

Report of the Auditor General on the Performance of the Tourism Sector in Ensuring an Increase in the Length of Stay of International Tourists



OFFICE OF THE AUDITOR GENERAL

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of International Tourists.**

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Acronyms

| | |
|--------------|--|
| 7NDP | Seventh National Development Plan |
| GDP | Gross Domestic Product |
| ISSAI | International Standards for Supreme Audit Institutions |
| MNDP | Ministry of National Development Planning |
| MOTA | Ministry of Tourism and Arts |
| NHCC | National Heritage Conservation Commission |
| PPP | Public Private Partnership |
| SNDP | Sixth National Development Plan |
| SDG | Sustainable Development Goals |
| TDF | Tourism Development Fund |
| TSA | Tourism Satellite Account |
| UN | United Nations |
| UNWTO | United Nations World Tourism Organisation (UNWTO) |
| ZTA | Zambia Tourism Agency |
| ZTMP | Zambia Tourism Master Plan |

Operational Definitions

| | |
|--|--|
| Tourist | Is defined in accordance with the UNWTO definition as a person who "travels to and stays in places outside their usual environment for more than twenty-four (24) hours and not more than one consecutive year for leisure, business and other purposes not related to the exercise of an activity remunerated from within the place visited." |
| Length of Stay of Visitors | The length of stay is an indicator of a visitor's willingness to stay at a given destination. This can be determined by cost of destination, diversity of tourism products, attractiveness/uniqueness of a destination, security and availability of basic services such as communication facilities, transport and health among others. |
| Average Length of Stay | Is determined by dividing the number of overnight stays by the number of arrivals. |
| Backpacking | Is a form of low-cost, independent travel which includes the use of public transport; inexpensive lodging such as youth hostels; often a longer duration of the trip when compared with conventional vacations; and typically an interest in meeting locals as well as seeing sites. |
| Cultural Tourism | Is the subset of tourism concerned with a traveller's engagement with a country or region's culture, specifically the lifestyle of the people in those geographical areas, the history of those people, their art, architecture, religion(s), and other elements that helped shape their way of life. |
| United Nations World Tourism Organization | means the global intergovernmental United Nations organization for travel and tourism |
| Tourist Attraction | Means a specific and generic feature of a destination that attracts tourists. |
| Tourist Destination | Means a visited place that is central to the decision to take the trip and "tourist guide" means a person who, for reward or |

| | |
|--|--|
| | otherwise, accompanies a tourist and provides the tourist with information and commentaries on any matter related to tourism or tourism products. |
| Tourist Product | Means tourist attractions, activities, accommodation and other tourist facilities and services, including the infrastructure that serves the attractions, activities, facilities and services. |
| Tour Operator | Means a person who arranges package tours for the purpose of selling or offering for sale. |
| Tourism Satellite Account | Means a statistical instrument designed to measure tourism-related services or goods and their economic impact on Zambia's national economy. |
| Tourism-Related Service | includes transport, fishing, spa treatment, taxis, arts and cultural centres, carnivals, festivals, fairs, outside catering or other business activity related to tourism as the Minister may declare by statutory instrument. |
| Tourism Product Diversification | Means a process aimed at increasing the competitiveness of the country's tourism industry by expanding the scope and diversity of existing and potential tourism resources. |
| Tourism Product Development | Means designing or developing new tourism products to meet the needs of national and international tourists which improve the profitability, competitiveness and affordability of tourism and increases services available for tourists. |
| Tourism Product | Means a person, natural resource, thing, heritage, location or activity which gives or is intended to give Zambian tourism a competitive edge in the international tourism market. |
| Tourist | Is defined in accordance with the UNWTO definition as a person who "travels to and stays in places outside their usual environment for more than twenty-four (24) hours and not more than one consecutive year for leisure, business and other purposes not related to the exercise of an activity remunerated from within the place visited." |

Foreword

I have the honour to submit the Performance Audit Report on the Performance of the Tourism Sector with regards to the Length of Stay of International Tourists. In accordance with the Provisions of Article 250 of the Constitution of Zambia (Amendment) Act No. 2 of 2016, Public Audit Act No. 13 of 1994 and the Public Finance Management Act No. 1 of 2018, I am mandated to carry out Performance Audits in Ministries, Government Departments and Other Spending Agencies.

The tourism sector plays a key role in contributing to the country's economic growth as well as contributing to job creation. As Zambia strives to achieve the Agenda 2030, my Office will continue to contribute towards this achievement by auditing the implementation of the SDGs. The audit on the Tourism Sector is linked to economic growth (SDG 8), sustainable consumption and production (SDG12), and the preservation of the world's natural resources (SDG14). Increase in the Length of stay of international tourists is one of the main key performance indicators directly linked to the growth and output of the sector and its development as outlined in the Seventh National Development Plan (7NDP).

I therefore, present to you this Performance Audit Report together with recommendations, which if implemented by the Ministry of Tourism and Arts will bring about improvements, thereby improving the length of stay for international tourists.

I wish to take this opportunity to thank the management and staff of the Ministry for the co-operation and assistance rendered to my team during the audit.



Dr. Dick Chellah Sichembe

Auditor General

Executive Summary

As a sector, tourism has been recognised by the Government of the Republic of Zambia as an important contributor to the country's economic development through growth, employment creation and rural development. The sector also plays an important role towards implementation of the Sustainable Development Goals as a key sector contributing to job creation and economic growth (SDG 8), sustainable consumption and production (SDG12), and the preservation of the world's natural resources (SDG14). There are a number of factors that have affected the performance of the sector during this period. A major factor being inability to keep tourists for longer periods resulting from inadequate diversification of tourism products and underdeveloped tourism circuits and tour packages.¹

Objective and Scope

The objective of the audit was to assess the extent to which the measures put in place by the Ministry of Tourism and Arts had promoted an increase in the average length of stay of tourists visiting the Southern and Northern tourism Circuits in order to improve the performance of the tourism sector. The audit covered activities and programmes for the periods 2015-2019 in the Southern and the Northern Circuits of Zambia. The audit highlighted the following findings:

Key Findings

i. Length of Stay for International Tourists.

A trend analysis of the average length of stay for eight (8) years from 2011 shows that the average length of stay for international tourists had reduced. The highest number of days were recorded in 2012 and 2013 when the average length of stay was at six (6) days. However, this reduced to approximately 4.7 days in 2018. Further, the Ministry encountered challenges with acquiring necessary information about the length of stay of tourists.

ii. Number of International Tourists Visiting the Northern Circuit in Comparison to the Southern Circuit.

An analysis of statistical information showed that the number of international tourists visiting the Northern Circuit as compared to the Southern Circuit was significantly lower. In the period under review, the Northern circuit reported a total of 3,728 international tourists as compared to 186,884 international tourists in the Southern circuit.

¹ 7th National Development Plan, pg. 27, para 2.

iii. Tourism Promotion and Marketing.

Through observations and interviews, it was evidenced that there was no Zambia Tourism Agency Office located in the Northern tourism Circuit. The ZTA carried out marketing activities which included the commemoration of the 100 years since the end of the World War 1 (WW1) through radio and TV programmes both on local and international stations. In addition, activities were carried out by local media and tour operators with the aim of promoting the Northern Tourism Circuit. This was done through exhibitions as well as music festivals

iv. Diversification of Tourism Products.

The product base of Zambia's tourism sector still remained narrow due to the inadequate diversification of tourism products. This meant that most of the sites were mainly providing nature based tourism.

v. Investment in the Tourism Sector by both Local and Foreign Investors.

Physical inspections in the Northern circuits showed that there was limited investment in the tourism sector by both the local and foreign investors. It was noted that there were several factors that led to insufficient investment in the sector such as insufficient incentives and opportunities for attracting tourism investment.

vi. Infrastructure Development in Tourism Sites.

During physical inspections, it was observed that most sites did not have any infrastructural development in the period under review. Only two (2) heritage sites visited namely the Administrator's House Based in Kalomo and Ing'ombe Illede were being renovated under the NHCC. However, the renovations at the Administrator's house in Kalomo were done to the extent that the buildings heritage was being destroyed. It was also observed that the site was used as staff accommodation thereby reducing the heritage value of site.

vii. Development of Tourism Sites.

An analysis of data obtained from the NHCC on the accessibility of tourism sites was conducted and showed that out of the seventy-two (72) sites in the country that had tourism potential only forty-eight (48) sites were deemed accessible, while sixteen (16) were partially accessible due to bad roads and six (6) were completely inaccessible.

Conclusion

In conclusion, it can be seen that the Government efforts to increase the length of stay have not yielded a positive result as evidenced by the decline in the number of days. The Ministry having recorded the highest length of stay in 2013 when it was at six (6) days which then reduced to 4.7 days in 2018. The Ministry also faces challenges in collecting data related to length of stay

as it requires co-ordinated efforts with other institutions such as the Immigration Department, hotels, lodges and resorts among others in terms of consistency in the data to be collected.

Measures such as diversification of products, improving the accessibility of the tourist sites, promotion and marketing activities have not been adequately implemented. As a result of the above challenges, there is a risk that the average length of stay may not be improved. It is hoped that the challenges identified to improve the average length of stay and recommendations proposed will go a long way to improve the average length of stay for international tourists thereby contributing to the country's GDP and employment creation. This in turn will aid Government in achieving the Agenda 2030, specifically SDG 8.1.9 within the appropriate time.

Recommendations

- i. The Ministry responsible for tourism should upgrade or develop more diversified tourism products and services.
- ii. The Ministry needs to strengthen stakeholder and investor coordination and collaboration for enhanced investment into the sector for increased growth.
- iii. There is need for the Ministry to strengthen and prioritize research and development in the ministry so as to ensure that they have accurate and up to date data for informed decision making.
- iv. There is also need for the Ministry to promote tourism-related infrastructure to and in the tourism priority areas so as to enhance accessibility to all sites.
- v. The Ministry should undertake more extensive and effective destination marketing to increase awareness and demand.
- vi. The Ministry should ensure that the available technical staff receive the required training and tools to conduct their work. Additionally, the Ministry can also engage learning institutions that provide similar courses by offering students internship thereby increasing the number of technical staff.

1.1 Overview

There are a number of factors that drive or improve the performance of the tourism sector. One of them being the ability to keep international tourists for a longer period. The length of stay is defined as an indicator of a visitor's willingness to stay at a given destination which can be determined by cost of destination, diversity of tourism products, attractiveness/uniqueness of a destination, security and availability of basic services such as communication facilities, transport, and health among others.²

1.2 Background

Zambia stands out as one of the prime tourism destinations in Africa offering a wealth of natural tourism assets – waterfalls, lakes and rivers holding close to 35% of Southern Africa's total natural water resources, wildlife protected areas' occupying about 32% of the country's total land area. Zambia is divided into two tourism Circuits, namely the Northern Tourism and the Southern Tourism. Both Tourism Circuits are highly endowed with the wealth of natural tourism assets such as waterfalls, lakes, rivers, wildlife protected areas', Heritage sites and a sub-tropical climate. See **Appendix 1** for the Map showing the boundaries of the Northern and Southern Tourism Circuits.

The tourism sector's main actor is the Ministry of Tourism and Arts which oversees various statutory bodies which include among others: the Zambia Tourism Agency (ZTA) and the National Heritage Conservation Commission (NHCC). It is mandated to develop, manage and coordinate the implementation of tourism policies and strategies that facilitate the activities of the various players in the tourism sector such as transport and infrastructural development.³

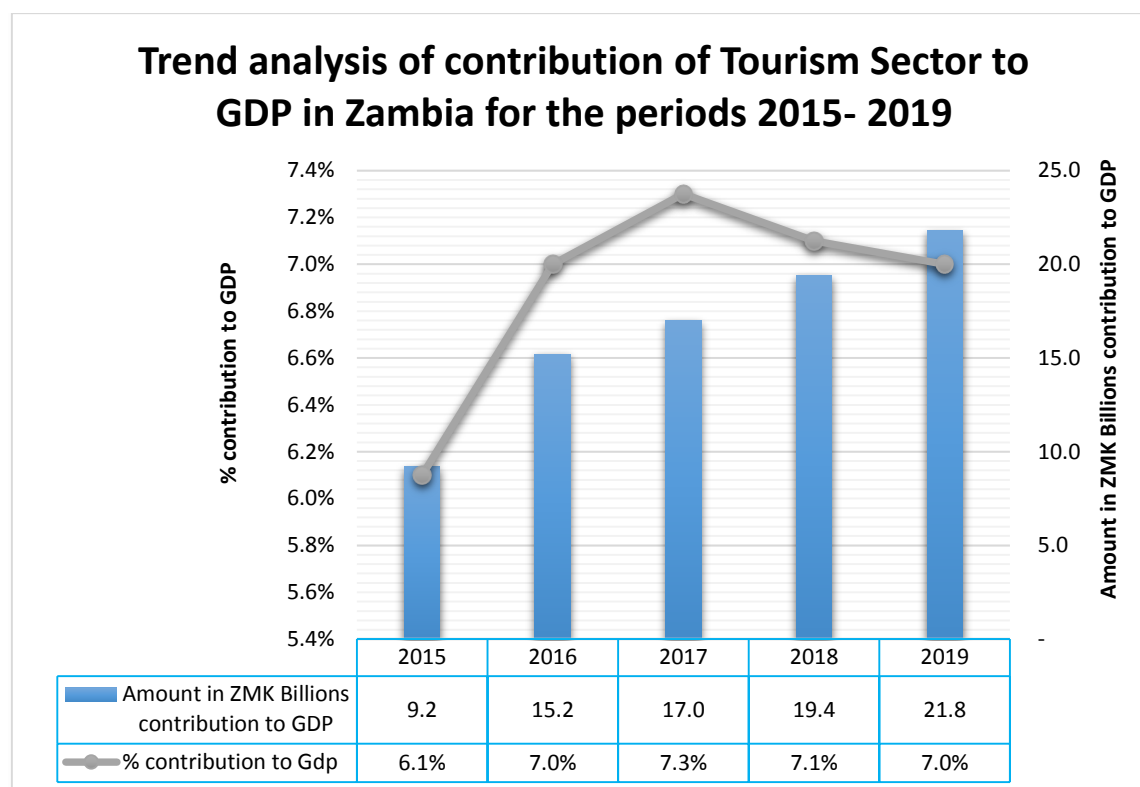
The Ministry recognizes the importance of the Tourism Sector and has developed the Zambia Tourism Master Plan (ZTMP). The overall goal of the ZTMP is to direct Governments' goal of significantly increasing the economic contribution of tourism to the Zambian economy in support of the Vision 2030 and the targets set out in the 7NDP. As an industry, the tourism sector has been recognised by the Government as an important contributor to the country's economic growth through employment creation and rural development. The sector also plays an important role towards implementation of the Sustainable Development Goals as a key sector contributing to job creation and economic growth (SDG 8), sustainable consumption and

² The Tourism Statistical Digest

³ www.mota.com

production (SDG12), and the preservation of the world's natural resources (SDG14). The Tourism Sector contribution to the GDP stood at 7% in 2019. The chart below shows the trend analysis of the contribution to GDP from 2015 to 2019.

