



## Business Environment Reform Facility

*Diagnostic Review of Manpower Development Constraints for Tourism  
Business Council of Zimbabwe*

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## About this Report

Research for this study was conducted by Dakarayi Matanga between June and September 2018.

The views contained in this report are those of the authors and do not necessarily represent the views of any BERF consortium member or DFID.

This is a working paper shared for discussion purposes only. No reliance should be placed upon this report.



## Acronyms and Abbreviations

AHPCZ	Allied Health Practitioners Council of Zimbabwe
BERF	Business Environment Reform Facility
BMO	Business Membership Organisation
CBTE	Community Based Tourism Enterprise
CBT	Community Based Tourism
CBTMP	Community Based Tourism Master Plan
CLE	Council for Legal Education
CRD	Curriculum and Research Development
DFID	Department for International Development
GDS	Global Distribution System
GESI	Gender Equality and Social Inclusion
HCIMA	Hotel and Catering International Management Association
HEXCO	Higher Education Examinations Council
HRDC	Human Resource Development Council
HEI	Higher Education Institution
HRD	Human Resource Development
KAZA	Kavango Zambezi
LSZ	Law Society of Zimbabwe
MDA	Ministerial Departments and Agencies
MDPCZ	Medical and Dental Practitioners Council of Zimbabwe
METHI	Ministry of Environment Tourism and Hospitality Industry
MHTESTD	Ministry of Higher and Tertiary Education, Science and Technology Development
NAMACO	National Manpower Advisory Council
NEC	National Employment Council
NHRD	National Human Resource Development
NQF	National Qualifications Framework
PPD	Public Private Dialogue
SADC	Southern African Development Community
SDEQA	Standards Development and Quality Assurance
TBCZ	Tourism Business Council of Zimbabwe
TBZ	Tourism Development Zone
TPB	Tourism Professional Board
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNWTO	World Tourism Organization
VTCs	Vocational Training Centres
WEF	World Economic Forum
WTTC	World Travel and Tourism Council
ZCT	Zimbabwe Council for Tourism
ZIMCATS	Zimbabwe Credit Accumulation and Transfer System
ZIMCHE	Zimbabwe Council for Higher Education
ZIMDEF	Zimbabwe Manpower Development Fund



ZIQA	Zimbabwe Qualifications Authority
ZNTMP	Zimbabwe National Tourism Master Plan
ZTA	Zimbabwe Tourism Authority

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## Executive Summary

The overall purpose of this review was to help the Tourism Business Council of Zimbabwe (TBCZ) to identify legislative/regulatory or institutional constraints getting in the way of the market for manpower development working efficiently for the benefit of the tourism industry. Whilst several inputs are important in the creation of the tourism product, human capital is critical for organizational effectiveness, success, competitiveness and profitability, since they significantly determine the quality of the tourist's experience. This becomes more important considering positive trends noted in Zimbabwe's tourism prospects in recent times. However, the industry believes that the human resources currently developed through the country's existing framework, as well as the framework itself, should be improved.

The review was comprised of a critical outline of the legal and regulatory framework governing or influencing manpower development for the industry. In addition to this, the existing structures and systems delivering on this mandate were also reviewed. This was supported by consultations with diverse stakeholders linked to the topic. The aim was to assess for role clarity, coordination, operational efficiency as well as checks and balances, necessary to deliver on the industry's manpower development needs.

Several issues emerged from the documentation and insights from key stakeholders. Briefly, the industry currently draws upon several pieces of legislation which govern or impact on its human resource development (HRD) directly and indirectly. The government has also launched several plans and strategies to grow the industry, and these also contain specific actions which directly and indirectly contribute to development of the industry's human capital.

Several institutions are created through legislation which govern, regulate or provide services on HRD. In addition to these, government has proposed the establishment of a new body to deal with some of the industry's HRD issues. The creation of this body is seen as a welcome development by various stakeholders, although they express different opinions on its form and mandate. Prior to this proposal, the industry depended on influencing policies and actions on industry manpower development through a multi-stakeholder advisory body also created through statute. However, this consultative structure has not been active for several years. This created a gap in terms of bodies necessary for guaranteed, meaningful input by the industry, in national processes for developing the industry's manpower.

Existing legislation was noted for its weaknesses in some areas. For instance, it is too loose to guarantee that public manpower development funds are used solely for their intended purpose. Furthermore it creates multiple institutions working in silos on manpower development, without clearly built in mandates for inter-departmental collaboration. This creates risk of overlapping mandates and duplication. Whilst some of these institutions are carrying out initiatives on manpower development, they also appeared unaware of HRD schemes proposed specifically for the industry.



At this time, learners in tourism and hospitality are currently viewed as lacking in practical skills as well as ‘passion’ necessary for working in the industry. This is exacerbated by the curriculum which is viewed as being behind world standards in introducing learners to technical aspects, as well as the teaching staff who are perceived as lacking in industry experience.

Over and above these concerns, learning institutions delivering courses relevant for the industry report facing resource and capacity challenges. Some of them perceive that they receive poor support from some of the bodies mandated to provide services and resources in support of manpower development. The industry also sees little benefit from public resources which they are levied for manpower development. The foregoing points summarise a few findings which emerged from this review.

