



Ministry of Education,
Arts and Culture

Ministry of Environment,
Forestry and Tourism

**NATIONAL STRATEGY ON SUSTAINABLE
HERITAGE TOURISM
DEVELOPMENT & EMPLOYMENT
CREATION OPPORTUNITIES
AT COMMUNITY LEVEL**

**2020 TO
2030**



United Nations
Educational, Scientific and
Cultural Organization



Namibia Tourism Board



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Image: NTB



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ACRONYMS AND ABBREVIATIONS

BDP	Benefit Distribution Plan
BEE	Black Economic Empowerment
CBNRM	Community Based Natural Resource Management
CDC	Constituency Development Committee
CSR	Corporate Social Responsibility
DBN	Development Bank of Namibia
EIA	Environmental Impact Assessment
GCET	Global Code of Ethics for Tourism
GPST	Global Partnership for Sustainable Tourism
ILO	International Labour Organisation
IRDNC	Integrated Rural Development and Nature Conservation
JV	Joint Venture
LED	Local Economic Development
MAN	Museum Association of Namibia
MoEAC	Ministry of Education Arts and Culture
MEFT	Ministry of Environment, Forestry and Tourism
NACOBTA	Namibia Community-based Tourism Association
NACSO	Namibia Association of CBNRM Support Organisations
NATCOM	Namibia National Commission for UNESCO
NDT	Namibia Development Trust
NDP 5	Fifth National Development Plan
NHC	National Heritage Council
NSA	Namibia Statistics Agency
NTA	Namibia Training Authority
NUST	Namibia University of Science and Technology
PPPs	Public-Private-Partnerships
RISE	Rural Institute for Social Empowerment
RLH	Right of Leasehold
SCP	Sustainable Consumption and Production
SDGs	Sustainable Development Goals
SIFT	Sustainable Investment and Finance in Tourism
SMME	Small Micro and Medium-Sized Enterprises
TA	Traditional Authority
TSA	Tourism Satellite Accounts
TVET	Technical and Vocational Education and Training
UNAM	University of Namibia
UNDP	United Nations Development Programme
UNPAF	United Nations Partnership Agreement Framework
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNWTO	World Tourism Organisation
USIAD	United States Agency for International Development
WWF	World Wildlife Fund

FOREWORD

In line with the National Development Plan 5 from 2017/18 to 2021/22 (National Planning Commission, April 2017, under the Social Transformation Pillar in Chapter 3, Section 3.3 under Social Development, Arts and Culture) the total contribution of the Tourism, Arts and Culture sector, which is composed of approximately 4447 people (CDIS, 2014), to total national employment is expected to grow from 0.65 per cent to 2 per cent by March 2022.

The project on the development of a National Strategy on Sustainable Heritage Tourism Development and Employment Creation Opportunities at Community Level could not have been initiated at a better time than now. The Ministry of Education, Arts and Culture, and the Ministry of Environment, Forestry and Tourism have a joint responsibility to promote sustainable cultural tourism in Namibia. This project is aimed at developing strategic pillars on which Namibia will base the promotion of sustainable heritage tourism in order to improve the abilities of communities to derive maximum benefits from their heritage resources through sustainable tourism practices.

The Namibian Government, through the two-line Ministries, values and appreciates the partnership developed with UNESCO over the years and hopes to continue nurturing this relationship during the rolling out of the strategic interventions identified through this policy document. The Sustainable Development Goals (SDGs) recognise culture as both a driver and an enabler of sustainable development. In this context, the role of UNESCO and other multilateral stakeholders becomes quite crucial in shaping and redefining the role of cultural tourism in enhancing livelihoods at community level. Namibia has a wealth of cultural heritage resources, but while some history, heritage sites and events are currently featured by some tour operators, the robust scope to create a heritage tourism programme has not been developed. This national strategy and the concept note propose some long-

THIS STRATEGY IS AIMED AT DEVELOPING STRATEGIC PILLARS ON WHICH NAMIBIA WILL BASE THE PROMOTION OF SUSTAINABLE HERITAGE TOURISM IN ORDER TO IMPROVE THE ABILITIES OF COMMUNITIES TO DERIVE MAXIMUM BENEFITS FROM THEIR HERITAGE RESOURCES THROUGH SUSTAINABLE TOURISM PRACTICES.

term heritage tourism development and short-term strategies and actions to strengthen this component of the tourism offerings in Namibia. The strategy envisions a vital heritage tourism scene in Namibia, highlighting the country's rich historical, natural, and cultural offerings to attract more visitors and enrich, delight and inspire the tourist's experiences. Tourism is an important sector in Namibia; it generates a significant number of jobs and is a valuable foreign exchange earner for the economy. As we roll out this strategy it is important to recognise and strengthen the role of communities not only as mere participants but also as active and equal partners in defining the role of cultural tourism to development. The two Ministries commit to continuing availing financial and technical support to this noble initiative.

Given the challenges faced by all nations today, particularly with the COVID 19 pandemic, it is important that Namibia strengthens domestic tourism as an alternative revenue base for communities living in and around sites of cultural significance. Domestic

tourism could aid in stimulating the economy and has the potential to create jobs for locals, help alleviate poverty and the high level of unemployment. This will be achieved through robust marketing strategies that will change the mind and lifestyles of Namibians to appreciate their heritage and visit the sites designated as heritage sites thereby create new revenue streams for cultural tourism.

Finally, the two Ministries wish to extend a word of gratitude to the consultant, Dr. Erling Kavita and the technical steering committee for facilitating the development of this important national strategy. The Namibian Government fully embraces the content herein and will ensure that the strategies identified are fully mainstreamed into the strategic plans and annual plans of the two-line Ministries.



Hon. Ester-Anna-Liisa Nghipondoka,
MINISTER, EDUCATION, ARTS AND CULTURE



Hon. Pohamba Shifeta, MINISTER,
ENVIRONMENT, FORESTRY AND TOURISM

EXECUTIVE SUMMARY

Among the major obstacles that constrain rural development in Namibia is the lack of recognition of many of its cultural and heritage resources, which threatens the country's cultural identity and prevents specifically the indigenous population from tapping into the tourism sector. In redressing the past policy gaps, tourism as a labour-intensive industry is now being mooted as having the potential to contribute significantly to the process of reconstruction and sustainable development.

Subsequently, key national policies such as the National Policy on Community Based Natural Resource Management (2013) and the Policy on Community-Based Tourism Development (1995) were introduced as a way of devolving the power and ownership of tourism to local communities in the rural areas. Further, the Draft National Policy on Arts, Culture and Heritage (2015) and the Heritage Act (no.27 of 2004) also provide a good opportunity for a seamless linkage of the heritage resources with tourism landscapes and the local communities and this necessitates a uniform strategy and a concept note that can be used as a resource mobilisation tool for potential investment and partnership at community level.

After analysing the legal and policy framework, establishing the opinions of regional stakeholders, reviewing past interventions and conducting desk analysis, this strategy concludes that the challenges facing Namibia can be addressed through a series of concerted and proactive steps. Key findings confirm a strong correlation between tourism and economic growth. While it is unclear whether tourism drives economic development, or vice versa, their relationship appears mutually reinforcing. There is a less clear causal relationship between tourism and poverty reduction,

socio-economic equality and youth involvement at community level. This highlights the need for further evidence, accompanied by a strategic plan for inclusive sustainable cultural and heritage tourism development via evidence-based policies and actions in order to attain sustainable development outcomes. Potential exists in mainstreaming sustainable heritage tourism investment and financing tools. Resource mobilisation efforts need to be realized strategically, bringing together tourism stakeholders, investors and potential donors with the same strategic interest and priorities. Such demand-driven stakeholder-based implementation could ensure a higher commitment to both fundraising and implementation and should help convince potential investors and donors of the added value that sustainable heritage tourism could present.

At the time of validating this strategy, the Covid-19 pandemic hit the entire world and induced severe economic and social impacts. The tourism and culture sectors at large are critically affected, especially in Namibia. Thus, the relevance of the strategy is reinforced, and its financing and implementation become a priority in revitalizing the economy and creating jobs, especially in communities.

ACKNOWLEDGEMENT

The Ministry of Education, Arts and Culture and Ministry of Environment, Forestry and Tourism would like to acknowledge all who participated in and contributed to the development of this national strategy. The Ministries would further like to thank the regional stakeholders including Regional Councils, Local Authorities, and the regional officers of the Ministry of Education, Arts and Culture and the Ministry of Environment, Forestry and Tourism. We are pleased to present the first national strategy, a framework for the development of local cultural heritage tourism.

We would also like to express a special word of acknowledgment to the members of the National Technical Team, and the United Nations Educational, Scientific and Cultural Organisation (UNESCO) for providing the technical and financial support for the development of this strategy.

We sincerely thank all the individuals and institutions contributing to the implementation of this strategy and to the tremendous vibrancy of our local heritage offerings.

VISION

A mature, sustainable and responsible heritage tourism industry contributing significantly to the development of Namibia and the quality of her people; primarily through job creation and economic growth .

THE GOALS OF THIS STRATEGY ARE

- To accelerate tourism's role in economic development – through a vibrant sustainable heritage tourism programme that creates decent jobs at community level, raise revenues, and helps make Namibia a great place to live, visit, work and invest, while valuing and protecting its natural and cultural heritage.
- To broaden tourism's role in social inclusiveness – through enriching lives and building on special characteristics of the local people, culture, history, geography, environment, economic activities and institutions.
- To boost tourism's role in cultural values, environment, diversity and heritage management – through promoting a vibrant sustainable heritage tourism programme that will educate, delight, and entertain visitors, compel them to tell others, and motivate repeat visitors.

A focused effort on the sustainable heritage tourism development is the ideal strategy for aligning these goals with the national tourism efforts, by attracting and servicing more visitors and enhancing their experience of Namibia's unique and diverse cultural heritage, and by enriching the sense of connection and overall quality of life that residents experience as well. In any community, the most strategic asset is its sense of place. This national strategy aims to enhance Namibia's ability to bring her rich history and local natural and cultural heritage to light



Image: NTB

KEY DEFINITIONS

TERM	DEFINITION
COMMUNITY LEVEL INDICATORS	'measures that refer to population groups rather than individuals' ¹
CULTURE	the UNESCO World Heritage Convention of 2003, describes <i>the intangible cultural heritage</i> as traditions of living expressions inherited from humanity's ancestors and passed on to humanity's descendants, which are manifested through such as oral traditions, performing arts, social practices, rituals, festive events, knowledge and practices concerning nature and the universe, or the knowledge and skills to produce crafts ² . On the other hand, <i>tangible cultural heritage</i> includes immovable cultural heritage (monuments, archaeological sites) and movable heritage (paintings, coins, as well as the natural heritage, such as natural sites, physical, biological or geological formations.
HERITAGE TOURISM	'tourism that values both tangible and intangible aspects of the culture of a certain tourist destination, closely linked to the local community, heritage, history, architecture, traditions, arts and crafts, gastronomy, dance, music and social practices, rituals, festivals and events, which are factors of identity and perceived authenticity'
LOCAL ECONOMIC DEVELOPMENT	'a bottom-up approach to economic development and employment creation. It complements national and regional planning processes – which in turn should create opportunities for local initiatives and enterprise development. It assumes that people in the local community, on their own or with support, can: recognise that new economic and employment development is necessary for the future wellbeing of the community; understand their community – its strengths, limitations, resources and opportunities and have ideas for its future; and generate community spirit and commitment to make actions more successful than one imposed from outside the community'
RURAL DEVELOPMENT	'actions which are aimed at improving rural peoples' living conditions by providing basic social and economic services and by creating a political, legal, economic and social environment which empowers them to take charge of their own development'; 'it is about reduction of poverty, increasing productivity, providing basic services like health, education, drinking water, sanitation, extending infrastructure and an attempt to reverse distorted land inequality, exploitation and deprivation in any conceivable sense' ⁴
SUSTAINABLE DEVELOPMENT	'an approach to development that looks to balance different, and often competing needs against the awareness of the environmental, social and economic limitations faced by society today' and/or 'development that meets the needs of the present without compromising the ability of future generations to meet their own needs'; "the responsible use of natural resources, taking account of the environmental impact of activities (production of waste, pressure on water, land and biodiversity, etc.), the use of clean energy, protection of heritage and preservation of the natural and cultural integrity of destinations, the quality and sustainability of jobs created, local economic fallout or customer care" ⁵

TYPE OF CULTURE/HERITAGE TOURISM	KEY FEATURES
CULTURAL TRAILS	<ul style="list-style-type: none"> • walkways around cultural routes/activities • cultural enterprises alongside key routes
CULTURAL VILLAGES	<ul style="list-style-type: none"> • exhibition hub of unique cultures • traditional cuisines and gastronomy • craft market and traditional music/dances
CULTURAL INDUSTRIES	<ul style="list-style-type: none"> • production process of local handicrafts • indigenous skills transfers • local innovation-hub
HERITAGE TOURISM	<ul style="list-style-type: none"> • folklore • built heritage (architectural sites, national and world heritage sites) • memories connected to history (collections, museums)
CULTURAL/ INTERPRETIVE CENTRES	<ul style="list-style-type: none"> • live production of handicrafts • presentation of living culture/heritage • traditional music/dances
GEO PARK	<ul style="list-style-type: none"> • comprises of significant geological, wildlife and socio-cultural assets • improved protection of endangered species and sensitive cultures
TRADITIONS, ETHNIC TOURISM	<ul style="list-style-type: none"> • local culture's traditions (way of life) • celebration of ethnic diversity
EVENT AND FESTIVAL TOURISM	<ul style="list-style-type: none"> • cultural festivals and events • music festivals • fine arts festivals • carnivals
RELIGIOUS TOURISM	<ul style="list-style-type: none"> • sites with religious motivations • pilgrimage routes • commemorative events
CREATIVE CULTURAL TOURISM	<ul style="list-style-type: none"> • performance and visual arts, • multimedia (the press, cinema, printed work) • audio-visual and graphic production • design and cultural tourism
CULTURAL CITY TOURISM	<ul style="list-style-type: none"> • city as creative space for cultural tourism • city cultural tours, routes and sightseeing • 'regional cultural capital'

Culture and heritage tourism involve travel to sites that in some way represents or celebrates an area, community, or people's history, identity or inheritance. Heritage attractions are typically divided into three categories: natural (landforms, rural scenery, flora and fauna); cultural (festivals, arts/crafts, traditional practices/products); and build (historic homes, monuments, industrial sites).