Figure 1: Contribution of the Tourism Sector to GDP

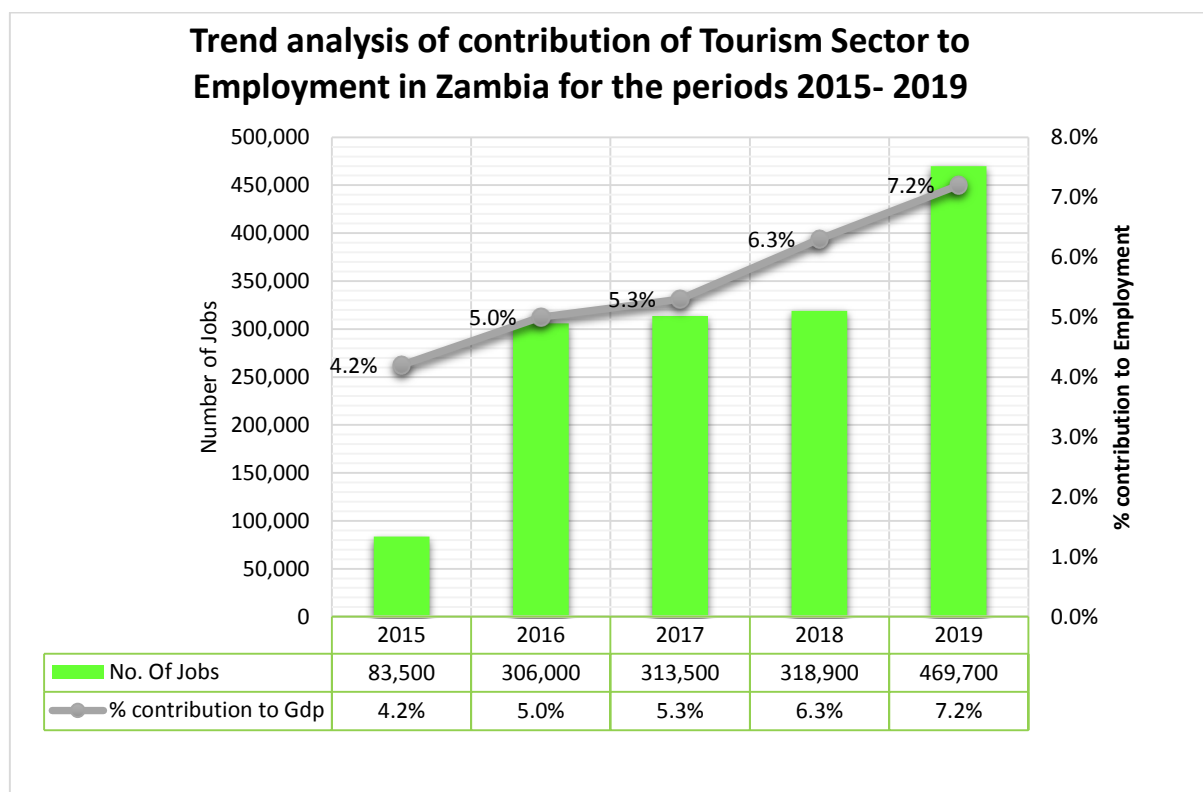


Source: Travel and Tourism Economic Impact - Zambia 2015- 2019

From the Chart shown above, a trend analysis shows that in the year 2015, the sector contributed ZMK 9.2 billion, providing for 6.1% of the contribution to GDP. As the year progressed, by 2016 it is seen that the sectors contribution to GDP grew tremendously by 65.2% to ZMK 15.2 billion and it grew by 43.4 % to ZMK 21.8 billion in 2019. For the four (4) years, the percentage of the sectors contribution to GDP remained within an average of 7%. In line with the analysis above, it is observed that the sector had greatly improved from the period 2015 to 2016 and led a slow growth during the period 2016 to 2019.

The sector also plays a critical role in sustainable human development through job creation which in turn promotes a sustainable economy. A further analysis of the Travel and Tourism Economic Impact shows the direct employment contribution of the sector towards GDP.

Chart 1: Trend Analysis of Contribution of Tourism Sector to Employment- 2015-2019



Source: Travel and Tourism Economic Impact - Zambia 2015, 2016, 2017, 2018 & 2019

From the Chart shown above, a trend analysis reveals that by 2015 the tourism sector contributed 83,500 jobs leading to a 4.2% contribution to employment. In 2015, it was observed that the contribution of employment to the sector grew tremendously by 266.4% (306,000 jobs), and the percentage contribution to employment grew by 19% to 5%. However, between 2016 and 2019, a trend is seen in which the growth rate of the sectors direct contribution to employment increased as the number of jobs provided by the sector grew by 53% (469,900 jobs) while the percentage contribution to employment grew by 44% to 7.2%. **Appendix 2** shows the total contribution of the tourism sector to GDP and employment.

The potential of the sector to improve the contribution to the economy can be improved. However, there are a number of factors that have affected the performance of the sector during this period. A major factor being inability to keep tourists for longer periods resulting from inadequate diversification of tourism products and underdeveloped tourism circuits and tour packages.⁴

⁴ 7th National Development Plan, pg. 27, para 2.

1.3 Motivation

The following factors motivated the Office in carrying out the audit:

- There has been parliamentary interest on the development of the Northern and Southern tourism circuits which was said to require coordinated implementation of activities in terms of infrastructure and investment.⁵ In addition, the parliamentary interest highlighted the need for Government to support the initiatives that Ministry is undertaking in developing and promoting the tourism sector in the country.⁶
- There has been public outcry in the media concerning Zambia facing economic challenges despite the country having a potential tourism sector that can enhance economic growth.⁷ The sector generates revenue through hotel license fees, Casino fees, Hotel manager registration, Tourism enterprise, Hunting and Park fees, Tourism Levy and other miscellaneous ways. In the Estimates of Revenue and Expenditure for the financial years ended 31st December 2015 to 2019, provisions totalling K493, 549,078.56 were made as revenue targets while the total actual collections amounted to K574, 006,200.31. ⁸ Details of the budgetary provisions and actuals are presented in **Appendix 3.**
- The average length of stay is one of the key drivers in improving the performance of the tourism sector. The average length of stay for international arrivals as shown in the 2015 Ministry of Tourism and Arts (MOTA) Annual Tourism Statistical Digest is four (4) days, having slipped back from six (6) days in 2012 and 2013 and demonstrating the fact that Zambia is largely an “add-on” option for leisure visitors, rather than an end destination. This provided enough motivation to conduct the audit so as to assess the extent to which the MOTA has ensured that there is an increase in the length of stay of tourists visiting the Southern and Northern tourism circuits in order to improve the performance of the tourism sector.

As such, it is imperative that an assessment be made on the tourism sector and its contribution to the economy of the country.

⁵ Ministerial statement by Minister of Tourism and Arts Hon. Jean Kapata MP to the house on Tuesday, 23 Feb 2016

⁶ <http://www.parliament.gov.zm/node/4938>. Ministry of Tourism- Development of the Northern and Southern Tourism Circuits- National Assembly of Zambia

⁷ Zambia: Tourism - the Sleeping Giant, Times News Paper, 6 MAY 2015

⁸ Reports of the Auditor General on the Accounts of the public for the Year ended 31st December 2015, 2016 and 2017.

CHAPTER 2: AUDIT OBJECTIVES AND AUDIT QUESTIONS

2.0 Introduction

This section outlines audit objectives and audit questions. It comprises of one main objective, three specific objectives as well as three audit questions. It further includes sub audit questions within the main questions.

2.1 Main Objective

The objective of the audit was to assess whether the measures put in place by the Ministry of Tourism and Arts had promoted an increase in the average length of stay of tourists visiting the Southern and Northern tourism circuits in order to improve the performance of the tourism sector.

2.1.1 Specific Objectives

- i. To determine whether the measures put in place by the Ministry ensures an increase in the length of stay of tourists as well as increase in the number of tourists visiting the Southern and Northern tourism circuits.
- ii. To ascertain whether the Ministry has promoted and marketed the tourism circuits to ensure that tourists visiting the country stay for a longer period of time.
- iii. To establish the extent to which the Ministry has facilitated the development of tourism, and tourism-related infrastructure with an inclusion of priority areas in order to attract more tourists and promote an increase in the length of stay of tourists visiting the sites.

2.2 Audit Questions

- i. To what extent have the measures put in place by the Ministry ensured an increase in the length of stay of tourists as well as increase in the number of tourists visiting the Southern and Northern tourism circuits?
 - Has the average length of stay of the tourists visiting the country increased during the period under review?
 - Has there been an increase in the number of tourists visiting the tourism sites in the Northern and Southern Circuit during the period under review?
- ii. To what extent has the Ministry promoted and marketed the tourism circuits to ensure that tourists visiting the country stay for a longer period of time?
 - Has the Ministry implemented a promotion and marketing strategy?
 - Has the Ministry promoted the diversification of tourism products from the traditional mode of tourism?

- Has the Ministry coordinated with other stakeholders concerning increasing the length of stay of tourists visiting the country?
- iii. To what extent has the Ministry facilitated the development of tourism and tourism-related infrastructure to and in the tourism priority areas in order to attract more tourists and promote an increase in the length of stay of tourists visiting the sites?
- Does the Ministry have developmental plans to ensure that the tourism circuits are developed?
 - Has the Ministry implemented the infrastructural projects within the prescribed time frame and cost?
 - Has the Ministry implemented a monitoring and evaluation framework to ensure that development projects are completed within the prescribed time and cost?

2.3 Audit Scope

The audit focused on the measures put in place by the Ministry to promote an increase in the length of stay of international tourists visiting the country in order to improve performance of the tourism sector. The audit covered activities and programmes for the periods 2015-2019 in the southern and the northern circuits of Zambia.

The tourism value chain comprises a number of areas which need to be adequately addressed for the success of the sector so as to ensure that the length of stay for international tourists is increased. The scope of the audit was limited to Tourism Assets in Destination which included Cultural assets and Natural assets. Cultural Assets are Archaeology, Communities, Museums and Tourist attractions. Natural Assets are lakes, rivers, waterfalls, mountains and forests. **Appendix 6** shows the detailed Tourism Value Chain.

CHAPTER 3: METHODOLOGY

3.0 Introduction

This chapter describes the methodology that was used to achieve the objective of the audit. The methodology includes an explanation and justification of the research design. It further explains the sample population, sample size, sampling techniques, instruments for data collection and methods of data analysis.

3.1 Research Design

This was a case study design that utilized a mixed method that included qualitative and quantitative approaches. The two approaches were used because of relevance to the study as they provided a basis for data analysis by comparing interpretations in the audit. The audit was conducted in accordance with the International Standards of Supreme Audit Institutions (ISSAIs) 3000. Whilst the research was designed to be qualitative and quantitative in nature, it also adopted a descriptive approach so as to simplify data interpretation.

3.2 Sample Population and Size

The Ministry implements its activities and programmes in four regions namely the Northern-Luapula region, South-West region, Copperbelt-North-Western region and Lusaka-Central region. The sample was selected from the Northern-Luapula region and the South-West region as these areas were within the audit scope.

