CHAPTER SIX

THE CHALLENGES OF SKILLS DEVELOPMENT FOR THE TOURISM AND HOSPITALITY INDUSTRY

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An Overview

The tourism and hospitality industry has become one of the most promising service sectors in Tanzania. However, its success is constrained by a shortage of relevant skills. Both qualitative and quantitative gaps exist between the skills supplied and the industry's needs. This chapter highlights the challenges observed in the provision of tourism education and training for the industry. It is aimed at generating insights that can help stakeholders to address the established mismatch between graduates' attributes and employers' demands. The enhanced competency framework and work-integrated learning approach are proposed as part of the solution to address the shortfall of skills in the industry in the country.

Introduction

Tourism is an overlapping sector that requires the involvement of various stakeholders from both the public and private sectors. Unlike many other economic sectors, the tourism sector involves different stakeholders made up of various industries including accommodation, tour operators, travel agents, car hire firms, and so forth. However, the sector is facing numerous challenges, including inadequate infrastructure, poor product development and management, poor destination marketing, outdated legal and regulatory frameworks, insufficient institutional and technical capabilities as well as a mismatch of both quantitative and qualitative skills.

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An appropriately skilled workforce is required in order for the tourism and hospitality industry to deliver the highest service standards and meet visitors' expectations. The success of tourism in any country is dependent upon the level of skills, enthusiasm, and commitment of the workforce (WTTC, 2015). With the rapid changes in the business environment experienced in most countries, those that invest in skills development are more successful than those that do not. The literature indicates that quality skills contribute greatly to increasing labour productivity, innovation, and creativity (Kwon, 2009; Yusuf, Saint & Nabeshima, 2009). Therefore, skills are increasingly becoming the source of comparative advantage for destinations and for specific companies. This is stressed by Elder and Rosas (2015) who opine that to operate and compete successfully in the global market, tourism service providers need to have employees who are creative, innovative, highly skilled and who are able to respond to the ever-emerging challenges of globalisation.

The biggest challenge the industry has been facing in many countries, according to the WTTC (2015), is the shortage of appropriate skills. Despite the necessity for the industry to have a qualified and competent workforce, the literature is indicative of a serious concern globally. The shortage is even worse in most emerging destinations where tourism education and training is still at an early stage (Anderson & Sanga, 2019). Schwab and Sala-i-Martín (2016) argue that in less-developed countries, the quality of education is not adapted to the needs of businesses, hence creating the skills gap which is affecting their competitiveness. Rogerson (2012) also asserts that efforts in many Sub-Saharan African countries to transform their tourism industries and realise their potential have failed largely due to the shortage of skills.

The shortage of skills greatly affects the competitiveness of Tanzania as a tourist destination, hindering the country's desire to transform its economy through tourism and hospitality. Because of the shortage, organisations have found themselves relying on imported labour which not only increases their operational costs but also contributes to the leakage of revenue out of the country. As a result, the industry's potential for creating local employment is restricted. Limitations in skills development are considered one of the major barriers to the industry's development (Melubo, 2017).

It is because of the shortage of skills in Tanzania that enormous tourism and hospitality potential remains untapped. For instance, cultural resources that could complement what is offered by natural resources are yet to be

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fully nurtured. As Crotti and Misrahi (2017) suggest, for the country to fully leverage the tourism and hospitality industry as a means of socio-economic growth, this shortage of skills has to be addressed. As a result of the shortage of appropriate skills, tourism and hospitality organisations are struggling to ensure quality service delivery. Khan (2008) posits that tourism organisations that use well-trained staff produce and sell tourism products in cost-effective packages and reap higher gains while those which do not use well-educated and trained human resources suffer and lack the power to compete. It is because of the skills development and supply imperatives that scholarly interest in the area has been ongoing (Anderson & Sanga, 2019; Luka, 2015; Sanga, 2014; Wang & Tsai, 2014). For example, in his thesis, Sanga (2014) uses one of his concluding remarks to emphasise the importance of upgrading the skills and knowledge of employees in order to increase innovation and productivity in their workplaces.

This chapter focuses on concerns with regard to skills development in the tourism industry in Tanzania. Based on stakeholders' views as documented in different reports and scholarly papers, the chapter identifies the major challenges in the current tourism education system. It raises issues relevant to a wide audience including educators, students, parents, employers, employees, relevant associations and government policymakers. Also, it offers an insightful approach to improving skills development and employment outcomes in the tourism and hospitality industry.

Human Resource (Personnel) Management and Development

Tourism stands a better chance of being a vehicle for economic prosperity in Tanzania if both public and private sectors adopt a strategic marketing approach to destination promotion and management. In fact, upgrading the educational system in hospitality and tourism is one area of concern that any destination needs to improve for it to be successful, as recommended by the World Economic Forum (2013) and Wang, Ayres and Huyton (2010), among others. After all, tourism is a personnel-intensive industry and employs a significant number of female and male young people in countries that both generate and receive tourists. Therefore, the development of human resources in various areas is essential for a successful and competitive tourism sector (Baum & Kokkranikal, 2005).

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Personnel are key to the creation of tourism products and services and their delivery. Over the past ten years, tourism has contributed extensively to employment generation in Tanzania, accounting for 10.9 per cent of total employment in the economy (NBS, 2014; WTTC, 2014). Specifically, the sector supports 1.2 million direct, indirect and induced jobs (Blancke & Chiesa, 2013; National Bureau of Statistics, 2014; World Bank, 2015), with direct jobs numbering around 500,000. The private sector is still the major employer and increasingly creates more jobs with more international tourist arrivals than the public sector. Currently, any additional tourist arrival at the destination leads to an extra job (i.e. direct, indirect and induced). The good news is that direct jobs in tourism are expected to rise from 480,425 jobs in 2015 to 1,085,000 in 2025 (Anderson, 2015a; see also Table 6.1) based on the current trend in the growth of tourist arrivals.