¹ Chaedle, Sterling, Scmid & Fawcett, 2000

² UNESCO, 2003

³ Rosenfeld, 2008; Garrod & Fyall, 2001

⁴ Aggarwal, 2018

⁵ Mensah, 2019; Emas, 2015; United Nations Conference of Human Environment, 1992

PART 01

BACKGROUND



Image: Alan J. Hendry, Unsplash



Namibia has a wealth of cultural heritage resources, but while some arts, crafts, history, heritage sites, and events are currently featured by some tour operators, the robust scope to create a heritage tourism programme has not been developed. This national strategy and the concept note propose some long-term heritage tourism development and short-term strategies and actions to strengthen this component of the tourism offerings in Namibia. The strategy envisions a vital heritage tourism scene in Namibia highlighting the country's rich historical, natural, and cultural offerings to bring more visitors, enrich, delight and inspire the tourist's experiences. Tourism is an important sector in Namibia, as it generates a significant number of jobs and is a valuable foreign exchange earner for the economy. Tourism is one of the sectors that also contribute to the source of foreign exchange after mining and fisheries, contributing about 3.2 percent to Namibia's GDP⁶. Furthermore, the Namibian tourism industry is projected to inject N\$26.4 billion in Namibian coffers by the year 2020 through tourism and other related value-added activities and services within the sector. That amount would be equal to 11.7 percent of Namibia's overall gross domestic product (GDP). Additionally, the hospitality industry is projected to create 123,000 job opportunities⁷. The number of tourists to Namibia is expected to soar from 1.39 million tourists in 2015 to more than 1.7 million tourists in 2020⁸.

While tourism is regarded as a key economic sector that can diversify the economy and create employment, the big question of economic trickle down of tourism to ordinary persons at community level remains. Some of the challenges are related to the prevailing inequality, racial and economic prejudices in Namibia, and the nature of tourism as an economic sector that requires special skills and experience. Namibia is classified as one of the most unequal countries in the world. A case in point, the Human inequality coefficient for Namibia is equal to 33.6⁹ (see Table 1).

⁶ Tourist Statistics Report 2017, Ministry of Environment, Forestry and Tourism, 2017

⁷ New Era Report, 2018

⁸ Ibid

⁹ Human Development Report, 2019, UNDP, 2019

Table 1: Namibia's GDI for 2018 relative to selected countries and groups

	F-M ratio	HDI values		Life expectancy at birth		Expected years of schooling		Mean years of schooling		GNI per capita	
	GDI value	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male
Namibia	1.009	0.647	0.641	66.2	60.4	12.7	12.5	7.3	6.6	8,917	10,497
Botswana	0.990	0.723	0.731	72.0	66.2	12.8	12.6	9.2	9.5	14,176	17,854
South Africa	0.984	0.698	0.710	67.4	60.5	14.0	13.3	10.0	10.5	9,035	14,554
Medium HDI	0.845	0.571	0.676	70.9	67.8	11.9	11.5	5.0	7.8	2,787	9,528

Source: Human Development Report, 2019 (UNDP, 2019:5)

Redressing the post-apartheid socio-economic inequality through increasing indigenous ownership has been the focus of the Namibian government since independence in 1990. Subsequently, tourism as a labour-intensive industry was mooted as having the potential to contribute significantly to the process of reconstruction and sustainable development. Key national policies such as the National Policy on Community Based Natural Resource Management (2013) and the Policy on Community-Based Tourism Development (1995) were introduced as a way of devolving the ownership of tourism to local communities in Namibia's rural areas. Additionally, the Draft National Policy on Arts, Culture and Heritage (2001) provide a good opportunity for a seamless linkage of the tourism landscapes with the local communities and hence necessitate a uniform or compatible development strategy.

However, among the major obstacles that constrain rural development in Namibia is the lack of recognition of many of its cultural heritage resources, which threatens the country's cultural identity and prevents most of the population from tapping into the tourism sector. Today, tourism as a major component of rural development strategies is on the rise in major and emerging tourists' destinations such as South Africa and Rwanda. This is because of increases in tourism demand, changing economic patterns, perceptions of tourism as a lean industry, its apparent relative ease of creating jobs, economic empowerment and other community development benefits.

Regarding culture and heritage tourism, at present, Namibia is not marketed as a cultural tourist destination,

at least not with mainstream tourism. The contemporary strategic emphasis of the marketing efforts of tourism service brokers is to position Namibia as a nature destination, with prime tourism attractions being wildlife and wide-open spaces. For instance, the Namibia Tourism Board (NTB) has developed a comprehensive package for marketing Namibia as 'an experience, rather than a place' and has developed a Namibia brand identity based on four defining words – *'rugged, natural, soulful and liberating'*.

Notwithstanding, even though diminutive efforts were made to develop three new self-drive routes (Omulunga Palm, The Arid Eden and The Four River) through Namibia to showcase aspects of Namibia that are least known to both locals and international tourists, the current branding tends to focus on Namibia's 'liberating' and sparsely populated vast open spaces and its rugged, natural, and wild landscape. The present marketing strategy does not include a strategy to encourage visitors to visit Namibia's local communities and the country's rich and diverse cultural heritage aspects. As a result, this projection of Namibia as a nature destination is also recurrent in websites, print media and brochures advertising tours and tourist accommodation around the country.

The local support structure for culture and heritage tourism in Namibia is similarly complex. Currently, the public sector hub to support culture is the Ministry of Education, Arts and Culture and the statutory body under its direct supervision, namely the National Heritage Council (NHC), which is in charge of promoting public understanding of Namibia's heritage as well as developing and conducting information and educational programmes. On the other hand, the public hub to support tourism is the Ministry



Image: Patrick Duvanel, Unsplash

of Environment, Forestry and Tourism (MEFT) and the two statutory bodies under its direct supervision, namely the Namibia Tourism Board (NTB), which is in charge of branding and marketing Namibia as a tourist destination and the Namibia Wildlife Resorts (NWR) which is tasked to manage and operate accommodation facilities within national parks. In the private sector, both the Federation of Namibian Tourism Association (FENATA) and the Hospitality Association of Namibia (HAN) are the umbrella bodies, while the principal player in the not for profit sector is the Namibian Association of Community Based Natural Resource Management Support Organisations (NACSO), which provides service to rural communities seeking to manage and utilise their natural resources in a sustainable manner, including advice on governance and institutional issues on natural resources management and assistance with financial and business planning.

However, due to the multi-dimensional character of cultural and heritage tourism, there is a multitude of other government and parastatal institutions, private sector organisations and non-governmental organisations with a part-mandate in the cultural and heritage tourism

space. The resulting network complexity is very high, with sometimes overlapping institutional mandates and activities on the ground. The current situation is further complicated by the fact that some of the stakeholders have limited institutional capacity to deliver on their mandate.

Even though no systematic research has been carried out on the significance of heritage tourism in Namibia, some anecdotal findings indicate that cultural and heritage tourists share many similarities with their 'safari and nature-based' tourist peers, but also exhibit some distinct motivations and behaviour patterns that could translate into market opportunities for local heritage tourism service providers at community level. Moreover, the heritage and cultural tourists' segment could be considered as a relatively attractive group for new market development for Namibia's community-based tourism, since the pre-service transaction costs to reach them could be significantly lower.

I.I PURPOSE AND OBJECTIVES

Building on key strategic gaps to unlocking the economic potential of heritage and cultural capitals through sustainable tourism development and employment creation at community level, the following gaps have been identified and serve as the basis for the development of counter objectives.

STRATEGIC GAP	COUNTER OBJECTIVE
Lack of clear links of the domains of culture, heritage and tourism leading to loss of potential revenue and employment opportunities at community level	To assess various strategic economic and employment opportunities at community level through the development of sustainable heritage tourism
Inherent poor alignment and lack of integration of heritage and cultural assets into mainstream tourism and limited promotion of cultural tourism products	To develop a concept-note that will profile unique and untapped heritage tourism hotspots around the country and to create synergy between existing projects through the integration of heritage tourism in mainstream tourism product development
Cultural and heritage resources under-represented as a result of uninformed interpretations at key tourist attractions and if not corrected could compromise the integrity and authenticity of Namibia's unique cultural and heritage possessions	To promote innovative investment models that are pro-poor and community-centred and creating opportunities for establishing new partnerships for sustainable heritage tourism development at community level
Lack of cohesion and inadequate coordination mechanism between the conservation needs of culture/heritage resources and the development requirements of tourism	To establish through a consultative process a balance between the conservation of cultural heritage resources and tourism planning and development through smart and sustainable development principles
Limited infrastructure and accessibility to some key heritage sites (including world heritage sites)	To develop tourist infrastructure and extend access to key heritage sites and corridors in order to stimulate sustainable livelihoods through heritage tourism at community grass-roots levels
Inadequate private sector engagement in the development of new and inclusive cultural tourism products	To create a framework for public private partnership and to provide a conducive environment to attract private investment through established markets and improved statistics for cultural and heritage products
Limited research, innovation and development of literature and documentation on national heritage and culture to inform and guide the development of appropriate cultural/heritage tourism products	To advance a research agenda on the subject with the aim to understand, document and safeguard the authenticity of Namibia's unique cultural heritage and further raise awareness and capacity of different stakeholders in the area of heritage tourism (for example, craft production, creative arts, music and dance, interpretation of local history, local cuisine, etc)

The strategic intent of other development frameworks-such as NDP 5, Harambee Prosperity Plan and multilateral development partnership frameworks such the United Nations Partnership Agreement Framework (UNPAF) 2019-2023-is to 'advocate for and lobby to mainstream employment and decent work and infrastructure development and the empowerment of vulnerable groups (youth, women, and rural communities) to participate in economic activities through skills development for the informal sector, where the most vulnerable are likely to be employed'.¹⁰

I.1.1 INSTITUTIONAL FRAMEWORK

Cultural and heritage tourism in Namibia have relatively been one of the fastest growing sectors of the tourism industry in recent decades.¹¹ This form of tourism incorporates socio-cultural, heritage, economic and environmental aspects and traditions of societies. In addition to material components, culture can consist of intangible cultural elements such as languages, tales, myths and history, music, songs, dances, rituals, customs, and lifestyles.¹² Cultural and heritage tourism benefits tourists by affording them an opportunity to appreciate and improve their understanding of local cultures. On the other hand, through cultural tourism, local communities take pride in their culture as well as contribute to strengthening community identity.¹³

Based on this, heritage and cultural tourism has been referred to as an ideal vehicle for community-based tourism development due to its ability to economically boost many communities around the world. In Southern Africa, cultural tourism has benefited many local communities through poverty alleviation and job creation, especially among historically disadvantaged communities.¹⁴ Namibia's tourism policy is centred on involving local community participation. The policy encourages local people to establish community tourism enterprises in order to utilise cultural heritage resources for local development and empowerment. For the protection of national heritage, the Namibian government embarked upon a new chapter in terms of managing its cultural and heritage resources.

The government repealed the National Monuments Act with the passing of National Heritage Act (Act No.27 of 2004) which became operational in 2005. The National Heritage Act aims *'to provide for the protection and conservation of places and objects, of heritage significance and the registration of such places and objects; to establish a National Heritage Council; to establish a National Heritage Register, and to provide for incidental matters.'*¹⁵ Another major departure from previous legislations is the provision made for the Environmental Impact Assessment (EIA). Namibia, Botswana and South Africa are the only countries in sub-Saharan Africa that have unambiguous provisions for

the commencement of any major development project.¹⁶ Project developers and/or potential investors are required in terms of the legislation to notify heritage authorities of their intention for any development over certain specified site categories.

By creating cultural tourism activities such as living museums and cultural villages in Namibia, the government has realised the benefits that came with tourism, especially in remote and rural areas of the country. The advantage extends beyond the concept of cultural tourism and encourages preservation and conservation of cultural/heritage resources of various ethnic groups, nurturing pride in individuals and communities about their history. Additional benefits include employment creation, learning of different culture, sense of belonging and income generation (for example, those residing near heritage sites).

