

PMRC POLICY ANALYSIS OF THE NATIONAL TOURISM POLICY

**REPOSITIONING THE TOURISM SECTOR AS ONE OF THE
COUNTRY'S MAJOR ECONOMIC CONTRIBUTORS**

Unlocking Zambia's Potential

JULY 2018

ABBREVIATIONS

CRB	Community Resource Board	REDD+	Reducing Emissions from Deforestation and Degradation
CEEC	Citizens Economic Empowerment Commission	RETOSA	Regional Tourism Organization of Southern Africa
DNPW	Department of National Parks and Wildlife	SNDP	Sixth National Development Plan
GDP	Gross Domestic Product	TCZ	Tourism Council of Zambia
GMA	Game Management Area	TSA	Tourism Satellite Account
GRZ	Government of the Republic of Zambia	TEVETA	Technical Education, Vocational, and Entrepreneurship Training Authority
HTTI	Hotel and Tourism Training Institute (Trust)	UNESCO	United Nations Educational, Scientific and Cultural Organization
ICAO	International Civil Aviation Organization	UNWTO	United Nations World Tourism Organization
IATA/UFTTA	International Air Transport Association and United Federation of Travel Agents' Associations	VFR	Visiting Friends or Relatives
MCDSW	Ministry of Community Development and Social Welfare	WTTC	World Travel and Tourism Council
MTA	Ministry of Tourism and Arts	ZAWA	Zambia Wildlife Authority
MICE	Meetings, Incentives, Conferences and Exhibitions	ZDA	Zambia Development Agency
mn	Millions	ZTA	Zambia Tourism Agency
NAC	National Arts Council		
NHCC	National Heritage Conservation Commission		
NMB	National Museums Board		
PF	Patriotic Front		

This document and trademark(s) contained herein are protected by the laws of The Republic of Zambia. This electronic representation of PMRC intellectual property is provided for non-commercial use only. Unauthorized posting of PMRC electronic documents to a non-PMRC website is prohibited. PMRC electronic documents are protected under copyright law. Permission is required from PMRC to reproduce, or reuse in another form, any of our research documents for commercial use. For information on reprint and linking permissions, please see PMRC Permissions .
(www.pmrczambia.com/copyright).

The PMRC is a nonprofit institution that helps improve policy and decision-making through research and analysis. PMRC's publications do not necessarily reflect the opinions of its research clients and sponsors.

PMRC POLICY ANALYSIS OF THE NATIONAL TOURISM POLICY

REPOSITIONING THE TOURISM SECTOR AS ONE OF THE
COUNTRY'S MAJOR ECONOMIC CONTRIBUTORS



MESSAGE FROM PMRC

The Policy Monitoring and Research Centre (PMRC) is a public policy Think Tank. PMRC collaborates directly with Government, media, private sector, Academia, Civil Society Organisations and general citizenry in it's work.

We achieve our Vision by:

- Producing high quality, relevant and timely policy analysis, policy monitoring, and reform proposals
- Promoting and encouraging an informed public debate on critical social and economic policy issues.

PREPARED BY:

RESEARCH:

Chileshe Chaunga (Researcher) with the support of **Bernadette Deka** (Executive Director)

TECHNICAL REVIEW:

Salim Kaunda (Head of Research and Analysis)

EDITORIAL TEAM:

Brian Sambo Mwila (Communication Specialist) **Layout and Design**

Melody Simukali (Head of Communication and Grants) **Editorial**



INTRODUCTION

Zambia's tourism sector has been identified as one of the key economic sectors for diversification of the economy. Government and key stakeholders recognize the potential the sector has in contributing to the economy through job creation, foreign exchange earning, contributions to Gross Domestic Product (GDP) and other economic facets. The sector's potential to contribute to the economy has not however been fully unlocked due to a number of impediments. Some of these include delays in policy and legislative reforms and administrative and structural reforms.

