Disclaimer

The Tourism Policy Bulletin does not represent policy advice. The information provided in this Bulletin is designed to provide helpful information on Tourism related policies and frameworks. The views, opinions and conclusions expressed in this Tourism Policy Bulletin do not necessarily represent the official position or policies of the Department of Tourism. References are provided for informational purposes only and do not constitute endorsement of any websites or other sources. While every precaution is taken to ensure the accuracy of information, the Department of Tourism shall not be liable to any person for inaccurate information, omissions or conclusions contained in this Bulletin.
INTRODUCTION

The tourism sector is multidisciplinary in nature and its growth and success is highly dependent on other sectors. This multi-sectoral nature of tourism subjects it to various policy and regulatory frameworks some of which impacts negatively on the development and growth of tourism. The Tourism Policy Bulletin focuses on various policy developments at global, national and local level.

The aim of the Bulletin is to provide an overview of recent policy developments across sectors, with a view to inform tourism stakeholders and encourage proactive responses. Policy developments covered by this issue range from tourism, visa policies, airlift, and by-laws.
NATIONAL POLICY DEVELOPMENTS

1. Immigration Developments

The National Tourism Sector Strategy envisages seamless travel facilitation which enables access to participate in tourism. This entails concerted efforts aimed at addressing the impediments that limit the ability of potential international and domestic tourists to travel. Similarly, the President of the Republic of South Africa announced government’s commitment in implementing a world class visa regime which will enable the country to reach its ambitious target of 21 million tourists by 2030.

Accordingly, government under the leadership of the Minister of Home Affairs, have made a series of announcements and introduced various visa policy interventions. These include the launch of e-visas by the President on the 6th of October 2019. During the launch, the President indicated that the system will be implemented for both South Africans travelling abroad and visitors coming to South Africa, with biometrics done online instead of having to visit the embassy. A pilot on e-visa is currently underway and the system is being tested with Kenya. In 2020, the pilot is expected to include China, India and Nigeria, which are priority markets for the country.

Furthermore, the Department of Home Affairs has announced the waiver on the Unabridged Birth Certificate (UBC) in relation to foreign minors travelling to South Africa. A new travel advisory has removed the requirement for an Unabridged Birth Certificate for foreign minors travelling to South Africa. From November 2019, only a valid passport will be a requirement for foreign minors.

To demonstrate government commitment towards the 21 million tourists by 2030, DHA has added the Republic of Tunisia to the list of countries which enjoy visa-free status to South Africa. South Africa now has 83 countries which it has granted visa free status to. Some of these 83 countries are among the highest tourist sending nations globally.

DHA also welcomed the adoption of the Border Management Authority Bill by the National Council of Provinces (NCOP). The NCOP has referred the Bill to the National Assembly. The adoption of the Bill by the NCOP gives impetus to the country’s efforts to deal with the porous borders which enable the illegal crossing of people, illicit goods, drugs, trafficking of

1 http://www.tourismupdate.co.za/article/196823/UBC-waiver-it-s-all-systems-go
people, particularly of women and children, and stolen vehicle. DHA is working with border law enforcement agencies and the six countries sharing borders with South Africa, to ensure ease of movement for travellers over the festive season and for travellers to enter and leave South Africa without hindrance in peak period, and to do so in a manner that is legally permissible, without breaking any law of our country.

The tourism sector reacted positively to these initiatives aimed at facilitating ease of access. The sector industry views the e-visa scheme as a game changer for the tourism sector. The sector anticipates that the scheme will effectively remove tourism obstacles and eliminate as many barriers to inbound tourism, whilst contributing towards the country’s 2030 target of 21 million tourist arrivals.

2. Airlift developments

Airlift is identified as one of the critical enablers to increase international tourist arrivals into the country and connectivity is vitally important for a long-haul destination like South Africa. A lot of countries are investing in the process of facilitating air access given that more than half of international arrivals globally utilised air transport as preferred mode of travelling. The interventions aimed at improving airlift capacity is therefore vital to the competitiveness of destination South Africa.