Heritage and cultural tourism products being offered are:

PRODUCT	EXAMPLE
Heritage	National Museum of Namibia, National Art Gallery of Namibia, National Theatre of Namibia, Omba Arts Trust, Swakopmund Museum, Ombalantu Baobab Tree Heritage Centre, Twyfelfontein Rock Painting, Brandberg Rock Painting
Artefacts	Mashi Craft Centre, Ngoma Craft Centre, Penduka Craft Centre, Namibia Craft Centre, Dune Tannery Project
Community-based cultural tourism	Ju'/Hoansi Living Museum, Himba Living Museum, Mafwe Living Museum, Uis Information Centre, Ipaha Travels, Kaoko Information Centre, Ohandje Artists Cooperation, Xwama Cultural Village, Owela Display Centre, Nakambale Museum, and Helvi Nkondobolo Cultural Village, Uakii Eco Guesthouse

¹¹ Moswete, Saarinen & Monare, 2015

¹² UNWTO, 2008

¹³ Mitchell & Ashley, 2012

¹⁴ Ibid

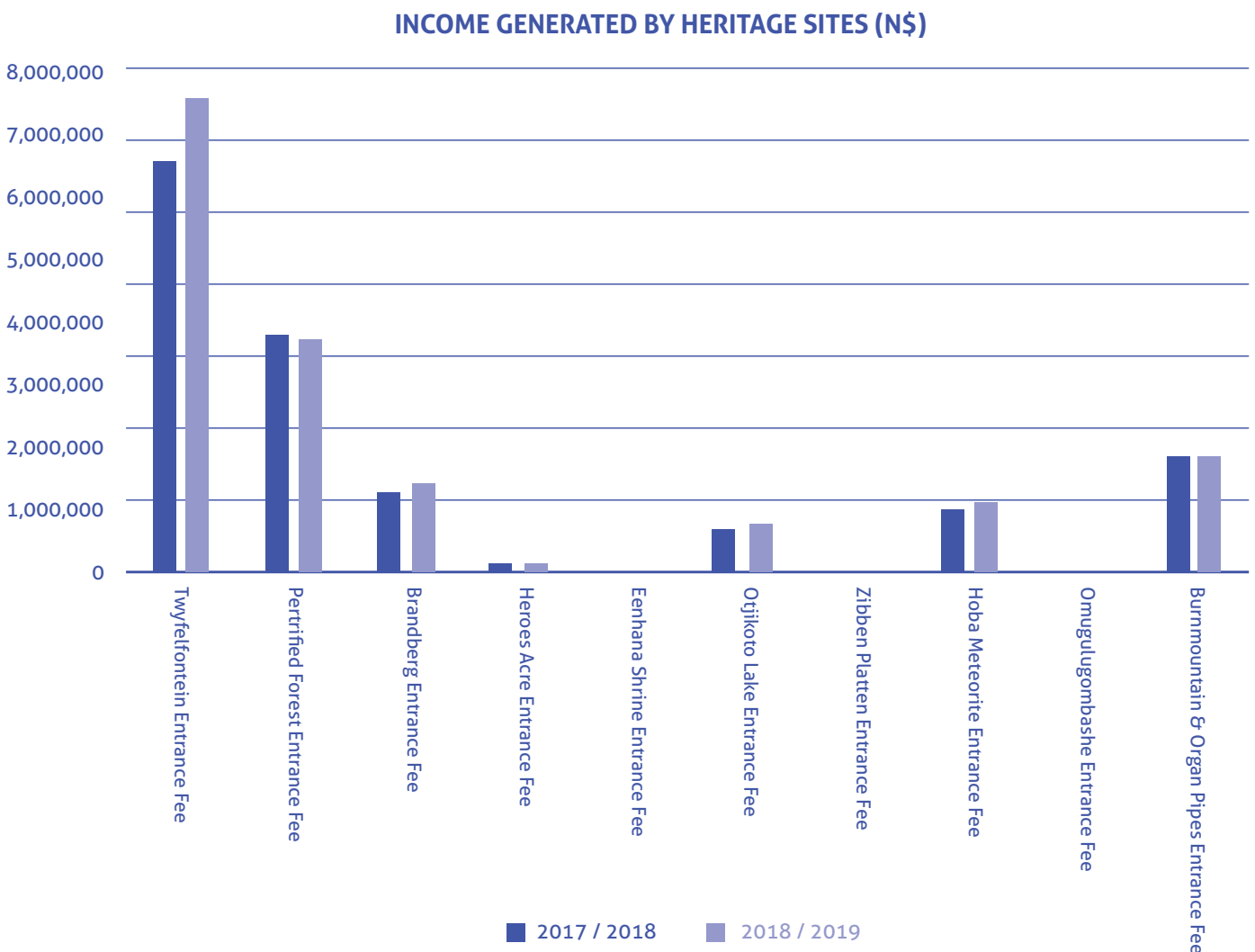
¹⁵ Government Republic of Namibia, 2004

¹⁶ Imalwa, 2016

Over the past years, Namibia has seen an increase in the number of visitors at major rock-art sites such as Twyfelfontein, Spitzkoppe and Brandberg. The increase in the number of visitors has been relevant in creating local empowerment and employment at community level. The Vision 2030, which aims to transform Namibia into an industrialised country, highlights culture through the NDP5 as part of the crosscutting issues under social transformation and economic progression. NDP5 estimates that 0.65% of the employed in Namibia have cultural occupations.¹⁷

The same development plan indicates that the Namibian Government endeavours that by 2022, Namibians will be empowered and have opportunities to participate in arts and culture, with the share of employment increasing to 2%.¹⁸ The table below depicts the revenue from heritage sites in Namibia.

FIGURE 1: Annual Revenue of Namibia Heritage Sites 2017 - 2019



Source: National Heritage Council, 2019

¹⁷ NDP5

¹⁸ Ibid

Despite the high potential of cultural and heritage tourism to contribute to the national development agendas, there is a lack of operational and promotional programmes pertaining to art, culture and heritage as well as inadequate physical infrastructure to mainstream the subsector into key economic rivulets such as tourism and leisure.

Additionally, the major issues constraining the integration of culture into mainstream tourism development are: *poor infrastructure at key heritage sites; inadequate mechanism for generation of information and provision of appropriate cultural/heritage tourism products at key heritage sites; lack of technical and managerial skills to support the process of delivering cultural tourism products and information resources at heritage sites; multiple claims on limited resources by various stakeholders, resulting from unsettled disputes from weak governance mechanisms; and inadequate marketing to attract the involvement of the private sector to include cultural tourism products and information resources.*

Culture and heritage tourism involve travel to sites that in some way represent or celebrate an area, community, or people’s history, identity or inheritance. Heritage attractions are typically divided into three categories: natural (landforms, rural scenery, flora and fauna); cultural (festivals, arts/crafts, traditional practices/products); and build (historic homes, monuments, industrial sites).

Namibia currently has only two World Heritage Sites: Twyfelfontein, which was inscribed onto the World Heritage List in 2007 and the Namib Sand Sea, which was inscribed in 2013. Both these sites have outstanding universal value and currently act as magnets for Namibia’s tourism industry. The Namibia Naukluft Park, in which the Namib Sand Sea is located, is the only coastal desert in the world that includes extensive dune fields.

Also, other significant sites that have been proposed on the UNESCO World Heritage Tentative List because of their geology and geomorphological significant values include:

Sites on the UNESCO World Heritage Tentative List in Namibia are:

SITE	YEAR
Brandberg National Monument Area	2002
Fishriver Canyon	2002
Welwitschia Plains	2002
Benguela Current Marine Ecosystem Sites	2016
Etosha Pan (2016)	2016
Sān Living Cultural Landscape	2016
Succulent Karoo Protected Areas	2016
Okavango Delta	2016

The potential benefits of cultural and heritage tourism at community level are:

- Economic vitality and leveraging of human capital;
- Restore, revitalize a geographical area;
- Expand business, employment opportunities and tax revenues;
- Create an innovative habitat and attract knowledge-based employees;
- Create a sense of pride and belonging by residents.
- Preservation of local culture/heritage

The vision for Namibia’s tourism industry is for the country to be a role model in the conservation of biological diversity, environmental management and tourism development through innovation and partnerships that contribute to rural development and economic growth via the sustainable use of natural resources.¹⁹

Grounded on the history of colonial oppression and forced relocation, many heritage sites in Namibia are, at present, in areas of highly conflicting resources and land use claims. Some of the current interventions aim to protect

¹⁹ National Tourism Investment Profile & Promotion Strategy 2016-2026, 2016

the fragile environment and heritage sites occasionally clash with interests of local communities and commercial enterprises. Furthermore, due to the lack of overall land management concepts and the narrow scopes of regional development plans, park territories, local communities, tourism operators, farmers, miners, different ministries and institutions of government, NGOs and civil society organisation are trying to implement their own ideas of land use.

In order to address the above challenges, the Namibian government adopted several strategies and mechanisms to overcome the existing gaps in the subsector of cultural tourism and proposed some interventions for making culture one of the pillars of the national development through mainstreaming of arts and culture in development. Specific details on the past interventions on cultural tourism in Namibia are provided in the next subsection of this strategy.

I.1.2 PREVIOUS KEY INTERVENTIONS ON CULTURAL TOURISM IN NAMIBIA AND POSSIBLE SYNERGY

1995 – Namibia Community Based Tourism Association (NACOBTA), which was introduced in order to devolve the ownership of tourism to local communities in Namibia’s rural areas. The Policy on Community-Based Tourism Development aim to “encourage the formal tourism sector to co-operate and work with the informal sector, and to recognise that as being the long-term self-interest of the tourism industry, this is a social responsibility and contribution to Namibia’s national development objectives of improved equity, poverty alleviation, and sustainable growth”²⁰.

NACOBTA’s major achievements were the strengthening of local communities’ capacity to own and manage community-based tourist establishments and to serve as a marketing arm for community tourism initiatives.

It is envisaged that through the implementation of this strategy, champions would be identified to stimulate discussions on reviving a similar initiative. This could further extent NACOBTA’s mandate and to include micro-financing for community-based tourism initiatives.

1996 - Community Based Natural Resource Management (CBNRM). CBNRM is an intervention that focuses on rural communities to provide for the involvement of local, regional, national and international actors in matters of local resource use. CBNRM is built on a foundation that advocates sound environmental management and promotes the sustainable use of natural resources, in a manner that empowers local communities who should share the responsibilities and benefits of such management.²¹

This strategy intent to build on the success of CBNRM and to further enhance capacity of rural communities to participate in tourism and to reinforce benefit sharing models.

2009 - MDG-F Joint Programme on Sustainable Cultural Tourism in Namibia, a United Nations - Spanish-Government funded initiative that supported the Namibian government to improve the living conditions of indigenous and rural communities by harnessing their wealth of unrecognised cultural heritage and by building the capacities in cultural tourism and cultural industry. The MDG-F Joint Programme’s special focus was on three main outcomes:

- *To enhance the knowledge and capacity base, and identity and safeguard heritage;*
- *To ensure that livelihoods are mainstreamed into sustainable cultural policies and that standards are made compatible with expected cultural tourism; and*
- *To ensure that in pilot sites, social development is integrated in cultural policies to reduce poverty among poor communities, improve their livelihoods and further empower women.*

This strategy will build on key regional strengths and competitive advantages as identified during the MDG-F Joint Programme in Namibia. The strategy will further explore innovative investment models which encourages partnership arrangements between local, private and public stakeholders.

²⁰ Ministry of Environment and Tourism, 1995

²¹ Schiffer, 2004

I.1.3 SCOPE OF THE STRATEGY

2018 - Intellectual Property (IP) in Tourism and Culture in Namibia, aimed at analysing, supporting and promoting awareness of the role of IP systems in tourism-related economic activity; including activity related to the promotion of national and/or local knowledge, traditions, and culture. This initiative took a closer look at practical experiences where selected IP tools and strategies could assist tourism operators to achieve competitiveness through innovative steps, cooperation and collaboration, exploiting synergies among outputs to foster overall economic improvement.²²

IP mechanisms support the strengthening and enhancing of competitiveness of tourism enterprises, for example, through destination branding that is supported by other vital intellectual vehicles, such as trademarks, copyright, industrial designs, trade secrets and patents. This would support Namibia as a destination-brand that could be marketed to the world, which in turn could attract more tourists, and result in potential employment and revenue for the local communities.

This strategy will advocate for innovative steps in exploring unique heritage tourism products and services that could be patented and trademarked thus fostering more economic and employment prospects.

2019 - Namibia Innovation Conference on 'Forging a Namibian Consensus on Innovation', that took place on 6-8 February 2019 and was funded through UNESCO and the Korean International Cooperation Agency (KOICA) under the theme "Supporting the development of innovation acceleration platforms in Namibia". This initiative was further aimed at enhancing national capacity in management of science, technology and innovation for sustainable development by nurturing, accelerating, and stimulating innovative entrepreneurship through technological and social venture.

This initiative is being implemented in cooperation with the Ministry of Higher Education, Training and Innovation. The tourism and heritage sub-sector will be linked to Namibia's innovation ecosystem through strengthening collaboration with agencies and institution responsible for research and innovation.

Even though Namibia is currently viewed as a wildlife and scenic-type tourist destination, the unique culture and heritage constitute an undisputed integral part of the biodiversity of heritage resources. While there is no specific integrated framework on heritage and cultural tourism in Namibia, there are several separate policies on arts, culture, heritage and tourism that have a direct and indirect bearing on the strategy. This strategy is based on the premise that heritage and cultural tourism products are notably the fastest emerging competitive niche or products within both domestic and international markets.

The intended scope of the strategy is to "*assess the relevance of various economical strategies in heritage tourism, in relation to employment opportunities at community level in order to integrate them in resource mobilisation tools for implementation and support key national priorities*". This strategy further intends to map out territorial coherence of cultural resources and tourism dynamics in Namibia through exploring the nature of demand for heritage tourism with attention to the appreciation gained by visitors of indigenous culture, such as, arts, crafts, lifestyles and food.

This strategy also intent to complement the tourism development objectives articulated in the National Sustainable Tourism Growth and Development Strategy 2017/18-2021/22 and the National Tourism Investment Profile and Promotion Strategy (2016-2026). It is hoped that both these strategies will ensure that tourism growth delivers broad and equitable social, economic and environmental benefits. The strategic recommendations will stipulate main requirements for various funding modalities in order to leverage resource mobilisation at community level.

²² Ministry of Industrialisation, Trade and SME Development; Ministry of Environment and Tourism, 2018

I.1.4 NATIONAL PRIORITIES

Namibia has recently been classified as an upper middle-income country. Despite such classification, Namibia faces several persistent development challenges. Although unemployment rates decreased from 34 percent in 2016 to 33.4 percent in 2018, Namibia's endeavours toward economic prosperity have been confronted by inadequate capacities to implement and maintain basic infrastructure, lack of access to basic needs and services, inequality in income and resource distribution, coupled with fluctuating commodity prices.

The overall youth unemployment rate is 46.1 percent, which is an increase of 2.7 percent compared to 43.4 percent in 2016²³. Unemployment rates for females in age groups under 50 years is higher than for males in the same age groups, with an overall female unemployment rate of 34.3 percent compared to 32.5 percent for males. Unemployment is also slightly higher in the rural areas at 33.5 percent compared to 33.4 percent in urban areas²⁴.