Recommendations are made in line with the findings and conclusions, and these are summarised in Table 1 below. The Addendums (which were added after completion of this report) set out a brief Concept Note and Dialogue Timetable for a proposed follow-up to the recommendations.

**Table 1: Summary of Recommendations**

Institution Responsible for Implementation	Recommendation	Timescale
<b>Parliament of Zimbabwe</b>	1) Review NAMACO governance structure for greater inclusivity and good corporate governance	Short term (6-12 months)
	2) Review Part V 48 (2) (e) of the Manpower Planning and Development Act to prevent misuse of NHRD funds.	Short term
	3) Review Manpower Planning and Development Act to specify clear deadline on constituting NAMACO Council	Short term
	4) Review Manpower Planning and Development Act to prevent extension of councillors tenure on NAMACO council without industry mandate	Short term
	5) Review usage of manpower funds in Manpower Planning and Development Act to integrate people with disabilities in NHRD schemes	Short term
	6) Pass legislation establishing Zimbabwe Qualifications Authority (ZIQA), an overarching body to govern manpower development issues	Medium term (1 to 3 years)
	7) Review Prevention of Discrimination Act to include people with disabilities in its target beneficiaries	Medium term
	8) Domesticating the UN Convention on the Rights of Persons with Disability to integrate persons with disability in the economy	Medium term
<b>Ministry of Higher and Tertiary Education, Science and Technology Development (MHESTD)</b>	9) Urgently constitute the NAMACO Council	Short term
	10) Allow employment sectors to select their own representatives on the NAMACO Council	Short term
	11) Make detailed information on the usage of manpower development funds readily available on publicly accessible platforms	Short term

Institution Responsible for Implementation	Recommendation	Timescale
	12) Grant learning institutions loans for furthering technical and vocational education/training TVET (e.g. upgrading demonstration equipment)	Medium term
	13) Introduce policy for ZIMCHE academic staff to go on sabbatical leave at specified intervals for gaining practical experience	Medium term
	14) Integrate skilled industry practitioners (incumbent and retired) in teaching technical aspects	Medium term
	15) Launch a campus in Victoria Falls to cater for the TDZ's specific requirements	Medium term
	16) Shift focus (or balance) of HRD for the industry to emphasise less on education and more on vocational training	Long term (3-5 years)
<b>Ministry of Environment Tourism and Hospitality Industry (METHI)</b>	17) Apply part of the Zimbabwe Tourism Fund in support of manpower development schemes (e.g. upgrading demonstration equipment)	Medium term
	18) Link ZTA planning cycle for industry manpower planning to national economic development plans/goals	Long term
	19) Introduce a labour market info system for the industry	Long term
	20) Carry out detailed bi-annual human capital audits for the industry	Long term
<b>NAMACO Hotel and Tourism Sector Committee</b>	21) Review the current list of rebatable courses, trades and apprenticeships and table them for MHTESTD adoption	Short term
	22) Review the current skewed focus of manpower funds on TVET courses	Short term
<b>Tourism Business Council of Zimbabwe (TBCZ)</b>	23) Spearhead consultative dialogue to refine the structure and mandate of the proposed TPB	Short term
	24) Commission a study on HRD constraints experienced by women in the industry	Medium term
	25) Commission an audit of tourism training institutions and facilities on universal access and inclusive education for people with disabilities	Medium term
	26) Lobby for representation of people with disability on NAMACO Council	Medium term

## 1. Introduction

Good quality human resources are the lifeblood of a competitive tourism industry because while the physical product is important, the quality of most tourists experience will rely to a greater extent on the interactions they will have with the diverse front-line staff in the travel, tourism and hospitality industry (Nickson, 2007). These interactions are termed 'moments of truth' (Carlzon, 1987) and they are crucial for a tourism business' organizational effectiveness, success, competitiveness and profitability (Nickson, 2007). However, it has been noted that there is a challenge faced when businesses in the industry try to recruit, develop and maintain a committed, competent, well managed and well-motivated workforce, which offers a high-quality 'product' to customers who are increasingly discerning and highly demanding (Nickson, 2007).

The World Economic Forum's (WEF) Travel and Tourism Competitiveness Report (2017) ranked Zimbabwe 127/136 in terms of the Human Resource and Labour Market indices, placing it behind regional competitors Zambia (109); Namibia (106); Malawi (97); Botswana (72); South Africa (63) and Mauritius (48). This pillar measures the availability of quality human resources and how efficiently human resources are allocated in their most efficient use. In the pillar's sub elements, the country ranked 88/136 in staff training specifically.

Zimbabwean tourism's prospects are improving, noting that the country received a total of 2,422,930 tourist arrivals in the year 2017, representing a 12% increase from the 2,167,686 tourists received in 2016 (METHI, 2018). The Total GDP contribution of Zimbabwe's Travel and Tourism was USD1,199.8mn, 7.1% of GDP in 2017, and is forecast to rise by 2.1% in 2018, and to rise by 2.4% pa to USD1,556.3mn, 7.6% of GDP in 2028 (World Travel and Tourism Council - WTTC, 2017). These trends are underpinned by ambitious programmes for the accelerated development of tourism implemented by the Government of Zimbabwe, which views tourism as one of the four economic pillars of the economy among agriculture, mining and the manufacturing sectors (Government of Zimbabwe, 2018).

