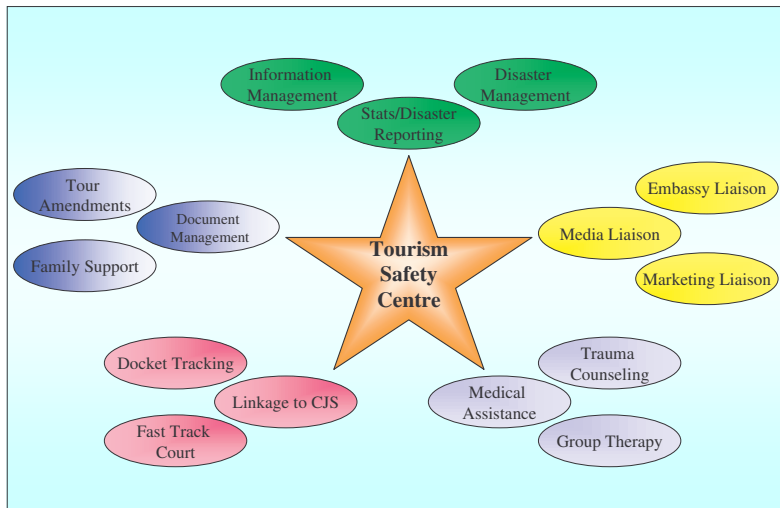
It has been recognised that no single agency can prevent crime, promote safety or empower victims of crime. Each network of service providers in the system has a role to play. The forum promotes a partnership approach to local crime prevention and incident management, involving:

- Tourism Agencies;
- Department of Tourism;
- Judiciary Authorities;
- SAPS, Traffic and Municipal Police (Local Police);
- Health ad Social Development Services;
- Emergency Services (Ambulance and Fire Department);
- Airports Company;
- Transport Sector;
- Business (Retail, Services and Commercial Industry);
- Local communities, and;
- NGO'S AND CBO'S.

It is not the intention or desire to duplicate the efforts of existing initiatives, nor is it the core business of the Department of Tourism to prevent crime or manage incidents of crime. Where a tourist is threatened by or becomes the victim of crime, it is essential that a mechanism exist to bring together the skills and functions that protect, minimise and resolve the impact of crime committed against tourists.

## 5. Proposed Model

In light of the above, it is proposed that a Tourism Safety Centre be established, to work side by side with the Local Tourist Information Centre. This centre should have a management team, made up of relevant stakeholders and role-players and be led by a full time co-ordinator and



staff, as determined by the management team. The partners should agree to a business plan with a shared vision, strategic objectives and preferred outcomes. It is recommended that a strategic facilitator be appointed to conduct a number of workshops to develop a framework for the following issues, which should be incorporated into the initial plan:

- 5.1 Media Liaison – creating an environment where liaison with media is undertaken in a pro-active and efficient way.
- 5.2 Embassy Liaison – interaction with the embassy or appropriate body of the tourist's host country.
- 5.3 Marketing Liaison – communication with marketing agents both locally and abroad e.g. South African Tourism
- 5.4 Medical Assistance – basic medical assistance provided immediately, with assistance to hospitalisation etc. if necessary.
- 5.5 Trauma Counselling – trauma debriefing.
- 5.6 Group Therapy – debriefing sessions held with tour groups from which victim originates.
- 5.7 Linkage to the Criminal Justice System – ensuring that prosecutor led investigations are instituted immediately.
- 5.8 Docket Tracking – maintaining constant track of docket and offender through the system and ensuring co-ordination with the victim.
- 5.9 Fast Track Court – due to the short time that tourists are available, the case should be fast-tracked to ensure successful trial.
- 5.10 Document management – the co-ordination of documents, which have been stolen such as, visas, passports etc.
- 5.11 Tour amendments – liase with travel agents to assist victims who will need to join tour groups later, etc.
- 5.12 Family Support – provide support for families of the victims (e.g. parents of a young rape survivor).
- 5.13 Statistics and Disaster Reporting – ensuring that statistics are released in a pro-active manner and that information pertaining to statistics and disasters is supplied to the correct agencies.
- 5.14 Information Management – liase with embassies, media, marketing agencies, tour companies etc.
- 5.15 Disaster Management (pertaining to Tourism) – set up policies and procedures pertaining to disaster management of tourists.