To address these challenges, Namibia has adopted numerous development and strategic plans as part of the country's roadmap for achieving its Vision 2030, while adhering to the four integrated pillars of sustainable development: economic progression, social transformation, environmental sustainability, and good governance. This strategy -complements the Economic Progression Pillar in the Namibian government's efforts to sustain economic growth and promote a diversified economic structure

towards labour-intensive sectors as well as value addition and local content development.

Both the NDP5 (2017-2022) and UNPAF (2017-2023) considers Culture as cross-cutting theme and it highlights that 'Increasing educational opportunities in heritage and the creative industries will also support the diversification of the tourism sector, which is among the most rapidly expanding economic sectors in Namibia'²⁵.

Complemented by the inception of the United Nations Partnership Framework (UNPAF (2014-2018)), several significant developments have taken place in Namibia, that have influenced the development trajectories. A case in point has been the launch of Namibia's Fifth Development Plan (NDP5 2017-2022), together with the Harambee Prosperity Plan (HPP 2016/17-2019/20). Vital sectors such agriculture, fisheries, manufacturing, mining and tourism have been highlighted as key accelerators to economic development and employment creation.

Tourism, especially, has been identified as a sector with large potential and which is already an important contributor to employment and rural development. Table 1 below illustrates the key economic sector targets.

The communal conservancy concept, through the community-based natural resource management (CBNRM), is an innovative creation characteristic to Namibia, which

Table 2: Namibia's Fifth Development Plan (NDP5) Economic Sector Targets

Sector	Current GDP Growth	Current percent of Workforce	Target GDP Growth 2022	Target percent of Workforce 2022
Agriculture	3.2	30.9	2.9	28.1
Fisheries	1.9	0.1	1.9	0.1
Mining	12.5	2.0	15.2	6.9
Tourism	2.1	5.4	2.2	8.1
Manufacturing	8.3	4.8	7.8	3.0

²³ Namibia Labour Force Survey, Namibia Statistics Agency, 2018

²⁴ Ibid

²⁵ UNPAF 2019-2023, 2019:57

seems to be representing international best practice. The concept offers both possibilities for improved livelihood for rural inhabitants through community-based tourism initiatives and improved biodiversity conservation of Namibia’s fragile ecosystems. There seems, however, to be scope for development of the sector with improved regional promotion efforts and new products development such as Namibia’s unique cultural and heritage products.

1.1.5 NAMIBIA’S TOURISM IN CONTEXT

Most of Namibia’s development frameworks recognise tourism as a sector that could significantly contribute to the overall development of the country. Therefore, tourism is expected to reduce the country’s heavy dependence on extractive sectors and to diversify the economy. Both the government and the international travel trade recognise that Namibia has the potential to become one of southern Africa’s outstanding ecotourism destinations. Namibia already rates relatively high in the World Economic Forum’s Travel and Tourism Competitive Index: in 2019 it ranked fourth among the countries in Sub-Saharan Africa, behind Mauritius, South Africa and Seychelles.²⁶ A total of 1 499, 442 tourists were recorded to have arrived in Namibia in 2017, reflecting an increase of 2.1 percent from 2016.²⁷

Tourism in Namibia contributes around US\$447.9 million, which represents 3.2 percent share of GDP and creates an estimated 41, 200 jobs representing 5.3 percent of total employment.²⁸ The current National Sustainable Tourism Growth and Development Strategy 2016-2026 emanated

from recommendations in the National Development Plan Five (NDP5). The government has a strong interest in earning foreign exchange from tourism to realise its potential as a major contributor to Namibia’s employment and economic growth.

The tourism product, however, is broader than just the destination’s tourist assets. It includes transport, accommodation, restaurants and other types of food services. For Namibia, significant strategic opportunities exist in linking various components of a tourist experience, such as community guided excursions to national parks, cultural and heritage trails, local cuisines and walking tours around cities and towns. Vital competitiveness of any tourist products depends on the quality and accessibility of the product as well as the way in which the cultural and heritage resources are managed and preserved. Likewise, the economic importance of the informal sector, especially in many developing countries, is usually omitted from official economic calculations.

The informal sector, in a normal economy is that part of an economy that is not taxed or monitored by government and/or included in any gross national product, unlike the formal economy.²⁹ This applies directly to Namibia, where the informal sector is undervalued, although there is a rapid increase in small enterprises. For example, community-based tourism (CBT), such as local guided tours, local music and craft production, has significant local economic importance, even though it is characterised as representative of the informal sector.

FIGURE 2: Tourist Arrivals by Year: 2013-2017



²⁶ Travel and Tourism Competitive Index, World Economic Forum, 2019
²⁷ Tourist Statistics Report 2017, Ministry of Environment, Forestry and Tourism, 2017
²⁸ Ibid
²⁹ Manga, 2014

The potential benefits to be derived from a successful tourism sector must be seen in the context of regional competitors, including established destinations such as, Botswana, South Africa, and Zimbabwe. To overcome these regional challenges and contribute to national development objectives there are number of constraints to be addressed. These challenges include institutional frameworks; human resource development; financial resources; lack of local participation; lack of planning and development information; eroding infrastructure in protected areas, and lack of product innovation, diversity and development. The lack of action around these issues will continue to frustrate the restructuring and transformation of the tourism sector.

1.1.6 COMMUNITY-BASED TOURISM IN NAMIBIA

The concept of community-based tourism is grounded in the active participation of the local community. The main benefits of community-based tourism are the direct employment and economic impact at community level, socio-economic improvements, and sustainable diversification of livelihoods. For this reason, community-based tourism is certainly an effective way of implementing policy coordination, avoiding conflicts between different actors in tourism, and obtaining synergies based on the exchange of knowledge, analysis and ability among all members of the community.

In many developing countries, CBT emerged as a possible solution to the negative effects of mass tourism in developing countries, and was, at the same time, a strategy for community organisations to attain better living conditions for rural communities³⁰. Its core idea is the integration of tourist products and complementary services as the main characteristic, thus presenting a sustainable development project created by the community and encouraging interrelation between the local community and visitors as a key element in the development of a tourist's product.

The concept of CBT in Namibia followed through the adoption of CBNRM that was driven by a supportive climate in the international policy debate as well as by engaging field-level proponents. The Namibian CBNRM programme is

considered one of the pioneers in community conservation on the African continent. It has been described as especially far reaching in giving right actual local people at grass-root level.³¹ Despite the broad scope of CBNRM, there are, however, certain basic ideals, principles and approaches that are implicit in all CBNRM initiatives, including:

- Fair access to resources – *resource users/rights holders should have shared rights and status;*
- Participation – *resource users/local community members participate either directly or indirectly through a legitimate and representative local institution;*
- Ownership – *ownership or tenure of the resource lies with the group as a whole;*
- Benefits accrue to all resource users/local community-members; and
- Management, regulation and decision-making occur at local level, incorporating local knowledge, traditions and institutions.³²

It is argued that the above conditions are essential for successful and sustainable local level natural resource management, as without them there is little incentive for local people to take control and responsibility and thus ensure resource conservation. Following the broad acceptance by the international community of tourism as a strategy for rural development in Namibia, especially its CBT component and its adoption by Government and NGOs, the profile of this approach has risen. Major donor agencies have assisted in building community tourism, organization and programme development. Within this highly supportive context, CBT projects have flourished in Namibia.

Three distinct forms of CBT have been promoted and supported through donor funded programmes, namely:

- community-based tourism enterprises;
- indigenous enterprises; and
- community-private sector joint ventures

³⁰ Kavita & Saarinen, 2016

³¹ Morombedzi, 2003

³² Jones & Mosimane, 2000

Type of enterprise	Description	Activities	Socioeconomic benefit
Community-based tourism enterprises	Owned and managed by the community as a group	Community camp sites, craft centres and curio shops, township tours and cultural villages	Increased livelihood options, ability to fund social/other projects, use of local products/reduced leakages, local participation and governance, raised community/tourist awareness of cultural/natural heritage and environmental issues
Indigenous enterprises	Owned and managed by individuals coming from a rural community	Local guides, small-scale tourism enterprises, accommodation and food services	Establishment of micro enterprises, income/revenue generated, poverty elevation, income/revenue generated, local champions/entrepreneurs
Community-Private sector joint ventures	Where a rural community is in a commercial partnership with a private operator to own and run a tourism facility	Joint-venture lodges, hunting concessions, tourism traversing rights	Stakeholder partnership/linkages, commercially functional, local empowerment and capacity enhancement in decision-making, expanded destination awareness, regeneration/infrastructure development, local employment

As a policy tool, CBT aims to ensure that members of the local communities hold a high degree of control over tourism activities and receive a significant portion of the benefits. In Namibia, the role of CBT has been highlighted in the national development policies and the tourism industry has been used as a medium for achieving economic and social goals at various levels.

Thus, communities were enabled to register conservancies³³ through which they could take on rights and manage and use wildlife resources, with the assistance of NGOs and government. The primary motivation for CBNRM has been to give landholders incentives to invest in their natural resources. With support from donors and government, communities in rural Namibia have established some 86 registered conservancies on large portions of communal land. In this context, tourism could, and should, be used more as a tool for reducing poverty, ensuring environmental sustainability, developing a global partnership and empowering previously neglected communities and social groups.

Tourism-related activities such as joint venture tourism, trophy hunting and CBT constitute nearly 90 percent of the total income in Namibia's communal conservancies. The total income of CBT in Namibia increased from N\$45.8 million in 2010 to N\$132 million in return for local communities.³⁴ The community conservation programme has also created 5 330 jobs at community level in rural Namibia.³⁵

For Namibia, tourism transformation is expected for example, to incorporate a certain percentage of local people as shareholders, managers, supervisors and employees. The Black Economic Empowerment (BEE) policy is designed to increase the ownership, management and control of productive assets by previously disadvantaged Namibians through the promotion of small and medium sized enterprises, human capital and skills development, employment equity and preferential procurement system.³⁶

³³ A conservancy is a territorial unit where resource management and utilization activities are undertaken by an organized group of people. To register as a conservancy the following criteria should be in place: a defined membership; elected committee members; an agreed boundary; a constitution including resource management strategy and a plan for equitable distribution of benefits.

³⁴ NACSO, 2017

³⁵ Ibid

³⁶ Jänis, 2014

Notwithstanding, this is a voluntary guideline that does not bind the actors and despite its existence the process of transformation in the tourism sector has been extremely slow. Part of the reason for this have been attributed to the nature of the industry, lack of skills, prevailing prejudices and access to land. Furthermore, in Namibia, financial incentives to support BEE activities, especially in tourism, are very limited, hence potential investors are required to commit themselves to the principle of empowerment. This concept has been criticised for lack of transparency and sustainability and instead representing mainly the interests of 'an elite enrichment scheme'.

The issue of existing racial prejudices and economic exclusion is pointed out by many respondents in this study. Many respondents assert that the white-owned tourist enterprises are trying to maintain their hegemony through vertical integration, thus making it difficult for local and/or black entrepreneurs to enter the sector. Horizontal and vertical integration is an increasing tendency in Namibia.³⁷ A case in point is the merging of tour operators with travel agencies and accommodation providers into bigger companies in order to gain market power and control of tourist flow and market share.

1.1.7 DOMESTIC TOURISM IN NAMIBIA

A recent report on 'Domestic Tourism' states that the number of Namibians travelling around the country for tourism and leisure purposes is, in fact, quite low'.³⁸ This is despite efforts to boost the domestic tourism by institutions such as Namibia Wildlife Resorts (NWR) and Gondwana Collections, who continuously strive to improve domestic tourism by launching campaigns and creating several special offers in order to attract local travellers. Currently, Namibia's tourism market caters primarily for international tourists with diminutive focus on domestic tourism. Both the 2007 and 2015 reports on domestic tourism state that 'a number of Namibians found the prices of local tourism services and accommodation to be too high, which discourages them from exploring their own country'.³⁹ Additionally, most of the tourism activities and destinations in Namibia are remotely located. This makes it rather difficult for the average Namibian to travel, simply because one would probably need an off-road vehicle such as a 4x4. The remoteness of these attractions

and activities also makes the accommodation and meals expensive because lodge owners spend a lot of money to get the supplies on site. Pricing and lengthy distances between amenities in the tourism industry remains a problem throughout Namibia and prevents the locals from travelling.

Furthermore, the official 'Tourist Statistical Report' makes no provision for information on domestic tourism (see for example MEFT, 2018). A report on 'Improving Domestic Tourism in Namibia' states that 'insufficient information about domestic tourism hinders the market from progressing in organising travel packages for domestic travellers.⁴⁰ Also, part of the reason is the fact that non-Namibian tour companies are currently competing for the tourism market share in Namibian tourism space. Although after independence in 1990 various policies on economic transformation were adopted, many ordinary Namibians are still suffering from economic and social repercussions that are manifested in widespread poverty and homelessness, as well as high levels of illiteracy and unemployment. This economically disadvantaged generation has not received the capacity necessary to begin building economic ownership.

Unfortunately, many local communities in Namibia view the tourism industry as an activity for foreign visitors, not a business opportunity for locals. Improving the domestic tourism industry of Namibia will expose the Namibian people to tourism through employment opportunities, travel experience and cultural exposures. If solutions are not found to successfully implement economic transformation in the Namibian tourism industry, the current white-owned and foreign tour operators may eventually take over the entire tourism value chain. Successful domestic tourist attractions around the world, such as the Cape Coast Castle in Ghana, Carnival Festival in Brazil, and townships tours throughout South Africa, have provided employment opportunities and the much-needed financial contributions to their respective economies.⁴¹

Domestic tourism could aid in stimulating the economy and has the potential to create jobs for locals, help alleviate poverty and the high level of unemployment, which is currently climbing towards 40%. Through the development of a domestic tourism industry in Namibia, which includes

³⁷ Lapeyre, 2011

³⁸ MEFT, 2016

³⁹ MEFT, 2007 & 2015

⁴⁰ Moseley, Sturgis & Wheeler, 2007

⁴¹ Smith & Robinson, 2006



Image: Patrick Duvanel, Unsplash

proper training and capacity advancement of local people, more Namibian-based enterprises could emerge, allowing Namibians to become active participants in their own economic destiny. The Tourism Satellite Account (2018) suggests that there is great potential for growth within the tourism industry in Namibia. Domestic tourism is a virtually untapped resource in Namibia, and its development lends itself to many economic benefits.