In February 2017, the Government of the Republic of Zambia launched the National Tourism Policy of 2015. The delayed launch of the policy was attributed to the interruptions in the review process, in the form of various national events such as the successive presidential, parliamentary, and local government elections and others. The aim of reviewing the policy was to present stakeholders' views in light of the changing trends in the tourism sector and also to reposition the sector as one of the county's major economic contributors. This followed the recognition and reclassification of the tourism sector from a social sector to an economic sector. The revised policy is aimed at ensuring the tourism sector contributes to job creation, foreign exchange earnings Gross Domestic Product (GDP) and poverty reduction through wealth creation. Additionally, the policy is meant to provide a strategic framework for sustainable tourism development intended to ensure the sector realizes its full potential (Ministry of Tourism and Arts, 2015).

The purpose of this policy analysis is to present and assess the contents of the 2015 National Tourism Policy with the hope of increasing public understanding on the importance of the policy to the sector. This publication will further build a case for the need for effective policy implementation by presenting best practice examples of various countries with adequate policy frameworks that have enhanced their tourism sector performance. Lastly, the policy analysis will outline recommendations for effective implementation of the 2015 National Tourism Policy.

SUMMARY OF POLICY CONTENT

The 2015 National Tourism Policy contains 7 sections. These sections are the Introduction, Situational Analysis, Vision, Rationale, Guiding Principles, Objectives and Measures and the Implementation Framework. All these sections include subsections within which the detailed policy content is in accordance with the provisions stated in the ‘Guide to Preparing National Policy Documents and Cabinet Memoranda’ published by Cabinet Office.

VISION

Make Zambia an exciting and growing destination that realizes its full potential and rewards tourists with unique, authentic and treasured experiences. The Government aims to be among the top five tourist destinations of choice in Sub-Saharan Africa by 2030.

RATIONALE

The first tourism policy was established in 1997 and thus an updated and relevant policy is needed. Important changes that need to be made include more economic liberalisation and more disengagement of Government from the tourist industry. The policy must also make job creation and public participation in tourism businesses more central, especially in order to achieve goals listed in the Revised Sixth National Development Plan (R-SNDP) and the Job Creation and Industrialisation Strategy (JCIS).

The tourism policy needs to prioritize policy implications on the environment as climate change poses various risks on the potential success of any strategy or project. It is also important to capitalize on technological advances to ensure a strong presence on various social media platforms for marketing purposes. The synchronization of tourism, wildlife, arts and culture policies will ensure sustainable tourism development as cultural development, preservation and wildlife management and conservation are simultaneously fostered.

GUIDING PRINCIPLES

1. Sustainable Tourism Development;
2. Rural Development;
3. Inter-Agency Cooperation and Coordination;
4. Conservation and preservation of nature and culture;
5. Ethical and transparent tourism development;
6. Quality and value;
7. Communities Involvement and;
8. Improved Quality of Life.

OBJECTIVES AND MEASURES , SPECIFIC OBJECTIVES:

- Provide policy direction for sustainable development and management of tourism (Government, private sector and communities).
- Position tourism as one of leading export sectors (contribution to GDP, employment and foreign export earnings).
- Position Zambia as a major tourism destination of choice.
- Improve competitiveness of Zambia's tourism products.
- Integrate tourism into national development planning, budgeting and decision making processes (infrastructure, environmental management, empowerment of local communities).
- Spread tourism earnings throughout country.
- Create awareness among general public .
- Eliminate all forms of discrimination in tourism based on gender, disability, religion, culture, or language.
- Diversify Zambia's tourism offerings.
- Preserve Zambia's arts, culture and heritage.
- Develop and maintain cultural attractions (monuments, historical sites, museums and performance arts).
- Development and marketing of handcrafts.
- Increase job creation opportunities.
- Develop infrastructure serving tourism sector.
- Promotion of management and conservation of wildlife.
- Strengthen links between tourism development and key resource sectors (transportation, education, environment, energy, forestry etc.).
- Strengthen opportunities for public-private partnerships, community participation and tourism investment .
- Promote skills development in tourism industry.
- Strengthen links between tourism and supporting services (police, immigration etc).
- Strengthen institutional capacity to coordinate policy implementation and regulation of tourism industry.
- Create a special purpose vehicle on product development to diversify the tourism product base and make it more competitive.
- Rationalise gaming industry to improve oversight, revenue contribution to the Treasury and ensure acceptable social and moral standards.