## 6. Key Objectives of the Model

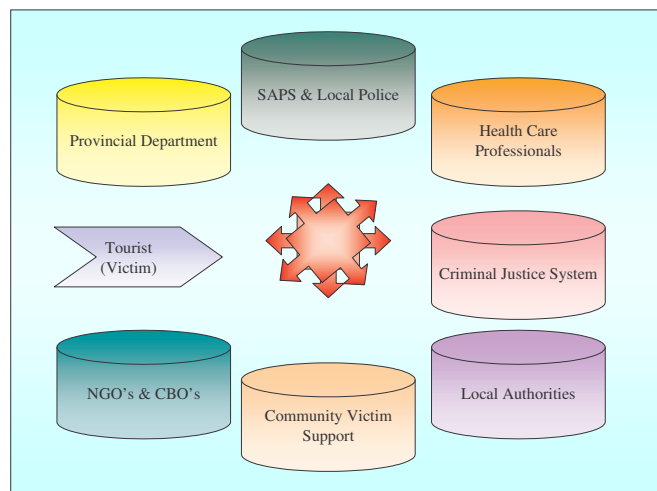
The key objectives of the model are:

- To empower government departments at local level, NGO's, CBO's and community members to establish and sustain partnership based crime prevention and incident management initiatives to promote and improve tourist safety.
- To ensure that such initiatives are integrated into, support and enhance service delivery of the multi-sectoral network that contributes to the prevention of crime against tourists and where necessary the empowerment of victims of crime (tourists).
- To ensure that services are delivered in a consistent and equitable manner whenever possible, respectful of the rights of tourists.
- To ensure that support is made available to tourists for whom access to services and support may otherwise be complicated or difficult.
- To monitor and evaluate the impact of such initiatives so as to adapt and improve them where necessary and replicate them as broadly as possible so as to reach as many beneficiaries as possible.

## 7. Partners to the Integrated Model

The Management Team will, be responsible to give direction and input on the overall functioning of the task team and should have quarterly meetings. Their responsibilities should include:

- Dealing with particular problems in safety and security in the tourism context
- Evaluation of information available, so that the Task Team can gain an objective understanding of safety and security problems
- Sharing responsibility of problems related to safety
- Current measures pertaining to the success of the unit
- Possible future initiatives and events (planning for safety and security e.g. forthcoming major events)
- Issues which should be considered, or reported to the regional and national levels,



inclusive of health problems to visitors

- Communicate trends and other relevant information to tourists
- Media Management plan
- Liaison with networks as well as research and documentation centres

## **7.1 ROLE OF THE PROVINCIAL DEPARTMENT**

The department should continue to chair the Forum and should co-ordinate the function of the Task Team. Furthermore, it should:

- Inform local role players and stakeholders of the initiative and to recruit members to management team
- Facilitate a partnership agreement with other role players and ensure that roles and responsibilities are understood
- Facilitate special training and/ or the development of protocols where role players may need to develop skills to best serve the objectives of the initiative
- Manage the flow of information to the public and specifically to tourists, so that they are equipped to take safety precautions
- Maintain response networks and mobilise role players when there is an incident of crime involving tourists
- Ensure that appropriate referrals are made where for instance a translator is needed or travel documents must be replaced
- Ensure that the victim has access to transport and accommodation where necessary
- Manage communications pertaining to an incident involving a tourist so as to minimise the negative impact of such an incident, for both the tourist and the local tourism industry
- Be the liaison between national departments, Tourism and Foreign Affairs where their intervention is sought.