A total sample size of fourteen (14) sites were purposively selected from the twenty-seven (27) accessible sites in the Northern-Luapula region and the South-West region. The northern circuit was selected on the basis that Government intends to develop the northern circuit through Public Private Partnerships (PPPs) and private sector investment to improve the tourism sector. The Southern circuit was used as a benchmark for the performance of the tourism sector in Zambia. See **table 1** below of the sites visited.

Table 1: Tourism Sites Visited

| Town | Sites and places to visit from Town |
|-------------------------|---|
| Southern Circuit | |
| Chirundu (2 Sites) | Ngombe Illedle National Monument, Pambazana |
| | Chirundu Fossil Site. |
| Kalomo (3 Sites) | Old Standard Chartered Bank |

| | |
|-------------------------|--|
| | Kalundu Mound Ancient Ruins |
| | Kalomo Administrators House |
| | Bibili Hot Springs (not accessible at time of audit) |
| Livingstone (2 Sites) | Victoria Falls |
| | Railway Museum |
| Northern Circuit | |
| Kasama (2 Sites) | Mwela Rock Art |
| | Chishimba Falls |
| | |
| Mporokoso (3 Sites) | Kabwelume Falls |
| | Lumangwe Falls |
| | Kasaba Bay (not accessible at time of audit) |
| Mbala (2 sites) | Mbala Old Prison |
| | Kalambo Falls |

3.3 Sampling Technique

The audit used purposive sampling as a technique to arrive at the sites to be visited in the study. In order to ensure validity and reliability of data collection, the audit focused on the Ministry of Tourism and Arts as it is responsible for all tourism related activities.

3.4 Data Collection Techniques

The data collection techniques that were used in the audit included interviews through the use of assisted questionnaires and observation through physical site inspections. The latter were used to collect **Primary data** while the document review through analysis of statistical data focused on collecting **Secondary data**. The main techniques of **primary** data collection were as detailed below:

i. Interviews

Interviews were conducted with management and staff from the Ministry, Zambia Tourism Agency and the National Heritage Conservation Commission to gain an insight on the Ministry's responsibilities towards the improvement of the performance of the tourism sector and also to corroborate information from the document review. The following information was obtained through interviews:

- The roles and responsibilities of the different departments of the Ministry in ensuring the development of the sector such as planning, development and management of the tourism sector.
- Understanding the measures put in place to promote sustainable tourism and arts development and culture preservation for socio-economic development.
- Possible challenges if any, faced by the Ministry and key stakeholders in improving the performance of the sector.
- Progress of developmental projects carried out during the period under review such as new tourism products and marketing strategies in place to attract more tourists.
- The number of tourist sites in the country including the number of active/inactive sites and the reasons behind the sites that are inactive.

The detailed list of people interviewed is shown at **Appendix 5**.

ii. Physical Inspections

Physical site inspections were carried out to verify the information obtained through interviews and document reviews. Physical inspections were also used to inspect and verify:

- Tourism products available at each site and whether the Ministry had promoted diversification of tourism products from the traditional mode of tourism.
- Infrastructure development projects being undertaken at each site to improve length of stay of international tourists.
- The basic visitor facilities available at each site.
- The visitors' registers at the sites to verify information obtained from the Ministry HQ and the NHCC
- Accessibility of the sites

iii. Document review

Document review was conducted to obtain information on the performance of the tourism sector, the goals and objectives of the Ministry as well as the measures put in place by the Ministry to increase length of stay for international tourist. To obtain information on the number of international tourists visiting the country, the Tourism Statistical Digest was reviewed as well as Annual Reports for the Ministry and National Heritage Conservation Commission (NHCC) which provided statistics on the number of international tourists at each site.

To obtain information on promotion and marketing activities conducted by the Ministry and Zambia Tourism Agency (ZTA), Annual Reports, Budgets and Work Plans for the period under review were reviewed. A detailed list of the documents reviewed and purpose of review is shown at **Appendix 4**.

3.5 Data Analysis

The qualitative data collected through interviews and documents review was analysed using the content analysis. Quantitative data collected was also analysed and presented through tables and graphs where appropriate using Microsoft Excel.

CHAPTER 4: DESCRIPTION OF THE AUDIT AREA

4.0 Mandate

The main custodian in the tourism sector is the Ministry of Tourism and Arts which draws its portfolio functions from the Government Gazette Notice No 561 of 2012. The Ministry is governed by the Tourism and Hospitality Act No.13 of 2015, whose main objective is to provide for the sustainable development of the tourism industry through effective tourism planning, management, promotion and coordination to ensure sustainable tourism⁹. In line with this mandate, the Ministry implements programmes and activities that are meant to increase the length of stay of international tourists there by improving the performance of the sector so as to contribute to the country's GDP, job creation and poverty reduction in particular.¹⁰

4.1 Sources of Funding

The Ministry receives funding from the Government through Appropriation Act to facilitate activities and programmes that among others would ultimately improve the sector such that International tourists may be encouraged to stay for a longer period of time. Table 2 below shows the Government Estimates of Revenue and Expenditure for the period 2015 to 2019 towards the Ministry.

Table 2: Funding received and Expenditure for the years 2015 to 2019

| Year | Budget | Total Provision | Expenditure | Variance |
|--------------|----------------------|----------------------|----------------------|--------------------|
| 2015 | 217,709,947 | 217,709,974 | 187,873,309 | 29,836,665 |
| 2016 | 176,512,421 | 195,100,848 | 189,998,293 | 5,102,555 |
| 2017 | 245,009,212 | 261,779,846 | 249,658,280 | 12,121,566 |
| 2018 | 303,669,845 | 303,669,845 | 260,538,195 | 43,131,650 |
| 2019 | 322,617,274 | 322,617,274 | 203,785,941.13 | 118,831,332.87 |
| Total | 1,265,518,699 | 1,300,877,787 | 1,091,854,018 | 209,023,769 |

Source: Budget and Expenditure Estimates 2015-2019

As can be seen from the table above, the Ministry had a total budget provision of K1,300,877,787 for implementation of its activities and programmes with regards to meeting its' objective of increasing length of stay. This was because the Ministry was required to

⁹ Tourism and Hospitality Act No.13 of 2015

¹⁰ www.mota.gov.zm , (2018)

undertake activities such as product diversification, promotion and marketing as well facilitation of infrastructure development. As part of its revenue collection base, tourism levy is collected and amounts totaling K48, 496, 714.63 had been collected from inception of the Tourism Levy in 2017 to 2019. **Appendix 7** shows the actual collections per month.

4.2 Organisation Structure

The Ministry executes its mandate through four (4) functional departments, each with specific units and sections. Out of these departments, two (2) are support departments namely Human Resources and Administration and Planning and Information while the other two (2) are technical departments in line with the core functions of the Ministry namely Tourism Development and the Arts and Culture.

i. Department of Tourism:

The Department of Tourism is headed by the Director and has two (2) distinct specialised sections namely the Tourism Development Section and the Inspection and Licensing Section.

Figure 2 below outlines the functions of each section.

Figure 2: Department of Tourism Responsibilities

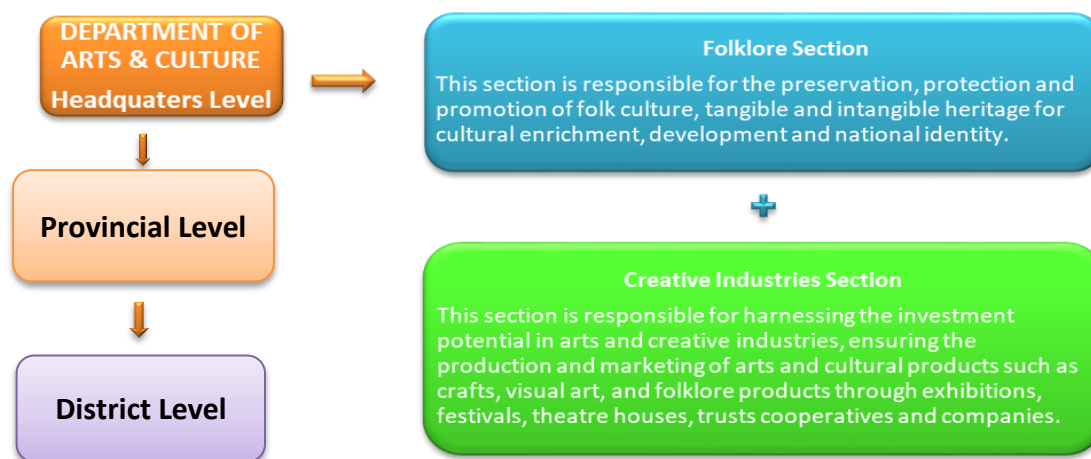


ii. Department of Arts and Culture

The Department of Arts and Culture was given a mandate of managing and coordinating official Cultural activities. The Department is organized at three (3) levels, Headquarters, Provincial and District and has two sections namely Folklore Section and Creative industries section. With regards to product diversification away from the traditional mode of sight-seeing, this department is responsible for creating life to the local culture through various activities such as traditional ceremonies, cultural village experiences to name a few. In that way tourists can have

a feel of our Zambian culture. **Figure 3** below gives a brief outline of the responsibilities of each section.

Figure 3: Department of Arts and Culture Responsibilities



iii. Department of Planning and Information

The department is headed by a Director and has two distinct sections as follows;

- **The Policy and Programmes Monitoring and Evaluation Section (PPME):** the section is responsible for monitoring and evaluating the implementation of the Ministry's tourism programmes inclusive of programmes in line with increasing the length of stay of tourists and policies, environment and natural resources at a macro level within the framework of the Strategic Plan and budget. The section also conducts policy analysis, coordination and research which support policy formulation. It collaborates with the technical departments in the Ministry for purposes of report preparation, Cabinet matters and implementation of the Strategic Plan, investment proposals and plans as well as research activities.

- **Data Management and Information Section (DMIS).**

In line with the topic at hand, this section is responsible for data collection, processing, analysis, and dissemination of the tourism sector statistics. It provides library services and documentation as well as Information and Communication Technology functionalities which include developing and maintaining comprehensive data banks, disseminating timely and accurate information in form of reports, newsletters, briefings and publishing on the website. The section provides all information related to international tourist's arrivals, direct earnings, room and bed occupancy rates, employment levels and average length of stay are key performance

indicators to measure progress in the sector and provide guidance on future projections and targets made. The section further undertakes surveys that are useful for decision making.

4.3 Key Stakeholders

There are key stakeholders involved in the implementation of the Ministry's broader mandate and these include four (4) statutory agencies that impact on its performance as shown in table 3 below.

Table 3: Key Stakeholders in the Tourism Sector

| Stakeholders | Roles and Responsibilities |
|---------------------------------|---|
| The Zambia Tourism Agency | The MoTA collaborates with this Agency to promote and market Zambia as a tourism and travel destination of choice as one of its main responsibilities. This directly affects the performance of the sector in that effective promotion and marketing has a positive impact on the number of tourists visiting the country. |
| National Arts Council of Zambia | The MoTA collaborates with this institution to ensure the preservation and conservation of Zambia's Cultural heritage, promotion and encouragement of the development of arts, culture and heritage infrastructure and encourage the adornment of Zambian arts in or around public infrastructure whether privately or publicly owned. The effectiveness of this institution directly affects the performance of the sector as it aims at creating a conducive environment for tourism therefore increasing the length of stay of tourists and also sustaining tourism products. |

| | |
|---|---|
| National Heritage and Conservation Commission | The responsibility of NHCC is to protect, conserve and manage Zambia's immovable and movable natural and cultural heritage in order to ensure their sustainable utilization. |
| Hotel and Tourism Training Institute (HTTI) | The MoTA collaborates with this institution to establish a research unit in order to conduct the training needs in the hotel and hospitality industry, to develop guidance manuals on customer care for use by all frontline officers and to provide in-service training for customer service for frontline officers. This is beneficial for the improvement of the performance of the sector in that if done effectively, it will improve the hotel industry in turn increasing length of stay of international tourist. |

4.4 System Description

A major indicator of the measurement of the tourism sectors' growth is how long international tourists stay in the country. The length of stay is an indicator of a visitor's willingness to stay at a given destination. This can be affected by a number of factors in the tourism value chain which include among others, tourism assets in destinations, good accommodation, leisure excursions and tours. See the Tourism Value Chain in **Appendix 6**. Outlined below is the process description for the determination of length of stay, International Tourist Influx, Tourism Product Development and Product Diversification.

i. Determination of Length of Stay

In determining the average length of stay for a country, the Ministry is required to collect data or statistics from Airports, border entry posts and through Accommodation facilities. International tourists are required to indicate the purpose of their visit and how long they are staying in the country, and how much they intend to spend. Once this data is collected, the Ministry verifies, analyses and disseminates the information normally through the Tourism Statistical Digest.

ii. Collection of Statistics of International Tourists Visiting Tourism Assets in Destinations.

The Ministry is required to have up to date statistics on international tourists visiting the country. Apart from the information obtained from the Immigration Departments and accomodation facilities, the Ministry co-ordinates with other agencies such as the National Heritage, Conservation Commission, ZTA and National Museums Board (NMB). Statistics are collected from the top heritage and conservation sites across the country. The other data collected is the tourists visits to national parks collected by the Department of National Parks and Wildlife at park entry points and from operators. Each site is required to maintain a log book which will provide information on the nationality of the tourists as well as their general impression of the site. This information is also analysed by the Ministry to show the trends in the number of tourists visiting the country and is further disseminated through the Tourism Statistical Digest which is published annually. The table 4 below shows the responsible Agencies in relation to tourism statistical data collection.

