

PLANNING FOR LEISURE IN SOUTH AFRICA: MEETING NEW CHALLENGES

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This contribution proposes a set of guidelines which can be constructed and applied as a framework within which planning policies and strategies can be set. These guidelines are based on information selected from the main components of the leisure industry that are relevant for planning, and are determined by approaching issues from the perspectives of an urban and regional planner.

From the discussion it is apparent that the establishing of an adequate and appropriate infrastructure in South Africa's deprived areas is a major factor in leisure planning. Participation patterns and preferences are changing continuously, with new activities becoming popular and a broader spectrum of activities being recognized and practised as leisure. Differences in participation patterns seem to correspond mainly with differences in socio-economic standing. Leisure in general and tourism in particular are influenced by the growing importance attached to the natural environment.

Global and South African leisure trends are weighed against the factors

influencing leisure planning in South Africa. From this ten challenges evolve with which an urban and regional planner in South Africa will have to cope when planning for any leisure-related project. An international perspective is acquired from the literature with regard to various approaches to these problems, theoretical and practical. These are then applied to the situation in South Africa and used as a basis for a framework for leisure planning.

Hierdie bydrae stel riglyne voor wat as 'n raamwerk vir beplanningsbeleid en -strategieë kan dien. Die riglyne is gebaseer op inligting verkry uit die hoofkomponente van die ontspanningsbedryf, en word bepaal deurdat ontspanningsvraagstukke vanuit die perspektief van stads- en streekbeplanning benader word.

Uit die bespreking blyk dit dat die vestiging van 'n toereikende, toepaslike infrastruktuur in agtergeblewe

gebiede in Suid-Afrika 'n belangrike aspek van ontspanningsbeplanning is. Voorkeur- en deelnamepatrone verander voortdurend, namate nuwe aktiwiteite verskyn en 'n groter verskeidenheid aktiwiteite wat as ontspanning erken en beoefen word. Verskille in deelnamepatrone kom grootliks ooreen met verskille in sosio-ekonomiese omstandighede. Ontspanning in die algemeen en toerisme in die besonder word geraak deur die toenemende belangrikheid van die natuurlike omgewing.

Internasionale en plaaslike neigings in ontspanning word oorweeg in die lig van die faktore wat 'n invloed uitoefen op ontspanningsbeplanning in Suid-Afrika, en tien uitdagings word geïdentifiseer waarmee 'n stads- en streekbeplanner in Suid-Afrika tydens die beplanning van 'n ontspanningsverwante projek te kampe mag hê. 'n Internasionale perspektief op teoretiese sowel as praktiese benaderings tot die probleme is uit die literatuur verkry en word op die Suid-Afrikaanse situasie toegepas as basis vir 'n raamwerk vir ontspanningsbeplanning.

1 INTRODUCTION

Planning for leisure in South Africa is assuming growing prominence. As South African society experiences transformation, leisure opportunities have to keep pace with changing demands. Not only do more people require more facilities, but changing participation and preference patterns result in changed activities. The challenges posed by these trends necessitate the need for appropriate planning. This need has also been recognized in the Reconstruction and Development Programme (RDP) adopted by the

Government. In a discussion on tourism, it states: *To achieve the desirable results, sound planning is needed, which should be predicated on thorough research and consultation* (ANC 1994:106).

In the past, the field of leisure planning in South Africa received scant recognition in the literature. Planning for sport, recreation or tourism was covered to a certain extent in several diverse disciplines but the approach was decidedly fragmentary. Aspects such as outdoor recreation (Hugo 1974), agrotourism (Bruwer 1990),

hiking (De Villiers 1986), casinos (Steyn *et al.* 1989), tourist resources (Ferrario 1978), free-time activities (Kruger 1985) and indoor entertainment (Ruthven, 1967) were researched, but in the field of planning, leisure *per se* did not receive much attention. During the last decade, only four articles on a leisure-related subject have appeared in *Town and Regional Planning* (Hugo & Nieuwoudt 1984, Van Zyl 1986, Hugo & Hattingh 1990, Wilson & Hattingh 1992). Yet, as an inclusive concept that needs to be addressed as an entity, leisure has not featured in local planning

literature at all.