Most of the jobs related to the tourism sector will be generated in the sub-sectors of accommodation (hotels, motels, guesthouses, lodges, campsites); food and beverages (restaurants, fast-food sales, cafes, coffee/tea specialty shops); pubs and nightclubs; transport (airline, vehicles, bus/coach operators); travel services and attractions (travel agents, tour operators, airlines/airports, wildlife, nature, mountain climbing, museums, gallery, taxicab companies, etc.); business tourism (conferences/events, destination management, technical services/staging productions); and direct retailing to tourists (of curios, artefacts, tourist clothing, gear and equipment), as well as in the areas of marketing, facilitation and advocacy supporting the tourist industry. Implicitly, it is imperative to develop and sharpen skills in all these areas.

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Table 6.1 Projected human resource requirements (direct jobs in tourism) 2020-2025

Type of business	2020	2021	2022	2023	2024	2025
Tour Operators	334,874	360,711	390,283	418,854	451,093	484,253
Mountain Climbing	65,032	67,633	70,671	73,291	76,258	79,130
Travel Agents	30,194	29,867	29,859	29,734	29,476	29,223
Car Hire	6,545	6,166	5,830	5,465	5,133	4,804
Hunting Safaris	17,947	18,113	18,551	18,644	18,918	19,082
Photographic Safaris	2,111	1,927	1,943	1,768	1,760	1,735
Air Charters, Horse Riding and Balloon Safaris	7,179	7,708	8,481	9,161	9,972	10,809
Accommodation	256,328	287,683	324,382	363,082	407,391	455,964
TOTAL	720,211	779,807	850,000	920,000	1,000,000	1,085,000

Source: Anderson (2015)

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However, the tourism and hospitality sector in Tanzania still faces daunting challenges in matching its skills requirements with the changing labour market demands (Anderson, 2015a; ATE, 2011; NSGRP II, 2010; Luvanga & Shitundu, 2003; URT, 2002). To put into perspective the herculean task the country faces in this regard, one has to realise that the country is ranked 116th in terms of its human resource base. Hence, in the Travel and Tourism Competitiveness Report, improving human resources, especially upgrading the educational system, is one of the recommended areas of concern that Tanzania needs to improve if it wants to be a successful destination (World Economic Forum, 2013). Overall, the imbalance between the supply and demand of generic skills is widespread. Skill gaps that cut across all the tourism sub-sectors, according to Anderson (2015a), include communication—multilingual and interpersonal skills (good organisational, speaking and public relations skills); customer care; marketing and sales skills; innovation and creativity skills; leadership and managerial skills; and basic knowledge of ICT. Employees at the operational level are the ones with a greater skills deficit than those at the supervisory and managerial levels. The most problematic occupational areas are:

- Accommodation and food & beverage sectors: cooks, chefs, reservation or front desk staff, food and beverage managers, and waiters/waitresses
- Travel services: professional guides
- Tourist attractions: professional guides and attraction managers
- Direct retailing to tourists: craftsmen, marketing and sales assistants

Likewise, there is a deficit in a number of emerging technical fields, such as hospitality architecture, business concept design, safety and hygiene standards, and other tourism-related technologies including ICT (Anderson, 2015a).

The strategic marketing approach requires strong public-private partnerships if Tanzania is to become a leading African tourist destination. In 2015, there were 116 registered tourism and hospitality training institutions in the country, distributed as 7.7 per cent in universities (registered under TCU), 13.8 per cent in technical colleges (under NECTA) and 78.5 per cent in vocational centres under the Vocational Education and Training Authority (VETA). The number of students graduating from these institutions each year is slightly over 1,000 graduates, which is still an under-supply relative to the tourism industry's

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demand (Anderson & Sanga, 2019). Notably, the majority (around 75%) of the lower level tourism training institutions in the country are privately owned. Unfortunately, most of these institutions are ill-equipped (in terms of the training facilities, training agreements with industry, programmes and qualified workforce), thus failing to produce the requisite skills much needed by the industry.

Skills Development for the Tourism and Hospitality Industry

Many studies have been conducted in relation to skills development for tourism and hospitality in different countries. The focus of such studies has largely been on curricula development, learning models, graduate employability and skill development frameworks (Chan, 2011; Chang & Hsu, 2010; Christou, 2002; Dhiman, 2012; Haven-Tang & Jones, 2008; Lowden, Hall, Elliot & Lewin, 2011; Luka, 2015; Scotland, 2006; Sigala & Baum, 2003). Those investigating skills gaps and graduates' employability conclude that graduates and existing employees have lower skill levels than what employers need to achieve their business objectives (e.g. Chan, 2011; Curtis & McKenzie, 2001; Dhiman, 2012; Kinash et al., 2014; Luka, 2015; Wang & Tsai, 2014). In most of these studies, it is asserted that new entrants to the tourism and hospitality labour market lack the requisite skills. Underlining the problem, Dhiman (2012) argues that many tourism employers have indicated that students are often not prepared for the workplace.

The literature indicates that the tourism and hospitality industry has a high demand for soft skills in addition to technical skills (Curtis & McKenzie, 2001; Lowden et al., 2011). Education and training providers are thus called upon to produce graduates who are employable by providing them with more transferable skills. Transferable or generic skills are learned in one context and transferred readily across other different work settings (Curtis & McKenzie, 2001). They include basic skills such as literacy, numeracy, communication skills, information technology, and interpersonal skills and intellectual abilities like critical and creative thinking, planning, organisation and problem-solving, self-management, teamwork, continuous learning, adaptability and work ethic. The development of these skills and their effective use ensures high productivity and the ability of enterprises to adjust to changes in the business environment.

