Tourism development: national policies and tourism priorities in Ghana

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Abstract: This paper provides an understanding of Ghana government's commitment to tourism, by utilising the contextual search analysis of the Coordinated Program of Economic and Social Development Policies from 2000 to 2024. The findings revealed that the Ghana Shared Growth and Development Agenda (2014–2017) had a detailed prioritisation in these areas: creation of cultural villages, promotion of music and festival tourism, job creations, skills training and development, promotion of youth entrepreneurship and infrastructure. The GSGDA (2010–2013) examined cyber-attack in tourism, the role of municipal and district assemblies in ecotourism development and infrastructure. Finally, an Agenda for Jobs: Creating Prosperity and Equal Opportunity for All (2017–2014) covered innovation in tourism, the use of Meeting, Incentives, Conventions and Exhibition to transform the industry and create more jobs in the sector. This study extends existing tourism development literature by introducing the importance of government commitment in promoting tourism through state policies.

Keywords: tourism development; tourism planning; national policy; Ghana; tourism priorities; government priorities; cyber-attack; infrastructure; innovation; youth entrepreneurship.

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1 Introduction

Globally, the tourism industry is regarded as one of the largest and important sources of commercial activities, income, employment generation, international exchanges and connectivity for many countries (Obalade and Dubey, 2014; Dogru et al., 2020; Tohmo, 2018). According to the World Travel and Tourism Council (2019), the tourism sector has accounted for 10.4% of global gross domestic product (GDP) and offered 319 million employments in 2018; which is expected to reach 421 million by 2029. Furthermore, international visitors spent USD 1643.2 billion in 2018 and are projected to increase to USD 2,483.9 billion in 2029. Many countries have received huge annual revenues from this industry (Cavagnaro and Staffieri, 2015; Obalade and Dubey, 2014; Odunga et al., 2019). According to the United Nations World Tourism Organization (UNWTO, 2019), Africa has experienced a 7% increase of international arrivals that accounted for 67 million, reaching a new record in 2018. This has generated an amount of US \$38 billion to the continent. In Sub-Saharan Africa, 44.9 million international tourist arrivals were documented with Ghana and Gambia regarded as the most popular destinations in the sub-region (UNWTO, 2020). The industry has unlimited potential (Merga, 2019; Wang and Hsu, 2010) but this potential could be reduced due to government priorities given to planning and development of tourism in state policy documents. An intriguing observation is that the role of government policies or interventions in tourism development cannot be neglected (Kubickova, 2017; Odunga et al., 2019).

Currently, an overview of Ghana's tourism industry indicates that tourism is regarded as the fourth income generating sector after gold, cocoa and oil (MoTAC, 2019). The travel and tourism market contributed US\$ 1,947.5 million in 2018, which was 4.9% increase of Ghana's GDP (MoTAC, 2019). It is estimated that this figure will increase by 4.2% to US \$4,522.3 million, as part of Ghana's GDP in 2028 (World Travel and Tourism Council, 2017). As shown in Table 1, this revealed that there was continuous increase in the international arrivals, receipts and other promotional activities of tourism in Ghana. This implies that the tourism sector is a significant contributor to national development in Ghana.

In the context of empirical research on the progress of policies for tourism development in Ghana, this research seeks to examine government commitment to tourism development, as documented in the national developmental policies of Ghana. Notably, the tourism industry is mostly engaged by the private sector, while the policies and regulations that direct the development of the industry are initiated by the government. Thus, the government is a principal partner in tourism planning and development (Aboagye et al., 2013; Adu-Ampong, 2017; Baptista et al., 2019; Kubickova, 2017; Kubickova and Campbell, 2018). Yuksel et al.'s (2012) study indicated that constant communication of tourism policies by the offices of state institutions would probably increase public and sector awareness that would enhance the promotion of tourism in a given nation. Further, Kubickova and Campbell's (2018) study on government's role in tourism revealed that policy formulation, access to information and infrastructure provided benefits to national and local level of tourism development.