I.1.8 SWOT ANALYSIS OF CULTURAL AND HERITAGE TOURISM IN NAMIBIA

The main strengths, weaknesses, opportunities and threats for Namibia to achieve a sustainable and inclusive heritage tourism sector, and employment patterns of tourism are summarised in Table 4 below.

Three major sources of information were used to formulate the SWOT analysis. These included the desk analysis of key reports and documentations, interviews with key national and regional stakeholders and site visits to selected

heritage and cultural sites throughout seven out of the fourteen regions of Namibia. A review and evaluation of Namibia's tourism sector and its prospects, given its competitive and comparative advantages, strengths weaknesses, opportunities and threats, suggests that the process of developing a more sustainable, inclusive and employment creating tourism at community level needs to address the following issues:

- the absence of a strategic framework to inform and guide cooperation in the tourism sector as well as the related absence of a coherent inclusive tourism development planning framework;
- a limited range of new tourist products outside the usual safari, wildlife, scenic-type offerings, and the need to diversify this range if the country is to attract heritage and cultural tourist which are longer-staying and higher-spending market; and
- the weak marketing, signage and transport connectivity between key heritage and cultural hotspots around the country

TABLE 3: Key Strengths, Weaknesses, Opportunities and Threats

KEY STRENGTHS	KEY WEAKNESSES
<ul style="list-style-type: none"> Established regulatory and institutional frameworks Leader in biodiversity and community conservation initiatives Well established tourism industry with ample capacity for expansion A range of private sector tourism associations, environmental and community NGOs, in addition to regional and international development organisations are already active in community tourism development Ratification of key international conventions relating to culture Host of UNESCO World Heritage Sites Good intentions to promote cultural tourism (The National Sustainable Tourism Growth & Development Strategy (2016-2026) Strong international demand for unique, authentic tourism experiences Diverse ethnic, social and religious groups 	<ul style="list-style-type: none"> Significant imbalances in distribution of tourism Narrow product line, lack market awareness and limited marketing strategies to generate awareness Inadequate coordination and limited participation of regional government and private sector in culture and heritage tourism Inadequate destination infrastructure for cultural expression and limited capacity to effectively promote and manage cultural tourism initiatives Lack of innovation and limited use of technology in producing and marketing of quality arts and crafts products Absence of a strategic framework to guide the integration of culture into mainstream tourism product development Limited research and documentation on heritage and cultural heritage to guide and inform sustainable development and appropriate interventions Lack of local cuisine and beverages in hotels, restaurants and lodges
KEY OPPORTUNITIES	KEY THREATS
<ul style="list-style-type: none"> Provide a coherent spatial framework to position Namibia as the regional capital for cultural tourism Adopt a more inclusive and evenly distributed, diversified and high-yield pattern of heritage tourism, emphasising quality and sustainability Draft long-term strategic framework and rolling specific action plans to guide in the development of tourism and cooperation Culture subsector occupy a priority in the current NDP5 Promote IP instruments such as trademarks, copyrights, patents and trade secrets to enhance and strengthen the competitiveness of tourism enterprises Wider market through domestic, regional and cross-border integration Implement initiatives geared at job creation, poverty reduction, sustainable livelihoods, empowerment of women and youth, and a sense of pride and ownership within communities Exploration of applicability of sustainable tourism and environmental certification schemes as mechanisms to support community tourism Growing positive image of the country by international community 	<ul style="list-style-type: none"> Lack of compliance with environmental controls and protection of natural and cultural heritage Lack of balance between the conservation of heritage and the development of tourism Unequal distribution of employment and revenue accruing from heritage conservation and the commercialisation of heritage resources through tourism Competing national priorities Deterioration of historical and cultural sites due to natural disaster and climate change Limited financial and human resources Language barriers and limited ICT skills Inadequate tourism infrastructure, particularly poor roads present challenges for many communities located in more remote rural areas that wish to pursue tourism The loss of agricultural lands, natural and cultural heritage assets that are important for community tourism experiences are being threatened by mining and other industrial development Unrealistically high expectations around revenues and profits that can be generated by community tourism, especially in the early stages of a new business Squatter settlements near Community Tourism Enterprises Strict guidelines and long approval processes prevent community groups interested in accessing land and other public land for tourism purposes Negative global pandemics, environmental conditions and climate change



As currently practiced, tourism operations threaten the integrity of Namibia’s vulnerable indigenous cultures and the environmental resources they provide. Also, because many important and fragile cultures and heritage sites have not been included in the national repository systems, they are at immediate risk of irreversible degradation. Adverse impacts on cultural heritage range from alteration to exploitations, and ultimately the loss of interest through intergenerational changes. The fact that Namibia is amongst the few countries where indigenous peoples still exist in some of the most sensitive dry land regions where the rate of ecological recovery is extremely slow, the potential for regeneration at any time soon is virtually non-existent.

The central challenge for Namibia is planning and managing the best and sustainable cultural and heritage tourism that will allow for economic development while simultaneously ensuring that sensitive cultures, including preservation of heritage sites, fragile ecosystems, and indigenous people’s integrity is maintained. While the Namibian Government

enacted numerous laws and policies intended to protect fragile ecosystems, marginalised people and wildlife, such laws establish clear mandates in some cases but not in others; consequently, many gaps remain in the enforceable regulatory structure. Additionally, the resources needed for proper planning, development, benefit distribution, monitoring, and enforcement capacity are still far below the level required to ensure adequate compliance regarding the integration of cultural heritage in the mainstream tourism.

To date, many tourism development operations, including community-based tourism, have been allowed to expand and/or have been abandoned without remediation efforts, due to the absence of firm requirements under the laws in effect up to the present. Notwithstanding, there is still a significant opportunity to create more accurate assessment of the cost and benefits of activities such as cultural and heritage tourism that could allow Government, tourism industry, local communities, and civil society stakeholders to work together to make better informed policy decisions.

I.2 METHODOLOGY

The data gathering instruments were designed to capture the dynamic that is inherent in heritage tourism enterprise development and employment trends at community level. Key government strategic documents and development interventions were reviewed to determine priority areas with possible multiplying effects that should be considered as accelerators in enhancing investment, partnership and resource mobilisation. The following instruments were used for data collection:

TABLE 4: National Documents

no.	ACT, POLICY/PLAN	PRINCIPLE
1.	Namibia's 5 th National Development Plan (NDP5) 2017/18-2021/22	The NDP5 framework is organised around the four interconnected pillars that are founded on the principle of sustainable development namely: economic progression; social transformation; environmental sustainability; and good governance. These pillars are aligned with Namibia's commitment to eradicate poverty and inequality as outlined in Vision 2030, the Harambee Prosperity Plan (2016).
2.	Namibia Vision 2030	The goal of the Vision is to improve the quality of life of the people of Namibia to the level of their counterparts in the developed world by 2030 through creating multiple alternative development strategies and integrated implementation approaches, for reaching the goal of future development.
3.	Strategic Plan for the Ministry of Education, Arts and Culture 2017/18-2021/22	To provide direction to all stakeholders in education to ensure that common commitment to progress in education, arts and culture is oriented towards ensuring that a combined efforts and resources have the maximum possible impact in areas that are of significance.
4.	Harambee Prosperity Plan 2016/17-2019/20	A targeted Action Plan to accelerate development in clearly defined priority areas, which lay the basis for attaining prosperity in Namibia.
5.	Draft National Policy on Arts, Culture and Heritage	Direct efforts in the preservation and promotion of Namibia's diverse cultural expressions.
6.	National Heritage Act, 27 of 2004	Provides for the protection and conservation of places and objects of heritage significance and the registration of such places and objects. The Act makes provision that all Police, Customs & Excise officers are considered heritage inspectors.
7.	MDGF Project 2013	To improve the living conditions of indigenous and rural communities by harnessing their wealth of unrecognised cultural heritage and by building their capacities in cultural tourism and cultural industry.
8.	Strategic Plan Ministry of Environment, Forestry and Tourism 2017/18-2021/22	To position Namibia's environmental management, biodiversity conservation and tourism management at the pinnacle of world standards. To be used as a guiding tool for management actions and resource allocation.
9.	The National Sustainable Tourism Growth & Development Strategy (2016-2026)	To create broad awareness of Namibia as the African destination of choice, and to increase tourism bookings and arrivals and downstream and direct economic impacts for all citizens. The strategy also aims to contribute to the advancement of peace and improved diplomatic positioning of Brand Namibia as a stable, forward looking, and progressive country ready for investment.
10.	The National Tourism Investment Profile & Promotion Strategy (2016-2026)	Defining growth parameters and the required institutional support framework to ensure that tourism investment is realised. It sets out, from an investment perspective, key growth targets, core investment themes, tourism entry point projects or value chains, suggested economic incentive packages and funding needs and approaches.

I.2.1 DESK REVIEW OF SECONDARY DATA

Extensive desk review was conducted of key national and international documents relevant in the development of the country heritage-tourism such as:

Other regional and international documents reviewed were:

United Nations Partnership Agreement Framework (UNPAF) 2019-2023 which confirms the UN commitment to continue the Delivering as One (DAO) approach in its partnership with the government of Namibia by offering its international network and expertise to facilitate exchanges and knowledge sharing, foster innovation, build new partnerships and provide continued policy support when requested. Aligned with NDP5, this partnership framework contributes to four main result areas - Pillars:

1. Economic Progression
2. Social Transformation
3. Environmental Sustainability
4. Good Governance

The Framework expressed the willingness of the United Nations to “support arts and culture as a theme cutting across more than one Pillar of this UNPAF. Increasing educational opportunities in heritage and creative industries will also contribute towards rapidly expanding economic sectors in Namibia. Namibian cultural heritage and creative industries are strongly linked to tourism in terms of supporting the infrastructural development as well as employment creation and income generation, especially at community level”.

UNESCO CULTURE CONVENTIONS SUCH AS:

YEAR	CONVENTION
2005	Protection and Promotion of the Diversity of Cultural Expressions
2003	Safeguarding of the Intangible Cultural Heritage
2001	Protection of the Underwater Cultural Heritage
1972	Protection of the World Cultural and Natural Heritage
1970	Fighting against the illicit trafficking of cultural property
1954	Protection of Cultural Property in the Event of Armed Conflict
1952, 1971	Protection of Copyright and Neighbouring Rights

UNESCO Resource Mobilisation Strategy which calls for UNESCO to engage with member states at a strategic level through structured financing dialogues and to further reach out to non-traditional donors such as middle-income countries, foundations and the private sector. The strategy further advocates for an increased synergy between communication and resource mobilisation plans to be achieved through targeted messaging to potential donors as part of UNESCO’s communications strategy and investment in skills development and a management system for constituency relationships to improve engagement with donors.

UNESCO culture programme in Namibia: to date UNESCO country office has spearheaded numerous programmes such as - the MDG-F Sustainable Cultural Tourism Programmes; Twyfelfontein and its Stone Age petroglyphs, which became Namibia’s first World Heritage site in 2007. Another cultural tourism project involved the “Heritage Hunt” project in support of the National Heritage Council of Namibia, aimed at creating a database of heritage sites based on public nomination and research. The database enabled the National Heritage Council to identify places that could be inscribed on the new NHC Registry and to establish a computerised inventory of existing national monuments.

I.2.2 FIELD SURVEY

Regional consultations and field visits were undertaken to selected regional clusters between November 7th and December 5th, 2019. During the field visits, in-depth interviews, focus group discussions and observations were conducted to solicit information from regional planners, culture and tourism officers, conservancy members, civil society, site development committees, community members and businesspersons.

PART 02

ANALYSIS AND FINDINGS





Image: Javier Gil, Unsplash

2.1 EVIDENCE OF OUTCOMES

Considering the field observations, consultative meetings and interviews conducted with key stakeholders of both the tourism and heritage sector in Namibia, some important facts are stated regarding the sustainable heritage tourism development and employment creation at community level. The purpose of this strategy is to assess various strategic economic and employment opportunities that could be exploited to create decent work through the development of heritage tourism at community level.

The strategy set out address three key themes:

- Role of tourism in economic development;
- Role of tourism in social inclusiveness, employment creation and poverty reduction; and
- Role of tourism in cultural values, environment, diversity and heritage management

The section below presents key findings against each of these themes and the findings in context – highlighting current weaknesses, policy gaps and strategic opportunities that could be exploited in order to achieve sustainable heritage tourism development and employment creation at community level.

The strategy comprises two main deliverables:

- The Strategy provides full details of the study including the methodology, data analysis, findings, conclusions and recommendations. Annexes provide information on the questionnaires used, list of participants, funding information for heritage, culture and tourism projects; and

- The Concept Note provides a profile of unique and untapped heritage tourism hotspots around Namibia in order to appeal to pro-poor, community-centred and innovative investment models and create opportunities for establishing new partnerships for sustainable heritage tourism development at community level.

A total of 145 questionnaires were administered. The respondents were local communities, travel industry members, NGO, government, civil society and financial institutions that are involved in heritage and tourism sector. Out of 145 questionnaires distributed, 62 were completed and returned from respondents 18 years and older.

Table 6 below summarises the units approached, and responses received.