Table 4: Summary of Tourism Statistical Data Collection process and each responsible Agency.

| Process | Responsible Agencies | | | | |
|---|----------------------|--|----------------------------------|-----|---------------------------------|
| | MOTA | Immigration Department, National Airports Corp | Hotels and Accomodation Industry | ZTA | NHCC, National parks & Wildlife |
| Initial data entry from International Toursit arrivals. | ✗ | ✓ | ✓ | ✗ | ✓ |
| Collection and compilation of data. | ✓ | ✗ | ✗ | ✗ | ✗ |
| Verification and analysis of Data | ✓ | ✗ | ✗ | ✗ | ✗ |
| Dissermination of Statistical data and their outcomes. | ✓ | ✗ | ✗ | ✓ | ✗ |

iii. Development of Tourism Sites:

Increasing the length of stay is widely dependant on the development of tourist sites and diversification of tourism products found at tourism sites. The Ministry conducts this process in four phases:

- **Phase 1: Identification of Tourism Sites.**

This involves the participation of many stakeholders. However, it is the Ministry's role to facilitate tourism development. Tourism development is a process which begins firstly by identification of tourism sites. This exercise is conducted by the Ministry, the National Heritage Conservation Commission (NHCC) or members of the public who make it known to the Ministry about the potential tourism sites.

- **Phase 2: Coordination with Stakeholders**

Once the Ministry finds the site considerable as a potential tourism resource, it then coordinates with various stakeholders such as Private/Public investors, Ministries involved in the Tourism sector cluster and NHCC, among others, to install basic amenities and tourist site facilities, improve road networks leading to the sites, maintain and manage the tourism resources.

- **Phase 3: Inspection , Monitoring and Evaluation**

Finally , the Zambia Tourism Agency (ZTA) in conjunction with the department of tourism development sets standards and monitors the operations of the hospitality industry. With regards to product diversification, the Ministry conducts various Research & Development activities so as to determine the type of tourism products desirable for international tourists visiting the country and tourism products that are compatible with the tourism areas. Once this is done, the development of tourism products is then carried out by the Ministry by engaging various stakeholders, specialized in various fields for example sports, tourism, water rafting, bungee jumping to name a few.

- **Phase 4: Marketing and Promotion**

Once the products are fully developed, the Ministry undertakes marketing activities in both domestic and international markets to create and maintain destination awareness. This is meant to raise the profile of Zambia's tourism products. The Ministry undertakes these activities in form of festivals, exhibitions, traditional ceremonies, events and roadshows. Other platforms that the Ministry uses to market its products is through placement of

information in print media as well as electronic media. Below is a pictorial summary of the tourism sites development process.

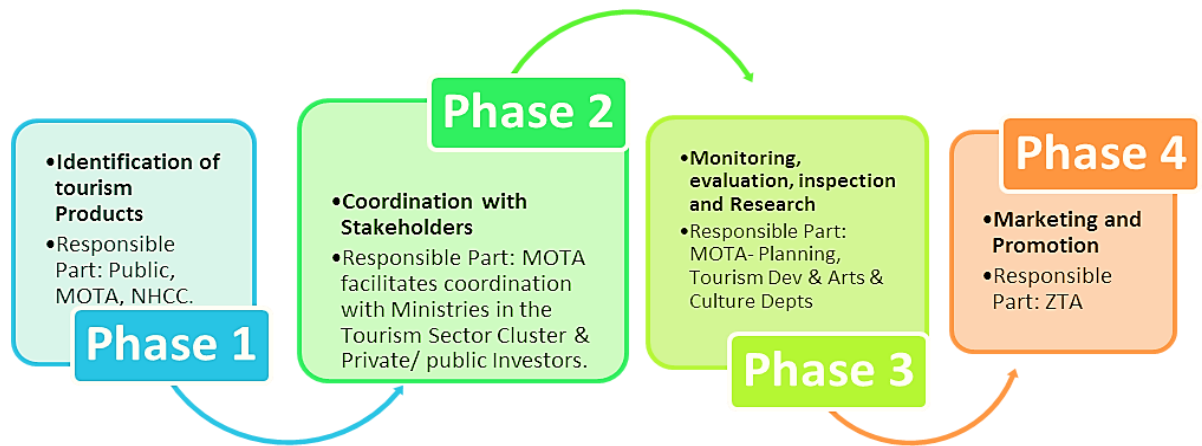


Figure 4: Summary of Tourism Development process and responsible parties

These processes having been conducted continuously and successfully, ultimately improve the quality of tourism products provided in the country such that international tourists are encouraged to stay longer and make Zambia a start tourism destination.

5. Introduction

This chapter provides details of documents that were used to obtain the Audit Criteria. The audit criteria are reasonable and attainable standards of performance against which economy, efficiency and effectiveness of activities can be assessed.

5.1. Sources of Criteria

The Audit criteria was obtained from the following sources:

- Seventh National Development Plan (2017-2021)
- The National Tourism Policy 2015
- The Tourism and Hospitality Act No 13 of 2015
- MOTA Strategic Plan (2014 to 2016)
- Tourism Master Plan (2018-2038)

The table in **Appendix 8** shows a more detailed and specific overview of the audit criteria and its sources. The specific criteria is also shown in the findings section.

CHAPTER 6: FINDINGS

6. Introduction

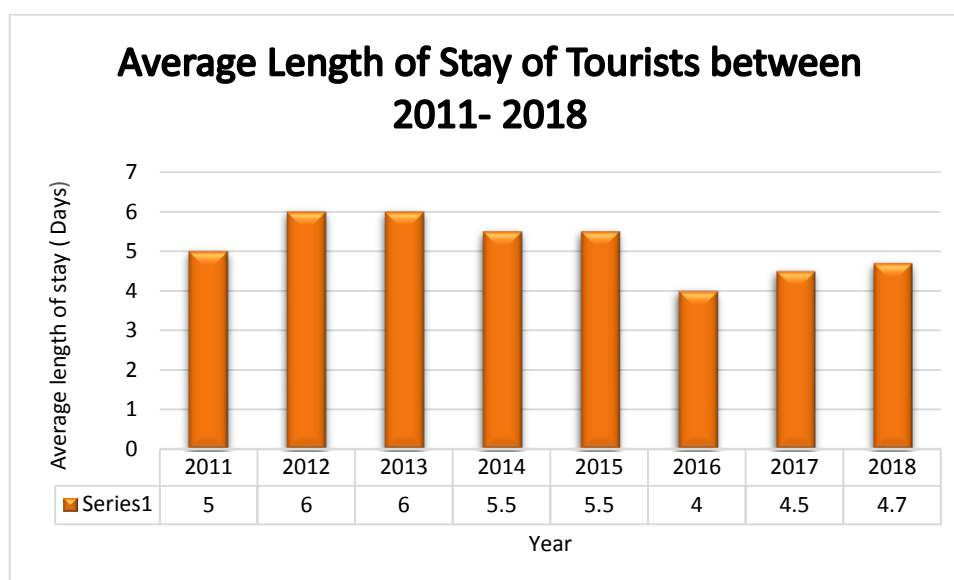
The findings of the audit are presented in this chapter. The main objective of the audit was to assess the extent to which the measures put in place by the Ministry of Tourism and Arts had promoted an increase in the average length of stay of tourists visiting the Southern and Northern tourism Circuits in order to improve the performance of the tourism sector. The research questions were addressed through the findings as indicated below.

6.1 Length of Stay and Influx on International Tourists

6.1.1. Length of Stay for International Tourists

According to the 7NDP Implementation Plan, to achieve the results of a diversified tourism sector, one of the strategies and programmes to be implemented were to increase the average length of stay for international tourists from four (4) days in 2016 to seven (7) days by 2021. Furthermore, the Ministry had set a target of increasing the length of stay to an average of six (6) days by 2038 in their Tourism Master Plan as a way of improving the sectors contribution to GDP.

A trend analysis of the average length of stay for eight (8) years from 2011 shows that the average length of stay for international tourists had reduced. The highest number of days were recorded in 2012 and 2013 when the average length of stay was at six (6) days. However, this reduced to approximately 4.7 days in 2018. The chart below shows the changes in the average length of stay from 2011 to 2018.



Source: Tourism Statistical Digest

A review of the Sixth National Development Plan (SNDP) 2011-2016 also revealed that the inability to keep tourists for a longer period of time was highlighted as one of the major factors

that affected the tourism sector. The length of stay of international tourists ranged from an average of four (4) to six (6) days.

It was also noted that the Ministry had set a target of increasing the length of stay to an average of only six (6) days by 2038 in their Tourism Master Plan as a way of improving the sectors contribution to GDP. However, in the Seventh National Development Plan, having the average length of stay set at six (6) days was deemed to be an area of concern for the Ministry.

Document review and field visits established that the reduction in length of stay was mainly attributed to the limited tourism products, underdeveloped tourism circuits and tour packages and Zambia being perceived as high cost among others.¹¹

The impact of tourists staying for a shorter period in the country diversely affected the sectors contribution to GDP. As tourists stay for a shorter period of time, they eventually spend less reducing the expected forex that could have been received. The patterns of length of stay during the period under review, revealed that international tourists prefer Zambia as an extension destination rather than end destination as reported by the Ministry (Tourism Master Plan). Consequentially, this affected the Ministries ability to achieve the SDG 8.1.9 within the appropriate time with regards to the increase of Tourism direct GDP as a proportion of total GDP.

6.1.1.1. Data Collection System for International Tourists and Length of Stay

According to the National Tourism Policy 2015, during the period under review, the Ministry aimed to enhance research capacity and provide data on the direct and indirect impacts of sustainable tourism. One of the measures they planned to implement included the establishment of a Tourism Satellite Account that would simplify the collection and analysis of tourist arrival data and research through cooperation with immigration and customs authorities and accommodation, employment and earnings with the private sector.

During the period under review, through interviews and review of the Tourism Statistical Digest, it was revealed that the Ministry encountered challenges with acquiring necessary information about the length of stay of tourists. According to the Tourism Statistical Digest, the Department of Immigration was a primary source of information on all foreign visitors to Zambia. However, the discontinued use of Entry Declaration Form One (1) by the Department of Immigration had a negative impact on the Ministry's scope of data collection exercise with specific regard to critical variables such as sex, purpose of visit of tourists, age and tourist's country of residence. Under the current system, the report instead desegregates data by

¹¹ Tourism Master Plan 2018-2038

nationality instead of country of residence¹². It was revealed through document review and interviews that in 2013, the Ministry introduced the concept of the Tourism Satellite Account (TSA), which is a standard statistical framework for the economic measurement of the tourism sector, comprising of nine (9) stakeholders (**Appendix 11**). The Ministry currently had a draft Experimental TSA. This was first developed in June 2016 and would be updated further with more collection of data from the domestic survey and exit surveys yet to be conducted in 2020. An update of the TSA would be expected every two years due to high cost of undertaking these surveys.

Through Physical inspection it was noted that most of the sites faced challenges with regards to the processes involved in recording, storing, cleaning, analyzing and publishing visitor arrival information. The sites also did not have sufficient infrastructure to support sufficient data collection. It was observed that to have up to date data on the number of international tourists visiting the sites, each site is required to maintain a log book that shows the visitors at the site and their place of origin and any relevant remarks about the sites. Four (4) sites out of the twelve (12) sites visited namely Kalomo Administrators House, Chirundu Fossil forest, Old Standard Chartered Bank and Kalundu Mound village did not maintain a visitors' log book for the period under review. This was as a result of poor institutional coordination. **See Appendix 9.**