Table 1 Tourism statistics and contributions in Ghana (2015–2019)

Items	2015	2016	2017	2018	2019
Number of tourist arrivals (000s)	1,093,000	1,202,200	1,322,500	1,454,700	1,600,170
Tourists receipts (USD Million)	2,066,500	2,275,200	2,505,000	2,758,000	3,033,800
Number of fairs Ghana participated internationally	6	9	9	10	10
Number of fairs Ghana participated locally	3	6	8	8	8
Number of adverts placed in international media to promote Ghana	-	2	2	4	4

Source: Ministry of Tourism, Arts and Culture (MoTAC) (2019)

Forgoing, this study reviewed tourism priority issues addressed in three Coordinated Program of Economic and Social Development Policies (CPESD) within context from 2000-2024. This study reviewed the Ghana Shared Growth and Development Agenda I and II (GSGDA) (2010-2013 and 2014-2017) and An Agenda for Jobs: Creating Prosperity and Equal Opportunity for all (AFJ) (2017–2014) documents. Largely, the CPESD contains medium and long-term development plans of the country. Under article 36 (5) of the 1992 Constitution of Ghana, the President of the Republic is to present the Coordinated Program of Economic and Social Development policies to Parliament, within two years, after being sworn into office. This policy document serves as one of the working documents used in managing the country. Again, the document addresses government's areas of commitment during the President's tenure. The analysis for this research utilised the frequency statistics method for analysing larger text data (Angus et al., 2013). Using the advanced search tool in Adobe PDF, these keywords were generated "tourism development", "tourism planning", and "national policy". Further, the contextual search revealed the frequency of appearance of "tourism" in each policy document. The GSGDA (2010-2013) ranked tourism 7th position of the growth pillars after agriculture, manufacturing, infrastructure, services, extractive industry (oil, gas and minerals) and creative arts. The years 2010-2013, were considered as a period of long-term growth and economic transformation of tourism, with direct participation of players from both the public and private sectors. The 2014-2017 GSGDA was a continuation of the 2010-2013 which focused on government priority to enhance private sector competitiveness. This was done by developing long term goals that would enable the sector to market value-added tourism products within and outside the country, as well as provide economic interest for consumers in the industry. The AFJ focused on transforming the sector through investment in innovation and job creations that would guarantee excellent service to customers and finally create jobs in the sector. Indeed, the government's role in promoting the sector through official communication was significant for development. Adu-Ampong's (2017), study of the state of nation address and tourism priorities in Ghana, found that national tourism development plans could be promoted through state policies and information from government sources. Yuksel, Yuksel and Culha (2012) also discovered a similar finding that indicated that the statements of the Turkish tourism ministers were economically significant to the growth

of tourism. Thus, it is important researching into the significant role play by official communication of government commitment to tourism development, which has been overlooked in the Ghanaian tourism context.

2 Findings and discussion

2.1 GSGDA (2010–2013)

In the GSGDA (2010–2013) the word 'tourism' was mentioned eleven times with details on how the tourism sector would be transformed. This document proposed a legal framework that would transform tourism into an income generating industry, and fight against internet fraud through the collaboration of intelligence agencies in order to forestall any negative image that might affect Ghana's tourism sector. Tourism relies on the internet for tourists to access travel information of destination and also to perform other important transactions. The study of Tüzünkan (2017) has shown that the tourism industry is the target for cyber-attacks as tourists are known to engage in e-transaction. Conceivably, cyber-attack influences tourists' trust and generates a negative destination image which has adverse business, legal and regulatory implications in the tourism context. According to Trustwave (2019), the travel and tourism industry is ranked third with regards to vulnerability to cybercrime; after retail businesses and the financial sector. Paraskevas' (2020) report supported the notion that the travel and tourism sector was attractive for cybercrimes because of tourists' database that was stored in multitudes of computers, servers and networks of service providers (hotels, guest houses, restaurants, bars, airlines, booking, car rental and other). Similarly, the study of Chen and Fiscus (2018) has categorised cybercrime in the hospitality sector into payment card fraud and hacking of personal data of tourists. This supports the notion that international tourists are people who carry foreign currencies. Matakovic and Cunjal-Matakovic (2019) provided evidence that tourists became victims because of their country of origin and their lifestyles (e.g., way of dressing, spending etc.). According to the United Nations

Office on Drugs and Crime (UNODC, 2013), cyber-attack in the tourism industry represents growing policy syndromes that ought to be prevented.

