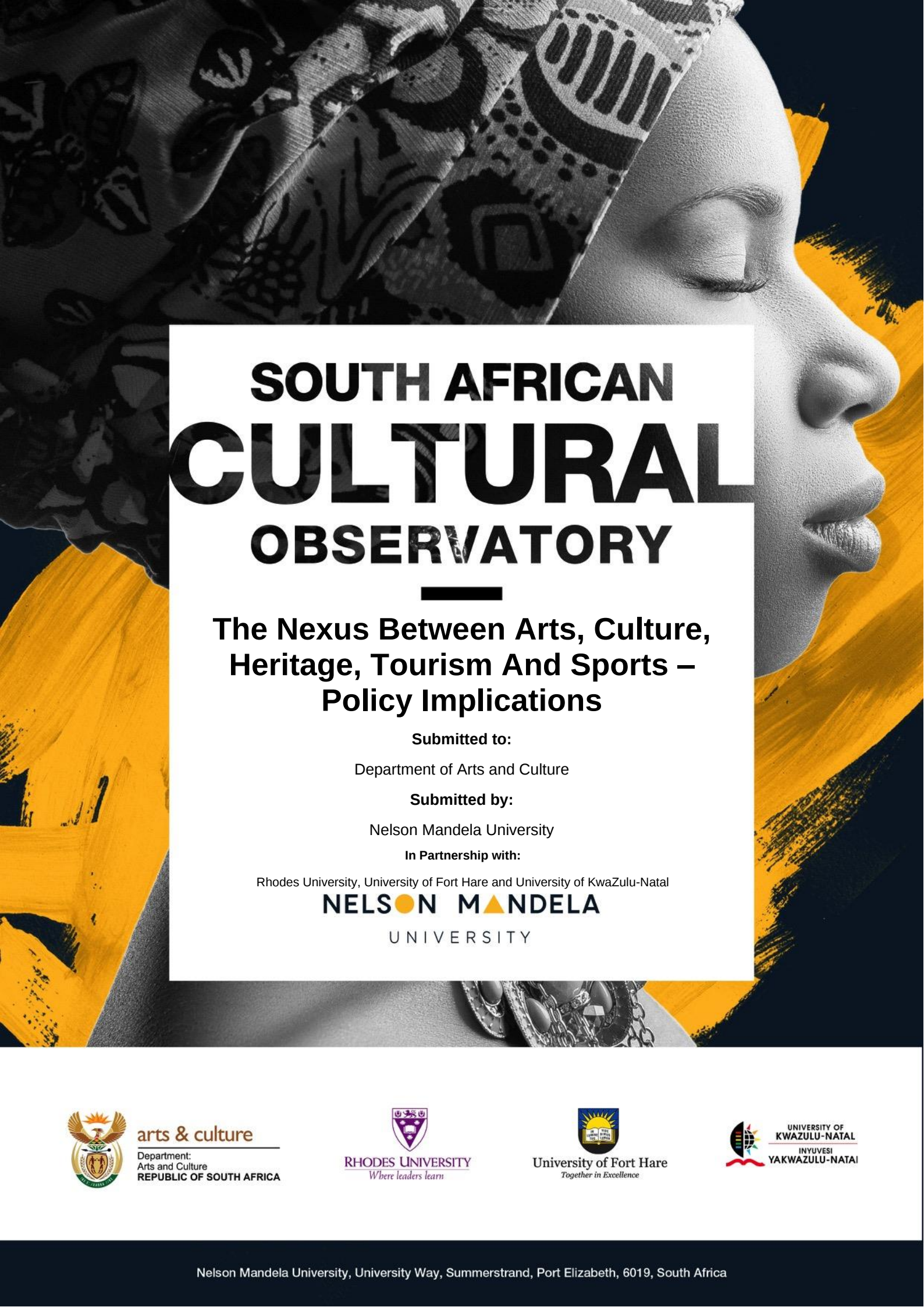




SOUTH AFRICAN CULTURAL OBSERVATORY

The Nexus Between Arts, Culture, Heritage, Tourism And Sports – Policy Implications

Submitted to:

Department of Arts and Culture

Submitted by:

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In Partnership with:

Rhodes University, University of Fort Hare and University of KwaZulu-Natal

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South African Cultural Observatory

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Abbreviations

DAC:	Department of Arts and Culture
DEA:	Department of Environmental Affairs
DEAT:	Department of Environmental Affairs and Tourism
DSR:	Department of Sports and Recreation
DSAC:	Department of Sports, Arts and Culture
FIFA:	Fédération Internationale de Football Association
NDT :	National Department of Tourism
SACO:	South African Cultural Observatory
SRSA:	Sport and Recreation South Africa
UNWTO:	United Nations World Tourism Organization

Summary

This paper draws on relevant literature and documents to examine the nexus between the arts, culture, heritage, tourism and sports; with special focus on policy implications. This is timely given the recent mergers of the National Department of Sports and Recreation (DSR) with the Department of Arts and Culture (DAC) into the Department of Sports, Arts and Culture (DSAC) which is indicative of the growing recognition of the relationships as well as potential to enhance socio-economic opportunities associated with the arenas of arts and culture (which includes heritage) and sports, as well as the tourism sector. A desktop study was primarily used to examine policy documents, research reports and academic sources.

Key themes and debates emanating from the desktop study were highlighted. The main aspect related to influential factors such as economic, socio-cultural and political dimensions. In relation to political dimensions, the policy environment emerges as important since it highlights priority areas, how concepts are conceptualized and sets strategic directions. Furthermore, political structures determine how public resources are allocated and prioritized. The power dynamics are also noted. Economic aspects include perceived economic benefits associated with the different sectors as well as the different theories and approaches (including considerations of supply and demand) that are used to examine economic impacts of the arts, culture, heritage, tourism and sports; as well as how sectors impact on and relate to each other. The focus on local economic development is also underscored. Multiplier effects are also important and related to indirect and induced economic effects. Multiplier effects also go beyond economic impacts to include social outcomes and health benefits as well. The socio-cultural dimensions highlight issues pertaining to national pride and social cohesion as well as social capital. Dominant relations and linkages in relation to arts, culture and heritage; sport and recreation; arts, culture and heritage and tourism (referring mainly to cultural tourism and heritage tourism) as well as sports and tourism (referring mainly to sports tourism); and culture and sports as well as sports heritage reveal the variations in interconnections between the different sectors. The focus on consumption also emerges as being important. Linkages to heritage is also foregrounded with a focus on sport heritage, heritagization, and place promotion and place-making.