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Several studies (such as URT, 1999; URT, 2002; Luvanga & Shitundu, 2003; NSGRP II, 2010; ATE, 2011) point to the fact that the tourism and hospitality industry in Tanzania is facing a shortage of generic and specialised skills at both operational and managerial levels. For instance, the Association of Tanzania Employers (ATE, 2011) suggests that a shortage of skilled labour is one of the major constraints the private sector in Tanzania is facing. While the increase in the number of graduates in any country would normally signal an improvement in the workforce to drive national development goals and help industries related to their specialisations, in Tanzania the expansion produces ill-equipped graduates. This is supported by Haji (2015) who asserts that the Tanzanian labour force is characterised by a dominant proportion of unskilled or low skilled workers, the majority of whom are young people. Underlining the employers' dissatisfaction with the quality of graduates they receive when recruiting for their organisations, the TCT (2010) reports that:

> *Although there has been an extensive ongoing tourism training initiative in Tanzania, and the industry is paying a specific levy towards tourism training, much remains to be done to improve tourism quality through training in Tanzania and that this is a critical issue (p. 14).*

The deficiency in the skills development system impacts negatively on the hospitality and tourism organisations and the economy at large. Anderson (2015) identifies some of the effects as: difficulties in meeting quality standards; dissatisfaction among customers; increased operating costs due to higher wages and replacement costs; and reduced competitiveness and productivity due to a lack of innovation and creativity among the existing workforce. As a result of these shortfalls, the entire industry and the country as a destination will be negatively affected. There is thus a need for the education and training system to be improved so that it can produce graduates who meet the tourism industry needs. The commonly used and recently advocated approaches for improving skills, especially in high skill countries, are the competency framework and work-integrated learning (Boahin & Hofman, 2014; Burke, 1989; Millar, Mao & Moreo, 2010; Tas, 1988; Wang, 2013).

Framework for Competency-based Skills Development

Competency-Based Education and Training (CBET) is one of the highly valued and advocated approaches to skills development. The CBET model of technical and vocational education and training has become the standard for guiding the development and implementation of education and training

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programmes in many developed countries and some developing countries (Mulder, Weigel & Collins, 2007). Advocates of CBET argue that knowledge by itself is not enough for any employee to demonstrate acceptable performance, hence the need for the development of necessary practical skills which can be used in one's job (Johnstone & Soares, 2014).

Competencies are skills deemed necessary to perform specific duties in a given job (Millar et al., 2010). They refer to predetermined specific behaviours the student needs to learn or the skills and abilities that can be used in a job. Competencies are the foundation of the CBET framework. Hutton (2009) defines CBET as an industry-based specification that outlines the skills, knowledge, and attitudes an employee requires to perform competently on the job. It is a descriptive tool for identifying, categorising and summarising competencies that are relevant to perform a specific job effectively in a work organisation (Chung-Herrera, Enz & Lankau, 2003). It represents the skills and knowledge applied across a number of jobs. CBET is believed to accommodate employers' preferences regarding employee values, attitudes, personality, and other personal qualities.

CBET relates to specific skills, abilities and behaviours taught in the classroom that students can apply in the world of work (Galambos & Greence, 2006). The main focus is on what students need to have achieved in order to perform tasks, rather than what they can learn about. CBET is a useful tool for identifying and developing future employees. As Chung-Herrera, Enz and Lankau (2003) suggest, it specifies the actions and behaviour needed for one to be successful in the performance of his/her job. Generally, CBET bridges the gap between what is taking place in the workplace and what is taught or learned in educational and training institutions.

The development of a CBET framework requires educators and practitioners to constantly communicate with one another to assess the primary competencies needed by graduating students. This communication makes it easier to identify the skills that can be incorporated into the curricula. Baum (2006) argues that skills development is a partnership between tourism and hospitality education and training providers and the industry. Insisting on a collaborative effort in the application of CBET, Boahin and Hofman (2014) assert that the inadequate involvement of industry in CBET will undermine the authenticity of the learning and acquisition of relevant skills. Clarifying the CBET approach, Tchaban (2001) identifies the critical issues to be observed in developing competency-based

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education and training programmes as: training being based on national competency standards; training being outcomes-oriented; performance being the cornerstone for assessing the acquisition of competence; and industry playing a vital role in the development of standards, training delivery, and assessment schemes.

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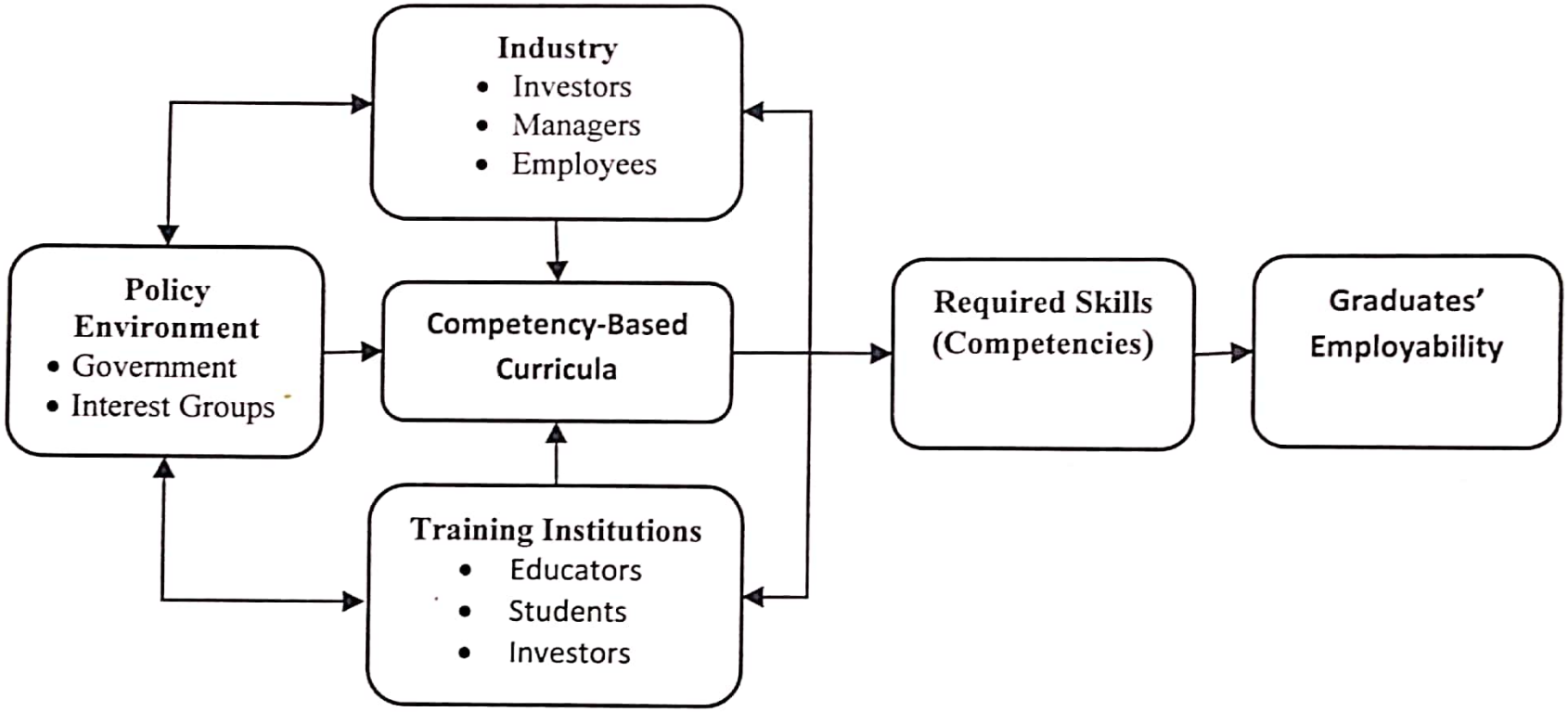