The International Air Services Council granted approval for South African Express to offer services to Zimbabwe, Angola and Botswana. The airline will be adding seven new return flights between Cape Town International Airport and Gaborone in Botswana, seven return flights between OR Tambo International Airport and Bulawayo in Zimbabwe, and three return flights to Luanda in Angola.4

This comes as SA Express’ new Board of Directors and management have been driving the improving performance of the airline on the strength of five strategic pillars, all of which have clear initiatives and outcomes. The five key pillars are anchored around:

- Good corporate governance;
- Working to grow the airline’s revenue and to achieve profitability;
- Engendering operational efficiency;
- Improving SAX’s product offerings and services, and
- Retaining and developing competent staff.

The granting of these routes is seen as crucial as it would allow the airline to continue to make steady progress in its quests to achieve

4 http://www.flyexpress.aero/blog/2019/10/04/sa-express-increase-its-regional-flights
long-term commercial sustainability. Most importantly this will contribute towards diversifying modes of transport for South Africa’s leading markets in terms of international arrivals, which has been predominated by road transport.

Meanwhile government announced that South African Airways has been placed under business rescue. Cabinet announced its support for the intervention which is believed will assist in repositioning the national airline into a stronger, competitive entity that will gain the confidence of the country, market and potential equity partners. Cabinet also announced that the national carrier will receive financial assistance of R2 billion from government to assist with the current turnaround initiatives and prevent the collapse of the airline.

3. SA tightens tourist safety strategy

Safety has been identified as one of the barriers for tourism growth in South Africa. As a response, government has been working on a strategy to deal with this sensitive barrier. The Minister of Tourism, Honourable Mmamoloko Kubayi-Ngubane, launched the tourism safety strategy, to ensure the safety of tourists. The strategy seeks to guide the department’s response to the spiralling challenges of tourism safety which impacts on the country’s tourism potential. The strategy was developed in consultation with various structures and a forum has been established that includes representatives from the various stakeholders of the industry representing, airlines, rail operators and accommodation.

To ensure coordination and impact, the department endeavours to remodel the Tourism Monitors Programme to be linked with SAPS Community Policing Forums and Community Safety Patrollers as part of SAPS Community Policing Strategy. The tourism sector further announced that R40 million has been ring-fenced to improve safety, especially for tourists visiting SA. The funds have been reprioritised from the Tourism Marketing South Africa (TOMSA) levy, which is meant for marketing the destination. The joint effort between government and the private sector is formed to deal decisively with the safety of visitors and to ensure that South Africa remains a destination of choice.

Recently, Police Minister indicated that there has been a number of successes in arresting those implicated in following tourists from OR Tambo International Airport to their destinations. As part of ensuring the safety of tourists during the festive season, The Police Minister stated that more than 5 000 new police officers are going to be deployed

throughout the country at various strategic places.

To ensure the safety of tourists, government and the private sector are also intending to deploy private security at tourism hotspots and the use of technology, installation of CCTV cameras and deployment of drones for rapid response. This includes the deployment of tourism monitors at private establishments, including getting tourism operators to interact with various provincial police joint operations centres for early warning, reporting of incidents and sharing information on potential risks⁶.

4. Biofuels Regulatory Framework

In December 2019, Cabinet announced the approval of Biofuels Regulatory Framework to enable the implementation of Biofuel Industrial Strategy. The framework is ultimately aimed at reducing carbon emissions from fossil fuel resources like crude oil. Government is hoping that the introduction of this policy instrument will assist the country in reducing greenhouse gas emissions and other pollutants common within the conventional fossil fuels.

Cabinet noted that Biofuels are internationally recognise as immediate less carbon-intensive substitute, blending fuel for conventional mineral so as to reduce air pollutant from use of transport fuel. To manage unintended consequences, Cabinet underlined five areas to be regulated. These include the Feedstock protocol, which mitigates the risk of the biofuels programme towards food security; Mandatory blending regulations so as to create certainty of biofuels; Cost recovery mechanisms for blending biofuels; Biofuels subsidy mechanism for biofuels farmer support and biofuel manufacture support; and Selection criteria for biofuel projects requiring a subsidy.