Where employment is concerned, the total contribution of Travel and Tourism to employment, including jobs indirectly supported by Travel and Tourism in 2017 was 4.4% of total employment (69,000 jobs). This is projected to rise by 1.7% pa to 81,000 jobs in 2028 (4.0% of total) (WTTC, 2018). It is also estimated that the participation of females in the industry's labour force is higher than average (WTTC, 2017). The industry also has a high percentage of youth employment relevant to other segments, as shown by a sample of employment figures from one of the industry's two National Employment Councils (NECs) in Appendix 1.

It is plausible to assert given tourism's recent trends, and proposed growth targets; that the industry can contribute significantly more to the economy, but only provided the national framework for manpower development generates and guarantees more good quality human resources for it, as they are crucial for competitiveness and profitability.



## 1.1 Research Objectives

The specific objectives of the exercise are as follows:

- Identify and classify specific legislative/regulatory or institutional manpower development constraints to the growth of Zimbabwe Tourism and Hospitality; and
- Identify, justify and prioritise reforms needed for a strengthened, more responsive and cost-effective tourism sector manpower development framework; and to propose mechanisms for monitoring implementation of reforms.

## 1.2 Justification for the Study

The TBCZ formerly known as the Zimbabwe Council for Tourism (ZCT) is the voice for private sector players in the Tourism and Hospitality industry throughout Zimbabwe. TBCZ lobbies for an operating environment which enables operators to maintain and grow their businesses, with consequent benefit to the economy. They represent the entire scope of enterprises, ranging from operators of retail travel agencies, safari and hunting operators to car rental and activities companies, all organized into ten affiliated sub-sector Business Membership Organisations (BMOs).

Feedback from the TBCZ's affiliates suggests that their manpower development needs are not being met satisfactorily. In their view, the country's manpower development framework has drifted significantly from its intended mandate in recent years. They have identified a few legislative/regulatory and institutional constraints which they perceived to be affecting the workings of an efficient market for manpower development. For example, stakeholders have observed that public resources raised from levies on employers have been allocated to expenditure outside the stated purpose of national manpower development citing the loose systems in the enabling legislation as a cause (Onesimo, 2018). Some of the cases linked to the abuse of manpower development funds have been the subject of investigations and a forensic audit (The Chronicle, 2017; The Herald, 2018).

The TBCZ believes that the abuse of these resources and the framework's subsequent lack of responsiveness to the industry stem from the trusteeship of bodies charged with planning and funding manpower development. These bodies are characterised by under-representation of the private sector. The private sector should be fully represented in the governance of public manpower development bodies through business membership organisations (BMOs).

To address such constraints, the TBCZ has decided to review the national policy and institutional framework for HRD to identify what is affecting the workings of an efficient market for manpower. Greater understanding of this framework will enable TBCZ to engage relevant stakeholders through evidence-based Public Private Dialogue (PPD). The dialogue will support the implementation of reforms necessary to make the National Human Resource Development (NHRD) framework more responsive to the industry and ensure that government agencies created to deliver on this adhere to their mandates. This will in turn assist the industry to meet its growth objectives and follow global trends in skills development.



## 2. Literature Review

### 2.1 Summary of Key Concepts and Theories

Several definitions and concepts underscore the debate in this topic.

Human Resource Development, which is the more recent term for Manpower Development, is defined as a process that helps develop human expertise through personal development with the objective of enhancing performance (Swanson and Holton, 2001). Such a definition is however too organisation specific according to some authorities (Kuchinke, 2003; McLean, 2004 in Nair et al, 2007). They advocate a multilevel approach which considers HRD at the individual, organizational, and community-societal levels (Garavan, McGuire and O'Donnell, 2004; Kuchinke, 2001; McLean & McLean, 2001 in Nair et al, 2007). A review of HRD constraints for the industry in Zimbabwe needs to recognise the two definitions since it involves assessing policies, institutions and systems at national level.

The body of knowledge on NHRD globally is gradually growing, and one notable idea from the literature is the use of NHRD as a mechanism for addressing developmental concerns afflicting nations (McLean, 2006 in in Nair et al, 2007). Swanson and Holton (2001) support this with their assertion that strategic investment in HRD at the national level can range from maintaining high-level workforce competitiveness to elevation of a nation from poverty.

Views on the evolving discipline of HRD are diverse, but three overarching goals transcend any differences (Swanson and Holton, 2001). One is the goal of improvement or the desire to raise quality or conditions. The second is that HRD is problem oriented, geared to defining and solving problems. The third is the systems orientation of HRD, based on the basic model of inputs, processes and outputs, which includes a feedback loop, with the entity open to influence from the outside environment (Swanson and Holton, 2001). In this context, a country's national manpower development framework can be legitimately reviewed for its responsiveness to solving a country's economic challenges. A drift in that subsystem's mission should therefore be viewed as inimical to the host system's vision.