Figure 6.1: Conceptual CBET Model for the Provision of Education and Training for the Tourism and Hospitality Industry in Tanzania

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Work-Integrated Learning

Connected to the CBET framework is the concept of Work-Integrated Learning (WIL) which has also become very popular in the skills development literature. Like CBET, WIL programmes have received much attention in developed tourism destinations such as Australia, with many of their tourism and hospitality education and training providers implementing them (Freudenberg, Brimble & Cameron, 2011). WIL is described as learning through work in which theoretical knowledge is combined with its workplace application in a simulated or real industry setting (Freudenberg et al., 2011). Abeysekera (2006) defines WIL as a structured approach integrating classroom studies with learning through productive work experiences in a field related to a student's career goals. It allows for a partnership between education and training providers, and students and employers in skills development. According to Freudenberg et al. (2011), students who complete work placements do not encounter major difficulties in applying their generic skills in the workplace (Freudenberg et al., 2011).

In high skills economies like Australia, students take a minimum of a six-month compulsory placement in the industry as part of their degree programmes (Breen, Walo & Dimmock, 2004). WIL enhances the prospects of CBET by giving students the opportunity to practise the skills learned in class (Purcell & Quinn, 1996). The literature indicates that employers, educators, and students substantially agree that practical work experience is critical for graduates to be successful in their future employment (Breen et al., 2004). WIL may also involve work-based training programmes developed for employees working in organisations. With these programmes, employees who can combine their work experience with education are offered an opportunity to gain knowledge about their work in a classroom setting and go back and reflect in their workplaces. WIL programmes enhance employability skills and positive work attitudes among students which makes it easy for them to find a work placement after graduation (Abeysekera, 2006). Kay and Moncarz (2004) posit that competencies are a potent source of competitive advantage for any organisation.

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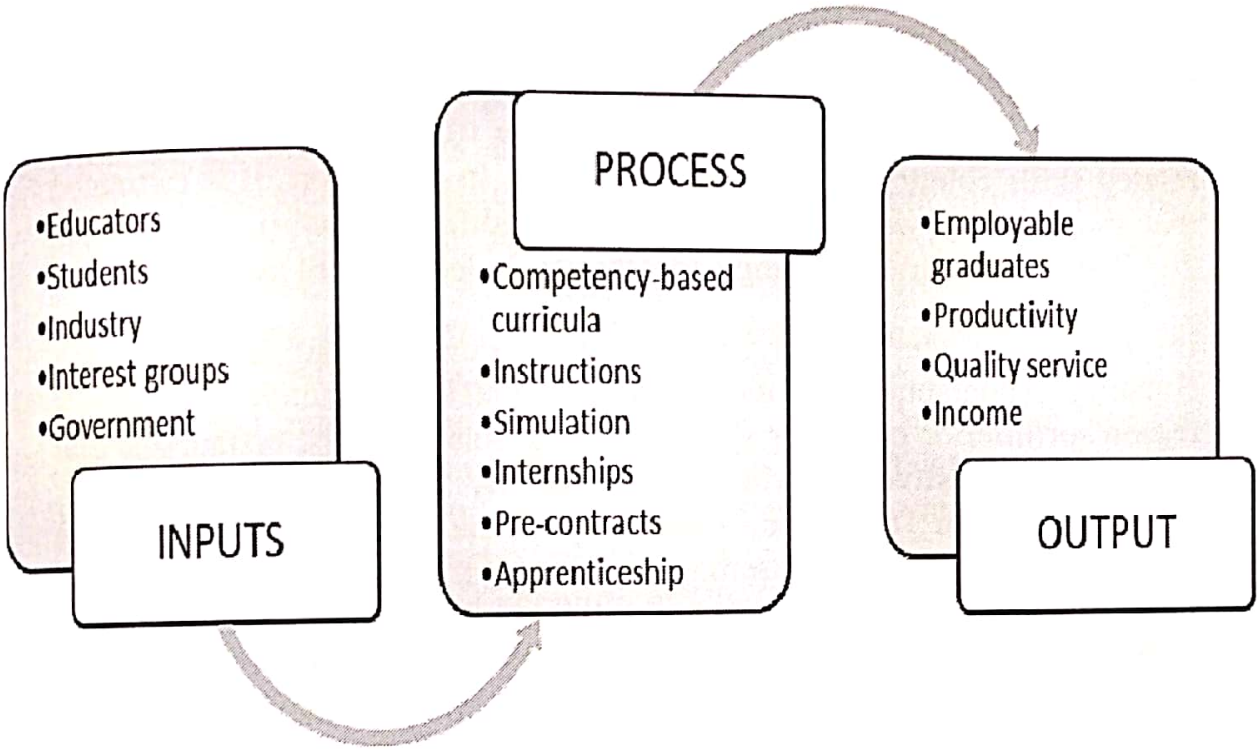


Figure 6.2: Conceptual Collaborative Skills Development Model for the Tourism and Hospitality Industry

Overview of the Tourism and Hospitality Education and Training System in Tanzania

On the basis of the positive impact that the CBET approach has shown in different countries that are successful in hospitality and tourism businesses such as Australia, the United Kingdom, Sweden, China, Jamaica, South Africa, and Kenya, there have been continued recommendations for its adoption in Tanzania. It is good to note that the government has taken steps towards that end, however, the pace at which the system is being implemented is very slow. Tambwe (2019) who investigated the challenges facing the implementation of the CBET system in Tanzanian technical institutions found that a poor understanding of the CBET concept, a lack of support facilities and resources, unfavourable working conditions which led to a lack of motivation for some teachers and students' poor attitude towards cooperation were among the challenges. In Tanzania, WIL programmes are common in some professions like law, medicine and nursing but they have been given little attention in relation to tourism and hospitality management.