The Biofuels regulatory framework is vitally important towards guiding initiatives currently underway. The aviation sector is already implementing projects in South Africa towards reducing air pollution. In 2014, Boeing the aircraft manufacturer, partnered with South African Airways and Dutch aviation fuel company SkyNRG to establish a sustainable aviation biofuel supply chain in Southern Africa to produce aviation biofuel from hybrid tobacco plant called Solaris⁷. The plant is reported to be nicotine free and could provide farmers with an energy crop to replace conventional tobacco. The partnership sought to enable South Africa in its efforts of reducing aviation’s environmental footprint whilst advancing economic objectives. The partnership also intends to assist small farmers

---


to grow biofuel stock that will benefit their communities socially and economically.

5. Carbon Offset Regulations in terms of Carbon Tax Act 2019 published for public comments

Comments on the Draft Regulations are expected to be submitted to carbontax@treasury.gov.za by end of business on the 17th of January 2020.

LOCAL POLICY DEVELOPMENTS

1. Cape Town Approves By-Law for Short Term Home Sharing

Treasury has published for public comments the Draft Regulations for the Green House Gas Emissions Intensity Benchmarks and the Draft Regulations for the Trade Exposure Allowance. According to Treasury the publication for public comments followed an extensive stakeholder consultation process on the design of carbon tax and tax-free allowances since the publication of Carbon Tax Policy in 2013.

Treasury emphasised the fact that carbon tax is part of government’s package of policy measures aimed at mitigating climate change, as outlined in the National Climate Change Response Policy. This policy provides for the introduction of carbon tax in a phased manner at a relatively low rate to allow businesses time to make necessary structural adjustment to their production processes and processes. This will ultimately lead to a just transition to a low carbon, climate resilient economy.

In October 2019, the City of Cape Town approved the amendments to the Municipal Planning Bylaw. The Municipal Bylaw regulates the development and land use in the City of Cape Town. The approved amendments include the provision relating to sharing economy platforms colloquially referred to as Short term letting. The City indicated that some of the amendments will take effect once promulgated.

---

The amendments include a provision that allows for short-term letting from a house or flat for a period not exceeding 30 consecutive days. The City indicated that this is in response to the increase in short-term letting through online platforms. The by-law amendment will soon be promulgated in the provincial gazette. The City also noted many submissions supporting the provision as it will contribute to local economic development, tourism and job creation. The City also urged body corporates and home owners’ associations to manage or prohibit short-term letting in line with their own rules and address issues of security and behavior.

2. Draft Tourism Development Framework

The City of Cape Town Council has adopted the Draft Tourism Development Framework (TDF). The TDF provides a tourism development strategy and implementation framework for the City between 2019 and 2023. The framework will be the basis for the annual program of work and for preparing the city’s tourism budget for the next five years.

The TDF builds on the previous framework and consists of five key goals which includes the following:

- Ensuring visitor comfort
- Improving and diversifying products and experiences
- Stimulating demand
- General community involvement, benefits and support
- Planning and organising for growth

The newly developed tourist offerings will bring new products and exciting experiences to life in areas that were previously marginalised and excluded from the tourism landscape. The City is fully committed to the tourism sector and pursues to invest in programmes and initiatives that foster economic growth in the industry.

In addition, the Cape Agulhas Municipality recently established its first Local Economic Development & Tourism Forum. The purpose of the Forum is to consult and exchange ideas with local organisations and stakeholders’ representatives of various economic sectors of the community.

---

9 http://www.tourismupdate.co.za/article/196894/Cape-Town-approves-by-law-for-short-term-home-sharing

3. eThekwini Municipality

Developments

The eThekwini Municipality reported that the introduction of direct flights between Durban and London by British Airways is yielding results for the local tourism sector. This follows the announcement that British Airways boosted Durban and KwaZulu-Natal’s tourism by an additional 11 percent in terms of international passengers.

The Municipality indicated that King Shaka International Airport (KIA) reported an increase in global passenger numbers by 11 percent for the 2019 period ending September when compared to the same period in the previous year. KIA also reported an increase in domestic passenger numbers by 6 percent, and total number of passengers at the airport (both international and domestic) has increased by 265000 compared to 2018. The MEC for Economic Development, Tourism and Environmental Affairs noted the success and hoped that the achievement will encourage

other international airlines to fly directly to Durban.