## **7.2 ROLE OF POLICE**

SAPS should have designated officers responsible for Safety at local level. Furthermore, it should:

- Provide information from time to time regarding crime trends and patterns as they may impact tourist safety at local level
- Alert the Task Team when there is particular threat to tourist safety
- Be on standby and available to respond with urgency to an incident involving a tourist

- Ensure that a victim is treated with respect and dignity at all times, is offered information and the opportunity to provide information regarding the incident and that the victim is protected from further harm
- Ensure that the victim is referred for health care and or counselling where required
- Ensure that where possible the incident is handled with expediency and that no unnecessary delays are allowed in the processing of the incident
- Work with the Task Team to create a safe environment for tourists
- Assist in the communication of safety issues and to follow communication protocols as agreed by the Task Team where there is an incident involving a tourist

### **7.3 THE HEALTH CARE PROFESSIONAL**

The representative should be an expert in forensic procedures. Furthermore, it should:

- Ensure that any tourist who has suffered physical harm is treated with respect and dignity
- Facilitate a rapid response to an incident where a tourist suffered physical harm
- Ensure that appropriate referrals are made where necessary
- Ensure that where possible evidence is collected and contributed to the investigative process with integrity

### **7.4 LOCAL AUTHORITY**

The representative should be attached to the Emergency Services or where appropriate the Municipal Police. Furthermore, it should:

- Contribute to making the environment safer for tourists (ensure that lighting and safety precautions are maintained and that hotspots are identified in conjunction with the police and where possible the opportunity for crime is reduced through effective management of the environment)
- Ensure rapid, efficient and caring response from emergency services when there is an incident involving a tourist
- Ensure that the victim is treated with dignity and respect
- Ensure appropriate referrals where necessary
- Follow agreed communication protocols when there is an incident involving a tourist

## **7.5 COMMUNITY BASED VICTIM SUPPORT**

A representative should be a co-ordinator of the programme in the area. Furthermore, it should:

- Contribute through knowledge of local victimisation trends, any information that may assist in making the area safer for tourists
- Facilitate the availability of a trained volunteer who has specialist knowledge of tourist needs, to counsel and offer special support and assistance to a victim following an incident
- Follow communication protocols following the incident
- Ensure effective liaison with the criminal justice system following an incident, and that the victim understands what is happening and what will happen
- Ensure that a victim is aware of the rights of victims of crime and the victim is empowered to access those rights (to respect and dignity, to offer information, to receive information, to legal advice and to protection from further victimisation)
- Facilitate ongoing liaison with the victim once he has returned home, should the need arise.

## **8. The Proposed Business Plan**

### **8.1 Methodology**

The methodology for the business plan should incorporate the following:

- Service Delivery Standards clearly defined;
- The development of a systemic model to ensure that the initiative reaches its full potential;
- A proposed governance model to ensure ownership and long term sustainability;
- An integrated model showing inter and intra dependencies between agencies, stakeholders, role players etc.;
- Built in assessment to ensure long term viability and success, and;
- International 'best-practice' standards and case studies.

In addition to the above, the business plan will contain a detailed breakdown of the following:

- Financial Analysis (completed by a registered Chartered Accountant);
- Logistics Standards Requirement;
- Process Analysis, and;
- IT Infrastructure Design.

## **8.2 Approach**

It is of utmost importance that the standard of the business plan and items to be included are agreed upon prior to embarking on the work sessions. To this end the business plan should include:

- 8.2.1 Clear Objectives
- 8.2.2 Clear mandate
- 8.2.3 Realistic Business Plan/ Project Plan, which would include
  - 8.2.3.1 Scope
  - 8.2.3.2 Benefits
  - 8.2.3.3 Milestones
  - 8.2.3.4 Deliverables
  - 8.2.3.5 Expectations
  - 8.2.3.6 Key Project Success Indicators
  - 8.2.3.7 Integration of the Project plan with the relevant departments MTEF
  - 8.2.3.8 Project Dependencies and interaction with related projects and organisations
- 8.2.4 Authorisation with the appropriate government body/ mechanism
- 8.2.5 Governance, which should include;
  - 8.2.5.1 Executive Ownership
  - 8.2.5.2 Executive Sponsor/s appointed
  - 8.2.5.3 Role Players and responsibilities defined
  - 8.2.5.4 Appropriate representation agreed
  - 8.2.5.5 Decision making process defined
  - 8.2.5.6 Escalation process
- 8.2.6 Resources Allocated
  - 8.2.6.1 Financial commitment
  - 8.2.6.2 Human Resources
  - 8.2.6.3 Skills Development
  - 8.2.6.4 Infrastructure
  - 8.2.6.5 Continuity
- 8.2.7 Communication
  - 8.2.7.1 Strategy
  - 8.2.7.2 Appropriate communication material available
  - 8.2.7.3 Delivery mechanism in place
  - 8.2.7.4 Feedback-loop ensured