Ghana has adopted quite a number of measures backed by legislations, such as the Electronic Transaction Act, (Act 772 of 2008); National Information Technology Agency Act, (Act 771 of 2008); Data Protection Act, (Act 843 of 2012); to combat cybercrime (internet fraud, credit card and others). Interestingly, the Government of Ghana also launched the National Cyber Security Awareness Month known as "A Safer Digital Ghana, 2018" and "Demonstrating Ghana's Cyber Security Readiness, 2019" (Enmin et al., 2019). All these initiatives were carried out to support international practices of combating cybercrime or cyberattacks worldwide. The National Cybercrime Security Index (NCSI, 2019) ranking showed that Ghana occupied the 89th position within 160 countries, with 31.17% fulfilment of fights against cybercrime. This is lower than countries like Nigeria which recorded 54.55%; Uganda with 50.65%; and Mauritius 48.05%, indicating that these countries were striving hard in the fight against cybercrime on the Africa continent. These findings revealed that Ghana's preparedness to prevent cyber threats and manage cyber incidents needed to be improved to save the image of Ghana on the globe. Added to this, the Metropolitan, Municipal, and District Assemblies (MMDAs) were empowered to support and supervise the preservation of historic and cultural heritage that would transform the sector from factor-driven economy to efficientdriven economy with focus on transforming Ghana's raw materials through value-added products in the tourism industry. Road infrastructure to tourism sites was prioritised, while Kotoka International Airport was to serve as the hub and gateway to tourism growth in the Sub-region, with the involvement of private-public partnerships in tourism growth. In 2018, Ghana constructed the 'Terminal 3' at the Kotoka International Airport, which was expected to handle 6.5 million passengers in a year (Airport Technology, 2018). This is likely to have more tourists arriving in the country. Meanwhile, the document was not clear on the specific business policies or initiatives that would promote private sector participation. For instance, areas mandated for government or the private partners to develop were not detailed. The finding also referenced 'prioritisation of ecosystem' in the coastal communities to enhance tourism attraction and to increase income generation in the communities. Although the GSGDA considered tourism among the pillars of growth after cocoa and gold exports, human resources development initiatives were not mentioned as a way of strengthening the human capital development in the sector. Further, there was not a single mention within the document regarding the total contributions to Ghana's GDP, in terms of revenue generated; number of jobs created; and career pathways with specific skills training provided by the tourism and hospitality sector.

2.2 GSGDA (2014–2017)

In this document, 'tourism' was referenced thirty-four times, denoting the government's commitment to the sector. Importantly, the findings of the GSGDA (2014-2017) provided detailed understanding of prioritisation of job creations, skills training and development, promotion of youth entrepreneurship in the hospitality businesses and support services in transforming the sector. This would serve and project Ghana's historical, cultural and ecotourism assets; which would promote tourism destinations and accelerate growth through tourism earnings. Notably, the sector was expected to create 500,000 jobs in the informal sector by 2017 and tourism was listed after sanitation and waste management, ahead of the financial and information communication technology (ICT) sectors. This provides evidence that the government is committed to using tourism, cultural and creative arts as economic pillars for growth. In addition, the tourism sector was expected to develop alongside the financial and ICT sectors, as these sectors are interrelated. Furthermore, tourism was mentioned as the main driver among the pillars of growth after oil, gas, salts and minerals. The sector was expected to streamline and improve international travel, provide tourism information, and effective transportation system to tourist destinations in the country, and to enhance diversification in the range of tourism products that would promote the country among the cultural industries in the world.

Remarkably, the GSGDA (2014–2017) mentioned the creation of cultural villages and designing of a well-coordinated calendar for music and cultural festivals that would accelerate the tourism development in the country. It signifies that the government has earmarked music and festivals to project the country to the world. For instance, this state policy might facilitate the promotion of Obo Canopy Walk and paragliding at the Kwahu Easter Festival. The festival attracts thousands of domestic and international tourists to the country. According to O'Sullivan and Jackson (2002), festival tourism is a key player in ensuring sustainability of local economic growth, and has been identified as an

emerging giant in the tourism industry. Among other things, festival tourism helps to build communities and cities through socio-economic opportunities (income generation, job creation, reunification, among others). Importantly, government's priorities in promoting Ghanaian music through tourism is important to the growth of the sector. Music contributes significantly to tourism. Usually, music is presented in tourism through live performances of singing and instrument playing. This makes tourists very excited and fulfilled. Music also serves as a symbol for unification of various cultures (Bhusal et al., 2015); and an opportunity to bring people of different cultural backgrounds together for interactions. Within the tourism literature, Sonnichsen (2017) indicated that musical recordings are souvenirs for tourists which signifies counter-narrative definition of a destination (place). For example, Ghana has institutionalised a tourism campaign called "See Ghana, Eat Ghana, Wear Ghana and Feel (music) Ghana" (Voyages Africa, 2018). The aim of this campaign is to promote Ghana's exciting range of tourism products, in the area of culture, eco-tourism, heritage, leisure and conference tourism.