Meanwhile the eThekwini Municipality announced the completion of the beach promenade extension. This is expected to unlock 35 billion Point Waterfront Development to be undertaken in three phases over the next 10 to 15 years. According to the municipality, the completed beach promenade stretches from the Durban harbour mouth to Blue Lagoon, which eight kilometers of breath-taking views. The municipality indicated that the promenade is wheelchair friendly, boast first aid room, undercover parking bays and life guard tower all located between the harbour mouth and UShaka Marine World.

Regarding the scope, the draft By-law will be applicable to the coastal zone, and it will cover the seashore, the coastal waters, and the environment on, in, under, and above the coastal zone.

1. The African Development Bank (AfDB) and the African Union Development Agency (AUDA-NEPAD) have agreed to jointly develop a blueprint for a pan-continental electricity network and market.

The main focus of the workshop was to advance the launch of an Integrated Continental Transmission Network to link national power utilities into regional power pools and, ultimately, into a continent-wide transmission network. Plans also include setting up a market for electricity trading. The Masterplan will inform the energy component of a PIDA Action Plan, which focuses on key regional integration projects.

2. Improvement in African Visa Openness

The Continental Power System Master Plan agreement between the African Development Bank and AUDA-NEPAD was discussed during a three-day workshop on the side-lines of the Programme for Infrastructure Development (PIDA) Week held in Cairo. The workshop also produced the Masterplan’s terms of reference. The aim of the Continental Power System Master Plan is to ensure that competitive electricity markets are developed at regional and continental levels, creating unique opportunities to optimally utilise Africa’s vast energy resources for the benefit of Africa.

The 2019 Africa Visa Openness Index, published by the African Union Commission and African Development Bank, states that the progress made on visa reforms reflects the fact that policymakers across the continent are making it easier for African businessmen and women, investors, students and tourists to travel. African visitors no longer needed a visa to travel to a quarter of other African

countries, compared to only a fifth three years ago.

Africans on average can travel to approximately 27 countries visa-free or with a visa on arrival. The report shows that 47 African countries improved or maintained their visa openness scores in 2019. According to the report, 21 African countries also offered e-Visas to make travel more accessible – up from 16 in 2018, 13 in 2017, and only nine in 2016.

The top performers on visa openness in 2019 also ranked among the top countries for foreign direct investment in Africa, benefiting from high levels of growth, including in tourism. The index showed that the Seychelles and Benin remained the main two countries which implement the visa free policy on the continent. Ethiopia moved up a record 32 places and entered the top 20 most visa-open countries in Africa.

3. AU Commission hosts a forum on the impact of remittances on rural transformation in Africa

The African Union (AU) hosted the first event of the Global Forum on Migration and Development (GFMD), in partnership with the African Institute for Remittances (AIR) and the International Fund for Agricultural Development (IFAD) under the theme: ‘The impact of remittances on rural transformation in Africa - from commitments to action’14. According to the African Union, the aim of the Forum is to contribute in achieving the international commitments on remittances. The main purpose of the forum is to exchange best practices, foster synergies and discuss challenges and opportunities of migrants' engagement in the countries of origin with all relevant actors in the African remittance market.

During the meeting participants discussed the following sessions:

- The remittance market in Africa: leveraging inclusive remittance business models and innovation towards cost reduction and increased financial inclusion;
- Concrete responses to the international commitments on reducing the costs of remittance transfers and maximizing their impact to development.

---

In November 2019, the South African Development Community (SADC) Secretariat met with the delegation of the Government of the People’s Republic of China to Botswana. Both sides commended the finalisation of the SADC and China Framework Agreement on the economy, trade, investment and technical cooperation which was signed in October 2019. The framework seeks to enhance cooperation on areas of mutual interest in line with the Forum on China-Africa Cooperation Action Plan, which underlines the need to cooperate politically, socially, economically and culturally.

SADC Secretariat underlined the need to fast track the operationalisation of the framework to concretise cooperation in a number of areas where China has the competitive advantage. These include trade, industrialisation, science and technology, renewable energy, as well as peace and security. The Chinese delegation underlined the its government commitment in cooperating with SADC on the basis of mutual beneficial relationship.