- 8.2.8 Change Management/ Transformation
  - 8.2.8.1 Transformation strategy
  - 8.2.8.2 Roles of executives identified and accepted
  - 8.2.8.3 Feedback-loop ensured
  
- 8.2.9 Risk Management
  - 8.2.9.1 Policy and Procedure
  - 8.2.9.2 Risk Assessment
  - 8.2.9.3 Risks Identified
  - 8.2.9.4 Actions Identified
  - 8.2.9.5 Risk Containment Plan
  
- 8.2.10 Human Resource Management
  - 8.2.10.1 Key Performance Indicators of Personnel
  - 8.2.10.2 Performance Appraisal
  
- 8.2.11 Project Management
  - 8.2.11.1 Work Breakdown Structure
  - 8.2.11.2 Time Scales
  - 8.2.11.3 Project Standards
  - 8.2.11.4 Skills Development
  - 8.2.11.5 Scope Creep Management Mechanism
  - 8.2.11.6 Go/ No-go points identified
  - 8.2.11.7 Documentation standards identified
  - 8.2.11.8 Progress Management and Reporting Frequency
  - 8.2.11.9 Escalation System
  - 8.2.11.10 Sign off process
  - 8.2.11.11 Quality Management /Audit Process
  
- 8.2.12 Project Progress/ Status
  - 8.2.12.1 Actual Progress vs. Scheduled Progress
  - 8.2.12.2 Deviation from overall Project Planning
  - 8.2.12.3 Utilisation of Resources
  - 8.2.12.4 Quality of Deliverables/ Outputs
  - 8.2.12.5 Reporting, feedback and Communication
  - 8.2.12.6 Financial Status of Project
  
- 8.2.13 Contract Management
  
- 8.2.14 Supplier Management

### **8.3 Outcomes**

While the business plan should be succinct in defining processes and procedures for the establishment of the Tourism Safety Centre it is vital that the business plan include the strategy in the form of measurable objectives in terms of the following:

- Service Delivery Levels
- Response Standards
- Visibility
- Presence
- Confidence generated

## **9. Strategic Outcomes Required**

The business plan will provide the framework for a Tourism Safety Centre, which should:

- Liase with Media, Embassies and Tourism Marketing Organisations
- Assist tourists who have been victims of crime;
- Provide psychological support services to victims and the groups they travel with;
- Establish the linkage with the Criminal Justice System, and;
- Manage information pertaining to tourism safety and/or disasters.

The success of the Centre will be measured according to the specific critical success factor, but ultimately by *tourist's perceptions of safety and security*.

## **10. Responsibility of the Local Government**

While the business plan should contain detail of all issues pertaining to the establishment of such a project, it will be of vital importance that the department specify Provincial and Local Government requirements. For this reason the following issues may be included in the business plan, but will be provided by the relevant Government Authority.

10.1 Risk Profile – due to the sensitivity of risk profiling, the intricacies of interdepartmental operations, and confidentiality the risk profile should be completed by the Department of Community Safety.

- 10.2 Architectural Design – any issues pertaining to architectural design will be completed by the relevant authorities, and the Department of Tourism will ensure approval from the Department of Public Works.
- 10.3 Financial Profile – the scope of the business plan will include detailed budgets and financial projections and the Management Team will be responsible for securing the required funding.
- 10.4 Governance Structure – the structure will be work shopped, facilitated and proposed, but it will not be within the ambit of the business plan to ensure its functionality or final approval from the relevant role players. This will remain the responsibility of the Management Team.