In addition, the GSGDA (2014–2017) mentioned the revision of the existing protected areas in the tourism management plan, eco-tourism support schemes for fringe communities along protected areas, and intensification of local participation in resource management. This suggests and signifies that the government, as a stakeholder in tourism, is committed to strengthening local participation in tourism through the protection of indigenous businesses in the country. This research presents the main stakeholders in the Ghanaian tourism industry as shown in Table 2. Silvar's (2018) study on stakeholders in tourism destinations showed that one of the key hesitant factors of sustainable tourism was the recognition of local residents or community collaboration as one of the key stakeholders in tourism development. Tourism is a multifaceted sector, which is usually associated with misinterpretation of socio-economic interests and environmental protection among government officials, local residents, local businesses, tourism developers and tourists. Therefore, it is important to welcome the concept of stakeholder participatory tourism development. This concept allows each stakeholder to play a role in tourism planning and implementation. It is rooted in tourism literature that lack of transparency, political instability, lack of tourism information and data about developmental issues hinder stakeholder participatory tourism (Bello et al., 2016; Cobbinah and Darkwah, 2016; Sindiga, 2018; Thetsane, 2019). Overall, the GSGDA (2014–2017) established a relationship between tourism stakeholders and other participatory sectors.

2.3 AFJ (2017–2024)

The word 'tourism' appeared in AFJ only three times, implying only a minimal level of government commitment towards the sector. In line with the state policy, the government intended to transform the tourism, culture and the creative arts sectors through the promotion of major Meetings, Incentives, Conferences and Exhibitions (MICE) centers that would be used to expand the tourism sector. MICE benefit many cities across the globe as participants would need food, drinks, shopping, entertainment, transport, accommodation and more. For instance, in 2017, the meetings industry (e.g., conventions, conferences and exhibitions) brought together 1.4 million participants in more than 180 countries of the world. These meetings contributed to \$1 trillion to the global economy, with Africa's contribution estimated at 23.4 billion (Wanger, 2018). Furthermore, the policy also proposed investment in innovation; that is, online services

such as websites, e-check-in and online booking that would create additional value and provide excellent service to customers, generate enough income, sustainable growth for entrepreneurs and create jobs. A study conducted by TripAdvisor in 2018, reported that on average 455 million tourism consumers worldwide visited the website each month, to search for vacation information (TripAdvisor, 2018). Again, TripAdvisor's official website was considered as one of the world's largest online travel sites in the world which supplied tourists with information on accommodation, booking, photos check out and price comparison for vacation, etc. In Ghana, tourism websites such as visitghana.com, ghanatravel.com, lonelyplant.com and touringghana.com serve as the information hub for tourists, and for promoting tourism to the outside world.

Table 2 Main tourism stakeholders in Ghana

Tourism stakeholders

Ministry of Tourism, Art and Culture (MoTAC) (founded 1993)

Ghana Tourism Authority (GTA) (1960)

Ghana Tourist Development Company

Hotel Catering and Tourism Training (HOTCATT)

Ghana Tourism Federation (GHATOF) (Umbrella association of 30 members)

- Ghana Hotels Association (1975)
- Travel and Tourist Agents Association (1957)
- Car Rentals Association of Ghana (CRAG)
- National Drinking Bar Operators Association (NADBOA)
- Restaurants and Nightclubs Association
- Chefs Association of Ghana (CAG)
- Tour Guide Association of Ghana (TOUGAG)
- Indigenous Caterers Association

Source: Compiled by the Author, 2020

Interestingly, the AFJ policy also highlighted the tarring of roads that connect district capitals and areas of tourism. Tourism is all about travelling; therefore, good transportation is an inseparable from tourism. Road transportation is the main means by which tourists get to the destination sites where tourism services are delivered. Government's initiative in improving roads leading to tourism sites buttress earlier tourism literature that availability and suitability of effective transportation system lead to interesting experiences for tourists, by enhancing tourist satisfaction and retention (Parahoo et al., 2014; Pritchard and Havitz, 2006; Thompson and Schofield, 2007). According to Currie and Falconer (2014), transportation is the main factor in tourism development; and also important for the creation of new attractions at specific tourism destinations. On the other hand, it is important for this research to elaborate on some future strategies to be adopted by the government in developing the tourism sector. Presently, the National Tourism Development Plan, (NTDP) (2013–2027) is one of the tourism strategic plans for Ghana. The document has quite a number of tourism policy initiatives outlined for future tourism development in the country.