TOURISM RELATED INFRASTRUCTURE

Infrastructure Development and Maintenance serving tourism sector:

Special attention towards tourism infrastructure with comparative advantage for cultural and tourism development. One way to ensure this objective is to seek representation on the Civil Aviation Board.

TOURISM INVESTMENT

Increased tourism investment:

Promotion of domestic and foreign investment in tourism, an example through which this will be achieved is designing tourism as a non-traditional export industry and trade sector.

ENVIRONMENTAL MANAGEMENT AND CONSERVATION

Promote Responsible Tourism:

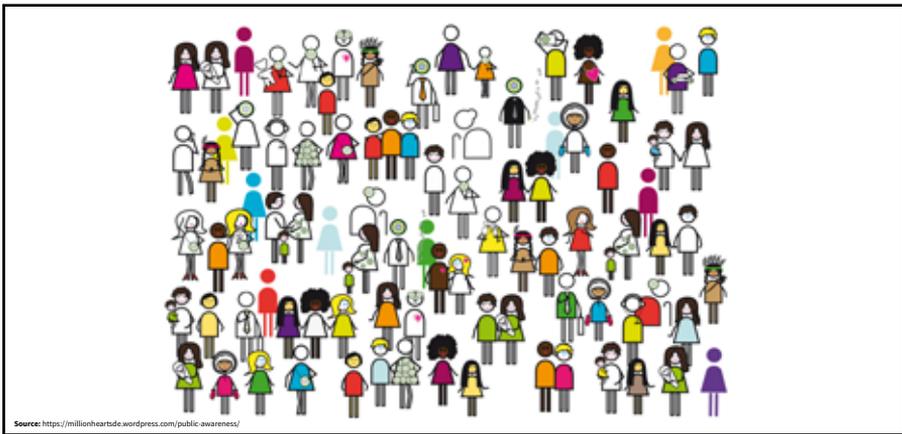
Encourage an environmentally sustainable tourism that maximizes the nation's natural and cultural resources while addressing threats (e.g. climate change, poaching, over-fishing). One strategic approach to achieving this objective is to develop and implement tourism training programs that include local communities.

EMPOWERMENT OF LOCAL COMMUNITIES IN TOURISM DEVELOPMENT

Increased community participation in tourism development:

Examples of strategies are a promotion of micro-credit and financing facilities in communities and stimulation of local entrepreneurship in opportunities (e.g. local cultural practices).





PUBLIC AWARENESS, SENSITIZATION AND EDUCATION

Raise Public Awareness About Tourism:

To raise public awareness and educate local communities about the negative and positive aspects of tourism.

Product Development and Diversification

Develop and diversify products and experiences:

Diversification of Zambia's tourism activities to cultural, experiential, community based, youth, voluntourism, creative, eco-tourism, sport tourism and others. One method through which this can be achieved is encouragement of the private sector to develop tourism packages.

Tourism Marketing and Research

Position Zambia in the international market space:

Strategies that can be used to achieve this include strengthening the Zambia Tourism Agency in its efforts to brand Zambia, targeting of high value tourists and close collaboration with stakeholders on tourism marketing and research.

Skills in Tourism and Hospitality Industry

Enhance tourism education:

Improve tourism education and training to meet the needs of domestic and international tourists and a growing tourist industry. One measure that can be put in place is the introduction of tourism and hospitality courses at undergraduate and postgraduate institutions.

Quality Assurance

Enhance the Quality of Tourist Accommodation Facilities:

To guarantee the best principles are being used to develop minimum standards and grading criteria for all types of accommodation establishments, while consulting with important stakeholders. This will be achieved through the use of sustainable 'green' practices in accommodation services among other strategies.

Management of the Tourism Sector

Streamline the Regulatory Functions:

To ensure the formulation and adherence to regulations for the tourism sector, private sector participation is encouraged. One measure that has been listed in the policy is to facilitate the issuance of licenses for projects that have been approved.