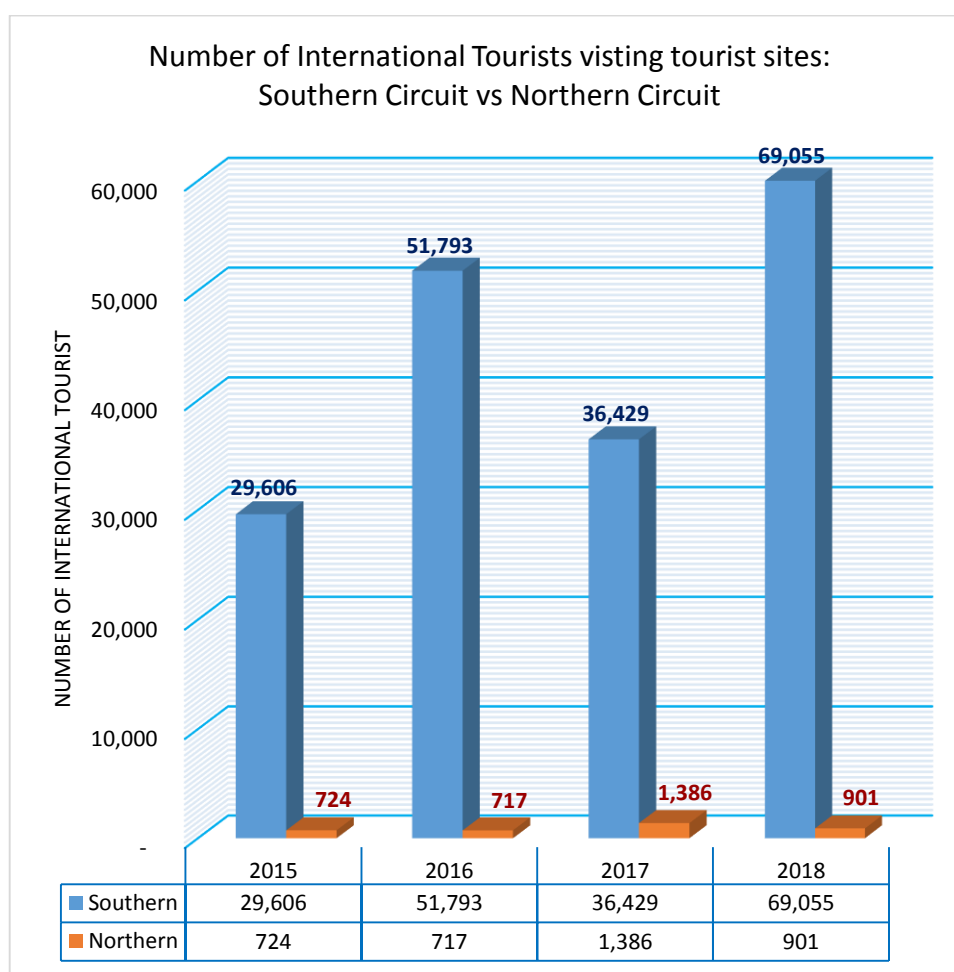
In response, the Ministry indicated that tourism statistics were not comprehensive due to a non-systematic way of capturing this data. The impact of having a poor data collection system created a challenge to accurately ascertain the number of international tourists that had visited the sites and how long they stay. Furthermore it had an impact on the Ministry's planning process. For instance, it was identified from the Tourism Master Plan for 2017-2038 that the Ministry could only set a target of increasing the length of stay to six (6) days only, a target already achieved in 2013. Increasing the length of stay was a way of improving the sector's contribution to GDP and being unable to accurately determine the growth level leaves room for uncertainty as to whether the sector improved or not.

6.1.2. Number of International Tourists Visiting the Northern Circuit in Comparison to the Southern Circuit.

According to the Tourism and Hospitality Act No 11 of 2015, the Ministry shall increase the volume of and receipts from tourist arrivals, promote and increase tourist arrivals from non-traditional markets and grow domestic tourism.

¹² 2016 Tourism Statistical Digest, Pg. 2, para 2

An analysis of statistical information obtained from the National Heritage Conservation Commission (NHCC) on the number of international tourists that visited the Northern and Southern Circuits during the period under review showed that the number of international tourists visiting the Northern Circuit as compared to the Southern Circuit was significantly lower. A sample of the most active sites in the Northern and Southern Circuit, totalling sixteen (16) sites was selected, refer to **Appendix 10**. In the period under review, the Northern circuit reported a total of 3,728 international tourists as compared to 186,884 international tourists in the Southern circuit as shown in the chart below.



Source: Audit Analysis

As can be seen from the graph above, the number of tourists visiting the Northern circuit was significantly lower as compared to the tourists visiting the Southern circuit. The Northern circuit also recorded a decrease in the number of international tourists visiting the sites from 1,386 tourists in 2017 to 901 tourists in 2018 representing 35% decrease. According to the graph above, it was also noted that the Southern circuit recorded an 89% increase in the number of international tourists visiting from 36,429 tourists in 2017 to 69,055 tourists in 2018. The

cause for the low number of tourists visiting the Northern circuit was due to non-availability of tourism products and inadequate tourism promotion and marketing at the sites among others.

A physical inspection of both Northern and Southern circuits revealed that the Southern circuit was more developed in terms of accessibility and product range specifically tourism products and sites located in Livingstone city which was the host city of the United Nations' World Tourism Organisation (UNWTO) conference in 2013 resulting in infrastructure development, tourism promotion and investment opportunities for local and international investors. Furthermore, the Ministry attributed this to the fact that the Southern circuit with Livingstone being the Tourist Capital, hosts the Mighty Victoria falls / Mosi-o-tunya falls which is a World Heritage and is also one of the seven natural wonders of the World thereby making it naturally famous worldwide. In addition, the Southern Circuit is more developed in terms of lodging facilities with good road network including air travel.

6.2 Tourism Promotion and Marketing.

6.2.1 Promotion and Marketing Activities Implemented.

According to the Tourism and Hospitality Act No 11 of 2015 the functions of the Zambia Tourism Agency are to market and promote Zambia as a tourist and travel destination, and regulate the tourism industry as provided under the Act.

During the period under review, the Ministry undertook a number of marketing activities in both domestic and international markets to create and maintain destination awareness and raise the profile of Zambia's tourism products in tourist generating markets. These activities were in the form of festivals, exhibitions, traditional ceremonies, events and road shows. The activities were undertaken overseas, within Africa as well as domestic activities including press and educational tours.

Although there were a number of promotional and marketing activities undertaken by the ZTA in the Southern Circuit, it was observed that the promotional activities in the Southern province were skewed towards sites in Livingstone city as compared to sites in Kalomo and Chirundu as most tourist sites in Livingstone City were fully developed. Some of these activities included the creation of platforms to market and promote the tourism products to the domestic market through the "let's Explore" programme on national television. In addition, Livingstone had been marketed as a Meetings, Incentives, Conference and Events (MICE) destination for both local and international conferences. Pre and post tourist activities had been marketed to conference organizers and participants. The local operators had been encouraged to add tourism products

from other destinations such as Lower Zambezi, South Luangwa and Kafue National Parks in addition to Livingstone activities. Although these activities were carried out during the period under review, through interviews it was revealed that in particular places such as the Victoria Falls (since the site is self-advertised) there was not much improvement in the promotion and Marketing. It was stagnant from the time the United Nation's World Tourism Organisation (UNWTO) took place.

However, through a visitation and interviews, it was evidenced that ZTA had no Office located in the Northern tourism Circuit. Additionally, the approved restructuring report for ZTA for 2017, did provide for the establishment of an Office in the Northern Circuit however due to budgetary constraints this was not implemented. Furthermore, ZTA only markets and promotes fully formed tourism products and it markets directly to tourists intending to visit the tourist site. The ZTA carried out marketing activities which included the commemoration of the 100 years since the end of the World War 1 (WW1), radio and TV programmes both at local and international stations, familiarisation of the Northern Tourism Circuit by local media and tour operators, exhibitions as well as music festivals. These activities were aimed more at attracting investment opportunities as the tourism products in the Northern province had not been fully developed therefore they could not be advertised as a complete package. The ZTA also had a Strategic Plan with a well-articulated marketing strategy, the achievement of the strategies in place were limited by the low operating budget. As a result, the number of tourist's arrivals visiting and staying in the Northern Circuit was not so high. This in turn affected investment opportunities for the Northern circuits as it is highly dependent on tourism product demand and potential.

6.2.2 Diversification of Tourism Products.

According to the Tourism and Hospitality Act No. 11 of 2015 the Ministry is to encourage diversification of tourism products to create unique, authentic and treasured experiences.

A review of the Seventh National Development Plan (7NDP) showed that the product base of Zambia's tourism sector still remained narrow due to the inadequate diversification of tourism products. This meant that most of the sites were mainly providing nature based tourism. Furthermore, the review showed that there was a lack of differentiation and diversification in the sector which had blocked the enhancement of such activities as adventure, backpacking, cultural tourism, medical and mining tourism and business travel. A comparison of tourism products in the Northern and Southern Circuits showed that at the sites visited in the Northern circuit the sites were only providing nature based tourism such as waterfalls compared to the

sites visited in the Southern circuit which had an array of activities and products such as natural and cultural heritage site and the diverse culture and traditions many adventure activities such as white water rafting, bungee jumping, micro-lighting abseiling, game viewing, boat cruising and of late elephant rides and walking with the lions. During the period under review, the Ministry had carried out some activities using the Tourism Development Fund to diversify the tourism product. The table below shows the on-going projects in 2018- 2019 supported using the TDF.

Table 5: On-Going Product Diversification Projects 2018- 2019

| PRIORITY | INSTITUTION/DEPARTMENT | NAME OF PROJECT | LOCATION OF PROJECT |
|--------------------------|--|--|------------------------|
| ON-GOING PROJECTS | | | |
| 1. | Zambia Institute for Tourism and Hospitality Studies | Improving the Learning Environment at the Zambia Institute for Tourism and Hospitality Studies | Lusaka |
| 2. | Department of National Parks and Wildlife | Do it for Munda Wanga – Water and Sanitation | Chilanga |
| 3. | National Heritage and Conservation Commission | Zambezi Source Biodiversity and Livelihood Support | Zambezi |
| 4. | National Arts Council | Development of Online Arts and Cultural Venues Apps | Lusaka and Livingstone |
| 5. | Zambia Tourism Agency | Lusaka Bus Tour | Lusaka |

Source: Ministry of Tourism & Arts

A physical inspection of the sites in both the Northern and Southern circuits revealed that eleven (11) out of the fourteen (14) sites visited did not provide a diverse product range of tourism products except for the Victoria Falls and the Railway Museum in Livingstone which offered specialised and professionalised tourism products. See **Appendix 9** for details of the site visits. In the Northern circuit, a visit to Mwela Rock Arts showed that Department of Arts and Culture under the MOTA had attempted to diversify the product range of products offered at the site to include a cultural village which would offer cultural dances and drama activities, a restaurant and other basic amenities. However, before the cultural village could be launched, it burnt down due to an electrical fault in 2016. The cultural village had not been renovated since and had been vandalised at the time of visit in June 2019. The picture below shows the state of the cultural village at the time of the visit.



Figure 6: Vandalised Window Frames at Mwela Rock Art Cultural Village, 2019.



Figure 5: Burnt Cultural Village at Mwela Rock Art, 2019.

From the physical inspections, it was observed that most of the sites continued to provide nature based tourism. As a result of the packaging of tourism products and attractions not being well established the length of stay of visitors is shortened hence reducing visitors' expenditure.

6.2.3 Investment in the Tourism Sector by both Local and Foreign Investors

According to the Tourism and Hospitality Act No 11 of 2015 the Ministry shall facilitate coordination with stakeholders on implementation, monitoring and evaluation in designated development areas.

The Ministry had participated in a number of investment forums from 2017-2019 as shown in Table 6 below.

Table 6: Investment Forums and Outcomes 2017-2019

| Name of Event | 2017 | 2018 | 2019 | Outcomes from the Investment Forums |
|---|------|------|------|--|
| Zambia – Spain Investment Forum | ✓ | ✓ | ✓ | <ul style="list-style-type: none"> Two (2) significant leads had expressed interest to invest in the Livingstone Convention Centre and Hotel - Eurostar Hotels and OPTA Arquitectos. A Joint venture partnership for Jansi African Construction Limited, a Zambian company with Solutions de Gestion, a Spanish company had developed. Ministry of Finance- Zambia and Africa Cotton a Chinese Company has signed an MoU and formed a |
| Zambia Germany investment forum | | ✓ | | |
| Zambia Travel Expo (ZATEX) 2018 at Mulungushi International | | ✓ | | |

Source: Ministry of Tourism & Arts

| | | | | |
|--|--|---|---|--|
| Conference Centre forum | | | | company to develop a 3* and 5* stars Hotels in Livingstone |
| Durban South Africa in the Albert Lithuli Convention Centre (ICC). | | ✓ | | <ul style="list-style-type: none"> • Nsumbu National Park has now an investor for a 5* lodge • Kasaba Bay has now an investor for a 5* lodge • Kasama town now has an investor for a 4* Hotel |
| World War I Commemoration Expo held in Kasama | | ✓ | | |
| Copperbelt, North-Western and Central Province Expo | | | ✓ | |
| The Madrid Official Chamber of Commerce, Industry and Services | | ✓ | | |

Although the Ministry had recorded a number of outcomes from the investment forums with a number of investors expressing interest to invest in sites located in the Northern and Southern circuits, physical inspections in the Northern circuits showed that there was limited investment in the tourism sector by both the local and foreign investors. It was noted that there were several factors that led to insufficient investment in the sector such as insufficient incentives and opportunities for attracting tourism investment. Interviews also revealed that some investors would face challenges with regards to acquiring land rights due to stiff conditions embedded in traditional land. The Ministry had made efforts to encourage private investments in the Northern circuit. Specifically, the revamping of Kasaba Bay had been prioritised. Although a number of investors had been engaged in the tourism and energy sectors to develop the site, the site remained undeveloped. The following challenges were highlighted as some of the causes for the lack of investment:

- i. There was poorly packaged investment sites with incomprehensive data;
- ii. Lack of one stop shops that would facilitate the ease of doing business, registration and renewal;
- iii. Costly and difficult access to financing for micro enterprises and small businesses;

- iv. Untapped potential for greater participation among local communities in providing tourism products and services.

Limitations in the investment opportunities affects the development of the tourism sector as developing the tourism sector cannot be achieved by the Government undertakings only.