Current projects and programs aimed at fostering relationships between arts, culture, heritage, tourism and sports are also discussed. Activities and programs associated with the Moses Mabhida Stadium is used to illustrate how a specific facility (in this case a stadium) can have

sports, cultural and tourism activities. This indicates the potential for synergistic relationships. Reference is also made to Velez's (2016) study that examines the effectiveness of arts and sports programs in the construction of positive peace in South Africa.

A key focus of the paper is on policy aspects. Barriers to the integration of the sports and arts are noted which include the status of these sectors, the profile of specific genres/ types of activities and weak policies. A brief overview of the main national policies (White Paper on the Development and Promotion of Tourism in South Africa; Revised White Paper on Arts, Culture and Heritage; and White Paper on Sport and Recreation for the Republic of South Africa) as well as selected provincial departmental documents is undertaken to note cross-collaboration references and limitations. There is limited reference in each of the policies to the other sectors. Tourism in particular does not prioritize cultural and sport tourism. Additionally, and more importantly, although nationally and in most provincial departments sports, arts and culture are merged, policies reflect little integration and synergies. Broader societal imperatives are highlighted in all policies that include job creation, poverty alleviation, safety and security, and social cohesion and inclusivity. Sustainability considerations are also noted.

The paper also presents recommendations for policy formulation and review as well as key aspects for a policy framework. The configuration of DSAC creates opportunities to align and integrate linkages between arts, culture, heritage and sports. There needs to be increased collaboration to acknowledge, understand, plan for and realize the tourism potential (and thereby economic opportunities) associated with the arts, culture, heritage and sports sectors. At national and provincial levels advisory and/ or technical committees should be set-up to foster linkages and collaboration that promote relationships and champion interventions and programs. A policy framework should include undertaking a needs assessment, further examination of policy gaps, stakeholder identification and consultation/ engagement/ participation, identification of a policy custodian, and development of a monitoring and evaluation system. Areas for further research are also identified which include socio-economic impact studies of programs and activities, examining sub-categories, and assessing social and heritage benefits which remain under-researched compared to economic benefits.

1. Introduction

The recent mergers of the National Department of Sports and Recreation (DSR) with the Department of Arts and Culture (DAC) into the Department of Sports, Arts and Culture (DSAC) is indicative of the growing recognition of the relationships as well as potential to enhance socio-economic opportunities associated with the arenas of arts and culture (which includes heritage) and sports. As Richards (2018) states, heritage is a fundamental component of culture. Additionally, arts, culture, heritage and sports have separate and related tourism aspects and potential. This paper is therefore timely since the merger necessitates a broader and integrated policy framework to inform DSAC's thinking and approach to inform policy and praxis so that the 'business-as-usual' status quo is not retained.

The links between arts, culture, heritage, tourism and sports are increasingly recognized with a growing body of literature that focuses on these aspects. For example, Noonan and Rizzo (2017) and Richards (2018) examine cultural tourism as a field of research, highlighting aspects pertaining to heritage conservation and relationships with the cultural economy. Noonan and Rizzo (2017) specifically look at the positive impacts of culture on tourism.

Rosenfeld (2008) examines cultural and heritage tourism, noting visitor motivations. Ramshaw and Gammon (2016) indicate the emergence of sport heritage that has a sport tourism component as well as cultural and heritage implications. Sport tourism is also noted by Higham (2018). Throsby (2016) highlights tourism, heritage and cultural sustainability considerations.

In the South African context, the linkages between arts, culture and heritage is well articulated by the former DAC (2017) in the Revised White Paper on Arts, Culture and Heritage; underscoring potential tourism and economic impacts. However, this needs to be extended to the sports sector as well. The linkages are strongly associated with multiplier effects identified decades ago by Archer (1982).

While there is growing recognition of the nexus between arts, culture, heritage, tourism and sports; there is limited focus on the policy implications. Thus, this policy paper examines key debates and issues from this perspective. Additionally, recommendations are provided specifically focusing on the South African context for policy formulation and review.

In the context of the above discussion, the overall goals are to:

1. Critically examine current scholarly literature on the nexus between arts, culture, heritage, tourism and sports; identifying key themes and debates.
2. Examine the implications of linkages between arts, culture, heritage, tourism and sports; focusing on economic opportunities as well as other benefits.
3. Identify current projects and programs aimed at fostering relationships between arts, culture, heritage, tourism and sports.
4. Identify policy issues in strengthening relationships between arts, culture, heritage, tourism and sports.
5. Forward recommendations for policy formulation and review together with a policy framework.

In terms of the methodological approach adopted, a desktop study was primarily used to examine policy documents, research reports and academic sources.

2. Key themes and debates

Influential factors such as economic, socio-cultural and political dimensions

The political aspect of fostering relationships and collaboration is notable in relation to the merged DSAC. Furthermore, the White Paper on the Development and Promotion of Tourism in South Africa (Department of Environmental Affairs and Tourism – DEAT, 1996) refers to cultural and sport tourism that demonstrates that there is a political understanding that arts, culture, heritage, tourism and sports are related. Political aspects also relate to how public resources are allocated and prioritized which becomes critical for policy-makers and managers of relevant institutions when activities experience a contraction of public resources while at the same time experiencing increasing demand in events and activities as shown by Nadotti and Vannoni (2019) in the context of cultural and events tourism in Italy (which is applicable in the South African context and to sport tourism as well). Political aspects also inform how concepts are conceptualized and meanings accorded in policies and programs. Smith (2006) asserts that political and ideological aspects is at the center of all forms of heritage representation. Furthermore, Ramshaw and Gammon (2016) argue that the

relationship between heritage and power needs to be better understood. They critically examine sport heritage that reveals that decisions are made about what aspects of sport should be elevated to iconic/ heritage status and which should be preserved and promoted. The political realm is not only the main player with increasingly business and economic interests becoming a major influencer in the context of the commodification of sports. This argument is relevant to the cultural and tourism sectors more generally as well.