It is also necessary to briefly define and distinguish between the concepts of Training and Education. The two concepts are so closely intertwined that the definition is blurred notwithstanding their differences in nature and orientation (Surbhi, 2015). However, as the comparison chart in Appendix 2 shows, training involves inculcating a specific practical skill in a person, whilst education is associated with theoretical learning in the classroom (Surbhi, 2015). The objective of the former is to improve performance and productivity whilst the latter aims to develop reasoning and judgement (Surbhi, 2015). These two concepts are critical in understanding some of the sentiments emerging from stakeholders engaged in this review.

The concept and definition of what constitutes HRD is still evolving in developing countries as their economies grow; and related initiatives are mostly government led (Nair, et al 2007). The idea emerging is that NHRD should be fit for purpose, responding to a country's unique challenges; and these differ for developed and developing countries (Nair et al, 2007).



This review also includes an underlying focus on gender equality and social inclusion (GESI). The factors that exclude certain groups are wide ranging, and this includes stereotypes, stigmas, and superstitions based on their status such as gender and disability (World Bank, 2018). Social exclusion is of concern because of its harmful costs to human capital development.

## 2.2 National Plans and Strategies for Industry Manpower Development

### Human Capital Audit of Zimbabwe's Tourism and Hospitality Industry (2013-2014)

The overall objective of the audit was to update information on the human capital of the industry; determine skills and training needs; develop a capacity building model for the human capital for the country and assess the state of facilities in meeting the human resources requirements of the industry. The authors also aimed to carry out a census of all registered and unregistered tourism and hospitality organisations in the country.

Among other things, the audit presented a statistical breakdown by occupational category disaggregated by gender. The audit focused only on hotels and restaurants, so it could not provide a comprehensive indicator of total employment figures. According to the Zimbabwe National Tourism Master Plan consultations with owners and managers in the industry indicate that employment in the sector is much less than reported in the audit. Noting the challenges of collecting accurate data from businesses in the industry, the audit recommended the establishment of an automated national mirror to collect data on the sector's human resources.

The audit has several technical recommendations targeted at the Zimbabwe Tourism Authority (ZTA), industry monitoring and training institutions and the private sector which are too numerous to repeat here. Notably it recommended the harmonisation of training institutions' credit systems using the Southern African Development Community (SADC) regional credit system which is the process currently being implemented under the Zimbabwe Credit Accumulation and Transfer System (ZIMCATS). It also produced projections for employment figures for the industry (including management positions) for the years 2015-2035.

### Community Based Tourism Master Plan (June 2017)

In 2017 the Ministry of Environment Tourism and Hospitality Industry (METHI) developed the Community Based Tourism Master Plan with technical support of the Japanese government, themed on "Targeting Poverty Alleviation." This document develops a master plan for Community Based Tourism (CBT) in Zimbabwe, based on carefully selected pilots and baseline surveys. CBT is widely accepted as a form of socially responsible tourism in which the activities of visitors are organised and controlled by local communities (METHI, 2017). The community is central in the delivery of the CBT product, so it is one of the ways of alleviating poverty and empowering them (METHI, 2017). Furthermore, its community welfare orientation makes it valuable in the achievement of NHRD defined above, and indeed GESI because tourism can facilitate community involvement in mainstream tourism activities. Indeed, the literature reviewed shows that tourism has a role as a driver for skills training and enhancing



employability at a national level through NHRD (Johnson and Bartlett, 2013). Furthermore, it has been found that the more community members participate in CBT activities, the more there is an effort to develop human resources (METHI, 2017).

METHI conducted an inventory and needs survey of Community Based Tourism Enterprises (CBTEs) by looking at their current circumstances, needs and challenges and evaluating them. It identified several operational challenges among those CBTEs which are currently running, and this included but was not limited to the lack of organisational structure and administrative/institutional capacities to be managed properly. Specific capacity development requirements recommended in this area include skills training in a range of business subjects, namely financial management, marketing, operations and human resource management.

### Zimbabwe National Tourism Master Plan

The Plan was the result of nationwide consultations in the country's 10 provinces organised through respective Provincial Ministers with tripartite support from the ZTA and the private sector in 2016.

Using the Spatial Development Concept, the Plan proposes specific actions on HRD tailored to address unique challenges prevailing in specific Tourism Development Zones. The country is divided into 11 TDZs across the country for prioritisation, and practical, phased implementation of programmes to develop tourism products in the country. In the context of this topic therefore, each zone is treated as having its own unique challenges and opportunities on the HRD side. It also includes a national plan for HRD.

The Plan also proposes specific actions for HRD, including the establishment of a Tourism Professional Board (TPB). This body will, with input from the National Manpower Advisory Council (NAMACO), have the principal objective of researching the industry's training needs and coordinating their provision, ensuring private sector industry input to policy, curricula development and implementation for the industry (METHI, 2018). The Plan sees METHI, tourism industry stakeholders, and institutions of higher learning taking the lead in the establishment of the TPB. The rationale for establishment of the TPB in the Master Plan is summarised in Table 2 below:

**Table 2: Rationale for the Tourism Professional Board**

#### Rationale for the Tourism Professional Board

- To facilitate a robust exchange programme for skills and knowledge transfer
- To engage in training, research and development in key areas such as innovation, technology and wealth creation
- To initiate and implement standards of skills and competencies
- To monitor training programmes in line with tourism and hospitality strategy
- To work with Ministry of Higher and Tertiary Education, Science and Technology Development in coming up with minimum qualifications for T&H teaching/lecturing staff

Source: MOTH, 2018.