The Montreal Protocol 2014 (MP14) is expected to come into force on January 1, 2020. The Protocol, which is intended to Amend the Convention on Offences and Certain Other Acts Committed on Board Aircraft, is a global treaty that strengthens the powers of states to prosecute unruly passengers. The protocol was necessitated by the problem of unruly passengers and the threat posed to passenger, crew and aircraft safety. It is also meant to deal with lack of enforcement action in certain cases in many jurisdictions. According to International Air Transport Association (IATA), unruly and disruptive passenger incidents include physical assault, harassment, smoking or failing to follow crew instructions. IATA is of the view that the deterrent to such behavior is weak and many offenses go unpunished due to jurisdictional issues.
The Montreal Protocol 14 closes a gap under the Tokyo Convention 1963, which set jurisdiction over offenses committed on international flights with the state where the aircraft is registered. The new state of landing jurisdiction will now apply, which enables prosecution in the state where the aircraft lands. IATA encourages more states to ratify MP14 so that unruly passengers can be prosecuted according to uniform global guidelines

2. ICAO, European Union and South East Asia join forces to achieve the Beijing Ministerial Declaration commitments for aviation safety

International Civil Aviation Organisation (ICAO) continues with its pursuit to achieve aviation safety in various regions. ICAO and the European Union Aviation Safety Agency (EASA) and the South East Asian aviation officials met to discuss new ways to improve local cooperation and strengthen regional safety performance. The jointly-hosted ICAO-EASA Forum on Civil Aviation in South East Asia explored key objectives of the recently approved Asia-Pacific Regional Aviation Safety Plan (AP-RASP), and took stock of the regional initiatives underway supporting the implementation of the Beijing Declaration which was adopted at last year’s Asia and Pacific Ministerial Conference.

The forum noted the following: the volume of safety data produced in the aviation sector and encouraged stakeholders to process and share data to enhance aviation safety through a data driven approach; endorsed the benefits of closer cooperation between States, ICAO and with Regional Safety Oversight Organisations, like EASA and other related agencies, to continue to improve aviation safety for the travelling public; and recognised the ICAO-EASA Forum as a key platform to facilitate the dialogue between national aviation authorities and stakeholders. In concluding the forum parties agreed to promote a 3rd ICAO-EASA Forum with an agenda focused on discussing the main safety topics in more detail.

15 https://www.africanaerospace.aero/iata-boost-for-efforts-to-tackle-unruly-passengers.html

3. China's new transit visa rules

China has announced a new transit visa rules that will allow 53 countries easier access to China\(^{17}\). The transit visa-free program in China was initially launched in 2013 and, at the time, allowed for a 72-hour stay. The transit visa policy has been amended to include a six-day instead of a three-day visa, allowing a 144-hour (maximum time) stopover for travellers in Chinese cities on their way to a third destination.

Key details of the new policy include the following:

- **Extended visa exemption.** The transit visa time at the Chongqing and Xi'an border ports will be extended from 72 to 144 hours. The administrative areas of Chongqing, Xi'an and Xianyang will remain restricted to those under this transit visa.

- **Expanded entry and exit ports.** The Ningbo border port will be added as one of ports in Jiangsu, Zhejiang and Shanghai to which the 144-hour transit visa exemption policy applies. Eligible foreign nationals can enter and exit from Shanghai Hongqiao International Airport, Pudong International Airport, seaports and land ports in Shanghai, Hangzhou Xiaooshan International Airport, Nanjing Lukou International Airport and the Ningbo border port, and stay in the administrative areas of Jiangsu, Shanghai and Zhejiang Province under this exemption.

- **Expanded eligible areas of stay.** The 144-hour transit visa exemption will also be expanded to foreign nationals traveling from Chengdu Airport to Chengdu, Leshan, Deyang, Suining, Meishan, Ya'an, Ziyang, Neijiang, Zigong, Luzhou and Yibin.

4. Global City Leaders Adopt ‘Nur-Sultan Declaration’ On Smart Cities

City leaders from around the world met in the Kazakh capital of Nur-Sultan for the World Tourism Organisation (UNWTO) Global Urban Tourism Summit. In line with the United Nations New Urban Agenda and the Sustainable Development Goals, the 8th

Edition of the UNWTO Global Urban Tourism Summit focused on the concept of “Smart Cities, Smart Destinations”\(^\text{18}\). The Summit explored how developing smart city destinations can contribute to addressing complex urban tourism challenges faced today across the world. The discussions covered the following five pillars of smart destinations: innovation, technology, accessibility, sustainability and governance.