Until relatively recently, authorities allocated leisure a low priority in the range of key issues or policy objectives adopted, but as awareness of the economic potential of components such as recreation and tourism has grown, so more strategies have come to emphasize the implications for development. The lifting of sanctions and boycotts and readmission to the international sports arena, resulted in large sports events, even world cup competitions, to be hosted locally, bringing large numbers of overseas sports enthusiasts to South Africa. Such stimulation, especially with the incentive of participation in the Olympic Games, could boost local participation in sport, which in turn would put increased pressure on leisure facilities. The foreign tourist market shows great promise (the one million mark was exceeded for the first time in 1990 [Satour 1993]) and the South African Government accepts that the tourism industry can make a vital contribution to sustained long-term economic growth.

The reason why leisure seems to appear so low on the agenda of planners and authorities alike, could lie in its complexity. People tend to think in compartments, labelled "sport" or "recreation" or "tourism", but in reality, the constituent components of leisure are not only difficult to separate, they are also difficult to distinguish. People go to a resort for a week as holiday-makers; there they might visit a nature reserve and would then be regarded as tourists; they could enjoy indoor entertainment in the casino; they might relax out-of-doors at the swimming pool; and might even participate in sport on the golf course. Instead of the week's visit being fragmented into holiday activities, tourist activities, sports activities, etc., the experiences of these people can be seen in a comprehensive way as a week of leisure (see under 3 for a definition of the term).

Planners who are confronted with any aspect of leisure should keep this interrelatedness in mind. Facilities created for tourists in a city might also be enjoyed by local citizens; sports-fields could draw international tourists. Furthermore, policy-making is at

present often vested in various departments: on national level, the Departments of Environment Affairs and Tourism, Sport and Recreation, Water Affairs and Forestry, Arts, Culture, Science and Technology could be involved; on local level, departments such as Parks and Recreation, City Planning and even Public Relations could be involved. These various authorities often act independently of one another, which might result in a conflict of interests.

2 OBJECTIVES

In the light of this background, this contribution proposes a set of guidelines which can be constructed and applied as a framework within which planning policies and strategies can be set. These guidelines are based on information selected from the main components of the leisure industry that are relevant for planning, and are determined by approaching issues from the perspectives of an urban and regional planner.

The policies and strategies that are developed within such a framework can be applied at all levels, ranging from national government departments to the planning of a local playground, with the assurance that, eventually, all role players will operate within the same structure.

3 TERMINOLOGY

For the purposes of this discussion, certain key terms are used as defined below.

The term "leisure" is used for all activities that are regarded as leisure activities by the community as a whole, and describes those activities that are pursued of one's own free will in one's free time and for one's personal satisfaction. **The term is used as an encompassing concept which includes sport, recreation and tourism.**

The term "planning" refers to the idea of achieving a goal (particular ends) by following a detailed set of procedures to arrange the use of land and to improve the environment, thereby attempting to improve lifestyles (Falu-

di 1973, Mitchell 1983, Henry & Spink 1990). Whereas planning in general deals with land use and lifestyles, leisure planning in particular relates people to leisure time and space.

The subject matter in this paper is discussed from the perspective of urban and regional planners; where the words "planner" or "planning" are used, they should be read as referring to urban and regional planners/planning, unless stated otherwise or unless it is clear from the context that a different meaning should be assumed.

4 METHODOLOGY

This contribution is based on research into relevant literature sources from various related disciplines. Apart from the usual routes and procedures to identify and obtain relevant sources, an extensive computerized search was conducted through literature in the field of leisure planning (including the separate fields of recreation planning, tourism planning and planning for sport), to ensure that the literature study is as comprehensive as possible. The search included the following: Inter-construction data base (ICON-DA), Commonwealth Agricultural Bureau (CAB), Administration Business Information (ABI), SPORTdiscus (international information on compact disc). Since the aim was to disclose current approaches, only the most recent literature sources from 1980 onwards were used wherever possible. On some issues, the field of planning did not yield much and the search was extended to include disciplines such as Geography, Sociology and Human Movement Studies.

The information and perspective acquired from the literature can now be applied to the situation in South Africa as a basis for a framework for leisure planning.