### 3. Methodology

The review described below was comprised of a document review and analysis, as well as consultation meetings with a host of stakeholders linked to the issue of manpower development for the industry. Each stage is summarised in greater detail below.

#### 3.1 Primary Data

Fieldwork to gather primary data from a sample of respondents was carried out between July and August 2018. Possible sub-groups of interest were picked using the stratified sampling based on their involvement in, or mandate on the issue of tourism industry HRD. The review triangulated data gleaned from self-completion questionnaires with that from key informant interviews (all in Harare) using interview guides tailored for specific institutions. Insights were also gained from participation in national Tourism and Hospitality meetings convened by the Ministry of Environment Tourism and Hospitality Industry (METHI).

The fieldwork was coordinated entirely from the TBCZ's head office in Harare, with a wider geographical spread attempted by collaborating with the secretariats of sub-sector BMOs affiliated to TBCZ. Respondents' inputs were anonymised and collated with other responses for presentation in statistical and qualitative format.

In total, 63 respondents from 5 sub-categories were targeted, which included MDAs; tourism and hospitality BMOs; Tourism and hospitality businesses; tourism and hospitality training institutions and tourism and hospitality students/trainees. Overall, a 63% response rate was achieved. The response rate is attributable to the timing of the fieldwork, which coincided with elections in the country – some respondents could not easily participate while others failed to get institutional clearance to participate in the research.

#### 3.2 Secondary Data

Documents reviewed included tourism and hospitality academic texts, HRD academic texts; annual WTTC reports, Annual WEF Travel and Tourism competitiveness reports; local legislation governing Tourism, local legislation governing manpower planning and development; local and foreign legislation creating public manpower planning and development institutions; local and foreign government documents for tourism and hospitality planning, local and foreign government HRD annual reports; prior research on human capital in the industry; news reports on the topic and speeches made by policymakers. Websites with information linked to the topic were also used.

#### 3.3 Profile of Respondents

There were eight respondents from MDAs and BMOs. Nine institutions out of a possible sixteen participated in the study (four universities, one polytechnic and four private colleges). Thirteen businesses responded across five sub-sectors, whilst ten students/trainees provided their insights. The gender of respondents was 39% females and 61% males. The profile of respondents is summarised in Appendix 3.



## 4. Key Findings

### 4.1 Critical Summary of Relevant Statutes and Regulations

#### The Tourism Act 22/2001

The Tourism Act establishes the Zimbabwe Tourism Authority (ZTA), which is the regulator for the industry. The ZTA is charged with responsibility for tourism industry planning, which implicitly includes HRD. The ZTA is governed by a board which may establish committees vested with appropriate functions in line with its mandate, and this creates potential for a committee focused on the industry's HRD issues. The Tourism Fund is also created in line with the Act, and it is used for promoting the development of the tourism industry. This fund can be used for HRD schemes/activities. There are also clauses in the Act which speak more directly to HRD issues. For instance, the ZTA has the responsibility of developing marketing skills for the industry. It may also assist other entities which provide facilities for training, education and research.

#### Manpower Planning and Development Act 24/1994, 1/2001

Under the Ministry of Higher and Tertiary Education, Science and Technology Development (MHTESTD), several key issues can be highlighted in this Act.

##### 4.1.1 Establishment, maintenance and operation of technical or vocational institutions, universities and vocational training schemes

These are classified either as government or non-government, and the state equips and maintains the former. Non-government institutions are prohibited from operating without registration with the Ministry. The Minister, after consultation with the Finance Minister, is authorised to grant loans to a technical or vocational institution, university or university college, or to any other person or institution, for a number of purposes which includes any work in furtherance of technical or vocational education or training.

##### 4.1.2 Establishment and functions of a National Manpower Development Advisory Council (NAMACO)

NAMACO has considerable influence on manpower development for the industry. Its functions include advising the Minister on manpower development and training schemes and ensuring an adequate supply of trained manpower for industry and for all professions, trades and occupations. It also advises the Minister on the imposition and collection of any levy linked to manpower development.

NAMACO council members are nominated by various public and private sector organisations, with the private sector's nominations coming from employer and professional organisations. Each member of the Council currently serves a term, not exceeding three years. Furthermore, the Minister must consult the President before he/she appoints a person to the Council. Hence there are implied limitations to the propensity of employer organisations to nominate members of their choice to this Council.



The Minister may require that a Council member vacates office under specific circumstances, which includes the cessation of his/her mandate. The detailed rules may be a challenge to the legitimate representation of sector interests.

NAMACO may establish committees to help it to exercise its functions. Currently, there are 20 sub-sector committees whose membership is drawn from employer and employee organisations, government departments, statutory bodies, local authorities and professional organisations, with one on hospitality and tourism (NAMACO, 2018).