The global city leaders during the Summit officially adopted the Nur-Sultan Declaration on ‘Smart Cities, Smart Destinations’. The Declaration recognises the growing popularity of cities as tourist destinations and their potential to drive socio-economic development and promote and preserve unique culture. The adoption of the Declaration means that destinations agree to work towards enhancing the contribution of tourism to Goal 11 of the UN Sustainable Development Agenda, making cities and human settlements inclusive, safe, resilient and sustainable.

According to the UNWTO, the Declaration also aligns with UNWTO’s Global Convention on Tourism Ethics, the first-ever convention of its kind which was adopted at the recent UNWTO General Assembly in St Petersburg.

5. SA Tourism and Tencent signs Strategic Co-operation Agreement

South African Tourism and Tencent have signed a strategic cooperation agreement to support South Africa’s direct access to potential Chinese travelers to market the country as destination of choice\(^\text{19}\). The aim of the agreement is to position South Africa as a preferred tourism destination in China through digital marketing campaigns on WeChat as well as other platforms within the Tencent ecosystem. The partnership will be for over two years. Tencent will assist South African Tourism with a knowledge transfer programme on best practices for destination development and also advise South African Tourism on best practice Chinese visitor experience making use of QR codes\(^\text{20}\).

\(\text{QR code is a 2-D barcode which redirect the user to the intended webpage and has the ability to store offline information such as contact details and google maps locations. Destinations can put up QR Codes at places of tourism and cultural interest. Upon scanning a QR Code the tourist can read relevant text on the website, see photos and videos.}\)

\(\text{18} \) https://www.unwto.org/global-city-leaders-adopt-nur-sultan-declaration-smart-cities-urban-tourism

\(\text{19} \) https://www.bizcommunity.com/Article/196/373/197022.html

\(\text{20} \)
6. Tourism Carbon Emissions launched

A new landmark report from the World Tourism Organisation (UNWTO) and the International Transport Forum (ITF) shows that the transport related emissions from tourism are expected to account for 5.3% of all man-made CO2 emissions by 2030. As tourists’ numbers rise and the sector makes progress in achieving low-carbon travel, emissions per passenger kilometre are expected to decline over the coming decade. The UNWTO is therefore calling for enhanced cooperation between the transport and tourism sectors to be effectively transform tourism for climate change.

The UNWTO Executive Director, presented the report titled “Transport Related CO2 Emissions of the Tourism Sector” during the UN Climate Summit, COP25 held in Madrid from the 02nd – 13th December 2019. The comprehensive report analyses the environmental impact of the different modes of transport within the tourism sector. is the UNWTO was therefore of the view that the tourism sector, especially tourism policy makers need to use data effectively and ensure the sector plays a leading role in addressing the climate emergency.21

The Deputy Executive Secretary of the UN Framework Convention on Climate Change (UNFCCC) addressed the need to scale efforts towards the implementation of the Paris Agreement stating that: “While tourism is mentioned in many Nationally Determined Contributions as a big concern, not enough has yet been done. Industry must do more, but governments must align their policies, so that at the international level we can collectively work to increase ambition. The One Planet Sustainable Tourism Programme is a vital ongoing mechanism to promote sustainable tourism around the world.”

The report underlined the following facts that the tourism and transport sector need to respond to if they are to make a positive contribution towards reducing climate change:22:

- Against the current ambition scenario, transport-related CO2 emissions from tourism are predicted to increase from 1,597 million tonnes to 1,998 million tonnes between 2016 and 2030, representing a 25% rise.
- During the same period, international and domestic arrivals are expected to increase from 20 billion to 37 billion, mainly driven by domestic tourism (from 18.8 billion to 35.6 billion), followed by
international arrivals (1.2 billion to 1.8 billion).

- Transport-related emissions from tourism represented 5% of all man-made emissions in 2016 and will increase to 5.3% by 2030.

- Tourism related transport emissions represented 22% of all transport emissions in 2016 and will continue doing so in 2030 (21%).

Both the UNWTO and UNFCCC underscored the need for the tourism sector to determine its own high ambition scenario, complementing the efforts of the transport sector and work closely with transport in order to support its commitment to accelerate the de-carbonisation process and the implementation of a high ambition scenario.