6.3 Development of Tourism Sites

6.3.1 Infrastructure Development in Tourism Sites

According to the Ministry Strategic Plan 2014 – 2016, one of the strategic objectives was to facilitate and co-ordinate the rehabilitation of existing and construction of new tourism, arts and culture infrastructure in order to promote the development of the sector.

During physical inspections, it was observed that most sites did not have any infrastructural development in the period under review. Only two (2) heritage sites visited namely the Administrator's House based in Kalomo and Ing'ombe Illede were being renovated under the NHCC. However, the renovations were done to the extent that the buildings heritage was being destroyed. It was also observed that the Kalomo site was used as staff accommodation thereby reducing the heritage value of site. The original fittings were modified as shown in the pictures below.



Figure 7: Original Heritage Bathroom Setting, 2019



Figure 8: Kalomo Administrative House and Modified Heritage Bathroom, 2019

Additionally, most of the sites visited did not have the basic amenities required such as camping areas, restaurants and seating/relaxing areas, ticketing offices and storage space. In the Northern circuit, only the Chishimba falls and the Kalambo falls provided for basic amenities such as restaurants for tourists to get refreshments once they were done with the sight-seeing. Funding was highlighted as a challenge on the rehabilitation of heritage sites. In 2019, out of K975, 000 Capital Grant, the NHCC did not receive any funding. In 2018, the NHCC received K264, 000

posing a challenge for the NHCC to undertake renovation or conservation works of the sites. **Appendix 9** further indicates the results of the field visits in relation to the provision of basic amenities. A review of the visitors' log books on site also showed that the majority of complaints concerning the sites were related to bad road networks leading to the sites, poor signage and lack of basic amenities that would encourage a tourist to stay longer.

The cause for there being no infrastructure development in the sector was due to the Ministry being unable to develop and implement a Tourism Infrastructure Development Plan (TIDP). This was due to lack of an overarching Tourism Development Plan for the country, which would help prioritise tourism development in the circuits. An Infrastructure development plan should always be in line with the priority areas as highlighted in the Tourism Master Plan.

During the period under review, it was noted that the Ministry did not have an operational Tourism Infrastructure Development Plan (TIDP). The Ministry depended more on the Integrated Development Plan (IDP) which was being administrated at Local Authority level. The Ministry depended on the Local Authority to include the tourism development areas in the IDP. Most IDPs were prepared in 2014, however for some areas they had not been fully operational to date. Secondly, it was noted that most of the IDPs did not include areas that were tourism based in the plans such that when development commenced, key areas relating to the tourism sector were not included.

Through interviews and document review of the Tourism Master Plan 2016-2038, the main challenges faced by the Ministry with regards to preparation of the TIDP within the period under review was mainly attributed to challenges with funding and inability to carry out adequate research and development as a result of the delay in the formation of the Tourism Satellite Account. Lack of Infrastructural development directly impacted the will of international tourists to stay longer meaning less forex, investment opportunities and tourism product development.

6.3.1.1 Availability of Technical Staff

According to the National Tourism Policy 2015, one of the measures put in place by the Ministry in order to facilitate the development of the sector was to facilitate decentralization and capacity to manage and stimulate tourism growth at the local, district and provincial levels.¹³

The audit revealed that there were few technical staff based at the regional offices and selected tourism sites. The Ministry had established four (4) Regional Offices under the department of

¹³The National Tourism Policy 2015, Pg25, Point (h)

Tourism Development in July 2015 during the restructuring and decentralization process of the Ministry's activities. The full staff establishment provided for a Provincial Tourism Officer supported by three (3) officers. An analysis of the staffing levels showed that the Northern-Luapula Regional Tourism Development Office was under staffed. However, the office continued being run by only two (2) officers being the Regional Tourism Development Officer and the Standards Inspector.¹⁴ Furthermore, a review of the 2018 Annual report for the South-West Regional Tourism Development Office revealed that there was adequate staff within the region, however they required more training activities.

During Physical inspections, it was found that there was inadequate technical staffing at the heritage sites visited in the Northern and Southern circuits. Most of the sites were understaffed specifically all the five (5) sites visited in Kalomo were managed by two (2) staff instead of the required number of five (5), the Victoria falls had fourteen (14) staff out of the required number of twenty-four (24), Lumangwe and Kabwelume falls had nine (9) staff comprising three (3) technical staff and six (6) security personnel to cover the two sites. Mwela Rock Art had nine (9) staff compared to the required staff of ten (10) staff per 100 square kilometres of the site. This had an impact on the maintenance of sites as the technical staff available could not ensure the safety of the sites from vandalism. For instance, a physical inspection at the Mwela Rock Art showed that some of the heritage sites had been vandalised as shown below:



Figure 9: Graffiti inscribed on the rocks

The Ministry indicated that the availability of technical staff at the heritage sites was affected by the general funding levels that the NHCC received from the government. This in turn has

¹⁴ 2018 Annual report from the Northern-Luapula-Muchinga Regional Tourism Development Office (NLMRTDO)

affected the institutional programmes as revenue raised for conservation purposes is invariably channelled towards meeting the wage bill.

This resulted in the incapability of the Northern- Luapula- Muchinga office from achieving its intended objective of ensuring that the same quality of tourism products provided in the Southern Circuit was replicated in the Northern Circuit. Hence forth, the full realization of potential revenue was unrealized as the length of stay of tourists was on the decline.

6.3.2 Development of Tourism Sites

According to the Seventh National Development Plan (7NDP) it was stipulated that the Government would develop, upgrade and rehabilitate roads, viewing loops and airstrips to and within the major national parks to efficiently interlink the major destinations in the southern tourism circuit and northern circuits to prolong the tourism season from seven (7) to twelve (12) months per annum. The Government through Public Private Partnerships and private sector investment aims to develop requisite infrastructure to provide access to specified national sites.¹⁵

An analysis of data obtained from the NHCC on the accessibility of tourism sites was conducted and showed that out of the seventy (70) sites in the country that had tourism potential, forty-eight (48) sites were deemed accessible, while sixteen (16) were partially accessible due to bad roads and six (6) were completely inaccessible. The chart below shows the status of the tourism sites in terms of accessibility.

¹⁵ Seventh National Development plan , 2018 Pg. 70, point 7.6.1

Accessibility of Tourism Sites

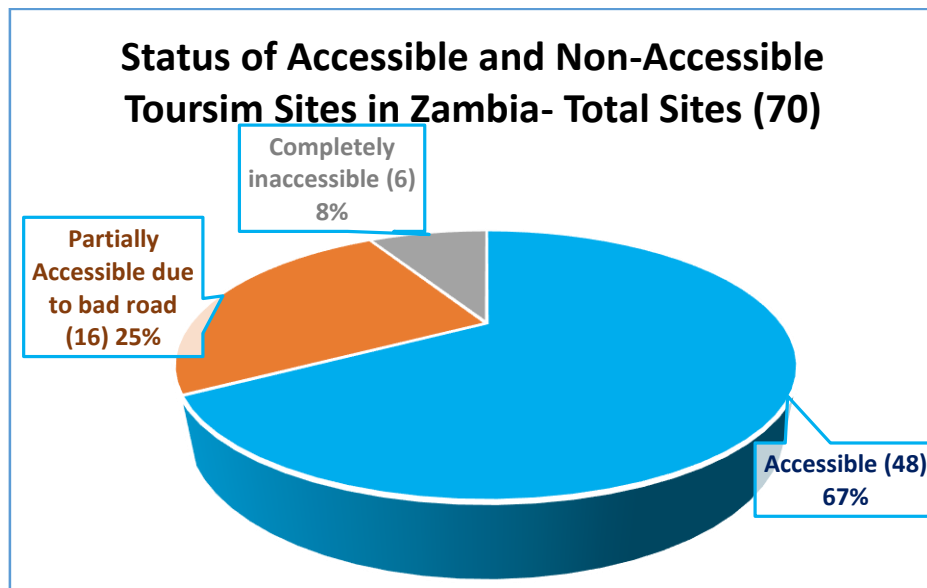


Chart: Accessibility of tourism Sites

Further, during physical inspections conducted in June 2019, it was noted that the tourism sites were under developed in terms of accessibility to the sites. Two (2) sites namely Kasaba Bay and Bibili hot springs were not accessible due to poor road network. Lumangwe and Kabwelu falls in Mporokoso sites although accessible had poor road network and feeder roads. An analysis of the visitors' log books at the sites indicated that tourists found the sites appealing and breath-taking, however, the road networks were a challenge which needed to be worked on. Thirteen (13) sites were easily accessible and had good road network. However, poor signage was observed in six (6) sites out of the thirteen (13) sites that had good access which was noted as one of the challenges faced by tourists visiting the sites. *See Appendix 9* for the detailed analysis.

6.3.3 Monitoring and Evaluation Framework.

According to the Tourism and Hospitality Act No 11 of 2015 and the MOTA Strategic Plan 2014-2016 the Ministry was to plan, monitor and evaluate the implementation of Ministerial and sector policies and programmes in order to foster and assess their contribution to set objectives and development of the sector. The Ministry was also to ensure that the Monitoring and Evaluation system was institutionalized by December 2014. Furthermore it was to ensure the establishment and/or strengthening of the research and development programmes at national, sub regional, regional and international levels for the assessment of tourism and tourism-related activities. It was also to monitor such research and development programmes so as to ensure that they are appropriate for the needs of Zambia.

Contrary to the MOTA Strategic Plan 2014-2016 where the Ministry aimed at developing a monitoring and evaluation framework that would be a basis for a number of set output indicators and assess the progress towards achievement of the Ministries set objectives, interviews conducted revealed that the Ministry had not developed a monitoring and evaluation framework that would assist them to achieve the set goals and targets. The monitoring and evaluation framework was linked to infrastructural development, maintenance and rehabilitations of the sites. During physical inspections carried out in June 2019, it was established that most monitoring and evaluation was carried out in form of site inspections through NHCC officials periodically.

The M & E framework was not in place because the Ministry had been working with the Ministry of National Development Planning (MoNDP) to develop a Government Wide Management Information System- the Management Monitoring System (MMS). To this end the Ministry had received training/ Capacity building in 2017 when the system was operational. In 2018, however, the system stalled and had been non-operational since then to the current date of audit, December 2019. MNDP, while trying to revive the system, has been providing capacity building in readiness to get back on the Government Wide Monitoring and Evaluation system.

The Ministry had not received any documentation from MNDP regarding development of a stand-alone Monitoring and Evaluation System apart from the power point presentations during capacity building training for Government Wide Monitoring and Evaluation system. As a result, this affected the Ministry's ability to check on their progress for their set targets on various developmental projects and contribution to the National Accounting in terms of employment creation, poverty reduction and GDP growth.

CHAPTER 7: CONCLUSION

The overall aim of the study was to assess the length of stay for international tourists and it focused on the period 2015 – 2019. The tourism sector has great potential for poverty reduction, job creation and sustainable development thereby improving livelihoods of the tourism and arts sector. The conclusions of the audit areas are as set below.

The tourism sector continues to be a key sector in improving economic growth by contributing to Zambia's GDP and employment creation. The success of the sector depends on a number of factors in the tourism value chain, one of which is the Tourism Assets in destinations which need to be in place to increase length of stay. Although the Ministry had put in place measures to ensure that the length of stay of international tourists is increased to six (6) days the audit concludes that the measures identified have not promoted an increase in the length of stay. The length of stay has been on the decline with the Ministry having recorded the highest length of stay in 2013 when it was at six (6) days which had reduced to 4.7 days in 2018.

Government efforts to increase the length of stay have not yielded a positive result as evidenced by the decline in the number of days. The current statistics on the length of stay remain questionable due to weaknesses in the data collection tools that can be used to present a true and accurate picture of the situation obtaining on the ground. In order for the Ministry to have accurate and up to date statistics on the length of stay, there is need to have a robust data collection system. The Ministry has challenges in collecting data related to length of stay as it requires co-ordinated efforts with other institutions such as the Immigration Department, hotels, lodges and resorts among others in terms of consistency in the data to be collected.

The Zambian Tourism sector is currently undergoing several challenges that have negatively impacted on its contribution to economic growth. Product diversification especially in the northern circuit which also has potential to bring in significant revenue to the country remains unexploited and untapped. Diversification of products is critical to improving the length of stay as tourists will have a variety of activities to keep them longer.

Accessibility of the sites is also a major challenge as shown by the number of sites that are active and visited by international tourists. The number of tourists visiting the country is skewed to the Southern circuit which is more developed and provides a variety of activities and products which can prolong the length of stay for tourists as compared to the Northern circuit.

Marketing is also an important tool to entice tourists to visit all the available sites. Promotion and marketing activities are limited to the Southern circuit which has fully developed tourism products that can be used to entice international tourists. Although the ZTA has carried out marketing and promotional activities in the Northern Circuit, the Northern circuit still lacks fully developed products. This remains a hindrance as the ZTA only markets and promotes fully formed tourism products and it markets directly to tourists intending to visit the tourist site.

Investment in the tourism sector also remains low. This is one of the measures that the Ministry can use to aid in improving the sector. On a positive note, the Ministry has made efforts to encourage investment in the sector through trade fairs and expos both at national and international level.