- Increase in air transportation infrastructure and logistics: domestic flights, building of 'Terminal 3' at the Kotoka international airport, in 2018. This would aid in an increase in the flow of international tourists' arrival;
- Enlargement of roads to tourist areas, and water transportation on Lake Volta. This would improve journey times and convenience in road traveling;
- Expansion of water and electricity to tourists' areas or sites;
- Conduction of periodic research on the value of tourism expenditure and visitor
 perception of Ghana as a destination. Other research includes GTA hotel occupancy
 rate survey, accommodation survey, and impact of visa regime on international
 tourist arrivals;
- Employment of marketing strategies by public-private sector participations in creating awareness and image building for Ghana's tourism especially in North America and Europe, using the appropriate media, building informative websites and availability of printed materials to support tour operators;
- Human resource development framework, which would facilitate the recruitment and training of tourism staff and creation of information desks at MoTAC, GTA, municipal and districts levels to handle tourism related issues were also captured in the tourism policies of NTDP;
- Development of coastal tourism and discover of new attractions; and
- Collaboration between GTA and Environmental Protection Agency to safeguard sustainable tourism development.

In addition, the Ghana Vision 2020 strategic action plan was established in 1996 to boost sustainable socio-economic development through the integration of science and technology in various programs including tourism. Reviewing this document, it is obvious that there are five main directions for Ghana's future tourism development:

- Promoting export market for Ghanaian tourism products such as made-in Ghana souvenirs, fine arts, Ghana paintings etc.
- Promoting tourism through Ghanaian culture like local or community interactions and participation, using Ghanaian music and festival celebrations in tourism.
- Marketing Ghana to the world as a major tourism destination in the West African sub region.
- Developing national parks and rehabilitation of historic buildings in the country, for example, the UNESCO designated World Heritage Sites (forts, castles and traditional architectures.
- Promoting tourism through private foreign investment, donor supports and NGOs.

Furthermore, the State of the Nation Address (SNA) (2019) has also outlined some developmental programs and policies for the Ghanaian tourism sector:

- Renovation of the hospitality training institute in 2018;
- Upgrading tourism-attraction projects;

- Elmina Heritage Bay,
- Axim Fort St. Antonio
- Assin Manso Slave River
- Tetteh Quarshie Cocoa Farm
- Bunso Arboretum
- Kintampo Waterfalls
- A draft Legislative Instrument on 'Sites and Attractions' is on-going with final stakeholders.

In a nutshell, commitment to tourism would possibly increase the number of tourists and thereby generate high revenue for the state.

3 Conclusion

The main aim of this research was to examine how the government prioritises tourism in state policy documents within context. Governments as stakeholders continue to play important roles in the management and development of tourism in Ghana from one regime to the other. All the three national policies reviewed showed that government commitment varied in terms of tourism development policies, infrastructure, human capital development and job creation. The two GSGDA (2010–2013) and (2014–2017) were much committed to revising tourism policies that would fit into the global tourism framework, such as creating tourism villages, supporting ecotourism practices and using music and festivals to transform tourism in towns and cities in the country. Critically, this state policy also prioritised local participation in tourism development, skills development of young entrepreneurs and paying attention to the fight against internet fraud to save the image of the country. However, the AFJ (2017-2024) showed a renewed focus on tourism which highlighted the government's pledge to use innovation to transform tourism for economic benefits, such as revenue generation and job creation in the industry. Further studies are needed to understand the level of tourism that was developed out of these policies in context. This research has confirmed the relevance of utilising national policies and government support to prioritise tourism planning and the implications for tourism development in a developing nation, where the planning and growth of tourism largely remained the prerogative of the state and has been encapsulated within the national policy.

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