As a background to the framework for planning given under point 8, a brief discussion is given of the factors that influence leisure planning, South African and international trends in leisure, and contemporary approaches to certain challenges in the field of leisure planning. The limiting scope of

a contribution of this nature does not allow for an extensive review of the subject matter; therefore only the major findings and conclusions are highlighted. Since this is a generalized discussion based on the literature study, it does not include specific examples and individual sources are not given. (For a more detailed discussion, see Wilson 1994.)

5 FACTORS THAT INFLUENCE LEISURE PLANNING

In a rapidly changing South Africa, no planning project can be undertaken without due consideration being given to the circumstances surrounding population growth, urbanization, socio-economic changes and the prevailing state of infrastructure.

Owing to population growth and the high rate of urbanization, the South African leisure industry is being subjected to tremendous pressure to provide facilities. This trend will certainly intensify in the foreseeable future. At the same time, demands on space caused by such growth in the metropolitan areas will place restrictions on the physical space available for leisure. Moreover, especially in the urban areas, the demand from the emerging middle income and upper income groups in the African market will be not only for more facilities but also for a greater variety of leisure facilities and services. On the other hand, it is imperative that leisure opportunities be provided to the vast section of the population at the lower end of the socio-economic spectrum. Establishing an adequate, appropriate infrastructure in deprived areas will present planners with one of their major challenges.

While sport and recreation are seen as tools to develop human resources, tourism is seen as a resource-based industry with strong economic implications. Political changes and socio-economic upliftment might bring about new growth in local tourism, but the potential increase in the domestic tourist market is still handicapped by a lack of affordable holiday accommodation for people from the lower income groups.

6 GENERAL TRENDS IN LEISURE

Many similarities were found between international trends and trends in the South African leisure scene. The single most important fact that emerged from the study of international literature is that leisure is not static. Continuous demographic shifts dramatically transform the level and nature of leisure demands. Increasingly diverse lifestyles, coupled with changes in society, bring about the need for deviations from traditional leisure settings and opportunities. Participation patterns and preferences are changing constantly, with new activities taking the place of previous favourites and a broader spectrum of activities being recognized and practised as leisure.

Despite this expanding range, leisure patterns and also tourist behaviour show a high degree of similarity throughout the world. Degrees of difference do occur, though, especially on a regional basis. Otherwise differences in participation patterns seem to correspond mainly with differences in socio-economic standing.

Throughout the world, people with a higher income and a higher level of education tend to be more active. Car ownership has a liberating effect, freeing people from the constraints of their locality and local facilities, thus expanding their opportunities for leisure. Even in developing countries, a general rise in income and education brings about increased participation in active leisure. Those who are more active are twice as likely to have attended college and to live in households headed by persons in professional or managerial occupations.

In many countries, the rate of growth in sport can, in general, be associated with levels of economic or industrial development. Western style sport has long been adopted all over the world, but a more recent development is the rising popularity of informal sport indulgence for reasons of recreation only, as opposed to involvement on a competitive basis. The broader participation base of sport and other forms of active recreation have led to wide acceptance of the term "the fitness revolution".

In South Africa, the participation base for all population groups has broadened, especially over the last two decades, in that more people participate in more types of sport. At the same time, a shift in emphasis with regard to the more popular sports is taking place. There is a move away from the historically popular team sports such as rugby and soccer, towards individual sports such as cycling and road running. Participation in sport in South Africa is pre-eminently a youth phenomenon and the incidence of participation is at its highest at school level.

Concomitant with the rising interest in fitness and active recreation, is an increase in passive recreation. Recreation in and around the home is the core of adult leisure worldwide and passive leisure activities still absorb most leisure time. As a result of the so-called "information era", the accent is now on the means of absorbing information by reading, watching television (and videos), and listening to the radio. In deprived communities, as is the case in some African communities, this passivity has a more negative explanation. Because of various socio-economic problems such as unemployment, individuals may have a substantial amount of enforced free time and still have no leisure, since there is no interest in leisure and no opportunity or ability to make deliberate use of free time.

Recreation passivity tends to increase with age. Longer life-expectancy and better health after retirement, over and above the important factor of greater financial resources that the retired often have, require that increased attention be paid to the active elderly as recreation participants. Yet those over the age of 60 are very inactive. In South Africa, there is a sharp levelling off in participation in sport by people from all groups over the age of 40.