As a result of the above challenges, there is a risk that the average length of stay may not be improved. It is hoped that the challenges identified to improve the average length of stay and recommendations proposed will go a long way to improve the average length of stay for international tourists thereby contributing to the country's GDP and employment creation. This will in turn aid Government in achieving the Agenda 2030, specifically SDG 8.1.9 – Promote beneficial and sustainable tourism within the appropriate time.

CHAPTER 8: RECOMMENDATIONS

This chapter presents the recommendations of the audit. The intention of the audit was to help the Government through the Ministry of Tourism and Arts, and other stakeholders to appreciate the length of stay of tourists. The recommendations of the audit are follows:

- i. The Ministry responsible for tourism should upgrade or develop more diversified tourism products and services so as to increase the average length of stay of tourists visiting the tourism sites which will increase the earning needed for national development.
- ii. There is need for the Ministry to strengthen and prioritize research and development to ensure that they have accurate and up to date data for informed decision making
- iii. The Ministry should undertake more extensive and effective destination marketing to increase awareness and demand. Further, there is need to ensure that the Marketing Strategy is in place to facilitate effective understanding of the needs of the different niche markets.
- iv. The Ministry needs to strengthen stakeholder and investor coordination and collaboration for enhanced investment into the sector for increased growth
- v. There is also need for the Ministry to promote tourism-related infrastructure to and in the tourism priority areas so as to enhance accessibility to all sites.
- vi. The Ministry should undertake more extensive and effective destination marketing to increase awareness and demand.
- vii. The Ministry should ensure that the available technical staff receive the required training and tools to conduct their work. Additionally, the Ministry can also engage learning institutions that provide similar courses by offering students internship thereby increasing the number of technical staff.

Appendix 1: Map highlighting Northern and Southern Tourism Circuits.



Appendix 2: Total Contribution of Sector to GDP and Employment

| Period | GDP Total contribution | | Employment-Total Contribution | |
|------------------|------------------------|--------------------------|-------------------------------|--------------------------|
| | Amount ZMK | % of contribution to GDP | Number of Jobs Provided | % of contribution to GDP |
| 03/2014- 03/2015 | 9.2bn | 6.1% | 83,500 | 4.2% |
| 03/2015-03/2016 | 15.2bn | 7% | 306,000 | 5% |
| 03/2016-03/2017 | 17.0bn | 7.3% | 313,500 | 5.3% |
| 03/2017-03/2018 | 19.4bn | 7.1% | 318,900 | 6.3% |
| 03/2018-03/2019 | 21.8bn | 7% | 469,700 | 7.2% |

Appendix 3: Expected Revenue and Actual Revenue 2015-2019

| Revenue Type | 2015 | | 2016 | | 2017 | | 2018 | | 2019 | | Total | |
|-------------------------------|---------------------|---------------------|----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| | Expected | Actual | Expected | Actual | Expected | Actual | Expected | Actual | Expected | Actual | Expected | Actual |
| Hotel Licence Fees | 233,059.00 | 393,101.00 | 71,657.00 | 47,771.00 | 60,389.00 | 2,331,867.00 | - | - | - | - | 365,105.00 | 2,772,739.00 |
| Casino Fees | 3,179,310.00 | 3,612,470.00 | 3,753,570.00 | 4,809,248.00 | 3,741,249.00 | 2,778,123.00 | 4,500,000.00 | 3,841,890.94 | 3,557,577.23 | 2,538,927.23 | 18,731,706.23 | 17,580,659.17 |
| Tourism Enterprise | 568,277.00 | 702,977.00 | - | 569,471.00 | 1,429,572.00 | - | 3,000,000.00 | 1,532,247.00 | 4,665,728.00 | 3,296,257.00 | 9,663,577.00 | 6,100,952.00 |
| Hunting and Park Fees | - | - | 89,601,917.00 | 111,627,565.00 | 95,971,530.00 | 111,812,568.00 | 108,648,908.00 | 140,476,432.43 | 151,536,599.33 | 170,333,278.71 | 445,758,954.33 | 534,249,844.14 |
| Other Revenue – Miscellaneous | - | - | - | 22,433.00 | - | 118,890.00 | - | 93,258.00 | 73,493.00 | 111,958.00 | 73,493.00 | 346,539.00 |
| Tourism Levy | - | - | - | - | 10,550,000.00 | 11,796,081.00 | - | - | - | - | 10,550,000.00 | 11,796,081.00 |
| Hotel Manager registration | - | - | - | - | 2,237,500.00 | - | 4,500,000.00 | 516,006.00 | 1,668,743.00 | 643,380.00 | 8,406,243.00 | 1,159,386.00 |
| Total | 3,980,646.00 | 4,708,548.00 | 93,427,144.00 | 117,076,488.00 | 113,990,240.00 | 128,837,529.00 | 120,648,908.00 | 146,459,834.37 | 161,502,140.56 | 176,923,800.94 | 493,549,078.56 | 574,006,200.31 |

Appendix 4: Documents Reviewed and Purpose for Review

| Documents to be Reviewed | Reason For review |
|--|--|
| Tourism Statutory Instrument No.100 of 2016 and No.14 of 2018 | To have a clear understanding of the guidelines and regulations that govern all tourism activities at a national level with relation to the performance of the tourism sector in Zambia. |
| National Tourism Policy of 2015 | Reviewing this document provided a clear understanding of the policies that drive all tourism activities in Zambia both at national and ministerial level in relation to increasing the length of stay of tourists. |
| Tourism and Hospitality Act No. 13 of 2015 | These are the governing laws that surround the tourism industry and was used as a source of audit criteria. |
| Seventh National Development Plan 2017-2021 and its Implementation Plan. | Part of the plan included aspects of the tourism sector. It was reviewed to enable us have a clearer understanding on the implementation plans the nation has in the next few years to improve the tourism sector and was used as a source of audit criteria |
| Ministry of Tourism and Arts Budget Plans for the for the period 2015 to 2019. | These budget plans were reviewed to obtain information concerning the funding that was allocated towards the development of Tourism Sector through the Ministry to ensure that international tourists stay longer in the country thereby improving length of stay. |
| Tourism Statistical Digest 2015 , 2016 ,2017 and 2018. | These documents were reviewed to obtain information on the contribution of the tourism sector to the economy in relation to GDP, job creation and poverty reduction. It included statistical information providing the number of Tourists |

| | |
|--|---|
| | <p>Arrivals International- (International visitors whose usual residence is not Zambia),</p> <p>Annual direct tourism earnings, number of staff on permanent employment, Bed space in the hospitality industry and Length of stay of visitors.</p> <p>It was noted that these are the main key indicators of the Performance of the tourism sector in Zambia.</p> |
|--|---|

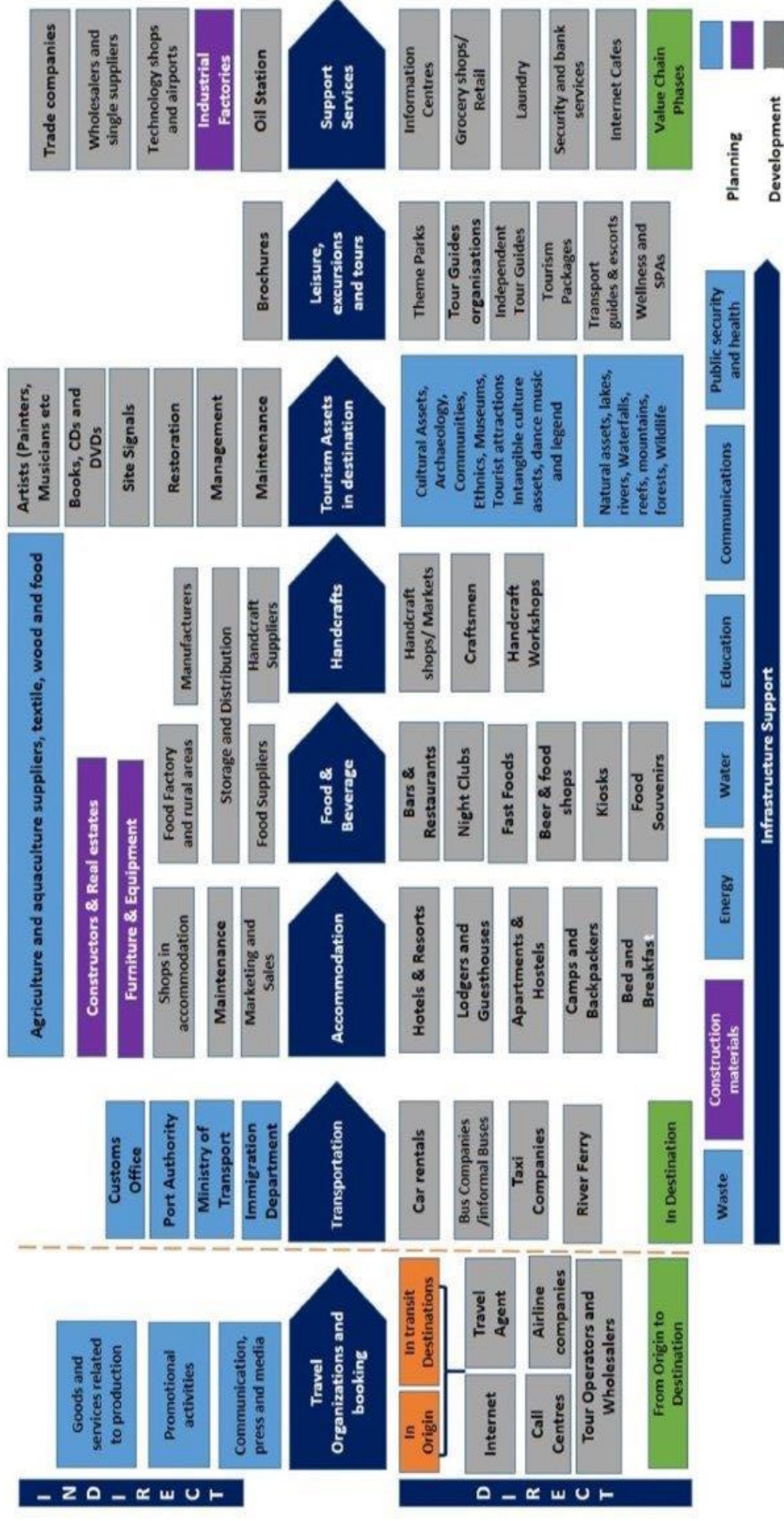
Appendix 5: List of Interviewees

| S/N | Interviewee | Purpose of the interview |
|-------------------------------------|---|---|
| Ministry of Tourism and Arts | | |
| 1. | Director – Department of Tourism Development | To obtain information concerning the Developmental plans and projects that occurred within the period under review with regards to infrastructure development, rehabilitation, investment opportunities and regulation of the quality and standards of Hotels. |
| 2. | Director – Planning Department Chief Planner | To obtain information on the plans and strategy that guided the Ministry during the period under review and challenges faced in the implementation of the strategies and plans. |
| 3. | Senior Standard and Policy Inspector. | To obtain information concerning the policies and regulations that govern the sector in relation to length of stay of tourists, how these policies are monitored, evaluated and inspected and the challenges faced with in the Ministry with regard to the length of stay of tourists. |
| 4. | Data Analysis Manager | To obtain information and data concerning Key Performance indicators especially those relating to the influx of International tourists to Zambia and the length of stay of international tourists. We also obtained statistics on the performance of the sector during the period under review. |
| Zambia Tourism Agency | | |
| 5. | Senior Marketing Manager – International | To obtain information on the Marketing strategy, the contribution to the length of stay and the challenges faced during the period under review. |

| | | |
|--|--|--|
| 6. | Regional Standards Inspector | Information on marketing and promotional activities being undertaken to attract international tourists and increase length of stay. |
| National Heritage and Conservation Commission | | |
| 7. | Acting Chief Executive Officer | Obtained information on the measures in place to ensure that the sites are attracting international tourists. Infrastructure development activities taking place at the sites and the role of the NHCC in improving length of stay for international tourists. |
| 8. | Senior Conservation Officer – Natural Heritage | Obtained information on the heritage sites managed in the Southern Circuit. Statistics on the international tourists visiting the sites and products offered at the sites apart from the natural based tourism. |
| Site Inspections | | |
| 9. | Conservation Assistant- Chirundu Fossil Site | Obtained information on the management of the site, staff available at the site, types of products available at the site to attract international tourists and challenges faced in managing the sites. |
| 10. | Conservation Assistant- Kalambo Falls | |
| 11. | Caretaker – Mbala Old Prison | |
| 12. | Site Manager – Chishimba Falls | |
| 13. | Conservation Assistant – Lumangwe & Kabwelume Falls | |
| 14. | Conservation Assistant – Administration House Kalomo | |
| 15. | Care Taker – Railway Museum | |
| 16. | Site Manager – Victoria Falls | |
| 17. | Caretaker – Ingombe Ilede | |