#### 4.1.3 The Zimbabwe Manpower Development Fund (ZIMDEF)

ZIMDEF was established with the objective of developing skilled manpower in Zimbabwe. The Trusteeship of the Manpower Fund is vested in the Minister, and it is administered by the Chief Executive through the Minister's directives (taking advice from the Council). Resources of the Manpower Fund come mainly from a levy of 1% of the gross wage bill collected from employers in terms of section 53 of the Act (ZIMDEF, 2018).

As highlighted above, the alleged abuse of manpower development resources is of concern to stakeholders. A worrying provision is the clause which empowers the Minister (MHTESTD) to give gifts or bonuses to ZIMDEF employees. This provision is too loose to guarantee that scarce public funds are committed transparently to the development of skilled manpower.

#### 4.1.4 Other key provisions

The Act also governs research, planning and development of human resources at national level, and apprenticeship training and skilled worker certification.

#### [Zimbabwe Council for Higher Education Act \[Chapter 25-27\]](#)

ZIMCHE regulates, promotes and co-ordinates education provided by higher education institutions (HEIs). ZIMCHE also advises the Minister (MHTESTD) on matters to do with higher education. This includes advising him/her on proposals for amending or introducing new legislation on higher education. The tourism and hospitality industry desiring manpower development reforms needs to recognise the influence of this body.

ZIMCHE is empowered to register/deregister public or private HEIs, as well as merge or close public ones. Non-government vocational and technical institutions which are distinct from HEIs are registered by the Standards Development and Quality Assurance (SDEQA) under MHTESTD. This includes the design, development and review of their curricula (MHTESTD, 2018).

ZIMCHE is also empowered to publish the relevant institutional quality assurance standards necessary for HEIs to operate, as well as evaluate them on an ongoing basis. They also carry out regular evaluations of degrees offered by HEIs. The institution is also charged with assisting HEIs to maintain a high calibre staff through training, as well as promote equity in access to higher education through student assistance programmes.

ZIMCHE is governed by a Council of eminent local academics, as well as members from outside the public service. Nominations for ZIMCHE's Council are invited from the business community and students which is important for representation of their interests on manpower development institutions.

The Minister is empowered to draft regulations governing the qualifications necessary for a person to be appointed to the teaching staff of an HEI, having regard to the branch of education in which he/she is expected to teach. Hence the Ministry can be lobbied to set specific standards for teaching for the industry.

## 4.2 Institutional Framework and Coordination of Tourism's Manpower Development

In addition to looking at the legal and regulatory framework for manpower development for the industry, it is important to look at the structures and systems currently in place in accordance with laws and regulations summarised above. The aim is to assess role clarity, coordination, operational efficiency as well as checks and balances, necessary to deliver on the industry's manpower development needs.

### 4.2.1 Role clarity and coordination

Consultations with a key tourism MDA official revealed that inter-departmental collaboration in the public sector on HRD for the industry is currently not clear, including the necessary policies in place for such coordination. NHRD institutions consulted also felt that MDAs are operating in silos on HRD in general. The result is that there is lack of shared awareness among them, of ongoing programmes which develop manpower for the industry's needs, limiting collaboration.

Possible reasons given by the NHRD institutions are that the mandate for developing human resources is dispersed across MDAs in general, as evidenced by the legal and regulatory framework, strategies and plans. Furthermore, various accredited educational qualifications are currently domiciled in different ministries, with this fragmentation acknowledged in the recently launched National Qualifications Framework, NQF (MHTESTD, 2018). The silo approach is also attributable to the fact that some NHRD agencies are limited by their own institutional frameworks (some of them statutory) in the way they can engage other MDAs, and indeed other stakeholders who may benefit from their services on national manpower development. NHRD institutions consulted see the need to streamline manpower development to be driven by one specialised ministry department or an overarching agency.

Clarity was sought on the correct positioning of HRD in the industry between the parent ministry and others involved in HRD. Officials consulted said this is of secondary importance provided a clear strategy is put in place. Such a strategy will establish role clarity necessary for the proper custodian of manpower development to work well in servicing other institutions and sectors, based on strong, functional links.

It was emphasised that training people or education is not the core business of the industry's parent ministry. It was highlighted that the right/specialised entity must always take a leading



role in manpower development because a non-specialised one can end up constraining institutions designed to generate the right skills for the industry – the government may soon streamline manpower development to be driven from one specialised ministry and its agencies. This will foster complementarity, eliminate overlapping mandates and avoid duplication of services.

Notwithstanding the limitations on proactive collaboration placed by current institutional frameworks some NHRD institutions reported that their agencies' efforts to collaborate have succeeded. This has proceeded based purely on mutual goodwill, and without the ideal multi-stakeholder consultation captured formally in their institutional frameworks. To illustrate, experts teaching the industry's courses have been engaged by NHRD institutions to help in reviewing foreign qualifications. These agencies also engaged relevant professional bodies in other sectors which award qualifications and have accreditation jurisdiction. Examples include the Engineers Council/Institute of Engineers, the Law Society of Zimbabwe (LSZ), the Council for Legal Education (CLE), the Medical and Dental Practitioners Council of Zimbabwe (MDPCZ) and Allied Health Practitioners Council of Zimbabwe (AHPCZ). This ensures that the learning environment does not have conflicts in relation to the same qualifications as tourism.