The economic aspects have been highlighted as well. Tourism is central in relation to the associated economic benefits for the arts, culture, heritage and sports sectors. The United Nations World Tourism Organization (UNWTO, 2016) indicates that tourism is one of the few sectors globally that has consistently shown growth and resilience as well as expansion and diversification despite economic shocks and challenges faced, including economic recessions. UNWTO (2016) further shows that all tourism sub-sectors including cultural and sport tourism have shown growth and expansion. Girard and Nijkamp (2016) and Noonan and Rizzo (2017) note that cultural tourism is important for local economic development which is also highlighted by Higham (2018) and Nyikana and Tichaawa (2018) in terms of sports tourism. Rosenfeld (2008) indicates that there is broad agreement that cultural resources generate economic vitality by leveraging human capital and culture to generate economic impacts through tourism, crafts, and cultural attractions. Seaman (2003) states that some economists have at times felt compelled to address the possible connections between sporting and cultural activities.

Economic theories of supply and demand are useful to explain and elaborate on the major overlaps between the sports and arts sectors. Noonan and Rizzo (2017) also note the importance of undertaking economic impact analyses. Using different economic models and approaches also assists to unpack relationships and impacts. For example, the input-output model focuses on examining how changed in one sector affects other sectors can help to understand tourism flows as well as how growth or decline in major or large-scale sports events can impact of arts, culture and heritage as well as tourism trends in specific locations. Ingerson (2002) looks at the economic contribution of hallmark sporting and performing arts events. Seaman (2003) examines the role of sports economics in arts research since sports economics is a more established area of research as shown by Cornelissen et al. (2011). Seaman (2003) specifically states that sports and arts have common economic considerations which include labor concerns, team production functions and income dispersion; unions and rent distribution; managerial and director productivity; earnings functions and changing talent distributions related to competing superstar theories; and career development, screening and human capital theory. Seaman (2003) together with Frey (2019) also refer to supply and demand side influences impacting on arts and sports which include experiencing a game/ event/ activity/ production, joint audience/ spectator and performer/ player presence, artistic and sports skills/ talent, training/ rehearsals, etc. These can be viewed as distinguishing or similar characteristics since they are indicative of what constitutes sports and arts but also reveal how they are influenced by similar aspects. The supply and demand side aspects relate also to the cultural sector more broadly and tourism in relation to the experiential dimensions.

The economic value of cultural activities, sport and tourism (including cultural and sport tourism as sub-sectors) is well documented in South Africa as separate sectors (Akinboade, and Braimoh, 2010; Cornelissen et al., 2011; Giampiccoli et al., 2015; Saayman and Rossouw, 2008; Saayman, and Saayman, 2004; 2006; Snowball and Courtney, 2010; Swart et al., 2018). Snowball (2013: 49) asserts that although there remains contestations whether arts

consumers are also sports consumers (and vice versa), many countries have used cultural events to leverage further tourism spending from sports events. Furthermore, Snowball (2013) examines whether arts events are a good way of augmenting the economic impacts of sport events by undertaking research at the 2010 South African National Arts Festival which was timed to coincide with Fédération Internationale de Football Association (FIFA) World Cup matches. The results indicate that only 23% of the Festival attendees interviewed reported also attending World Cup matches. Despite the relatively low proportion, sport consumption with arts consumption is evident. Snowball (2013: 49) states:

...major sporting events staged alongside arts and cultural events will result in increased audiences, and thus funds, for both. For such a strategy to succeed, however, one would have to accept two theories: that arts and sports are similar enough in terms of the recreation 'service' they provide to be attractive to both audiences; and that there is at least some overlap between the demographics of sports and arts audiences – that the two activities attract, to some extent, the same people.

The economic linkages need to include multiplier effects as identified by Archer (1982) which is associated with cost-benefit analyzes as shown in relation to sport tourism by Mules and Dwyer (2005) and input-output models as indicated by Saayman and Saayman (2004) in the South African context by underscoring the importance of examining indirect and induced economic effects associated with cultural events. Multiplier effects refer to indirect and induced impacts that sectors and activities can have on others as well as the additional effects of a policy. In the context of this paper, multiplier effects include how activities in one sector (such as tourism) impacts on other sectors in relation to aspects including job creation, taxation and procurement of services and facilities. This is also highlighted by Nadotti and Vannoni (2019) who note the importance of including multiple effects when undertaking impact assessments of cultural and events tourism which is applicable in relation to sports tourism events as well. Kokolakis and Gratton (2019) note the economic value of sports using the Gross Value Added approach (which measures economic activity in relation to the Gross Domestic Product) and National Accounts demonstrating the multiplier effects. They specifically highlight that multipliers are mostly associated with sports-related goods and services. Similarly, the economic value of the arts, cultural and heritage as well as tourism sectors can be integrated.

While multiplier effects are generally associated in the literature with economic impacts, Downward and Dawson (2016), Downward et al. (2017) and Taylor et al. (2015) extend multiplier effects to social and health benefits. They particularly show how sports has health and social outcomes. Downward and Dawson (2016) also specifically highlight how physical activity to promote health reduces society's health care costs. While these benefits are more directly linked to sport participation, sport viewing and spectatorship also have positive benefits. Rituals and activities associated with sport become, over time, associated with the sport culture of a specific community. For example, the vuvuzela (the plastic horn that produces a loud monotone sound) is culturally associated with South African sports. As noted earlier, sub-sectors of tourism is sport tourism and cultural tourism. However, tourism activities can encourage participation in sports such as playing golf and surfing. Additionally, a key type of tourism spend is to purchase arts (including artefacts) and crafts as well as visiting museums and heritage sites as shown by Borowiecki and Castiglione (2014). It should be noted that this includes sports museums as well. Furthermore, multiplier effects that should

be considered in the framework proposed later is how policy changes and strategy formulation will create opportunities for more synergistic relationships between the arts, culture, heritage, tourism and sports.