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There have been consistent reports in the literature on the mismatches between graduate skills and labour market needs and graduate shortages in key fields in Tanzania. The report by the Ministry of Education, Science and Technology indicates a critical shortage of tourism and hospitality-related skills countrywide (Anderson, 2015). In the report, it is estimated that the industry would require 100,000 additional qualified people by 2020 but the country's training capacity was below 10,000 per year.

In a study of the challenges of tourism development in developing countries, Anderson (2011) also found that a lack of effective training is a reason for inferior customer service in Tanzania's hotels, restaurants and game parks relative to what is offered by its neighbouring rivals, especially Kenya. These studies indicate that the shortage of quality skills is not only in operational settings, which are necessary for running a successful tourism business, but also in managerial settings which are important for achieving the potential of the industry's opportunities. The quality of human resources in Tanzania was one of the recommended areas of concern in the 2015 Travel and Tourism Competitiveness Report of the World Economic Forum (Crotti & Misrahi, 2015).

The responsibility for overseeing, planning and regulating the education system in Tanzania falls under the remit of the Ministry of Education, Science and Technology (MEST). However, such responsibility is delegated to three agencies, namely the VETA responsible for vocational education; the National Council for Technical Education (NACTE) responsible for technical education; and the Tanzania Commission for Universities (TCU) responsible for higher education. These agencies have the responsibility to address the issue of improving access and equity, adapting general education and training to the needs of the market and improving the quality of education at all levels. Tourism and hospitality training is undertaken by both public and private institutions with the private sector having increased its participation in recent years.

In addition to governing vocational training in the country, VETA runs a number of tourism and hospitality training centres in several regions. Vocational training is also offered at some technical colleges in addition to their technical programmes. Vocational and technical training is aimed at developing semi-skilled and skilled operational staff while university education is meant to produce skilled candidates to serve in supervisory and managerial positions. However, there is always a concern among stakeholders that the resulting graduates are often incompetent and not skilful enough in practice after they graduate. Employers comment that

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only a few graduates are dedicated to the industry and committed to their jobs and the majority of them seem to have unrealistic career expectations.

The tourism and hospitality education system in Tanzania has been heavily criticised by stakeholders for being more academic than oriented to imparting the relevant skills to the students to make them employable after they graduate (TCT, 2010; Anderson, 2015). The Tourism Confederation of Tanzania (TCT), an affiliation of investors in the hospitality and tourism industry in Tanzania, and the ATE have been advocating for the adoption of a CBET approach in the provision of Hospitality and Tourism education and training since 2010 (ATE, 2011; TCT, 2010). The MEST's report on human resource needs and the skills gap in the tourism industry also documents that many of the stakeholders who were surveyed had support for the CBET framework (Anderson, 2015). It was the tourism stakeholders' belief that the adoption of CBET will enable hospitality and tourism education and training providers to be more responsive to the industry's needs. The Tanzanian education and training system must be able to produce competent graduates. These are people who can think innovatively, solve emerging problems, commit to their organisations and work to the maximum of their ability.

An imbalance both in numbers and quality between what education and training providers offer to the industry and what the industry needs is reported in many studies (Haji, 2015; Melubo & Buzinde, 2016; TCT, 2010). According to the MEST's survey report (Anderson, 2015), the most critical gaps are in terms of multilingual communication skills; interpersonal skills; customer care; marketing and sales skills; innovation and creativity skills; leadership and managerial skills and a basic knowledge of ICT. According to the report, the occupations requiring specialised skills include chefs and cooks, food and beverage controllers, tour guides, marketers, event planners, ICT technicians, and travel consultants. Operational employees are said to have more serious skill deficits compared to those at supervisory and managerial levels. In terms of numbers, the report shows that the current number of 1,500 tourism and hospitality graduates per year will not be able to meet the industry's demand which was estimated to rise by around 200,000 people between 2015 and 2020 (also refer to Table 1.6). In terms of occupations, cooks, chefs, reservation staff and food and beverage managers in the accommodation sub-sector; tour guides in travel services; tour guides and attraction managers in tourist attractions; and craftsmen, marketing and sales assistants in direct retail to tourists, are the ones facing a serious skills shortage. The deficit means the industry could end up sourcing from

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unskilled candidates or people from other fields of study which may have training cost implications on the part of tourism and hospitality organisations.

The Challenges of Skill Development in Tanzania

The skills development problems in Tanzania are a consequence of numerous factors. Some of the real challenges the education and training system in Tanzania is facing in matching graduates' attributes to the changing skills requirements in the tourism and hospitality industry are discussed below.

The absence of National (Standard) Tourism and Hospitality Education Curricula

The main challenge facing the tourism and hospitality industry in Tanzania is the relevance of training programmes to the changing needs of the industry. Concern has often been raised that the training programmes offered by many institutions in Tanzania are more theory-oriented, lacking the appropriate competencies and aptitudes graduates need for the performance of jobs when they join the industry. As Anderson (2015) puts it, there is a widespread imbalance between the demand and supply of generic skills across all tourism sub-sectors. In a study on labour conditions in Tanzania by Melubo and Buzinde (2016), employers were reported as asserting that most job applicants have good qualifications but lack soft skills, such as personal presentation, confidence, the ability to follow instructions, initiative and understanding customer needs, rather than qualifications or job-specific skills. According to the "MEST human resource needs and skills gap survey" (Anderson, 2015), the majority of graduates have also been lacking generic skills like communication, customer care, marketing and sales skills, innovation and creativity skills, managerial skills, and basic knowledge in ICT. These issues are indicative of problems in tourism and hospitality curriculum design. To compensate for the inadequate system, some tourism organisations have been sending their staff to other countries for training or hiring competent people from other countries (TCT, 2010) all of which is quite costly thus affecting their efficiency and their overall competitiveness.