Generally speaking, men are more inclined towards active forms of leisure, while women are more housebound and dependent on recreation activities that can be enjoyed at home. The growing fitness awareness has, however, spread among women, and gender differences tend to diminish with persons of both sexes participa-

ting in activities that were traditionally dominated by either one or the other sex. This points to the fact that, in future, leisure opportunities for women will have to be diverse and less tied to the family.

Of major significance for South Africa is the fact that the influence of political setting cannot be disregarded. It can affect participation patterns and choice of destination in a major way. This applies to tourism more than to sport or recreation. The future tourist industry will be profoundly affected by the political environment.

Forecasts expect that tourism will become the world's largest export industry by the end of the century. Visitors to South Africa are expected to quadruple by the year 2000 (to 1,7 million) (Koch 1993). Most international tourism is intra-regional in nature. People may go abroad but they do not travel very far and there has been a general reduction in the length of their stay. Domestic tourism patterns are still dominated by the traditional summer holiday and more than three-quarters of all South Africans take their annual holiday in December/January, of which more than 50% of the time is spent at a coastal resort.

Conventional forms of mass tourism such as large beach resorts and sight-seeing group tourism catering for general markets remain a dominant type of tourism development, but the tourist industry will have to meet increasing demands for holidays that offer active participation in sport and special interest tours. In addition, the population of many of the Western market economy countries with their affluent clientele is ageing, and retired persons as a target group within the tourist market is becoming a substantial one.

Leisure in general and tourism in particular are influenced by the growing importance attached to the natural environment. The tourist of the future will tend to avoid those places associated with environmental problems. In planning for tourism, more governments now want to apply a policy of controlled development so that the benefits gained from tourism do not generate any serious environmental or

social problems. In the wake of issues such as congestion, pollution and concern for the natural environment, it can be expected that nature-based tourism (ecotourism) will intensify towards the year 2000. It is already the fastest growing sector in the industry.

7 IDENTIFYING THE NEW CHALLENGES

From the literature study, a substantial degree of similarity emerged between the South African trends in leisure and those currently prevalent globally. The various trends (see under 6) were weighed against the factors that influence leisure planning (see under 5), and from this evolved the following challenges that an urban and regional planner in South Africa will have to cope with when planning for any leisure-related project. Ten challenges were identified, each embracing a particular set of problems or issues facing leisure planners in South Africa. (The order does not reflect priority.)

Challenge 1: Political stability

Leisure, and particularly tourism, is an unstable industry that needs political stability in order to thrive. Although the planner can do little to ensure that the country is governed in such a way as to promote stability, an individual contribution can be made by ensuring that no aspect of a project will upset stability or promote instability in any way.

Challenge 2: Growing demand — the demographic imperative

Apart from the growing demand for leisure facilities associated with the rapidly increasing population, the planner has to bear in mind that urbanization and its accompanying Westernization character bring people into contact with "new" types of leisure, thus escalating its demand.

Challenge 3: Changing demand — the socio-economic situation

Changes in the socio-economic composition of the population also cause different demands of which the planner should be aware. Leisure patterns

depend to a high degree on income and education. A higher education and a higher income lead to an increased awareness of leisure, and an increased income acquired by the developing population brings more spending on leisure. All of the above result in a growing demand for more sophisticated leisure facilities, and the planner should provide for such economic status variations in participation patterns.

Challenge 4: Providing for the lower end of the market

The demographics of the country mean that growth in the demand for leisure opportunities, brought about by population growth and urbanization, will result in a major increase in demand at the lower end of the market. The special needs of the lower socio-economic sector of the population should be kept in mind (e.g. low-cost holiday accommodation) as well as consideration of factors such as the influence of transport, or lack of it, on leisure.

Challenge 5: Participation in sport for the broader community

Participation in sport is predominantly an activity indulged in by the younger members of society. There is a sharp decline in participation after school, mainly because of lack of facilities or opportunities. The planner should ensure that more facilities be provided for sport participation outside the school context, for use by the broader community.

Challenge 6: Gender issues

Gender differences in participation patterns tend to be diminishing, but smaller differences in emphasis do exist. Growing awareness of gender issues places before the planner the important task of ensuring equal supply to both sexes while being sensitive to these differences in needs.