The socio-cultural dimensions include the social values associated with arts, culture, heritage, tourism and sports. Arts, culture and heritage have inherent social value and increasingly economic aspects are being highlighted. It is also underscored that cultural aspects are central to promoting national pride and social cohesion. The contribution of sport to national pride and social cohesion is also associated with sports, especially the hosting of mega-sports events (Amponsah et al., 2019; Cornelissen et al., 2011). This, according to Amponsah et al. (2019), also contributes to destination and image promotion. Cornelissen et al. (2011) highlight that in the case of the 2010 FIFA World Cup, the key legacy in South Africa was in relation to 'feelgood effects' associated with national pride and social cohesion, regarded as aspects of culture. Tourism itself is linked to cultural exchange and interactions. Cultural tourism (including arts and heritage components) is a key sub-sector but most forms of tourism (for example, ecotourism and sport tourism) actively promote community interactions, exposure and experiences with the culture of specific destinations, and consumption of cultural artefacts, cuisine, etc. Arts, culture, heritage, tourism and sports inherently have social capital dimensions, especially interacting with others, places and information. Taylor et al. (2015) also note that sports participation in particular improves pro-social behavior and reduces crime and anti-social behavior. It is important to note also that tourism and sports have their own history, heritage and cultural manifestations as discussed later.

Taylor et al. (2015) identify the main social impacts of sport and culture as improved health, reduced crime, increased social capital and improved education outcomes. They also highlight links to subjective wellbeing and note that often multiple social impacts are realized. Velez (2016) indicates the social benefits of arts and sports programs in relation to peace-building which is discussed later.

Dominant relations and linkages

There is a strong link between the arts, cultural and heritage components in many studies with arts and heritage often being viewed as part of the cultural sector (Noonan and Rizzo, 2017). Sports and recreation have nationally co-existed in the South African context, as the name of the previous National Department, DSR, indicates. It is also known that leisure and recreation and key motivations that drive tourism (Kim et al., 2015). The relationships between sports and tourism (also referred to as sports tourism) are well documented nationally and internationally. Sports and tourism has one of the most prominent relationships in the South African context given that the country hosted the largest mega-event on the African continent, the 2010 FIFA World Cup. It would appear, however, as if this seen as a once-off event rather than the ability of sport to be 'big business' and provide opportunities for tourism development given the weak focus of sport tourism as a sub-sector of tourism discussed later. Higham (2018) examines sport tourism drawing on the fields of sport management, the sociology of sport, consumer behavior, sports marketing, economic, urban and sports geography, and tourism studies. The importance of space, place and the environment as well as the increase of this sub-sector is also emphasized by Higham (2018) in relation to sport tourism. Higham (2018) asserts that the defining qualities of sport explain its unique contribution to tourism.

Cultural and heritage tourism is also a recognized and growing area. Throsby (2016: 31) states:

Cultural heritage, whether in the form of buildings, sites, or locations, or in its more general manifestation as the cultural environment or atmosphere of historic cities and towns, is an important stimulus to tourist demand; tourism data collections in many countries regularly document the role of cultural features, including tangible and intangible heritage, as determinants of tourists' decisions to travel to particular destinations.

Noonan and Rizzo (2017) and Richards (2018) note the importance of the cultural economy and heritage conservation, highlighting that there are tourism aspects and activities. Richards (2018) states that culture and tourism have always been inextricably linked. Richards (2018) traces the development of cultural tourism as a field of research and identifies major trends and research areas in relation to cultural consumption, cultural motivations, heritage conservation, cultural tourism economics, anthropology and the relationship with the creative economy. Richards (2018) also asserts that cultural tourism is noted by UNWTO as being a major element of international tourism consumption, accounting for over 39% of tourism arrivals. Noonan and Rizzo (2017) note positive impacts of culture on tourism. This is supported by Richards (2018) who states that cultural sights, attractions and events provide an important motivation for travel, and travel in itself generates culture. UNWTO's (2017: 18) definition of cultural tourism reveals comprehensive and wide ranging aspects:

Cultural tourism is a type of tourism activity in which the visitor's essential motivation is to learn, discover, experience and consume the tangible and intangible cultural attractions/ products in a tourism destination. These attractions/ products relate to a set of distinctive material, intellectual, spiritual and emotional features of a society that encompasses arts and architecture, historical and cultural heritage, culinary heritage, literature, music, creative industries and the living cultures with their lifestyles, value systems, beliefs and traditions.

Rosenfeld (2008) looks at the development of cultural and heritage tourism, arguing that this type of tourism attracts visitors who are motivated by interest in the historical, artistic, scientific or lifestyle/ heritage offerings in a specific location. Rosenfeld (2008) further asserts that a principal economic development objective of tourism is to attract a broad array of out of town and out of country visitors and to provide activities that encourage visitors to come and to extend their stay. Specifically in relation to cultural and heritage tourism, Rosenfeld (2008: 1) states that "such travel is focused upon experiencing cultural environments, including landscapes, the visual and performing arts and special lifestyles, values, traditions, and events".

Ramshaw and Gammon (2016) critically assess sport heritage, specifically the implications for sport tourism. The relationship between sports and culture (including arts and heritage) relate to several aspects including that both have tourism-related attributes. Cowen (1998: 35) highlights that both sports and cultural expression have entertainment and drama components, and although sports "do not qualify as art in the narrow sense", it is a "commonly observed stage to a world of many diverse and specialized performances". Cowen (1998) further states that the sports mix has entertainment at its cores and that the drama of the game

or sport itself is complemented by smatterings of music, performance art and dance which sport games are often associated with. This includes opening and closing ceremonies, half-time shows, cheerleaders, rituals of spectators, etc. Throsby (2011) also supports the assertion that while sport is not perceived of as traditionally a cultural activity, it has elements of culture which is associated with ritual or custom expressions and shared values that are linked to affirming group identity. Gemar (2018) argues that sport is culture, arguing that cultural consumption and sports participation are connected with sports participation being intricately linked with cultural lifestyles. This view is supported by Giles (2017: 1) who states that “sport is largely a social construction that sustains a plethora of cultural forms, ideologies, and communicative practices”.

The importance of sports and culture on health and wellbeing is stressed by Downward and Dawson (2016) and Taylor et al. (2015). This is supported by Long and Bianchini (2019) who assert that both the arts and sports promote health and wellbeing, including encouraging wider participation and engagement. The health and wellbeing benefits are also associated with tourism where travel is mostly associated with recreational and leisure motivations.