It is generally recognised by stakeholders that there is a need for a comprehensive tourism and hospitality education curriculum to guide on structures, content, teaching equipment and facilities, educators' qualifications,

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students' entry requirements, textbooks, and student learning assessment. The framework should recognise and incorporate the needs and expectations of different stakeholders including educators, students, the government, employers and employees. The curriculum should also build a hierarchical career path across different levels of the course programmes from vocational to university level. This will enhance the relevance of tourism education and training as it will provide a mechanism for students and graduates to meet their career progression expectations.

National education policies and standard guidelines should be set to unify tourism education practices across the country. The new policies and guidelines should require tourism education institutes to review their existing education programmes in accordance with the established national curriculum. In support of the need for a national curriculum for tourism and hospitality education, one of the respondents in the MEST's survey report (Anderson, 2015), is quoted saying:

> The majority of trainers at hotel centres do not know what trainees should start to learn due to the absence of a leading document which details the information of the subject for review. These trainers have no training skills to train but are experienced people in different fields and everybody is expecting them to be in a better position to train (p. 57).

To enhance the relevance of tourism and hospitality education, the curriculum should emphasise internship by which students should compulsorily be required to undergo a reasonably long period of practical training during their study. At present, students studying tourism and hospitality management programmes in Tanzania do not have sufficient time for effective internship and practical experience. Other WIL approaches like the use of guest lecturers or speakers, study visits and simulation may also be used in addition to internship to enable students to gain more competencies from real work experience.

The Fragmentation of Administrative Responsibility for Governing Skills Development

Tanzania's system of tourism training is still fragmented and regulated across a number of government agencies. Three separate government agencies, TCU, NACTE, and VETA are responsible for education and training. Stressing this concern, Melubo and Buzinde (2016) write:

> Tanzanian tourism training is ineffectively coordinated and poorly regulated, especially at the national level as there is no governing body in

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> charge of monitoring education and training activities in this context. This has led to an array of training institutions offering a wide variety of courses at the level of certificate, diploma, and degree programmes, sometimes in a parochial manner. Tour guides expressed disappointment over the lack of standardized and coordinated syllabi, as well as the irrelevance of exam content to industry needs. Tour guides also felt that the courses offered by training institutions overly focused on theory at the expense of experiential content (Melubo & Buzinde, 2016: 509).

The lack of effective coordination between tourism education and training is partly due to the lack of links between vocational, technical and university programmes which, according to (ATE, 2011), demotivates students, especially those in vocational and technical colleges. They are not encouraged to excel in their studies in the hope of future educational advancements. The development of tourism and hospitality skills requires proper coordination of the different parts involved in tourism education and training (Anderson & Sanga, 2019; Haji, 2015). For effective and efficient tourism and hospitality skills delivery in Tanzania, there needs to be an integrated effort to allow effective coordination, monitoring and evaluation of programmes at different levels to ensure they are improved in a sustainable manner.

VETA and NACTE are the two national quality assurance bodies established more than a decade ago to regulate, coordinate and promote Technical and Vocational Education and Training (TVET) at their respective levels. Their main roles include to ensure that TVET is offered with the desired quality and in line with market demand through registration, accreditation, coordination and systematic monitoring (SADC & UNESCO, 2010). One of the statutory functions NACTE stipulated in Section 5 of Act No. 9 of 1997 is to establish and make awards in technical education and training (TET) which are consistent in standard and comparable to related awards in Tanzania and internationally (URT, 1997:5). The Council has been given the power to oversee TET examinations and develop a coherent hierarchy of awards in relation to awards made by other higher educational institutions and bodies and adopt a credit-based system (URT, 1997: 7-8).

While VETA currently focuses on the qualifications needed by artisans in various trades, NACTE covers all tertiary education institutions, other than universities and their affiliated colleges, which deliver courses at technician, semi-professional and professional levels, leading to the awarding of certificates, diplomas, degrees and other related awards (SADC & UNESCO, 2010). However, VETA has been playing a dual

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role, as regulator and operator. As also suggested in Anderson (2015), VETA's role should be restricted to either operating or regulating training at the vocational level, rather than doing both, as at present.

Limited Collaboration Among Key Tourism Stakeholders

One of the critical areas in the provision of tourism and hospitality education and training, according to the literature, is a collaboration between stakeholders (Solnet, Robinson, Cooper & Education, 2007). Effective stakeholder collaboration enhances the quality of education by ensuring that industry needs and public expectations are considered in the development of curricula and education programmes. Fleming and Hickey (2013) suggest that collaboration among stakeholders in the provision of education enhances a shared understanding of the meaning, purpose and expectations. However, it has been the opposite case with regard to tourism education and training programmes in Tanzania. In the study of the academia–industry partnership in skills development for the tourism and hospitality industry in Tanzania done by Anderson and Sanga (2019), results indicated that there has been little progress in developing collaboration between employers and educators. This seriously limits the potential of skills development to impact positively on tourism development.

Collaboration means tourism operators specifying more clearly the skills that fit their business contexts, the government (through its agents) setting up standards for quality skill delivery, and the education and training providers developing and delivering programmes in accordance with the set standards to meet the industry's specified needs. Kinash et al. (2014) suggest that the balance between graduates' attributes and industry requirements can be achieved only when employers work in partnership with educators on the core and specialist skills they seek from the academic programmes. The partnership can take different forms including the establishment of a representative National Advisory Committee or Board to be responsible for guiding stakeholders on the proper provision of skills for the industry. The Committee will be representative if it includes members from both the private and public sectors in both the education and tourism industries.