Some NHRD institutions stated that the open-door policy necessary for collaborating on the industry's HRD has not always been fully exploited because the private sector does not participate fully in consultative processes. They also raised concern that local training institutions have not been working directly with the industry on course content. Ideally, the industry should be involved in curriculum development, as well as teaching and assessment in a mutually beneficial relationship with learning institutions. This reduces the need to retrain students after graduation. In view of these challenges, NHRD institutions welcomed the establishment of a TPB as a practical and specialised mechanism for multi-stakeholder collaboration.

Whilst awareness of plans to establish the TPB is uneven among stakeholders (ranging from good to poor), they are supportive of the idea e.g. rated highly by 66.7% of businesses sampled. There are different views, however, about its intended composition and focus amongst all categories of respondents. Most of them believe it should be comprised of institutions from the public and private sectors in a smart partnership; a different view is that the TPB should not be a parastatal, but an industry professional body initiated by the private sector e.g. the Hotel and Catering International Management Association (HCIMA) or the UK Institute of Hospitality.

At present, the industry's main mechanism for collaborating with the public sector on manpower development is NAMACO's Tourism and Hospitality Sector committee, which deliberates on human capital development issues for the sector and forwards their recommendations to MHTESTD for consideration.



#### 4.2.2 Checks and balances

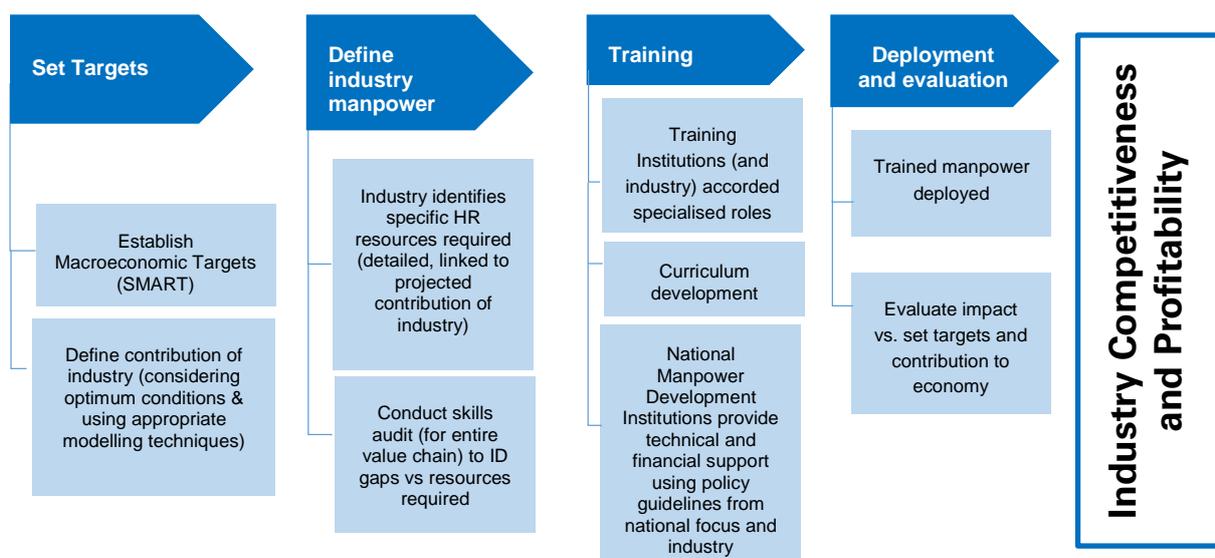
Noting the TBCZ’s interests in guaranteed and balanced participation of the private sector on bodies that advise government on national manpower development, it is important to report that no NAMACO Council is currently constituted. The last Council’s tenure ended in 2015. This limits the checks and balances necessary for the country’s policy/regulatory and institutional framework to deliver on the industry’s needs in an inclusive manner.

#### 4.2.3 Planning cycle for the industry’s manpower development

Specific NHRD and training institutions asserted that the industry’s employment plans appear out of sync with a national economic vision, which clearly specifies the industry’s contribution, and the resources it requires to make that contribution.

In their view, industry growth targets should be set, based on the industry’s planned/projected contribution to national economic targets. Stakeholders then plan for the human capital needed to achieve the industry growth under optimum conditions. The required manpower should be fully quantified, broken down incisively by job description, identifying gaps against existing employment. With this analysis, learning institutions should then produce the required manpower in terms of skills and number using a tailored curriculum. After deployment stakeholders should monitor and periodically evaluate for impact to inform future planning cycles. The last step aligns well with Mauritius, where one of the roles of its Human Resource Development Council (HRDC) is to initiate studies on the relevance and impact of training activities in relation to the country’s socio-economic development. Hence the impact of country’s HRD initiatives are measured against their intended impact on the country. Indeed, this cycle is consistent with the view of HRD as a 5-step process in Swanson and Holton (2001), which includes steps of analysing, proposing, creating, implementing and assessing. Figure 1 summarises the process proposed by respondents for planning for the industry.

**Figure 1: Proposed HRD Process for Tourism and Hospitality**



### 4.3 Impact on Tourism Businesses of the Existing Framework

The status quo with the legislative/regulatory framework for the industry's manpower development, as well as institutional coordination on the same has had several effects on the industry.