There is also a focus in the literature on the relationships between sports and culture, focusing primarily on sport and culture events with limited extension to the opportunities and potential for sport and cultural linked tourism. The links between tourism and the arts, cultural, heritage and sports sectors are often associated with specific events held in selected destinations. There are various factors that attract tourists to these events and influence attendance figures which include the specific genre/ type of activity and where held, costs to participate and level of interest (Noonan and Rizzo, 2017). In addition to events, Borowiecki and Castiglione (2014) indicate that research shows that there is a strong relationship between tourism and cultural participation in museums, theatres and concerts. Sports stadiums have also embraced integrating the arts, cultural and heritage aspects as discussed later. Long and Bianchini (2019) assert that some genres blur the lines between sports and the arts. They specifically refer to dance and gymnastics. Seaman (2003: 81) also states that “despite references to similarities between the arts and sports (especially community impacts, demand interdependencies, and the presence of superstars), the two burgeoning literatures operate in near isolation from one another”.

The focus on ‘consumption’ is evident (Shoval and McKercher, 2017) which indicates that the arts, cultural, heritage, tourism and sports sectors share values in relation to entertainment, recreational and economic aspects. What varies are assumptions and understanding of the profiles of who consumes what and information on motivational factors as noted by Shoval and McKercher (2017).

In the South African context, there are spatial variations across the country in relation to cultural, sports and tourism activities and events. These often result in contestations in terms of hosting events as well as collaborating. Furthermore, there are differences in where and what types of activities benefit from public allocated funding. Therefore, as discussed later, it is important to have a committee that oversees synergistic activities and ensures spatial geographical spread as well as the prioritization of resources.

Issues and linkages pertaining to heritage

Heritage has different components and includes (Ramshaw and Gammon, 2016):

- When something becomes part of a community's and/ or nation's social and cultural fabric.
- When specific practices, rituals, and history transcend a particular person/ event/ activity and become representative and associated with a specific group of people.
- The development of collective identities which offer insights into the culture and life of a specific place or community.

The above components are applicable to the arts, culture, sports and tourism. In relation to sports, Ramshaw and Gammon (2016) demonstrate how sport becomes part of a community's or nation's fabric in relation to local and national teams. As indicated later, stadiums are already being marketed as iconic heritage sites, especially in relation to encapsulating sport history in terms of the history of hosting mega-events. Participation in sports and support of specific codes of sports and teams are also associated with specific rituals and paraphernalia (including sport merchandize and apparel) that have heritage and cultural attributes as well as represent collective identities. Higham and Hinch (2009) state that the different aspects and types of sport present a backstage for the game which offers visitors and locals experiences of a specific destination.

Sport heritage is important in relation to cultural and tourism aspects (Gemar, 2018; Ramshaw and Gammon, 2016; Wang et al., 2019). Indigenous/ traditional games and sports are also part of cultural heritage. Giles (2017) states that fully understanding a culture requires appreciating its distinctive sports and histories. As Ramshaw and Gammon (2016) state, there is increased acceptance for heritage becoming a key component of sport tourism research. They further propose that sport heritages be categorized into:

- Heritage of sport: heritage is about the sport itself, be it famous games, records, and achievements. This could be extended to indigenous/ traditional games as well.
- Sport as heritage: the sporting feat has broader social, cultural and political implications. This is applicable in South Africa, for example, in relation to hosting the 2010 FIFA World Cup and other large-scale sporting events.

They argue that these categories are permeable and interconnected. They also state that specific athletes can take on heritage (or iconic status). These two categories are relevant for heritage in relation to other aspects, including cultural and tourism-related heritage. In terms of culture, heritage is critically important as asserted by Wang et al. (2019). Additionally, entertainers and artists (including performers, musicians, painters, etc.) are known to have iconic status in society. Furthermore, they can formulate their own cultural trends such as 'hip hop culture'. Wang et al. (2019) assert that the intangible cultural heritage of sports is embedded the cultural memory of human beings and societies. They also state that sports heritage in China enhances national culture, enriching cultural diversity and human creativity, which is similar to national pride. Long and Bianchini (2019) also highlight aesthetic innovation in both arts and sports.

Ramshaw and Gammon (2016) assert that heritagization refers to the legitimization and delegitimization of who may create, interpret, and alter particular heritages. Artistic performances, forms and expressions representing culture, tourist attractions, sport, etc. influence heritagization. Ramshaw and Gammon (2016: 129) conclude that "sport heritages

are not benign, and can be vehicles for many social, political, and economic initiatives that have both positive and negative outcomes – both for sport tourism and outside of our field”.

Rosenfeld (2008) underscores that cultural tourism is closely associated with place promotion and place-making. Rosenfeld (2008) further identifies some cultural places that are marketed which include cultural districts (for example, museum cultural and metropolitan cultural districts), legacy tourism (including genealogical interests and a search for information or a desire to feel connected to ancestral roots) as well as cultural and heritage routes as vehicles for tourism. This is also the case in relation to sport tourism and iconic stadiums or sports events destinations.

3. Current projects and programs aimed at fostering relationships between arts, culture, heritage, tourism and sports

Sports events also has artistic and cultural aspects including music and performances which have become an integral component of the sports experience as discussed earlier. In relation to sports, additionally, increasingly stadiums have been positioned as iconic destinations (especially those that have hosted mega-events such as world cups and the Olympics). Sport stadiums have also adopted the approach of embracing being multi-purpose facilities including having entertainment activities such as restaurants and retail establishments as well as meetings and conferencing venues.

The Moses Mabhida Stadium in Durban, for example, has restaurants and retail facilities as well as the SkyCar which offers 360° views of the city and coastline, the Big Rush Big Swing which is officially the world's tallest swing and stadium tours. The Moses Mabhida Stadium also hosts several cultural and musical events such as the uMaskandi Festival that attracted more than 30 000 attendees in 2019 (South African Cultural Observatory - SACO, 2019) and exhibitions including one about Moses Mabhida, one of South Africans freedom fighters. The Moses Mabhida Stadium also has spaces to display public arts collections which has national and international exhibitions on display. Additionally, the Moses Mabhida Stadium collaborates with the arts sector and the city to promote youth participation to create pieces and exhibitions. Many stadiums are adopting this approach and the Moses Mabhida Stadium is an example of how a sports facility can accommodate arts, cultural and heritage activities as well as promote tourism. Thus, there are already examples of synergistic relationships between the arts, cultural, heritage, tourism and sports sectors.