International experts in skills development, especially those with a track record in the tourism industry, should also be considered, so that they can help with the forging of good practices from other countries. The international flavour in the programmes will not only promote tourism and hospitality education programmes internationally but also develop

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graduates' global employability related to soft skills which will enhance their mobility in the globalised labour market. It should be noted that Tanzania depends more on international tourists as compared to local tourists, therefore, collaborating with foreign training institutions may help local institutions to develop skills and competences that are capable of matching the expectations of international tourists. It is encouraging to see that a certain level of cooperation now exists between local and foreign education and training providers. A good example is the cooperation in skills delivery between the National College of Tourism and Utalii College of Kenya (Anderson, 2015).

However, the partnership is not as strong as desired by the majority of stakeholders. It was noted that training institutions are linked with the industry through students' internship and practical training attachment, experts from the industry participating in advisory committees, and to some extent, experts from the industry participating in the training process by giving lectures and inspirational speeches. It was also observed that the provision of funds to enhance capacity is rarely practised. These findings are encouraging but there is a need to do more. The tourism training institutions must be closely connected with the industry for their programmes to improve their relevance.

Poor Quality of Students Enrolled in Tourism and Hospitality Training Programmes

Another issue that has been a concern among tourism education stakeholders is the quality of students joining tourism and hospitality education programmes at various levels. It has been a common assertion that students securing places in different tourism education institutions are post-primary and post-secondary school students who take tourism-related education and training programmes as a last resort after having performed poorly in securing places in other types of programmes (Anderson, 2015). These are low-quality students who are capable only of a lower level of understanding which makes it harder for them to thrive in their skills development. The claim is reinforced by the ATE (2011), writing:

> When students are not qualified to enter secondary school, they are left with limited options for continuing education. Vocational training is then viewed as the only opportunity for these students (p. 5).

The proliferation of private tourism education and training providers may have resulted in some institutions enrolling weaker candidates. It is noted

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from the literature that there are some private investors in education who are highly profit-oriented without regard to educational standards (Anderson, 2015). All these institutions end up compromising standards and the quality of skills in the country. The students who graduate from them are not fit for the tourism and hospitality labour market and they cannot compete with students from neighbouring countries like Kenya, Rwanda and South Africa (Anderson, 2015). To rectify the situation, minimum requirements should be established for entry into colleges offering tourism and hospitality education and training at different levels. Special rules must also be put in place for governing the establishment and running of tourism education institutions in addition to general rules governing education in the country. Such a move should always involve a wide spectrum of industry stakeholders. Furthermore, a quality assurance system must be developed and reviewed on a continual basis to ensure the development of quality skills for the industry.

Negative Attitudes of Tourism Operators Towards the Skill Development of their Staff

The development of skills to meet the needs of the tourism and hospitality industry is supposed to be a collaborative responsibility of both education and training providers and employers in the industry. Tourism organisations are supposed to develop and run skills development programmes based on their specific needs and leave the generic skills to be provided by education and training institutions. However, while employers associate the poor quality of skills with the inefficiency of education and training providers, they are also part of the problem. It is noted from several surveys conducted in the industry (ATE, 2011; Melubo, 2017; TCT, 2010) that the majority of hospitality and tourism organisations consider hospitality and tourism training as a cost and, hence, leave it to be taken care of by the government given that they pay a skill development levy (SDL) to the government.

As the quote from ATE's survey reports below suggests, employers are reluctant to invest in training because of cost constraints and the obligation to pay the skills development levy. With the exception of a few, tourism and hospitality organisations have been distancing themselves from the provision of training even for their own employees (Anderson, 2015). Haji (2015) identifies hotels and restaurants as among the sectors in which training is less often provided. According to LO/FTF (2016), in Tanzania,

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only 37 per cent of formal organisations in all sectors offer formal training.

> Companies feel that they are double paying for skills provision to their employees because they contribute to the SDL, yet still have to train employees themselves (ATE, 2011, p. 4).

The lack of interest and motivation on the part of employers is partly a result of their belief that the money they pay in the form of the Skills Development Levy is supposed to finance the development of skills and, therefore, the feeling that providing in-house training to their employees is a double burden on them. This being the case, existing employees continue to have limited opportunities for upgrading their skills. As Evans (2015) suggests, employees with outdated skills cannot help organisations to meet their customers' expectations and increase levels of satisfaction.

There is a need for an incentive scheme to encourage tourism and hospitality enterprises to train their staff. Reducing barriers for tourism enterprises to invest in skills is critical for improvement in productivity and service delivery. Adams, Johansson de Silva and Razmara (2013) suggest that investment in skills by tourism organisations reduces the pressure on the government to invest in education thereby allowing it to focus on more strategic needs for improving market efficiency and equity. The incentive would include allowing tourism and hospitality employers to retrieve part of the money collected through the SDL to cover the cost incurred in providing training to their employees and to unemployed people.

Investment in skills among employers may involve collaborations among tourism organisations with similar needs with education and training institutions. This will enable tourism and hospitality training programmes that are tailored to their contexts. The provision of tailor-made skills training may also involve industry associations that may establish an industrial fund to facilitate training to close the skills gap that is common in specific sub-sectors. Motivating tourism and hospitality organisations to participate in skills development may include various policy measures such as a review of the SDL, the establishment of common training facilities where organisations can train their employees at a subsidised cost, the introduction of best practice prizes to reward organisations that are good in training their staff, and providing scholarships for working people to upgrade their skills. The government may also be stricter in enforcing the laws that limit the employment of foreigners in the country

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to create the need for tourism and hospitality organisations to train their existing staff.

Perceived Inequity and Lack of Transparency in the Administration of Skills Development Levy Funds

Employers are required by law to pay 6 per cent of their wage bill as a skills development levy. According to ATE (2011), 2 per cent of the generated funds normally goes to the Vocational Training Fund administered by VETA and 4 per cent is passed directly to the Treasury. Employers in the tourism and hospitality industry are very concerned with the way the skills development levy is administered. In addition to perceiving the 6 per cent as unacceptably high, they also argue that the funds are not equitable (ATE, 2011). In stressing this concern, ATE (2011) puts forward the following argument:

> An SDL of 6% exceeds international good practice. Internationally, skills development levies range from 1-3%. 6% lowers overall competitiveness in the entire skills delivery system (p. 4).