IMPLEMENTATION FRAMEWORK

The Implementation framework of the tourism policy states that the policy will be implemented by the Ministry of Tourism and Arts, which is the Ministry mandated to do so. Additionally, the framework lists various supporting ministries which include the Ministry of Agriculture and Livestock, Ministry of Chiefs and Traditional Affairs, Ministry of Commerce, Trade and Industry and other line ministries. The Framework also lists key players such as the Hotel and Tourism Training Institute, Zambia Tourism Agency, National Museums Boards, National Arts Council of Zambia (NAC) and the National Heritage and Conservation Commission (NHCC). In addition to this, the implementation of the policy will also be supported by private sector, local communities and civil society. All these players have a cardinal role to play in the effective implementation of the policy.



LEARNING FROM BEST PRACTICE EXAMPLES



Kenya

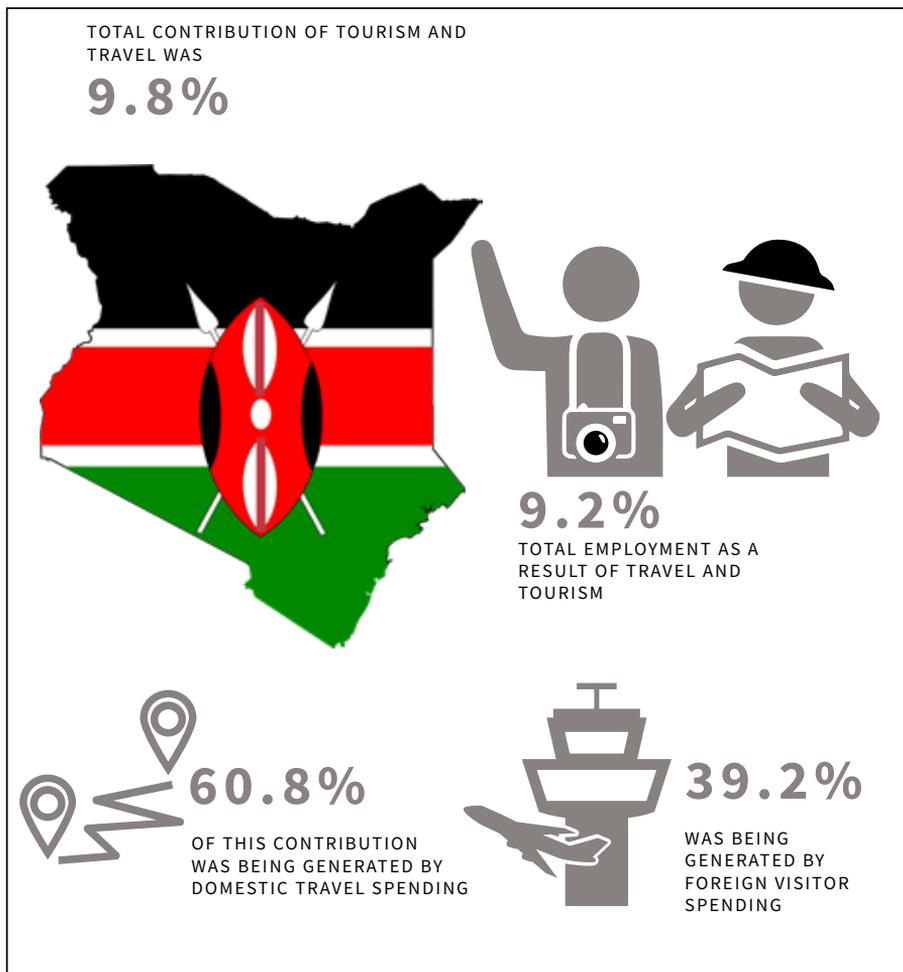
TOURISM IN KENYA

Kenya is a leader in the tourism industry, having successfully established ecotourism, sports and water-based tourism, conference tourism, home-stay tourism and most popularly celebrated, heritage tourism. The Ministry of Tourism in Kenya is divided into three departments; these include Tourism Policy Planning and Strategy, Tourism Product Market Development and Tourism Relations (Ministry of Tourism 2016). Kenya is internationally acclaimed as setting the standard for environmental conservation and monitoring in Africa. The Environmental Management and Co-ordination Act, 1999, was created in order to provide a legal and institutional framework for the management of the environment (National Council for Law Reporting 2012) and ensures that most tourism businesses are under local governance. Environmental regulations such as the prevention of pollution in coastal zone and other segments of the environment, have successfully controlled the disposal of harmful materials by maritime operators, resulting in healthy coastal eco-systems, conditions that have resulted in an increase in off-shore tourism (International Wildlife Law 2017).