Velez (2016) examines the effectiveness of arts and sports programs in the construction of positive peace in South Africa after apartheid by collecting information on different arts and sports programs carried out by government and non-government organizations in different cities and townships located in three of the main provinces: Gauteng, Western Cape and KwaZulu-Natal. Velez (2016) documents the impact of arts and sports programs in the construction of positive peace using social cohesion as an indicator of peace. Velez (2016) found that arts and sports programs are effective in promoting social cohesion within communities of the same race but generally fail to encourage social cohesion among communities of different races which can be attributed to existing economic divisions among social classes in South Africa which remain racialized. Velez (2016) argues that to actualize the benefits of social cohesion at a national level associated with arts and sports programs, it is important to address socio-economic inequalities which remain

apartheid legacies. While Velez's (2016) study is useful in highlighting the role of arts and sports in promoting social cohesion, it is important to note that the methodological approach adopted separates arts and sports programs with no reference to combined arts and sports programs and therefore reinforces the dualist thinking that remains dominant in the literature and the policy environment.

4. Policy aspects

Long and Bianchini (2019) indicate that there is an increasing policy focus on promoting the potential benefits of bringing sports and arts (referring to the arts/ sport nexus) closer together in England. They examine four key strategic documents (the Government's Sport Strategy and its Culture White Paper as well as the strategies of Arts Council England and Sport England). They found similar social responsibility ascribed to sport and the arts by the government but note that shortcomings in the current strategies result in barriers to integration. Some of the key issues that Long and Bianchini (2019) raise that are germane to the South African context as well are:

- Sports and arts/ culture/ heritage having relatively low public services status with limited resources compared to other sectors (including tourism) which becomes more acute when austerity measures are implemented which makes these sectors vulnerable.
- Within sports and the arts/ culture/ heritage some genres/ types have a higher profile than others that tend to be neglected. This can be extended to tourism as well where, as indicated earlier, some sub-sectors have a higher profile and focus than others.
- Separation of arts and sports (and tourism).
- Policies are generally weak on implementation strategies and monitoring to ensure compliance.

South Africa has several policies that pertain to artists, culture, heritage, tourism and sports. Currently, these policies tend to be stand-alone with limited and superficial reference, if any, to the connections and nexus between the different aspects. A brief overview of the main national policies (White Paper on the Development and Promotion of Tourism in South Africa; Revised White Paper on Arts, Culture and Heritage; and White Paper on Sport and Recreation for the Republic of South Africa) is undertaken to note cross-collaboration references and limitations. Word clouds for each of the policies have also been generated using NVivo Software.

The White Paper on the Development and Promotion of Tourism indicates that South Africa has an expansive and phenomenal tourism resource base (DEAT, 1996: 6):

Some of the features which make South Africa an incredibly attractive tourism proposition include: accessible wildlife, varied and impressive scenery, unspoiled wilderness areas, diverse cultures (in particular traditional and township African cultures), generally sunny and hot climate, no 'jet lag' from Europe, a well-developed infrastructure and virtually unlimited opportunities for special interest activities such as

whale-watching, wild water rafting, hiking, bird-watching, bush survival, deep-sea fishing, hunting and diving.

DEAT had been subsequently divided into the National Department of Tourism (NDT) and the Department of Environmental Affairs (DEA). The White Paper on the Development and Promotion of Tourism further underscores that tourism in South Africa is a missed opportunity despite it being best suited to meet the reconstruction and development objectives (now also referred to as transformational and equity goals). While limited reference is made to culture, none is made to large-scale sporting events although the White Paper on the Development and Promotion of Tourism was released in 1996 after South Africa's hosting and winning of the iconic 1995 Rugby World Cup which propelled South Africa as a post-apartheid sports destination and contributed to social cohesion. The White Paper on the Development and Promotion of Tourism does indicate as positive tourism attributes that South Africa has a wide range of sporting facilities and refers to sport and other recreation facilities in relation to investment incentives. However, the White Paper on the Development and Promotion of Tourism does not refer to sport tourism specifically with the exception of two mentions in terms of the potential for product development and provincial governance (together with cultural and ecotourism). The neglect of sport tourism could reflect how outdated the White Paper on the Development and Promotion of Tourism is given that South Africa hosted Africa's first mega-event, the 2010 FIFA World Cup.

In terms of cultural tourism, mention is made of tourism playing a "strategic role in dynamizing other sectors of the economy" (DEAT, 1996: 9), including crafts and entertainment as service sectors. Cultural aspects are also referred to in relation to tourism infrastructure, specifically museums, art galleries, craft shops, entertainment (music, dance, theater, story-telling, etc.) as well as township experiences, apartheid and struggle history (which can be viewed as cultural heritage). Furthermore, social objectives are outlined which include empowering community structures by involvement in the marketing of cultural experiences and practices to tourists. There is also reference to cultural resource management. Mention is also made to how in other parts of the world the tourism industry encourages other sectors to generate new and innovative employment (such as teaching tourists how to dance and hair braiding which can be viewed as cultural activities). The link to cultural tourism, however, is not strongly foregrounded. While a key benefit of tourism for South Africa articulated in the White Paper on the Development and Promotion of Tourism is enormous potential for linkages, there is no reference in the examples provided to sport or cultural aspects.

The word cloud for the White Paper on the Development and Promotion of Tourism below clearly and unsurprisingly indicates the prominence of tourism. Development, industry, economic, infrastructure and province are also noted. While mention is made of play, there is no reference to sports, arts, culture or heritage. This is of concern given that culture and sports are part of the tourism landscape in South Africa.

To transform the delivery of sport and recreation by ensuring equitable access, development and excellence at all levels of participation and to harness the socio-economic contributions that can create a better life for all South Africans.