The education profile of participants of cultural and heritage tourism products shows that 17% of participants had no formal schooling, 36.2% attended primary education while 34.2% had grade 12 and 12.3% obtained post-secondary education. This clearly indicates that many cultural and heritage tourism establishments and/or activities are operated by staff with low education levels. The results show that most of the operators who completed the questionnaires at cultural/heritage sites knew very little about tourists' needs, markets and dynamics. During the field visit it was observed that many local arts and crafts products do not have a fixed price. Some consumers suggested that the prices for visiting cultural and heritage sites and products be made more affordable in order to encourage more visits by domestic tourists.

Survey questions concerned the status of tourism, history and awareness, community participation and economic benefit, extent and sharing of decision-making power, employment creation, planning and development and satisfaction levels. Key questions were guided by existing

Table 5: Socio-demographic profile of respondents (N=62)

Demographic variables	Percentage
Gender	
Male	33.2
Female	66.8
Age group	
18-35	46.2
36-53	38.4
54 and above	15.4
Education	
No formal schooling	17.3
Primary schooling	36.2
Grade 12	34.2
Diploma/degree	12.3
Employment status	
Employed	45.6
Unemployed	54.4

interventions in the heritage and cultural tourism sector in Namibia and objectives were designed to capture responses about general background information on the locality, different stages of tourism development process, the role of tourism in employment creation at community level and the future of tourism in Namibia.

The direct observation method was also used and contributed significantly to the interpretations in the analysis. This technique helped in understanding relatively complex situations and to capture data (especially in the case of rural settings where the African culture of male-dominated decision-making process still prevails).

Table 6: Sector based responses to key issues

	LOCAL COMMUNITY	GOVERNMENT, NGOs	PRIVATE SECTOR	FINANCIAL INSTITUTIONS
KEY ISSUES	How does tourism currently contribute to economic and employment creation at community level?			
	Only minimal and need to be boosted Very low Income through selling of traditional products	More interventions required regarding local involvement	Developed tourism hubs, such as lodges, community camps in communal remote areas to roll-out tourism to rural areas Creation of joint venture tourism with private sector has contributed immensely to income, skills development and job creation	Potential is there but not fully explored
	Regarding heritage tourism, do you think that enough recognition is given to domestic tourism alongside main tourist routes?			
	I do not think so Not that much Currently private sector owns majority of the tourism operation and do not care about heritage and local cultures	Very little and could be boosted through cultural tourism	While certain progress has been made, there is still huge potential to develop cultural and heritage tourism We have extreme heritage and cultural assets of outstanding value that sets our country apart from other tourism destinations Policy frameworks are very silent on exploring related economic opportunities	No
	What are the main barriers to secure investment in tourism at local level?			
	Government should recognise the economic value of tourism Lack of access to land Lack of skills and capital Limited marketing for cultural tourism	Lack of proper coordination and misplacing of programmes e.g. culture and tourism to be combined	Lack of collateral that communities can offer in terms of land ownership Land-tenure and ownership rights need to be improved and clarified	Collateral (security) Lack of owner's contribution Lack of legal and policy frameworks Governance capacity and ability Lack of understanding of market and market structure

Table 7: Sector based responses to key issues (*continued*)

	LOCAL COMMUNITY	GOVERNMENT, NGOs	PRIVATE SECTOR	FINANCIAL INSTITUTIONS
KEY ISSUES	Which skills and training are required in the tourism and related industry?			
	Tour guiding and customer service	Tourism and hospitality etiquette	General understanding of tourism	Business and financial skills
	Environmental awareness	Business management skills	Majority of the key skill's gaps could easily be filled on the job	Marketing and product development
	Foreign languages		Communication, general customer service, basic housekeeping, accounting/business acumen	
	First Aid Certification			
	How can the local communities' benefit from tourism value chain?			
	Integrate cultural tourism into mainstream tourism	Expand economic opportunities	Provide cultural products and services (costumes, dancing, music and art)	Current national policy frameworks do not encourage community entrants onto tourism value chain
	Fair benefit distribution models	Strengthen craft markets and cultural tourism activities	Enrich tourist packages with local flavours	Have clear and viable business plan, collateral and ability to repay the loan
	Upgrade and integrate craft markets and centres into mainstream shopping malls in major towns and cities			
	Equal ownership in tourism enterprises			
	What are the main priorities to address in order to ensure that heritage tourism creates decent work at community level?			
	Improve tourism infrastructure	Strengthen skills development	Obtain fair and genuine community-buy-in	Training and capacity building
	Empower local community through training	Women and youth empowerment to be enhanced	Integration of women into tourism	
	The Culture Directorate should be transferred to the Ministry of Tourism	Equal distribution of financial and natural resources among the communities	Encourage youth to engage in entrepreneurial activities	
	Provide subsidy for women and youth	Tourism development programmes to be cascaded at local level	Capitalise on current funding initiatives e.g. those provided by Development Bank of Namibia	
	Expand locally driven tourist routes through SADC region	Expand infrastructure and harness local architecture	Youth should develop new technology e.g. apps for tourism	
	Focus on domestic tourism and local consumption	Information sharing on investment and funding	Free market access principles	



Image: Felipe Labate, Unsplash

2.1.1 ROLE OF TOURISM IN ECONOMIC DEVELOPMENT

The role of tourism in economic development was measured by means of a set of questions. Most respondents (86%) perceived tourism's contribution to economic development at community level to be very low. Respondents perceived that the little income made from tourism is mainly concentrated along the main roads (62%).

Almost all the respondents perceived that cultural and heritage tourism is not sufficiently recognised and/or not fully integrated within the National Policies and priorities (89%). With regard to the main barriers inhibiting investment and partnership at community level, respondents pointed to the lack of start-up capital (87%), lack of concession opportunities in the national parks (92%), marketing (76%), lack of access to land (84%), and lack of the know-how to convert ideas into viable concepts (63%) as the main barriers.

2.1.2 ROLE OF TOURISM IN SOCIAL INCLUSIVENESS, EMPLOYMENT AND POVERTY REDUCTION

Respondents' perception about tourism's role in social inclusiveness, employment and poverty reduction were measured by means of 12 item statements. A Five-Point Likert Scale was used, with 1 denoting 'strongly disagree' and 5 denoting 'strongly agree'. Table 8 provides a summary of the responses.

With reference to whether communities derive any benefits from cultural tourism at community level, the responses indicated that very few community members benefited from tourism employment opportunities. A small number of respondents (15.5%) indicated that they had jobs opportunities in tourism-related businesses or projects in the area.

Interestingly, an overwhelming majority of respondents perceived that 'cultural and heritage aspects are not sufficiently integrated into the present-day destination Namibia's tourism experience' (89%). Also, most respondents perceived that tourism development in their area benefits the tourist more than it benefits the residents (83%).

Table 7: Respondents' perceptions on tourism's role in social inclusiveness

STATEMENT	STRONGLY DISAGREE	DISAGREE	NEUTRAL	AGREE	STRONGLY AGREE
1. Does tourism development create decent work at community level?	17.0	64.5	3.0	12.5	3.0
2. Are cultural and heritage aspects sufficiently integrated into the present-day destination Namibia's tourism experience?	36.6	52.4	2.0	4.0	5.0
3. The benefits of tourism development outweigh the negatives at community level.	15.0	22.1	36.6	14.3	12
4. Local communities are involved in the development of tourism at community level.	43.2	19.6	22.2	8.0	7.0
5. Is it easier for youth to benefit from tourism at community level?	44.6	27.4	16.3	6.7	5.0
6. Sustainable tourism holds great promise for resident's economic and employment future?	22.1	27.3	34.6	10.0	6.0
7. The development of tourism Namibia benefits visitors more than the locals.	0.0	1.0	16.0	46.4	36.6
8. Income generated from tourism activities are evenly distributed at community level.	39.3	26.7	11.0	13.0	10.0
9. Culture and heritage are being renewed as a result of tourism development in the area.	11.0	12.0	18.3	44.3	14.4
10. Residents are satisfied with the way tourism development and planning is taking place at community level.	27.5	23.7	19.8	20.0	9.0
11. Locals are banned from using tourists' facilities.	1.0	3.0	12.2	27.2	56.6
12. There is better infrastructure due to tourism development at community level.	33.0	21.4	23.2	16.4	6.0

2.1.3 YOUTH INVOLVEMENT IN TOURISM

Given the high youth unemployment rate in Namibia and the lack of job opportunities and other economic alternatives, the promotion of entrepreneurship has gained wider attention in the country. About 46.2% of respondents were aged between 18 and 35. This points to clear evidence of the presence of the young and unemployed population residing in the peripheral section of the country. On the question regarding 'youth participation and benefit from tourism at community level', 44.6% strongly disagreed while 27.4% disagreed, indicating that it is not easy to participate and benefit from tourism at community level.

Although various interventions have been introduced by the Namibian government to enable unemployed youth to enter the labour market, such as the Namibia Youth Credit Scheme programme, the country is still challenged by high youth unemployment. The rate of youth unemployment has been alarmingly high in Namibia, directly affecting the country's economic system and consequently socio-economic factors such and crime, abject poverty and homelessness.

The scale and nature of rural poverty and unemployment and its causes includes a consideration on constraints of informal economies and intensification of survivalist enterprises and the links between formal and informal economies. In many parts of the country, limited possibilities in informal economies to resolve issues of poverty and the links promoted between formal and informal economies hamper entrepreneurial development. For this reason, the creation of youth employment is not just a moral imperative, but an economic necessity as emphasised by the government in the NDP4.

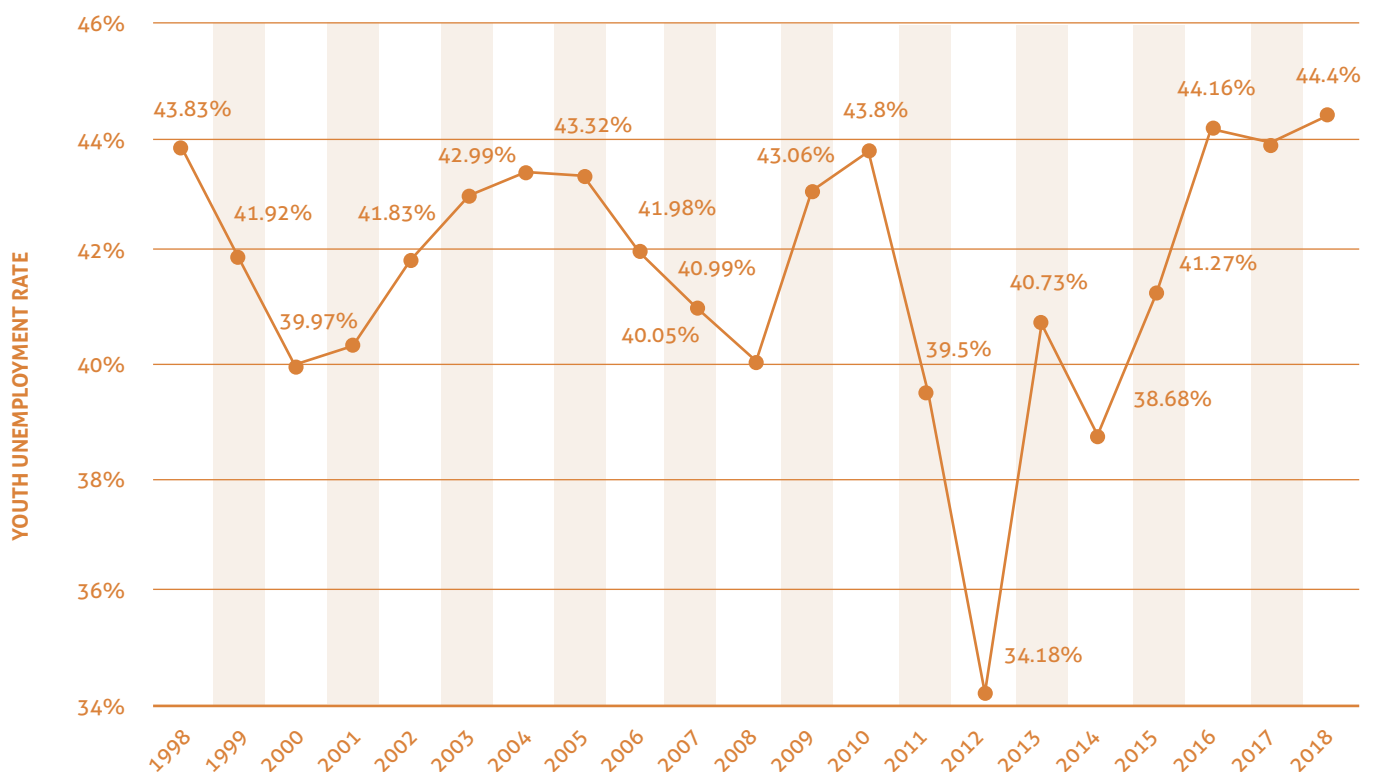
2.1.4 WOMEN PARTICIPATION AND BENEFITS WITHIN THE NAMIBIA'S TOURISM LANDSCAPE

Women are important resource users and managers and their participation in community-based natural resource management activities can create a platform for their empowerment and enhance their role in decision-making, including benefit sharing. The survey results reveal that women participate in diverse activities at local level. With respect to rural areas, women's participation appears to be highest in traditional and cultural activities, where their satisfaction levels are highest. It can be argued that allowing women to actively participate in initiatives that are related to their traditional and cultural roles is essential in enhancing women's participation and improved benefits and is desired by women in all the regions surveyed.

The socio-demographic profile indicates that there were 66.8% of female respondents compared to 33.2% of male respondents. Given the fact that this survey was conducted on-site, this clearly indicates that many cultural and heritage tourism establishments and/or activities are mostly operated by women. Furthermore, during the field visits, observations and focus group discussions (FGD) it was also observed that many local arts and crafts products are operated by women, and some of them generate income from such products. A case in point is in the north eastern part of Namibia, where women participate in making lotions from *Commiphora wildii* resin, from ochre and harvesting plants for medical purposes. In the northcentral part of Namibia, women also harvest Marula fruit and kernels, and generate income from these products, as well as from the production and sale of craft (for example, clay pots and woven baskets). Other community development activities included activities driven by government and other development institutions (for example, management, agricultural training, support groups and training on HIV/AIDS, and other health related activities, cultural upliftment, fund-raising and skills development).