Mayaka and Prasad undertook collaborative research (Kenyatta University, Nairobi, Kenya and Monash University, Melbourne, Australia) that focused on the state and challenges for the tourism industry in Kenya in the years leading up to and past 2012. The organizations listed as being responsible for policy and regulatory responses were the Kenya Tourist Board, established in 1997 by the Kenyan Government and responsible for marketing, the Vision 2030 goals which included tourism as a prime sector, the Brand Kenya Initiative, which aimed to promote the image of Kenya and the Education and Training sector mainly concerning the Catering and Tourism Development Levy Trustees (CTDLT).

The research paper recognized nine challenges that the tourism industry was facing in 2012, these included; designing, monitoring and implementing legal framework and policy, the politics of tourism (resource allocation etc.), global economic crisis (2008), social challenges (drought, disease e.g. HIV/AIDS prevalence), technological advances (threat of disintermediation), educational challenges (establishing & funding of tourism related departments and programs in secondary and tertiary education), environmental issues and tourism industry related issues (Mayaka and Prasad 2012). Their recommendations included a more synergetic approach to assessing the strength and weaknesses in the current tourism industry and greater involvement of stakeholders in implementing tourism development strategies.

The World Travel and Tourism Council found that in 2016, the total contribution of tourism and travel was **9.8% of the GDP** and the total **employment as a result of travel and tourism was 9.2%**. In addition, **60.8% of this contribution was being generated by domestic travel spending versus 39.2%** which was being generated by foreign visitor spending (World Travel & Tourism Council 2017).



(World Travel & Tourism Council 2017)



South Africa



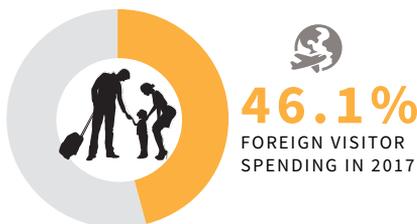
TOURISM IN SOUTH AFRICA

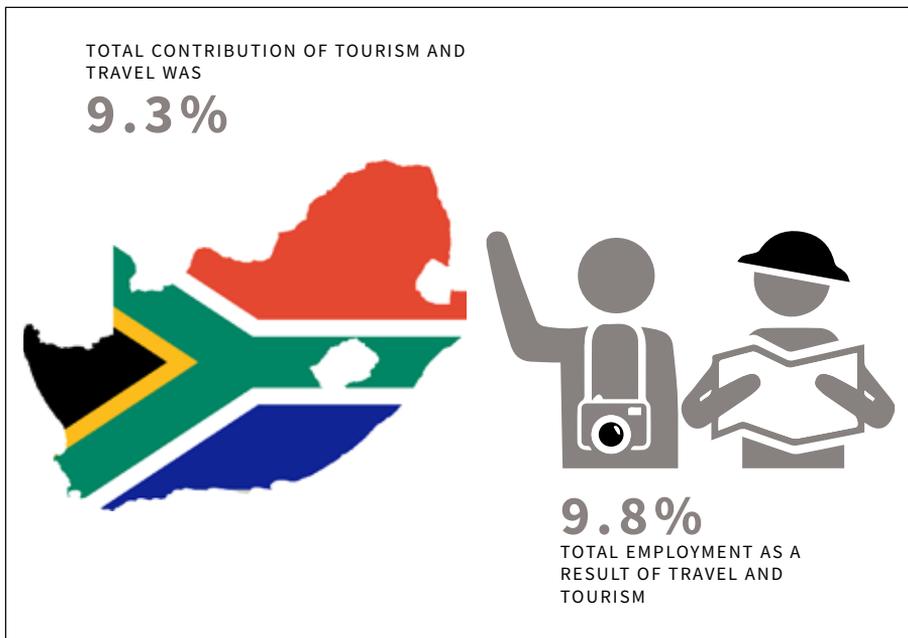
South Africa is a good example of a country that has experienced a lot of growth and success in the tourism industry. Business tourism, cultural tourism, eco tourism, paleo-tourism, adventure tourism and sports tourism are popular reasons tourists visit South Africa. However, rapidly developing sectors include wine tourism, medical tourism and rural tourism. The department of Tourism and Rural Development along with the department of Land Reform are making it a priority to ensure that the tourism industry enables poor communities to have access to capital generated by tourism. South Africa hosted 8.1 million foreign visitors during the 2010 World Cup, and experienced a growth in tourism in 2011 (Brand South Africa 2012).