One of the major issues raised by tourism organisations is that they participate in skills development by training their employees yet they have to pay the Skills Development Levy. Additionally, how the remaining 4 per cent of the Skills Development Levy is used is not known by most employers in the tourism and hospitality industry who feel a lack of transparency and perceive it to be a hidden tax of the private sector (Anderson, 2015). The lack of transparency and the perceived unfairness in the use of Skills Development Funds have been among the reasons for other employers to default. ATE (2011) has more evidence of this concern as quoted below:

> ... private skills providers have little incentive to invest because the market is deemed distorted, with most resources going to VETA schools and little to private skills providers that are VETA-authorized training facilities (p. 4).

In light of the above discussion, it is high time to improve the administration of the Skills Development Funds so that they can positively enhance the provision of skills for the tourism and hospitality industry and the economy in general. A framework should be worked out in a transparent manner for the funds to serve as an incentive to both education and training providers and tourism organisations to improve skills development both in quantity and quality. Tourism stakeholders are of the

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view that a means can be established for a more transparent and fair distribution of the funds to all public vocational and technical skills providers including employers who train their employees. To address the negative attitudes among stakeholders towards the Skills Development Funds, proper education and communication on why they are important and how they are used is required.

Limited Focus on Recognition of Skills Gained Through an Informal Apprenticeship

Apprenticeships continue to be an important source of skills for most sectors including tourism and hospitality. High skills countries like the UK, Germany, and Australia have strong and credible apprenticeship systems. Effective apprenticeship systems go hand in hand with the recognition of skills gained through informal training systems. Despite the fact that research indicates that informal apprenticeship in Tanzania is widespread (Adams, Johansson de Silva & Razmara, 2013), recognition of skills developed through this kind of training is limited. It noted that skills development often takes place outside the formal education system (Haji, 2015), hence the need for a system to recognise and accredit those who complete apprenticeships. Since apprenticeships are industry-specific, recognition of apprentices will not only increase the skills availability in formal labour markets but also promote quality in training.

It is known that VETA offers certification in some trades (Haji, 2015) but mostly for formal apprenticeship programmes. This initiative should be extended to include certification of skills that are obtained informally. In addition, the system has not been able to attract as many people as expected because of the associated fees for preparatory courses and certification tests (ATE, 2011). Industry associations should work with VETA to ensure that an effective system for testing and certifying skills gained informally in the workplace is established. Recognition of skills achievement will increase the value of informal apprenticeship training and motivate employers to engage more in training.

Inadequate Incentives for Education and Training Providers to Offer Quality Programmes

The involvement of the private sector in the provision of tourism and hospitality education is vital for expanding equitable access to training and employment. Anderson (2015) suggests that ownership of tourism

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education and training institutions by private individuals in Tanzania is more than 75%. Despite their numbers and student enrolment being on the rise, studies suggest that private education institutions have issues over quality. The literature we reviewed has evidence to suggest that education and training providers have little motivation to offer quality programmes due to a lack of incentives. Tourism and hospitality education programmes are by nature supposed to enable WIL and hence are costly to design and implement. Provision of education and training requires investment in general administration, appropriate staffing, accommodation, travel and communication systems (Abeysekera, 2006).

The literature shows that the majority of private education and training providers do not invest adequately in premises, infrastructure, equipment, books and hiring and motivating staff as the following statement from MEST's survey report (Anderson, 2015) portrays:

> Most of the private tourism colleges have very limited resources in terms of training facilities and teaching staff. The results of their training activities are ultimately inadequate and yet it is these colleges that are the main providers of the tourism workforce across the country (p. 47).

Conclusion

The tourism sector is well poised to grow at a faster pace in the coming years if backed with appropriate policies, a well-trained tourism workforce, increased investment in key areas, and the collaborative efforts of all stakeholders. In general, tourism is personnel intensive and employs a significant number of females and young people. Given that tourism is a service industry, the development of human resources in various areas is essential for a successful and competitive economic sector. However, the shortage of appropriate and specialised core and skilled personnel in the tourism sector, as well as poor planning for human resource development and investment are among the critical problems the industry is facing. To be able to operate and compete successfully in the global market, tourism service providers need to have employees who are creative and innovative, highly skilled and who are able to respond to the ever-emerging challenges of globalisation. Improving human resources, especially upgrading the educational system, is one of the recommended areas of concern that Tanzania needs to improve if it wants to be a successful tourism destination.

The limitation of skills among the people working in the industry and the skills development process, in general, is likely to limit the realisation of

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this potential. In today's competitive and ever-changing business environment, delivery of quality tourism services is, as Christou (2002) asserts, largely dependent upon the competence of the people working in the hospitality and tourism organisations in terms of knowledge, skills and attitudes. Kay and Moncarz (2004) also opine that because of the increasing competitive pressures, knowledge becomes the sole differentiating factor that separates a good destination from an average one. An appropriately skilled workforce is required in order for the hospitality and tourism industry in Tanzania to deliver the highest service standards that meet visitors' expectations. The current education and training system is inadequate to support the fast-expanding industry. Employers are of the view that the programmes offered by education and training providers produce graduates who are not ready to competently perform jobs to the expected standard. Sometimes, the programmes offered do not adequately respond to the needs of the industry.

The need to reform the education and training system is evident. There are different approaches to addressing shortfalls in skills development in different countries. The unification of vocational and technical training into a cohesive TVET framework is one of the suggested approaches to ensure the required quality and quantity of skills development. Most of the challenges identified above can be successfully addressed through an enriched CBET programme and WIL, the two approaches that have been used successfully in other well-developed tourism destinations. The need to strengthen CBET in Tanzania in order to meet the industry's changing demands has been a persistent call by the industry's stakeholders. This may move Tanzania to a position that matches or outperforms the success of its competitors, especially other tourism destinations in its vicinity.

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