On the other hand, the dominance of Ovahimba women among the images of local people in Namibia was not surprising. Most images depicted 'half-dressed' women (as some of the brochure texts formulated the matter) with children. Although tourism and related marketing are

FIGURE 3: Namibia: Youth unemployment rate from 1998 to 2018



important elements in constructing and constituting the way in which one sees other places, people and cultures, there are many curious and unethical aspects in the depictions of some of Namibia's indigenous communities that demand further and deeper analysis. Therefore, a balanced strategic approach toward tourism planning and development is required to avoid indigenous communities (vulnerable groups) getting trapped in playing the role of static culture in order to satisfy the needs and expectations of visitors. Although it can be assumed that local communities (especially women) receive benefits from the tourism industry, the community-based tourism concept should embrace sharing of benefits with elements of participation and some levels of control over the tourism development process. In Namibia, the tourism industry operates as a link and medium between local, regional, and larger spatial scales. However, the value and preferences of the industry are often grounded in national or international scales and views representing the core.

Finally, in tourism planning and development, this type of situation with uneven power relations can lead to the creation and construction of local cultures and identities in tourism images that cannot be judged as sustainable and which may not support the empowerment and participation of local people in tourism development in practice.

2.1.5 CHALLENGES IN CULTURAL/HERITAGE VALUES AND ENVIRONMENTAL MANAGEMENT

This section looks at the main environmental challenges that may constrain the development of a sustainable heritage tourism enterprise at community level. Most respondents perceived over-exploitation of natural resources (76%), pollution (72%) and climate change (69%) as the main environmental challenges that may constrain sustainable heritage tourism development at community level. Regarding the main sociocultural impacts of tourism at community level, respondents pointed to the seasonal nature of tourism jobs (73%), low pay (66%) and lack of career advancement (58%). About 76 percent of the respondents perceived employment opportunities as low. However, the statement that local heritage and culture are being renewed as a result of tourism was highly rated (for example, agreed) by 92%.

⁴² World Tourism Organization (2017) *Tourism for Development 2017 Edition*. Madrid: UNWTO

⁴³ World Tourism Organization (2012e) *Tourism and Intangible Cultural Heritage*. Madrid: UNWTO

3.6 SUMMARY OF KEY FINDINGS

After analysing the legal and policy framework, establishing the opinions of regional stakeholders, reviewing past interventions and conducting desk analysis, this strategy concludes that the challenges facing Namibia can be addressed through a series of concerted and proactive steps. Key findings confirm a strong correlation between tourism and economic growth. While it is unclear whether tourism drives growth, or vice versa, their relationship appears mutually reinforcing⁴². There is a less clear causal relationship between tourism and poverty reduction, socio-economic equality and youth involvement. This highlights the need for further evidence, accompanied by strategic planning of an inclusive sustainable cultural and heritage tourism development via evidence-based policies and actions in order to attain sustainable development outcomes.

As a tool for development, tourism offers significant opportunities, given its unique appeal to rural and indigenous communities, constant quest for remote wilderness areas and linkages to other sectors through the tourism value chain. Tourism could thus offer countless opportunities for women, youth and marginalised communities, given its relative importance for rural areas in developing countries; its potential to incentivise the conservation of natural, heritage and cultural assets and its capacity to spur interaction and understanding. Although tourism cannot be automatically assumed to alleviate poverty, it is well-placed to contribute to poverty reduction given the low skills requirements for entry-level positions and the prospects it offers for small-scale entrepreneurs to pursue new activities or formalise existing micro ventures.

It has been clearly noted that there is still a challenge due to the discrepancies in the diverse needs for both heritage and tourism. A case in point is the commercialisation of cultural and heritage resources by the tourism industry versus the primary concern of protecting the heritage resources by heritage agents. This lack of synergy reduces potential economic and employment opportunities for mutual benefit for sustainable heritage tourism development. In line with the SWOT analysis and observation during the field visits, it has been noted that sometimes the benefits accrued from heritage and cultural tourism activities at key heritage sites are not accessed equally by the local communities whose cultural heritage has been commercialised for tourism purposes.



Despite the importance of conserving heritage for many reasons, including tourism and economic development, there are several challenges associated with heritage conservation, including financial constraints – public funding for conservation and preservation is in short supply – and endemic lack of funds. This problem is so severe that it beleaguers public agencies charged with overseeing heritage and hinders many conservation and management efforts.

Although the economic benefits of cultural and heritage tourism tend to be disproportionate and unevenly distributed, heritage tourism could support the creation of economic and employment opportunities at community level. This segment has the potential to generate a significant number of decent jobs which are vital to combat the huge unemployment rate in Namibia. Cultural and heritage tourism could provide a unique opportunity for cultural exchange and transmission of cultural knowledge between local communities and tourists, as well as to increase the participation of women, youth and marginalised people in the tourism industry.

From the findings of this study, conclusions can be drawn from the results that sustainable heritage and cultural tourism could play a major role in improving the livelihoods of youth and vulnerable persons, especially those in the rural areas. A major lesson could be learned from Namibia's Community-based Natural Resource Management Programme (CBNRM)

that led to an improved change in perceptions regarding wildlife conservation and economic returns to those living in conservancies. Benefits of such programmes have in the past often been poorly understood and weakly accounted for. However, the Namibian case currently adds significantly to the weight of evidence that, over and above its intrinsic ecological benefits, conservation management has the potential to generate real wealth over a long term period and real gains for disadvantaged groups.

Tourism as a labour-intensive sector, is one of the most affected by the COVID-19 pandemic with jobs at risk across the entire value chain. The effect is most felt by vulnerable groups such as women, youth and rural communities. COVID-19 nevertheless offers a rare opportunity for reflection and recalibration to grow again, and to grow better for the planet and people. Evidently, the tourism sector has proven to bounce back and drive the recovery of other sectors. When managed responsibly, tourism can emerge from the current COVID-19 crisis as an even more important contributor to the SDGs, supporting livelihoods and creating employment opportunities at community level.

The success of this strategy depends on the achievement of consensus amongst local stakeholders, capacity enhancement of local people and the involvement of financial partners.

PART 03

STRATEGIES AND ACTIONS





Image: NTB

3.1 STRATEGIC ACTIONS

Considering sustainable heritage tourism's significant strengths as a sector, and the myriad of opportunities it offers for economic development and employment creation at community level, it is imperative to harness these opportunities as a means of mitigating and reducing women and youth unemployment in rural areas of Namibia. There is no doubt that cultural landscapes are exceptionally interesting resources for the development of cultural tourism and, as such, for the local economy several planning interventions need to be undertaken. These include redressing the institutional and structural challenges of delivery; enhancing community capacity and broadening economic opportunities and access through devolution of power to manage and benefit from heritage resource.

The sheer scale of the complex tourism value chain presents significant opportunities for generating backward and forward linkages which can engage local micro, small-and medium-sized enterprises at community level. The tourism sector also presents notable opportunities for safeguarding both the national and world's rich cultural heritage, since the revenue it generates can be channelled back into initiatives to aid its long-term survival.⁴³ Creative cultures, in turn, can offer innovative means of gaining socio-economic benefits through sustainable tourism, which could further entail wider experiential and educational benefits for visitors and local communities. Finally, as a sector which depends so much on the natural environment, the tourism industry has a special responsibility towards the planet, with potential to harness this dependency to promote conservation.

The strategy provides a framework for assessing tourism's economic and employment opportunities through the enhancement of heritage and culture in Sustainable Development Goals and beyond. The strategic priorities are therefore tailored around three main strategic objectives of sustainable development through which tourism could make a significant contribution to rural employment and economic development at community level.

⁴³ World Tourism Organization (2012e) Tourism and Intangible Cultural Heritage. Madrid: UNWTO

THE THREE STRATEGIC OBJECTIVES ARE:

Strategic Objective 1

To accelerate the role of tourism in economic development

Strategic Objective 2

To broaden the role of tourism in social inclusiveness

Strategic Objective 3

To boost the role of tourism in cultural values, environmental and heritage conservation

Stakeholders in tourism and development are invited to identify further evidence of the impact of tourism on culture and heritage, to elaborate on the issues raised by this strategy and to add to them, and to consider activities for joint and individual action, while ensuring synergies and multiplying effects. Enriched by such input, the Strategy and its operational plan will serve to leverage resource mobilization at community level.

Each strategic objective presents an overview of current evidence, and highlights priorities for action with estimated budget per activity and timeframe – with links to the SDGs and the broader 2030 Development Agenda.

The subsequent cross-cutting section looks at what governance, policy frameworks and instruments are required to spearhead sustainable cultural and heritage tourism initiative.

STRATEGIC OBJECTIVE

To accelerate tourism role in economic development

8 DECENT WORK AND ECONOMIC GROWTH



10 REDUCED INEQUALITIES



9 INDUSTRY, INNOVATION AND INFRASTRUCTURE



17 PARTNERSHIPS FOR THE GOALS



Linked to SDG 8, 9, 10, and 17 through a vibrant sustainable heritage tourism programme that creates decent jobs at community level, raises revenues, and helps make Namibia a great place to live, visit, work, and invest

ACTIVITY	ACTION FRAMEWORK	RESPONSIBLE AUTHORITY	TIME SCHEDULE (YEARS)	ESTIMATE BUDGET (N\$)
<i>Develop a tourism post COVID-19 recovery strategy</i>	<ul style="list-style-type: none"> • Develop a strategy for visitor's safety • Develop safety guidelines and manuals for frontline employees • Develop and adopt best protocols and guidelines for re-starting tourism • Support the implementation of the NTB safety toolkit 	Ministry responsible for tourism, Health and safety, Namibia Tourism Board, Civil society, Private Sector	1	1.5m
<i>Audit current legislation and policy frameworks</i>	<ul style="list-style-type: none"> • Stocktaking at national and regional level on current status of heritage, trade and tourism policies and legal frameworks • Develop guidelines for integrating heritage, culture and tourism through viable and sustainable business principles • Increase enforcement and proper implementation of policy, legal, institutional and regulatory frameworks that govern business activity 	Law Reform Commission Ministry responsible for: Culture, Tourism, Trade and Youth	1	500,000
<i>Strengthen and expand domestic tourism</i>	<ul style="list-style-type: none"> • Create support and incentivise investments in SME development • Strengthen marketing strategies for cultural heritage tourism • Extend micro-credit schemes for youth and women entrepreneurs • Invest in domestic tourism to mitigate the effects of a global downturn and alleviate the effects of market shocks on vulnerable groups 	Ministry responsible for tourism and culture, Namibia Tourism Board, Civil society, Private Sector	1	45m
<i>Monitor the progress in implementation of sustainable heritage tourism policies and frameworks in economic and employment creation at community level</i>	Support skills and capacity enhancement for establishment and sustained use of national monitoring systems to measure implementation impacts and promote the communication of monitoring results	Ministry responsible for tourism and culture, Namibia Tourism Board, Civil society, Namibia Training Authority, Academic institutions, Private sector	3	5m
<i>Establish Tourism Transformation Fund</i>	<ul style="list-style-type: none"> • Support previously disadvantaged communities investing in capital projects in the tourism sector • Catalyse the rise of a new generation of black-owned youth, women and community owned tourism enterprises to take the tourism sector to new heights • Provide a combination of grant funding, debt financing and equity contributions to facilitate capital investment in the tourism sector by prospective local investors • Provide seed capital to encourage local communities to enter on a 50/50 basis in tourism joint venture projects 	Ministry responsible for tourism and culture, Namibia Tourism Board, Civil society, Financial institutions, Private sector	2	90m



STRATEGIC OBJECTIVE 2

To broaden tourism role in social inclusiveness

1 NO POVERTY



5 GENDER EQUALITY



3 GOOD HEALTH AND WELL-BEING



8 DECENT WORK AND ECONOMIC GROWTH



4 QUALITY EDUCATION



10 REDUCED INEQUALITIES



16 PEACE AND JUSTICE STRONG INSTITUTIONS



Linked to SDG 1, 3, 4, 5, 8, 10 and 16 through enriching lives and building on special characteristics of the local people, culture, history, geography, environment, economic activities, peace, and institutions

ACTIVITY	ACTION FRAMEWORK	RESPONSIBLE AUTHORITY	TIME SCHEDULE (YEARS)	ESTIMATE BUDGET (N\$)
Capacity enhancement and training in the tourism, culture and heritage sub-sector	<ul style="list-style-type: none"> Establish baseline evidence on current skills gaps in tourism, hospitality and cultural heritage management and develop response training modules Brace apprenticeships and experiential learning for tourism and heritage students to bridge the skill deficit in the sub-sector Create decent jobs, which redress the skills gaps while ensuring equitable, fair and community access in decision-making Support local communities and empower women and youth 	Ministry responsible for tourism, culture and innovation Namibia Tourism Board, Namibia Training Authority, Academic institutions, Civil society, National Youth Service, Private sector	1	15m
Revise and strengthen data and tourism statistics	<ul style="list-style-type: none"> Support knowledge building in data collection and management to support investment and implementation and national monitoring systems based on defined indicators Develop and implement mechanisms to increase tourism's contribution and benefit for the poor and marginalised 	Ministry responsible for tourism, culture Namibia Tourism Board, Namibia Statistic Agency, Civil society, Private Sector Financial institutions	2	2.5m
Foster joint action and tourism stakeholder collaboration at all levels	<ul style="list-style-type: none"> Promote collaborative models for inter-ministerial and for national/regional and local coordination and cooperation Provide tourism experiences for all, by focusing on universal accessibility Develop accessible infrastructure and social tourism programmes 	Ministry responsible for tourism, culture Namibia Tourism Board, Civil society, Private Sector	2	5m
Establish monitoring systems to measure sector's progress towards social inclusions, employment and poverty reduction	<ul style="list-style-type: none"> Establish viable indicators to measure the achievement of tourism creation of decent work, economic development and advancing inclusive growth which increases opportunities for all Gender analysis and monitor work conditions Contextualise sensitivity to local social dynamics Balance visitor requirements to local needs 	Ministry responsible for employment creation, tourism and culture, Namibia Tourism Board, Civil society, Private Sector	3	1.5m
Build a national destination brand that entrenches heritage and culture	<ul style="list-style-type: none"> Aggressive appeal to potential and new and emerging source markets Develop strategies to stimulate domestic tourism Develop virtual tourism and innovate new interactive apps 	Ministry responsible for ICT, tourism, culture Namibia Tourism Board, Civil society, Private Sector	2	3.5m