In South Africa's National Growth Plan (NGP), the tourism industry is one of the six pillars of economic growth. The Industry Policy Action Plan 2011 to 2014 (IPAP2) includes tourism as an important method through which rural areas and culture can be developed. The Tourism Act incorporates six sub-sectors, these are listed below (Department of Tourism 2017);

- National Tourism Sector Strategy.
- National Tourism Information and Monitoring System.
- Information by tourism businesses.
- Norms and Standards for tourism.
- Codes of good practice for tourism.
- Tourism Protector.

The total contribution of the tourism industry to the **GDP was 9.3% in 2016** and the contribution to **employment was 9.8%**. **Foreign visitor spending (46.1%) is below domestic spending (53.9%)** (World Travel and Tourism Council 2017).





(World Travel & Tourism Council 2017)

The Department of Tourism is divided into four sectors, namely; Corporate Management, Tourism Sector Support Services (implement tourism sector human resource management development strategies, ensure inclusive economic growth and employment opportunities), Tourism Research, Policy and International Relations Events and Destination Development Events (infrastructure, development and diversification of resources and creation of expanded public works program for tourism) (Department of Tourism 2017).

The National Tourism Sector Strategy of 2011 was a detailed consultative process which involved 32 experts (from stakeholder groups in tourism industry) chosen by the Minister and other tourism stakeholders. It was also an intergovernmental consultation process. The vision of the strategy is for South Africa to be ranked as one of the top 20 tourism destinations in the world by 2020. The strategic objectives are subdivided into three themes; tourism growth and the economy, visitor experience and the brand, sustainability and good governance. Examples of markers for the tourism growth and the economy theme include contribution to GDP, foreign visitor arrivals, domestic tourism, employment and investment. The strategy incorporated numerous challenges and both action and sub-action recommendations (e.g. ground transportation). A list of 14 potential risks are also found, five of which are global currency exchange rates, macro-economic policy, natural disasters and climate change, crime and poor stakeholder relations and management (Department of Tourism 2011).