The White Paper on Sport and Recreation has a sub-section on sports tourism indicating the strategic objective to use sport as a medium to attract tourists to South Africa. The White Paper on Sport and Recreation also indicates that sports tourism is one of the fastest growing sectors in the South African economy with proven economic benefits and other positive impacts, especially in relation to hosting major events. This is an interesting assertion given that sport tourism is barely mentioned in the White Paper on the Development and Promotion of Tourism. The White Paper on Sport and Recreation also indicates the proven abilities of sport and recreation to contribute to nation-building (referring to the 2010 FIFA World Cup), the increase in sport tourism, contribution to peace and development, increase in social and economic values as well as enhancing healthy and fulfilling lives. Furthermore, sport in South Africa has the potential to more directly impact on cross-cutting issues of national importance including social cohesion and sport tourism. Additionally, the White Paper on Sport and Recreation notes that South Africa is a choice destination for major events and sports tourism with adequate spectator support and equitable access to sporting events. Tourism is, however, as articulated in the White Paper on Sport and Recreation, viewed as a secondary impact of sport and recreation.

In relation to arts, culture and heritage, the White Paper on Sport and Recreation refers to recreation overlapping with arts and culture. The role of sport to bridge relationships across socio-economic and cultural divides as well as building a sense of shared identity among groups are also mentioned. 'Cultural capital' is also referred to in relation to volunteers which characterize sport and recreational activities. This, the White Paper on Sport and Recreation asserts, is associated with economic and social benefits. It is important to note that there is no mention of a sports culture or heritage as noted in previous sections.

The Word cloud for the White Paper on Sport and Recreation below unsurprisingly indicates the prominence of sports and recreation. Similar to the other word clouds, there is a focus on development, governance aspects, provinces, transformation as well as social and community. Reference is made to tourism and health.

include Sport, Recreation, Arts and Culture as well as Economic Department, Tourism and Environmental Affairs. The provinces specifically have these departments:

- Eastern Cape: Finance, Economic Development, Environmental Affairs and Tourism as well as Sports, Recreation and Arts and Culture
- Free State: Economic Development, Tourism and Environmental Affairs and as well as Sports, Arts, Culture and Recreation
- Gauteng: Tourism as well as Sports, Arts, Culture and Recreation (Economic Development is separate)
- KwaZulu-Natal: Economic Development, Tourism and Environmental Affairs; Sports and Recreation; and Arts and Culture
- Limpopo: Economic Development, Environment and Tourism as well as Sports, Arts and Culture
- Mpumalanga: Economic Development and Tourism as well as Culture, Sport and Recreation
- Northern Cape: Economic Development and Tourism as well as Sport, Arts and Culture
- North West: Economic Development, Environment, Conservation and Tourism as well as Arts, Culture, Sports and Recreation
- Western Cape: Economic Development and Tourism as well as Cultural Affairs and Sport

The similarities in relation to the provincial department configurations is unsurprising given that the national constitution dictates the roles, responsibilities and structures at the provincial levels. However, the slight differences do denote in some instance the provincial focus, priorities and contexts. For example. Gauteng is regarded as the economic hub of the country and therefore has a separate Department of Economic Development.

There appears to be a much stronger conceptualization in South Africa (both national and provincial levels) about the economic impacts/ benefits of tourism in the manner in which departments are put together. Additionally, there is a stronger association in relation to tourism and the environment, which may reflect the dominance of ecotourism, both in terms of land-based wildlife (parks, game reserves and other conservation areas) as well as coastal and marine tourism. The prominence of ecotourism was evident in the White Paper on the Development and Promotion of Tourism in South Africa as well. Therefore, this indicates the less important role and potential that arts, culture and heritage as well as sport tourism is perceived to play in South Africa which needs to be addressed within a more comprehensive framework that focuses on creating an enabling environment for joint ventures and activities as well as complementary synergies.

Some of the strategic plans and documents available for some of the provincial departments on the websites were examined and some of the key aspects pertinent to this paper are discussed (such as Eastern Cape Department: Sport, Recreation, Arts and Culture, 2019; Gauteng Department: Sports, Arts, Culture and Recreation, 2019; Gauteng Provincial Department, 2009; Limpopo Department: Sports, Arts and Culture, 2019; Mpumalanga Department of Sport, Recreation, Arts and Culture, 2006; Northern Cape Department: Sport, Arts and Culture, 2019; North West Department: Arts, Culture, Sports and Recreation, 2019; Western Cape Department: Cultural Affairs and Sport, 2019). The focus of having sports, arts

and culture, and recreation together is generally linked to improving quality of life for citizens as well as building healthy and socially engaged individuals and communities. It is important to note that most of the documents examined foreground the broader socio-economic national goals of job creation, poverty alleviation and achieving African Renaissance objectives. However, the economic benefits and impacts of sports, arts, culture and heritage activities remain neglected in policy documents. Furthermore, although sports as well as arts and culture co-exist in several provincial departments and now is part of one National Department, of concern is that the policies, strategic plans and frameworks tend to separate arts and culture, and sports which can be discerned from distinct governance units/ divisions/ programs/ structures within the departments, separate infrastructural development projects, and the manner in which budgets are allocated. Some of the key projects and programs relate to:

- Cultural renaissance through cultural activities and exchange programs
- Focusing on specific arts and cultural genres (such as film and video, music, performance art, exhibitions, etc.)
- Conservation, restoration and preservation of heritage, including focusing on museums
- Sport infrastructural development (such as stadiums, sport performance and training centers, etc.)
- Honoring sportsmen and women, artists, musicians, cultural icons, etc. (generally done at different events which further reinforce differences)

In relation to arts, culture, heritage and sports; one area noteworthy of integration is in relation to mass participation and nation building with concerted efforts in terms of some of the projects and programs to combine sport and cultural activities including festivals.