Challenge 7: The passive elderly

A group that needs particular attention in leisure planning is the elderly. An alarming rate of passivity was found, especially amongst the lower income groups. Care should be exercised to provide these people with more leisure

opportunities.

Challenge 8: Tourism development

If South Africa as a whole is to benefit from tourism, planners will have to work towards increasing the country's share of the world tourism market and to develop tourism in such a way that it enhances sustainable development programmes.

Challenge 9: Utilization of ecotourism potential

Growth in ecotourism is a major global trend. If South Africa is to benefit from this, the country's ecotourism potential will have to be developed and utilized.

Challenge 10: Optimum community benefits

On the socio-economic level, it is imperative that South Africans across a broad spectrum be involved in tourism. Working in close conjunction with the private sector and economists, planners should strive to increase the number of jobs created by, and the income derived from, the tourism industry.

8 CONTEMPORARY APPROACHES TO LEISURE PLANNING

These ten challenges should be considered by South African planners when they identify specific approaches that can be used as basis for a framework for leisure planning in South Africa. Ways in which to approach the challenges were drawn from international literature and are briefly reviewed as the basis for an exposition (see under 9) of the planning implications for the various trends, challenges and approaches.

The ability of a country to compete in the world tourism market is closely tied to its political stability and internal policies. While politicians mainly focus on the future, the leisure planner will be more concerned about the means to achieve political objectives. This distinction is referred to as the "means-ends" distinction (Banfield 1959) in planning terminology. Leisure planners will be particularly

concerned with, for instance, the planning of accessible and affordable sport and recreation facilities for all South African communities as a means of establishing stability in society.

In long-term planning, use is made of demographics to facilitate projections of future demand. Although well-established quantitative techniques are applied, the introduction of qualitative assessments is receiving growing support. The participatory approach can prove to be beneficial to the planner, especially when planning for specific groups. This approach utilizes public-based techniques, such as community participation, community development and consultation. It involves mainly qualitative techniques to assess community sentiments (Rosener 1975 and Healey 1992). In addition, the planner should employ pro-active planning to ensure that facilities keep up with demand.

Ongoing change in society and lifestyles brings about differentiation in the demand for leisure opportunities and services. Suppliers and planners alike need to focus on the specific needs and preferences of potential users and should not attempt to mould preference patterns according to preconceived spatial standards. This will require application of the market approach, which mainly involves the questions of demand and supply. Leisure services should be economically viable and should be income-generating enterprises (Van der Cammen & De Klerk 1993).

The provision of leisure opportunities for the lower socio-economic groups, in particular the unemployed, will for some time to come be a major consideration in South Africa. Apart from other general considerations, affordability and accessibility are of special importance. The planner might be forced to investigate the possible utilization of space otherwise allocated or even plan for the provision of facilities on a semi-permanent basis.

Closely related to this is the matter of sport participation on a community-wide basis, an aspect which is currently receiving attention throughout the world. Mass participation at all levels is being encouraged, compelling planners to change their strategy from

a facility approach to a functional approach, where leisure is seen as a human need rather than merely as the structural provision of facilities (Mitchell 1983). In this way, planning may have to become more and more anthropocentric.

Gender issues are reflected in international literature as gaining global prominence. Changes in society give rise to changes in the leisure needs of women. Planners in the field of leisure will have to take cognizance of this and include women in the planning process, to ensure that their specific needs are met.

Modern Western society is characterized by a large elderly population. Participation rates for the active over 60s of independent means tend to remain the same for several years after retirement; this has to be borne in mind when demands are projected. The more disadvantaged groups are characterized by more interest in passive recreation, brought about by a lack of experience in outdoor activities, little income and restricted mobility. These people desire outdoor recreation with no specific activity in mind, they simply want to be offered an opportunity. The developmental approach may be beneficial to them, where recognition is given to the fact that ageing is a process that need not imply decay, decline or atrophy of intellectual, psychological or creative powers. Provision is then made for expanding experiences, utilizing the potential and skills of the elderly (Kaplan 1986).