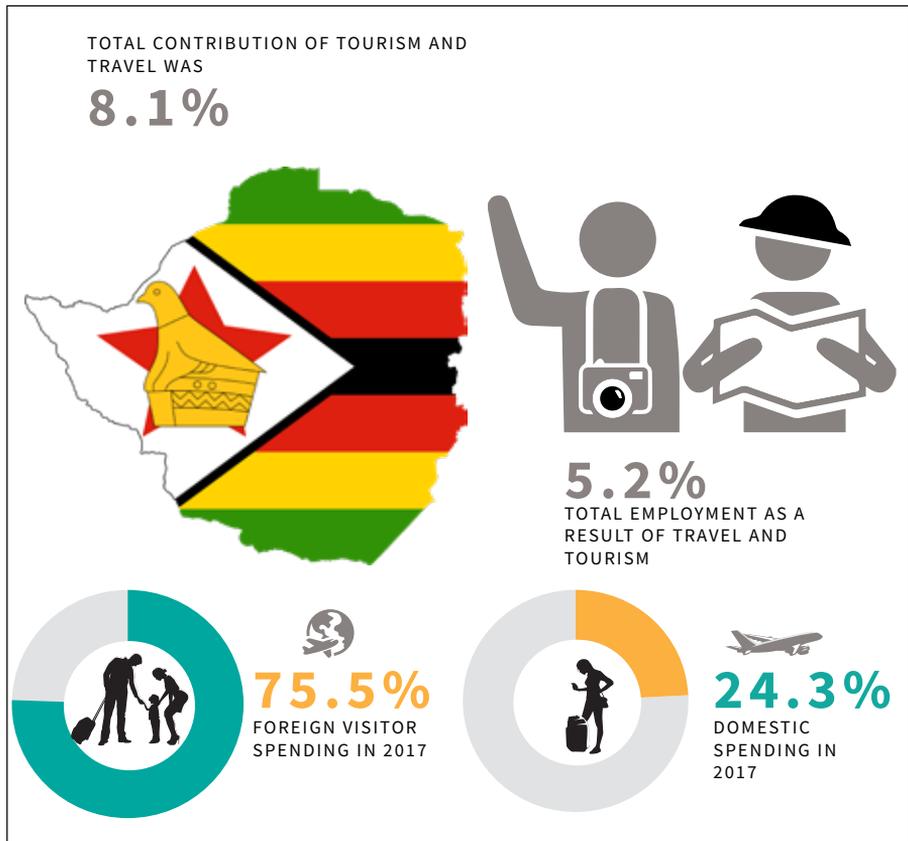


Zimbabwe



TOURISM IN ZIMBABWE

Zimbabwe is home to two UNESCO World Heritage Sites (Great Zimbabwe Ruins and the Victoria Falls) along with National Parks/Reserves, hot springs and many more tourist destinations and activities (Muzapu and Mavis 2016). The total contribution of the tourism industry to **GDP in 2016 was 8.1%** and the contribution to **employment was 5.2%**. Similar to **Kenya and South Africa**, but at a larger scale, the **domestic spending is higher (75.7%)** than the **foreign visitor spending (24.3%)** (World Travel and Tourism Council 2017).



(World Travel & Tourism Council 2017)

The vision of the Ministry of Tourism and Hospitality Industry is to be the destination of choice by 2018. The departments in the Ministry are the International Tourism Directorate; Policy, Research, Planning and Development Directorate; Domestic Tourism Directorate; Finance, Administration and Human Resources Directorate and Nation Branding (Ministry of Tourism 2017).

The 2013 Zimbabwe Investment Handbook released on the 21st of August aimed at assessing the challenges impacting the tourism industry, specifically in terms of reducing poverty, enhancing growth and making Zimbabwe a desired tourist destination. The Handbook was a collaborative effort, including prominent organizations such as the United Nations Development Program (UNDP), Zimbabwe Economic Policy Analysis and Research Unit (ZEPARU), Deloitte, the Ministry of Tourism and Hospitality Industry (MoTHI), and the Ministry of Economic Planning and Investment Promotion (MoEPIP). It was part of a series financed by UNDP that focused on policy formation and implementation. The Secretary for Economic Planning and Investment Promotion, Dr. Desire Sibanda, was quoted stating that the Medium Term Plan aimed to ensure that a sustainable private sector driven tourism industry guarantees economic growth and secures improved livelihoods. Further, Dr. Sibanda stated that \$1.58 billion projects had been approved by the Zimbabwe Investment Authority (ZIA) targeted at the hotel and accommodation sector (UNDP 2013).

Muzapu and Sibanda (2016) carried out research that aimed to examine the potential development strategies for the tourism industry in Zimbabwe. They explain how Zimbabwe is still dealing with the consequences of the economic sanctions imposed following the land distribution program. These consequences include a high unemployment rate, negative publicity and capital flight. Inadequate infrastructure is also listed as a concern. Under 'Market Development', Muzapu and Sibanda offer a list of suggestions as shown below;

- Specific policies that would develop inbound tourism (e.g. religious tourism)
- Creation of an uni-visa that would guarantee easy movement between the member countries of the Southern African Development Community (SADC). Alternatively, to allocate a visa-free period of entry for foreign visitors.
- Increase the number of direct flights into Zimbabwe by increasing the number of airlines that service Zimbabwe.
- Use local media to project a positive and attractive image of Zimbabwe locally and internationally.
- Diversify tourism products and target a middle and high end tourism market (implement tourism development zones in the form of pilot programs and monitor performance).
- Negotiate an international tourism collaboration.

SUMMARY OF LESSONS LEARNT FROM BEST PRACTICE EXAMPLES:

Key Points noted of successes and challenges



Kenya, South Africa and Zimbabwe provide three great examples of how tourism diversification, policy implementation and marketing can be used to achieve sustainable tourism development.