Appendix 6: Tourism Value Chain- System Description

TOURISM VALUE CHAIN



Appendix 7: Tourism Levy Collections 2017-2019

| MONTH | 2017 | 2018 | 2019 | TOTAL |
|----------------------|----------------------|----------------------|----------------------|----------------------|
| January | 0 | 1,102,157.39 | 1,286,527.73 | 2,388,685.12 |
| February | 0 | 863,698.18 | 1,003,401.26 | 1,867,099.44 |
| March | 0 | 964,326.41 | 1,215,563.95 | 2,179,890.36 |
| April | 199,000.00 | 1,187,032.17 | 1,424,909.17 | 2,810,941.34 |
| May | 1,290,704.07 | 1,317,089.28 | 1,587,566.82 | 4,195,360.17 |
| June | 1,267,504.71 | 1,489,114.00 | 1,826,483.76 | 4,583,102.47 |
| July | 1,206,520.40 | 1,362,436.68 | 2,259,173.87 | 4,828,130.95 |
| August | 1,760,000.00 | 1,558,380.03 | 2,126,337.36 | 5,444,717.39 |
| September | 1,379,947.98 | 1,699,808.90 | 2,430,554.84 | 5,510,311.72 |
| October | 1,292,221.52 | 1,702,316.25 | 2,166,467.27 | 5,161,005.04 |
| November | 1,220,082.80 | 1,627,401.71 | 2,030,961.05 | 4,878,445.56 |
| December | 1,240,717.41 | 1,606,360.23 | 1,801,947.43 | 4,649,025.07 |
| Total | <u>10,856,698.89</u> | <u>16,480,121.23</u> | <u>21,159,894.51</u> | <u>48,496,714.63</u> |
| Target | <u>11,000,000.00</u> | <u>11,264,240.00</u> | <u>13,838,397.00</u> | |
| Percentage Collected | <u>98.70%</u> | <u>146%</u> | <u>152%</u> | |

Appendix 8: Audit Criteria

| Audit Question | Audit Criteria |
|---|---|
| i. To what extent have the measures put in place by the Ministry of Tourism and Arts ensured an increase in the length of stay of tourists as well as increase in the number of tourists visiting the Southern and Northern tourism circuits? | <p>“5.1(b) encourage and facilitate the development of amenities and facilities designed to attract tourists to Zambia,” (The Tourism and Hospitality Act No 11 of 2015)</p> <p>“Promote development in areas that have tourism potential to create forward and backward linkages with other sectors.” (National Tourism Policy 2015)pg. 13 (4.2)</p> <p>“Ease accessibility to tourism protected areas, national parks and heritage sites throughout the year.” (National Tourism Policy 2015)pg. 20 (5.1.5.1) Objective (h)</p> |
| <ul style="list-style-type: none"> Has the average length of stay of the tourists visiting the country increased during the period under review? | <p>“To enhance and diversify Zambia’s tourism offerings and experiences so that visitors extend their stays and spend more per visit,” (National Tourism Policy 2015)pg. 15 objective 10</p> |
| <ul style="list-style-type: none"> Has there been an increase in the number of tourists visiting the tourism sites in the Northern and Southern Circuit during the period under review? | <p>(12)(h) increase the volume of and receipts from tourist arrivals</p> <p>(i) promote and increase tourist arrivals from non-traditional markets and grow domestic tourism;</p> <p>(The Tourism and Hospitality Act No. 11 of 2015)</p> |
| ii. To what extent has the Ministry promoted and marketed the tourism circuits to ensure that tourists visiting the country stay for a longer period of time? | <p>“The Government will promote the development and expansion of non-traditional modes of tourism, such as eco- and agro-tourism and cultural and community-based tourism.”(7NDP page 72). (Q3)</p> |

| | |
|--|--|
| | <p>“12. (1) The functions of the Agency are to market and promote Zambia as a tourist and travel destination, and regulate the tourism industry as provided under this Act.” (The Tourism and Hospitality Act No. 11 of 2015)</p> <p>“The Minister shall develop policies for the efficient and effective integrated planning, optimum promotion and development of tourism and the tourism industry.” (The Tourism and Hospitality Act No. 11 of 2015) Part 4, no.1</p> <p>“Encourage diversification of tourism products to create unique, authentic and treasured experiences.” (The Tourism and Hospitality Act No. 11 of 2015) Part 3. 2 no. f</p> |
| <ul style="list-style-type: none"> Has the ministry implemented a promotion and marketing strategy? Has the Ministry promoted the diversification of tourism products from the traditional mode of tourism? Has the Ministry coordinated with other stakeholders concerning increasing the length of stay of tourists visiting the country? | <p>“facilitate coordination with stakeholders on implementation, monitoring and evaluation in designated development areas” (The Tourism and Hospitality Act No. 11 of 2015) Part 4, no. h</p> |
| <p>iii. To what extent has the Ministry facilitated the development of tourism and tourism-related infrastructure to and in the tourism priority areas in order to attract more tourists and promote an increase in the length of stay of tourists visiting the sites?</p> | <p>“(2) The Ministry responsible for tourism shall, for the purposes of subsection (1), in collaboration and liaison with relevant regulatory agencies and other authorities— (d) facilitate the development of tourism and tourism-related infrastructure to, and in, tourism priority areas;” (The Tourism and Hospitality Act No. 11 of 2015)</p> <p>“To stimulate the development and to facilitate and co-ordinate the rehabilitation of existing and construction of new tourism, arts and culture infrastructure in order to promote the development of the sector” Ministry of Tourism & Arts Strategic Plan 2013, Pg. 19, Objective 2</p> |

| | |
|---|---|
| <ul style="list-style-type: none"> Does the Ministry have developmental plans to ensure that the tourism circuits are developed? | <p>Develop and implement an Infrastructure Development Plan for the Ministry. Using this objective and the corresponding strategies, MTA will develop a comprehensive tourism, arts and culture infrastructure and the rehabilitation programme which will promote development and job creation in the sector. (Ministry of Tourism & Arts Strategic Plan 2013) Pg. 19, Objective 2</p> <p>“This plan envisages development of a robust Tourism Infrastructure Development Plan (TIDP) that will identify key tourism infrastructure in strategic tourism zones. The Ministry will lobby for resources to provide the requisite infrastructure so as to enhance sector investment in targeted areas.” (Strategic Plan 2014-2017) pg. vii para.4</p> |
| <ul style="list-style-type: none"> Has the Ministry implemented the infrastructural projects within the prescribed time frame and cost? | <p>According to the Ministry Strategic Plan 2014 – 2016, one of the strategic objectives is to facilitate and co-ordinate the rehabilitation of existing and construction of new tourism, arts and culture infrastructure in order to promote the development of the sector.</p> |
| <ul style="list-style-type: none"> Has the Ministry implemented a monitoring and evaluation framework to ensure that development projects are completed within the prescribed time and cost? | <p>“Objective 7: To plan, monitor and evaluate the implementation of Ministerial and sector policies and programmes in order to foster and assess their contribution to set objectives and development of the sector.</p> <p>iv. Monitoring and Evaluation system institutionalized and operationalized by December 2014.” (Ministry of Tourism & Arts Strategic Plan 2013) Pg. 22, Objective 7</p> |

Appendix 9: Findings from the Site Visits

| Serial No. | Name of Site | Log Book Available | Tourism Products offered at Site | Availability of staff | Accessibility | Promotion & Marketing activities | Infrastructure development | Private Investment at the site | Challenges |
|------------|-------------------------|--------------------|----------------------------------|-----------------------|---------------------------------------|----------------------------------|----------------------------|--------------------------------|--|
| 1 | Kalambo Falls | Yes | None. Only site seeing | 4/4 | Yes, though poor Signage and Bad road | Done at Provincial level | Yes | Yes | No ticket office and storage room. |
| 2 | Mbala Old Prisons | Yes | None. Only site seeing | 2/2 | Yes | Done at provincial level | None | None | No ticket office and storage room. |
| 3 | Chishimba Falls- Kasama | Yes | Non. Only site seeing | | Yes | Done at District Level | None | Yes | -Lack of certain tourism products -Lack of appreciation of the site by locals -There is a lot of illegal activities like like cultivation near and on the site. -Little man power to protect the site. -Poor water conservation by the hydro power station. Out dated management plan |
| 4 | Mwela Rock Art- Kasama | Yes | None. Only site seeing | 10 staff Members | Yes | Done at District Level | None | None | -Encroachment issues -Understaffed |

| | | | | | | | | | |
|---|--|--|------------------------|-----|---|----------------------------|--|------|--|
| 5 | Lumangwe and Kabwelume Falls-Mporokoso | Yes | None. Only site seeing | /15 | At the time of the Audit, Accessibility was bad | Carried out at head Office | Yes, Aticket office was built, but it got burnt. | None | 5 Few technical staff who know how to manage rock art Man power to clean and maintain the are is limited. Bad Road There is no electricity supply because of the remoteness of the site. They rely on solar energy for power. No motor bikes or transportation to carry out patrols. |
| 6 | Chirundu Fossil Site - Chirundu | No | None. Only site seeing | 1/3 | Yes | Carried out at head Office | None | None | Yes: Few Staff, No Ticket Office, No sensitization of locals of the monument site |
| 7 | Ingombe Illele - Chirundu | Yes (though the log book for 2018 was destroyed) | None. Only site seeing | 3/3 | Yes | Carried out at head Office | None | None | Yes |

| | | due to poor storage) | | | | | | | | |
|----|------------------------------------|----------------------|--|-------|--------------------------|---|---|---|---|--|
| 8 | Victoria Falls-Livingstone | Yes | Specialised and professionalised tourism products, Lunar rainbow viewing | 14/24 | Yes | It has declined | Non | Yes | -Marketing could be improved -Lack of transport to assist in inspecting and monitoring the site. | |
| 9 | The Railway Meuseum-Livingstone | Yes | Exhibitions-Jewis Museum, Childrens Play Park | 13/13 | Yes | Locally Marketed at the Nationl Museum Day. | New Ablution Block built by Jewish society. | Yes, the Jewish Society has also built a Meusium. | -Entrance Fee is too expensive Cannot maintain many tourists at a time | |
| 10 | Administration House, Old - Kalomo | Yes | None. Only site seeing | 2/5 | Good Road, poor Signage. | Done at head Office | Yes, Renovations | None | -No transport to go and monitor the other sites. -Few staff members | |
| 11 | Old Starchart Building | Yes | None. Only site seeing | 2/5 | Good Road, poor Signage. | Done at head Office | Yes, Renovations | None | -No amenities like toilets, refreshment area | |
| 12 | Kalundu Mound, | Yes | None. Only site seeing | 2/5 | Good Road, poor Signage. | Done at head Office | Yes, Renovations | None | -No offices and work material | |
| 13 | Pioneer cemetary. | Yes | None. Only site seeing | 2/5 | Good Road, poor Signage. | Done at head Office | Yes, Renovations | None | -No plaques for exhibitions No charge for viewing of the site. | |
| 14 | Stanchart Green village | Yes | None. Only site seeing | 2/5 | Good Road, poor Signage. | Done at head Office | Yes, Renovations | None | | |

Appendix 10: Number of International Tourists that Visited the Accessible Sites: Northern Circuit Vs Southern Circuit

| Details | | | Year | | | |
|---------|-------------|--------------------|--------|--------|--------|--------|
| | Location | Site Name | 2015 | 2016 | 2017 | 2,018 |
| S/N | Northern | | | | | |
| 1 | Mbala | Kalambo Falls | 87 | 90 | 84 | 98 |
| 2 | Chinsali | Chipoma Falls | 12 | 3 | 7 | 5 |
| 3 | Kasama | Chishimba Falls | 482 | 447 | 1,018 | 607 |
| 4 | Kaputa | Kundabwika Falls | - | - | 23 | - |
| 5 | Luwingu | Lufubu Falls | - | - | - | 1 |
| 6 | Mporokoso | Lumangwe Falls | 54 | 101 | 144 | 82 |
| 7 | Mansa | Mumbuluma Falls | 12 | 13 | 23 | 22 |
| 8 | Kasama | Mwela Rock | 38 | 19 | 2 | 20 |
| 9 | Mpika | Nachikufu Cave | 1 | 3 | - | 8 |
| 10 | Kawambwa | Ntumbacushi Falls | 30 | 36 | 66 | 45 |
| 11 | Kasama | Von Lettow Vorbeck | 4 | 3 | 8 | 4 |
| 12 | Lunte | Chilambwe Falls | 4 | 2 | 11 | 9 |
| | Total | | 724 | 717 | 1,386 | 901 |
| S/N | Southern | | | | | |
| 1 | Livingstone | David Livingstone | 31 | 43 | 50 | 11 |
| 2 | Chirundu | Ingombe Ilede | - | 6 | - | 7 |
| 3 | Livingstone | Railway Museum | - | 295 | 415 | 515 |
| 4 | Livingstone | Victoria Falls | 29,575 | 51,450 | 35,964 | 68,522 |
| | Total | | 29,606 | 51,794 | 36,429 | 69,055 |

Appendix 11: List of Stakeholders under the Tourism Satellite Account

| | List of Stakeholders under the Tourism Satellite Account |
|----|--|
| 1. | National Parks and Wildlife |
| 2. | Central Statistical Office |
| 3. | Bank of Zambia |
| 4. | Zambia Tourism Agency |
| 5. | Ministry of Tourism and Arts |
| 6. | Department of Immigration |
| 7. | Zambia Airports Corporation Limited |
| 8. | National Heritage and Conservation Commission |
| 9. | Tourism Council of Zambia |