The development of South Africa's tourism potential should be planned on different levels, national, regional (including rural) and urban, and should be an integral part of the total development programme for an area. This is also set out in the Physical Planning Act, 1991 (Act 125 of 1991). Such an approach will ensure that development will be appropriate to the country's needs and to market demands; which is a prerequisite if the development is to be sustainable. In particular, the country's potential for ecotourism should be developed. In South Africa, as in many developing and industrialized countries around the world, the objective of conservation and preservation policies is for tour-

ism to become a tool for economic development while simultaneously preserving and conserving physical and cultural resources. In addition, ecotourism can provide a sustainable economic base for rural development.

Communities can benefit in diverse ways from leisure development, and the multiplier effect of the industry on the economy of a country or region is widely acclaimed. While positive socio-economic benefits should be fostered, care should be taken to discourage negative effects. If rural communities are to benefit from tourism and other leisure developments, local participation from the outset is critical to the success of projects.

9 FRAMEWORK FOR LEISURE PLANNING

The definition for planning (under 3 above) anticipates the achievement of a goal by following a detailed set of procedures. The goal that is set for planners in the field of leisure in South Africa is that they cope with some or all of the challenges noted above. Global and local trends in leisure were explored to make sure that leisure planning would be representative of what people want; an exploration of approaches to leisure issues should facilitate projecting what might be; and the factors that influence leisure determine what is possible. The findings of all this research can now culminate in the presentation of a framework for leisure planning in South Africa.

The planning framework consists of a general set of procedures to relate people to leisure time and space, thereby attempting to improve their lifestyle. Within this framework, planners in the field of leisure can then design a detailed set of procedures to arrange the use of land and to improve the environment in specific planning projects. The framework will enable planners to cope with the challenges with which they are confronted in the leisure planning process.

A prerequisite for success is that the framework be applied at all levels of functioning, from the work of national government departments to the planning of a local playground. If every

planning design were to be set within the parameters of this framework, projects on local level would be compatible with regional designs and projects on regional level would link up with national strategies. Likewise, various national projects can be initiated without the danger of conflicting interests and without involving unnecessary bureaucratic impediments.

9.1 Principles

The basic principle that should govern all planning actions is consultation. This principle is embodied by the bottom-up approach (Stöhr 1981). It is essential that it be determined at the outset who the roleplayers are and who should be consulted about a specific project. It is advisable to confer with them at various crucial stages throughout the planning process, by applying the various applicable consultation techniques (Rosener 1975). The planner should be prepared to change direction and adapt solutions to concur with local sentiments.

A second underlying principle is that the planner should focus on the needs and preferences of the consumer; the point of departure should be demand rather than supply. This implies that the planner should follow a functional approach rather than the more traditional facility approach.

By conducting the planning process according to these principles, the planning profession can aid political stability by contributing towards the prevention of frustrations and dissent. In this way, planners will be able to cope with the first of the identified challenges, namely to promote political stability.

9.2 Methodology

Various methods and techniques can be applied by the planner, according to the approach most suitable to the planning brief. (For a more detailed discussion of the various methods and techniques, see Wilson 1994.) As a general guide, methods or techniques should be selected appropriate to specific circumstance and the planner should not attempt to mould the planning process to fit a predetermined method or model.

Giving a step-by-step exposition of a specific process does not fall within the scope of this paper; that would narrow the application of this framework and reduce its value. This paper solely intended to define the parameters within which a particular planning process can be designed.

The following directives include guidelines on the selection of approaches, methods and techniques.

9.3 Directives

In the directives, a number of recommendations are proposed to direct the planning process. The planner can refine these procedures in more detail for a specific project.

- In all planning projects, concentrate on the professional actions required to achieve the specific goals set by the decision makers or principals.
- Plan in terms of a series of sequential tasks, rather than treating the project as a whole.
- Use demographic data with caution. Obtain the appropriate demographic information as a starting point for each project, but use demographics to give the background picture of growing demands in quantitative terms, not as the sole basis for the planning action.
- Apply the market approach to ensure effective utilization of resources. Determine the demand, and plan to meet the demand. Survey participation and preference patterns and needs — plan according to what people want, not what the planner thinks they ought to have. Determine the possible effect of the media on preferences, especially television. Pay attention to affordability and accessibility. Variation in leisure patterns, as a result of changing socio-economic circumstances, clearly implies a need for the implementation of the market approach.
- To facilitate community interaction, investigate the possible use of the participatory approach. Select suitable techniques appropriate

ate to the area or community/communities involved. Allow for adequate qualitative assessment to determine the needs and sentiments of the wider community. Probe for issues. Find spokespersons. Investigate ways and means of involving the private and public sector in tourism projects from the outset.