Sustainability considerations have become a key concern in relation to policies, projects and programs generally which include the arts, culture, heritage, tourism and sports. This is particularly important in the South African context where there is considerable reliance on public funding to support these sectors which is also highlighted by Long and Bianchini (2019) in relation to England. In terms of arts, culture and heritage this is noted by Throsby (2016) and highlighted in a forthcoming SACO report on Venture Capital. This is also prevalent in relation to the support of sport events and activities, including those regarded as large-scale and mega-events such as the FIFA World Cup which is aimed at attracting tourists and increasing destination media coverage, which tend to rely considerably on public sector funding as indicated by Cornelissen et al. (2011). In this context, it is imperative that programs and activities to foster linkages between the arts, culture, heritage, tourism and sports consider issues pertaining to sustainability to ensure longevity.

5. Recommendations for policy formulation and review, including key dimensions for a policy framework

With the reconfiguration of the DAC and DSR into DSAC, a key first step in developing a policy framework is to align and integrate linkages between arts, culture, heritage and sports. As this paper indicates, this has already been underway at the provincial level. The main aspect that provincial policy at this level should focus on is that the overview of existing policies indicate that key concepts (such as arts, culture, heritage and sports) are used differently. There therefore needs to be clear delineations and definitions which will assist in ensuring that the

different policies can speak to each other and that these key concepts are sufficiently and comprehensively understood. In terms of inter-departmental governmental cooperation, at the national level the role of the NDT is critical. There needs to be increased collaboration to acknowledge, understand, plan for and realize the tourism potential (and thereby economic opportunities) associated with the arts, culture, heritage and sports sectors.

To ensure that the economic benefits associated with strengthening the nexus between arts, culture, heritage, tourism and sports; from a governance perspective given the two national departments as well as two or three provincial government departments (together with separate entities in the departments) that have the mandate to cover these aspects, it is imperative that at national and provincial levels advisory and/ or technical committees are set-up to foster linkages and collaboration that promote relationships and champion interventions and programs. This will assist to break the silos that appear to be undermining collaboration and achieving the full potential of the socio-economic opportunities that focusing on the nexus between arts, culture, heritage, tourism and sports can result in.

To foster this collaboration and provide guidelines for departments, agencies as well as other government and non-governmental entities working in the arts, culture, heritage, tourism and sports arenas who are interested in enabling collaboration as well as to promote how and why developing the nexus can benefit these sectors and society generally; the policy framework should include the following aspects/ processes:

- Undertake a needs assessment: this will assist to further unpack issues and potential areas of synergies and opportunities. The needs assessment should include an audit of the status quo, including governance structures as well as the delineation of roles and responsibilities.
- Further examination of policy gaps: as this paper highlights, the different policies make scant and/ or superficial mention of the other sectors that operationalizing the nexus between the arts, culture, heritage, tourism and sports demands. The need for separate policies (specifically the White Paper on the Development and Promotion of Tourism; White Paper on Arts, Culture and Heritage; and White Paper on Sport and Recreation as well as provincial policies) is understandable given the breadth and scope of these areas as well as that they are not only related to each other but extend beyond this nexus. For example, tourism in South Africa is not only confined to cultural and sport tourism, and while sport has cultural and tourism aspects, there are other components of sports as well. Therefore, it may be useful to strengthen reference to the opportunities that collaboration can achieve which will make it mandatory for the different departments to allocate resources and plan accordingly. Additionally, attention should be paid to how including, revising or developing policies in relation to one area can impact on other policies and procedures.
- Stakeholder identification and consultation/ engagement/ participation: the paper notes the different national and provincial departments that will be key in this process. Nationally and in some provinces such as Gauteng relevant economic departments should be included as well. The inclusion of policy, academic/ research, practitioner and other relevant experts should be considered as well.
- The policy custodian should be identified to ensure that implementation as well as monitoring and evaluation which is discussed next are undertaken.

- Monitoring and evaluation system to assess achievements and inform governance, policy and practice/ program changes.

In addition to the process issues identified above, the policy framework should in relation to content include the following:

- Mission, vision and goals
- Mechanisms for stakeholder consultation and decision-making
- Communication and implementation strategy
- Monitoring and evaluation indicators
- Resource allocation

Linked to the policy framework should be a research agenda which complements the monitoring and evaluation processes as well as provides the necessary information to inform decision-making and the formulation of programs and activities. Some research areas emanating from this paper are:

- Socio-economic impact studies of programs and activities.
- The tangible and intangible benefits of fostering relationships and interconnections between the arts, culture, heritage, tourism and sports need to be further examined.
- The literature cautions (Noonan and Rizzo, 2017; UNTWO, 2016) to distinguish between accidental tourists in relation to specific sub-categories (such as cultural and sports tourists) and those whose primary motivation is linked to the specific sub-sector. Thus, to monitor tourism trends this needs to be examined and sub-categories of tourism expanded to accommodate activities that are interconnected.
- There is a tendency for research to be dominated by economic aspects and given the broader goals of poverty alleviation, job creation and transformation in South Africa; it is important to examine how the arts, culture, heritage, tourism and sports sectors perform in relation to these aspects as well. Furthermore, the social benefits which arts, culture, heritage and sports provide need to be considered beyond economic and tourism related aspects. Indicators within the monitoring and evaluation framework should accommodate these aspects.
- It is important to consider Ramshaw and Gammon's (2016) assertion that future studies should consider the more intangible features of sport heritage (and cultural heritage), as well as acknowledging the expanding global nature of sport and its impact upon fandom. In the era of social media, the social interactions referred to earlier extend beyond watching a game with friends and family as well as attending sports and cultural events. Sports and culture are now consumed beyond physical places which requires a rethinking of marketing, consumption, intellectual property rights, etc.

6. Conclusion

This paper indicates that the interconnections between the arts, culture, heritage, tourism and sports sectors and indicates that this nexus is already being viewed as valuable at the national and provincial levels but can be strengthened and the potential further explored. Various aspects are closely related and create opportunities for synergistic activities and programs which can be realized in the South African context where tourism is a booming industry and

the arts, cultural, heritage and sports activities, resources and infrastructure are fairly well established.

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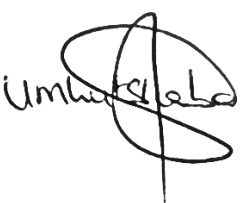
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APPROVALS FOR THE SOUTH AFRICAN CULTURAL OBSERVATORY – POLICY RESEARCH REPORT – The Nexus Between Arts, Culture, Heritage, Tourism And Sports – Policy Implications, December 2019

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