The establishment of eco-tourism and heritage tourism in Kenya along with the Prevention of Pollution in Coastal Zones and Other Segments of the Environment have ensured cultural preservation and natural habitat conservation.

In terms of successful marketing, South Africa experienced a boost in tourism during and after it hosted the **2010 World Cup (8.1 million foreign visitors)**.

In addition, the fact that Zimbabwe has two UNESCO World Heritage Sites has guaranteed international exposure for other attractions Zimbabwe has to offer.

Kenya, South Africa and Zimbabwe share similar challenges in terms of infrastructure development, and formulation and implementation of macro economic and legal policies. These are challenges that are also relevant to Zambia, of which the 2015 Tourism Policy aims to alleviate.

RECOMMENDATIONS

The incorporation of women and youth into the tourism industry is a priority that will require resource and financial commitment which can result from a collaborative effort on the part of the Ministry of Gender and Child Development, the Ministry of Youth and Sport, the Ministry of Chiefs and Traditional Affairs, the Ministry of Education, Science, Vocational and Early Education and the Ministry of Justice. The need to involve women in activities that contribute significantly to social development and economic stability, such as the potential presented by the tourism industry, are issues raised in the 2016 National Climate Change Policy and the 2015 National Youth Policy.

It is clear that although policies pertaining to Climate Change, Youth, and Tourism and their consequences on women may be treated individually within the context of governance, they pose challenges that can only be addressed if they are viewed through an intersectional lens. This is due to the fact that the historical exclusion of women from these sectors of development have been made possible due to different cultural and external norms. Due to the recognition and inclusion of women's absence in these prominent fields in recent policies, there is a need for additional intentional efforts to be made to ensure that relevant policies are implemented and useful stakeholders (e.g. local communities) are incorporated.

Zambia is home to 73 different tribes and over 7,000 natural and cultural sites (archaeological, historical, geo-morphological, geological and anthropological). It is by privatizing the tourism industry, through capacity building in rural and urban areas that these resources can be capitalized on in a sustainable manner. Government must continually strive to promote PPP's and ensure the cost of doing business is favourable for local tour operators.

In the 2013 Economic Report, it is recorded that the tourism sector grew by 2.2% due to the large number of tourist arrivals for the 29th Session of the UNWTO General Assembly, which was hosted in Zambia. This is similar to the influx of tourists experienced by South Africa during the 2010 World Cup, demonstrating how business and entertainment-related events can be prime incentives for people to enter Zambia and a way to ensure a large contribution to the tourism industry.

CONCLUSION

The 2015 Tourism Policy presents an overview of present challenges being faced by the tourism industry in Zambia, along with providing a comprehensive guideline in terms of how best to improve and build on the 1997 Tourism Policy, while ensuring environmentally sustainable, social and economic development.

The allocation of detailed responsibilities to the various Ministries, organizations and local communities ensures a collaborative approach to the formulation and implementation of the tourism policy. In addition, the role of the government to streamline and eliminate overlaps in policymaking, administration, legislation and implementation demonstrate that efforts are being made to ensure each stakeholder will be making unique contributions.

The 2015 Tourism Policy and the 2016 National Climate Change Policy have been published in close proximity to each other. This is especially convenient due to the fact that the Climate Change Policy will provide additional guidelines in terms of how best the Tourism Policy can be implemented while ensuring that projects and strategies are environmentally sustainable.

The Government of the Republic of Zambia plays a key administrative role in making sure that these policies are being implemented successfully and in providing guidance in terms of financial negotiations with external and internal institutions and organizations and permitting access to natural and heritage sites historically secluded.

PMRC POLICY ANALYSIS OF THE NATIONAL TOURISM POLICY

Repositioning the Tourism Sector as one of the Country's Major Economic Contributors



Unlocking Zambia's Potential
Correspondence on this Analysis can be sent to:
info@pmrczambia.net

Policy Monitoring and Research Centre (PMRC)
Plot No. 36c Sable Road, Kabulonga, Lusaka, Zambia
Private Bag KL 10
Tel: +260 211 269 717 | +260 979 015 660

www.pmrczambia.com