- Identify and define the target group. Avoid plans that are too general. Be specific in order to be successful. Apply qualitative assessment techniques and use the participatory approach to determine the needs of specific groups. Be sensitive to the needs of underprivileged groups and minorities within a group, such as disabled persons. Ensure that all facilities are planned to be accessible to physically disabled people. Pay attention to the specific needs of women, and confer with them during the planning phase. Follow the developmental approach to cater for the active elderly. Utilize the skills of retired people in community projects.
- Conduct pro-active planning to bring about sustainable development. Include tourism as an element of the total comprehensive plan for an area. Plan with the emphasis on socio-economic and environmental factors. Weigh the comparative positive and negative effects of tourism development on an area or community; ensure that possible economic gain is not favoured at the risk of negative impacts on society and community life; and ensure that a large proportion of local people benefit from tourist development in an area.
- Develop ecotourism as a low-impact, environment-sensitive form of tourism. Apply some of the following methods in order to effect this: establish development objectives democratically; maintain local control over land; refrain from making areas inaccessible; protect nature and the landscape effectively; and develop and protect locally existing economies (agriculture and forestry). Use tourism development to revitalize local

traditions and develop attractions such as cultural heritage.

- Differentiate — plan on different levels, as provided for by the Physical Planning Act (South Africa 1991). The classification for tourism given by Inskeep (1988, 1991) was adapted for leisure and to fit in with the provisions of the Act.

On national and regional level, development plans consist of broad guidelines to promote orderly physical development. With regard to leisure, development plans can recommend design and facility standards and the institutional elements to implement and operate leisure effectively on national level. On national level, planners could consider the compilation of an expanded database as a stepping stone to a self-adjusting system of leisure provision.

Regional structure plans should be based on appropriate regional policies and strategies. They could include features such as tourist access points and the regional transportation network; primary and secondary tourist attractions; major regional sport and recreation facilities; specific recreation sites; and an analysis of regional leisure patterns.

Urban structure plans should contain guidelines for the future physical development of the area. They could suggest that land be used only for a particular purpose, for example leisure. Urban leisure planning involves identification and improvement of new developments of tourist attractions or sport facilities; designation of accommodation and other tourist facilities in proper relation to other leisure attractions; spatial arrangement of facilities; and the preservation of open spaces (the urban "green belts").

- Explore possibilities that would regenerate areas that otherwise have low economic potential. Think in terms of non-traditional or unorthodox provision, and promote mass participation in sport and in other leisure activities on an informal basis. To allow for acces-

sibility by inner-city communities, investigate the use of areas such as the urban fringe.

- Pay attention to the maintenance of leisure facilities and structures. Avoid the provision of facilities if the community lacks access to the necessary funds and skills to manage the facility. Determine on a regular basis what is needed and what is available, to keep up with demand.

10 CONCLUSION

South African planners are increasingly confronted with new challenges in the field of leisure planning. The main objective of this paper has been to propose a framework for leisure planning that will assist planners in coping with these challenges. The framework given was developed according to the challenges that were defined and from approaches to the challenges themselves.

In the final analysis, all challenges have been addressed by the framework, collectively and separately. It should be stressed, however, that the framework is not intended to be used as a blueprint with step-by-step instructions for any given planning project. Rather it should be seen as a *superstructure*, a term that Goudappel (1985:180) uses to describe *the mediating and organizational layer of cognitive functioning* (by means of norms and theories), to be applied in the preparation of planning policies, objectives and processes.

The merit of the framework is that it has directorial value for all three components of leisure. Throughout the discussion, leisure has been viewed as a comprehensive unit, comprising sport, recreation and tourism. The framework as presented enables the planner to design a planning process in any one of these fields, on any functional level, with appreciation for the interrelatedness of the three components. The integrated approach to leisure presented by this paper points the way to a comprehensive leisure theory and, eventually, a comprehensive, integrated leisure planning policy.

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