Image: NTB



STRATEGIC OBJECTIVE 3

To boost tourism role in cultural values, biodiversity and heritage conservation

8 DECENT WORK AND ECONOMIC GROWTH



12 RESPONSIBLE CONSUMPTION AND PRODUCTION



11 SUSTAINABLE CITIES AND COMMUNITIES



15 LIFE ON LAND



Linked to SDG 8, 11, 12 and 15 through promoting a vibrant sustainable heritage tourism programme that will educate, delight, and entertain visitors, compel them to tell others, and motivate repeat visitors

ACTIVITY	ACTION FRAMEWORK	RESPONSIBLE AUTHORITY	TIME SCHEDULE (YEARS)	ESTIMATE BUDGET (N\$)
<i>Position sustainable heritage tourism as a tool for employment creation at community level</i>	<ul style="list-style-type: none"> Expand tourist product offerings to include local cuisines, performing arts and heritage aspects; Improve interpretation of local history, culture and heritage sites; Strengthen links between heritage sites, protected areas, local communities and business 	Ministry responsible for tourism, culture Namibia Tourism Board, Civil society, Private Sector, Municipalities and local authorities	1	25m
<i>Safeguard the ecosystem, cultural heritage – both tangible and intangible</i>	<ul style="list-style-type: none"> Strengthen collaborative structures with private sector, national protected areas, conservation agents, academia, civil society and local communities in implementation and enforcement of key policy frameworks; Strengthen efforts to monitor biodiversity conservation, report and reduce resource consumption and emissions; Conduct impact assessment on heritage, culture and environmental resources to inform the planning, development and management of sustainable heritage tourism projects; Promote the use of new technologies and emission trading and off-setting schemes 	Ministry responsible for tourism, culture Namibia Tourism Board, Civil society, Private Sector, Academic institutions	2	5m
<i>Link tourism to living, contemporary culture and the creative industry and enhance Namibia's innovation ecosystem</i>	<ul style="list-style-type: none"> Strengthen links between tourism and the creative industry, including music, the performing arts, design and local cuisine; Develop standard-based measurements on tourism impacts on heritage, culture and environment; Promote cultural exchange between local communities and visitors; Engage local communities in heritage and cultural tourism planning, development and management; Link creative industry with destination identity through innovation acceleration platforms Develop culture and heritage profiles for touristic sites around the country 	Ministry responsible for tourism, culture Namibia Tourism Board, Civil society, Private Sector National Youth Service	1	7.5m
<i>Strengthen Intellectual Property (IP) in tourism and heritage sub-sector</i>	<ul style="list-style-type: none"> Supporting and promoting awareness of the role of the IP system in tourism and heritage-related economic activities Assisting tourism operators achieve competitiveness through innovative steps, cooperation and collaboration and exploring synergies among outputs thus fostering overall economic improvement Resolve the challenge around balancing personal freedoms against the need for protecting the integrity of a collective cultural heritage Conduct research and innovation to identify cultural and heritage tourism activities, products and services that could be patented and trademarked 	BIPA Ministry responsible for trade, tourism, culture Namibia Tourism Board, Civil society, Private Sector, Academic institutions	2	6m

PART 04

RECOMMENDATIONS





RECOMMENDATIONS

Despite the broad impact of tourism on the Namibian economy, the actual contribution of heritage and cultural tourism to the country's employment and economic development still needs to be carefully and further examined. This is amongst the reasons for focusing on the strategic objective of promoting tourism for economic development. Both public and private sector should be encouraged to exploit available cultural tourism opportunities. Investment in facilities in cultural tourism products and related technology should be promoted and diversified.

Given the inadequate chance of participation and lack of capacity in the culture and heritage subsector; product knowledge, information and knowledge management are key areas of immediate intervention in the implementation of this strategy. Capacity building initiatives need to be developed to intensify expertise on customer service, guest relations and managerial skills in cultural and heritage tourism at key sites.

One of the key challenges in the culture and heritage subsector is the lack of an effective and adequate coordination mechanism as well as inefficient awareness among stakeholders. Cooperation is an important principle of sustainable development, because it upholds several principles of sustainability, including efficiency, equity, cultural and ecological integrity, community ownership, integration, holism, balance, and harmony. In the tourism sector, it refers primarily to collaboration between government agencies, private sector and public sectors, different levels of government and between private sector business organisations. Such collaborative efforts are important for assuring equality of opportunities and the recognition of needs among stakeholders. It also assists in creating harmonious relationships between key players in culture, heritage, environment and the economy. Therefore, it is recommended that cultural and heritage tourism initiatives should be adequately coordinated amongst stakeholders and aligned with national development priorities so that their strategic potential to create decent jobs at community level can be realised.

Reinforce NTB marketing strategy, specifically the “Strategic Focus Area on Cultural Tourism” that emphasises:

- Content creation in partnership with Regional Councils;
- Content creation in partnership with NHC, NACSO, MAN, City of Windhoek, etc;
- Promotion of cultural events and festivals; and
- Product packaging with Conservancies via NACSO, or with individuals operating activities like cuisine, living museums, etc.

The section below presents key findings against each of these themes and the findings in context – highlighting current weaknesses, policy gaps and strategic opportunities that could be exploited in order to achieve sustainable heritage tourism development and employment creation at community level.

Innovation and creativity should be boosted through the creation of innovation hubs where key emerging areas/sectors that can be considered as having high potential in generating external revenue and employment for the country could be exploited. This could further complete the realisation of the establishment of the Technology Innovation Acceleration Platform to be established in Namibia as per the ‘Strategic Initiative Towards an Innovative and Entrepreneurial Namibia. As such, there is a need to clearly and explicitly express the strategic importance of innovation and entrepreneurship as the driver for new growth for Namibia.

Indigenous knowledge remains largely disregarded. Namibia is yet to fully embrace the potential of indigenous knowledge which has been developed over centuries of learning from the environment; its role in transforming and modifying technologies to suit local conditions and the local context and its role in the development of indigenous home-grown technologies. It is important to ensure that indigenous knowledge is properly documented, protected, efficiently managed and mainstreamed into sustainable heritage tourism development.

Development of tourism training programmes and capacity building infused with life-long skills in a range of areas to support community tourism enterprise development and fostering of apprenticeship, mentorship, and coaching programmes as well as on-site training as part of training programmes is highly recommended. TVET skills are regarded as important in the economic development of the country and in equipping young people with relevant skills that will make them employable. TVET is credited for contributing to the Sustainable Development Goals (SDGs) by promoting sustained economic growth (by ensuring that labour is in constant supply to the economy), social equity, environmental protection, employability and decent work for students⁴⁴. Skills shortages emanating from global mobility of labour have resulted in skills mismatch in various industries, exerting pressure on the TVET sector to close this gap. The hospitality industry requires one to possess certain specific skills for them to perform satisfactorily in their job positions. TVET plays an integral role in ensuring that such skills are imparted to individuals.



Another recommendation is the development of a strategy to revitalize the traditional arts and handicraft industry in Namibia, create employment and business opportunities, and offer tourists options to purchase unique, locally made souvenirs. Improved coordination of existing financing sources for arts, culture and heritage community tourism product development along with additional financial support programmes such as a revolving community tourism fund as well as leveraging diaspora investment in communities are highly recommended.

There is increasing motivation for both the public and private sectors to invest in making tourism more sustainable, and the market for green bonds and other sources of green financing is expanding. New and expanding business opportunities have been financed that reduce carbon emissions, including in the hotel tourism sector. The United Nations Environment Programme Finance Initiative, meanwhile, brings together over 200 financial institutions, including banks, insurers and investors committed to integrating environmental and social considerations into all aspects of operations, some of which fund tourism and these could be considered to fund the development of sustainable heritage tourism.

Public sector involvement in financing sustainable tourism development is essential to unlock finance, provide incentives and build capacity. This is demonstrated by the activities of supra-national, national and sub-national public finance institutions, including green investment banks, which target and tailor financing to facilitate private investment in low carbon climate resilient infrastructure. A broad set of finance instruments is also important, ranging in profile from low to high risk/return, and catering to firms at different stages of development.

An international framework like Agenda 2030 can be used to stimulate and drive domestic investment and finance for tourism and sustainability and also, by channelling overseas development aid from advanced economies towards less developed countries to foster job creation, sustainable consumption and production patterns, and a responsible use of land, marine and water resources. Beyond the direct financial effect of these disbursements, the fulfilment of the SDGs will also involve country reporting obligations in a standardised way, which can help in the systematisation and collection of data on investments related to tourism development⁴⁵. It will also encourage the implementation of supporting policies that set clear signals and provide stability for investment decisions that support more sustainable practices.

⁴⁴ UNESCO 2015

⁴⁵ OECD, 2018

Tourism can also act as a tool to accomplish the SDGs, which in turn can lift the standards for investment and financing for sustainable heritage tourism, by including in finance decisions a component for inclusive growth and environmental regeneration. The underlying rationale for linking the SDG targets with tourism development objectives is based on the intrinsic local character of tourism activities, as tourism is driven by the attractiveness of local communities (culture, heritage) and the environment (natural assets and facilities). The integration of local tourism-related SMEs into international value chains can also contribute to sustainable consumption and production patterns.

Foster community-to-community learning and trading – many local communities in Namibia expressed the need for a mechanism for intercommunity experience sharing and communication so that they can learn from one another. This mechanism can be successfully applied across Namibia, generating both synergy and connectivity between communities in various regions of the country.

Secure a strong political champion – an individual with strong governmental and private sector networks can operate as an effective champion for heritage tourism development, securing support from various institutions, securing resource mobilisation, and building a sense of local ownership and pride for the sub-sector. Among the factors that support success: it is believed that several factors could contribute to the successful development and implementation of a sustainable heritage tourism project that could create economic and employment opportunities at community level. This could start with engagement with the local community in a participatory and collaborative approach to build on its existing cultural heritage and natural environment assets. Then the rejuvenation of traditional crafts and skills that could be the “unique selling point” of the ecotourism and artisan development projects, and environmental and economic sustainability to be at the heart of the food production value chain and agro-culinary initiatives in order to boost local cuisines.

Key to the long-term prospects is to create linkages with international markets. Although many agencies are involved in the provision of financial services to small and medium size enterprises at community level, these services are still far from enough, especially from the side of the commercial banks operating in Namibia.

The lessons learned in tourism development and employment creation at community level have not all been taken up. Specifically:

- The economic perspective of locally driven tourism development and promotion is somewhat mixed with social welfare objectives;
- Government is envisaged as a strongly interventionist actor (in the implementation), although international experience generally points to a more restricted role for government as enabler and catalyst.

Hence, this strategy proposes a broader scope in virtually all areas imaginable, rather than taking a selective approach which would avoid the danger of creating dependency and undermining sustainable development at community level.

4.2 COVID-19 IMPACT ON THE STRATEGY AND PRIORITIES FOR TOURISM RECOVERY

This strategy was almost completed just before the COVID-19 pandemic hit the world. The tourism industry is without a doubt one of the most industries that have been most adversely affected by the pandemic. Globally, international tourist arrivals could fall by 60 to 80%, putting 120 million jobs at risk with an estimated US\$1.2 trillion lost in exports⁴⁶.

In Namibia an estimated 30 000 jobs losses are expected in the latter part of 2020, with a projected revenue loss of between N\$15 and 18 billion⁴⁷.

As a result, the strategy adopted the global guidelines to restart tourism through:

- Prioritising tourism recovery;
- Recovering confidence through safety and security (clearly defined roles and responsibility of government, private sector, society and travellers);
- Opening borders with responsibility (enhance and communicate medical capacity and protocols in line with public health evidence-based risk assessment);
- Enhancing the use of technology for safe, seamless and touchless travel at destination level;
- Providing practical and harmonised training for front-line staff on the new protocols;
- Boost local and domestic tourism;
- Managing density of visitors to allow for appropriate social distancing,
- Toughening the data privacy policies when developing tracing apps and procedures;
- Repackaging tourism to incorporate culture/ heritage, and
- Upskilling of youth and women empowerment through innovation and entrepreneurship for niche segments that no one can contest (new products targeted at special interest, nature, gastronomy, heritage and rural tourism)

The results presented in this strategy point to the need for further investigation regarding how to improve communication strategies about job opportunities, means of participating, and benefits that might be derived from increasing participation in sustainable heritage tourism at community level. It is evident that increased participation in economic activities and job opportunities at community level can enhance direct and tangible benefits which are likely to lead to continuous participation and local empowerment. Further investigation is also needed to explore mechanisms to better understand the involvement of women and youth in tourism, and how their participation can be negotiated, incentivised and supported.

4.3 MONITORING AND EVALUATION

Appropriate monitoring and evaluation plan must be developed to monitor and evaluate impact and to track the demand of heritage and cultural tourism products and services and to further inform the implementation of recommended initiatives. This could be achieved through annual reports of the implementation progress and end of implementation cycle reporting on achievements, challenges and lessons learned.

⁴⁶ UNWTO, 2020

⁴⁷ HAN, 2020

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