#### 4.3.1 Local industry graduates/trainees not highly rated

Most businesses in the survey (83.3%) rated the quality of tourism and hospitality graduates/trainees from local universities, vocational training centres (VTCs) and polytechnics as 'fair'. Stakeholders said that the current approach to manpower planning for the industry puts disproportionately more focus on education at the expense of training. The result is that the industry perceives current college and university graduates as lacking the basic practical skills needed by the industry. The issue of practical experience is particularly concerning where degree awarding institutions are concerned. Stakeholders do not doubt that HEIs generate good graduates/trainees. However, what concerns them is their application of 'practical knowledge'. They said higher education graduates may be useful in management levels; however, hospitality thrives on the application of practical knowledge, an area where TVET is key. VTC graduates and apprentices are therefore rated higher than university graduates on practical skills. Apprentices are perceived to be more skilled than university graduates because they are practically assessed, and trade tested before completion of their apprenticeship.

#### 4.3.2 Learners viewed as lacking 'passion' for industry

The local graduates/trainees are also viewed as lacking passion necessary for work in tourism. As a litmus test for 'passion' local training institutions were asked what percentage of their currently enrolled 1st year students picked the entry level tourism and hospitality course as their first choice (among other alternatives). Three of them (out of 9) said that 75%-100% of their first-year students picked an industry course as first choice whilst two said it was 50%-75%. Furthermore, learning institutions were asked whether any had additional pre-selection criteria they apply (over and above academic qualifications) when enrolling students for the industry's courses. The objective was to explore whether they carry out tests or interviews to gauge prospective students' interest. The finding was there is no formal mechanism at local learning institutions to gauge learners' passion for the industry during the enrolment process. Students are enrolled based on their educational qualifications only, including other criteria such as mature entry or work experience. Some stakeholders assert that tertiary institutions are currently enrolling tourism and hospitality students on volumes as opposed to quality.

#### 4.3.3 Limited on-the-job training

The issue of trade testing, certification of skilled workers and apprenticeship training for the industry is closely linked to the issue of practical experience. Under the current framework, the industry currently only has two designated trades under this framework, namely cook and waiter. This does not fully represent the entire industry value chain, as illustrated in Appendix 4. Consultations with NHRD and training institutions revealed that industry proposals for



additional trades were made but progress stalled when the NAMACO Council’s tenure ended in 2015. They also assert that some employers tend to recruit apprentices as cheap labour, resulting in little experience imparted – in the first two years apprentices are funded by government but are offloaded by their employers in the 3rd year when they are obliged to pay wages. It is important for HRD at the organisational level not to be exploitative but rather complementary to the national vision.

#### 4.3.4 Capacity constraints for learning institutions

Sixteen learning institutions were identified in the country which deliver courses in tourism and hospitality (see Appendix 5). Virtually all training institutions surveyed affirmed that they are experiencing challenges in delivering courses in tourism and hospitality. Most of them (55.6%) cited the ‘current state of facilities at learning institutions’ as the number one challenge that needs to be addressed in training effectively for the industry. This correlates with 58.3% among surveyed student/trainees who also considered this as the highest ranked challenge. Meanwhile 58.3% of respondents from businesses in the industry affirmed that existing facilities for training are inadequate. On the other hand, 'availability of qualified, experienced teaching staff' ranked second highest with 33.3% of training institutions surveyed.

Businesses perceive current training facilities to be inadequate and behind global standards in terms of exposing learners to cutting edge ITCs such as global distribution systems which are used extensively in other markets. Closely linked to this, some training institutions reported that students returning from attachment have learnt very little due to the poor state of demonstration facilities.

Despite this challenge, some businesses indicated that the private sector has facilities and resources which can complement learning institutions; such as development budgets, in-house training, attachments/internships, facilities (equipment, hardware, software etc.) course content and staff in some businesses. Others expressed challenges in contributing as they have downsized due to the difficult operating environment. The full extent of private sector facilities which can be committed towards a national training programme can therefore only be known through a full-scale audit of all operations in the entire value chain. Stakeholders who answered “inadequate” or “non-existent” in terms of existing training facilities suggested several gaps which need to be filled (Table 3).

**Table 3: Selected Comments: Gaps to be Filled – Training Facilities**

Concept	Representative Quotations
Practical curriculum	"There is not enough practical experience provided in the existing courses – Tourism is a people business." "Training institutions in the Hospitality Industry should focus more on practical subjects than theory. More resources are needed to fund training." "They need a practical curriculum." "The curriculum needs to be updated often."
Trainers with industry experience	"They need to have the best trainers. The teachers need training, best practise exposure and equipment and tools to train practicals."

Concept	Representative Quotations
Good quality training facilities	Most of our lecturers from our higher learning institutions are only academics, they do not have any exposure to the industry, they only have book knowledge. The feeling is that this is not adequate. There is need for some lecturers to take sabbatical leave as a policy to institutions and to allow industry practitioners to deliver lectures on certain technical aspects of the industry." "the facilities at training institutions need to be upgraded to world standards." "Our current technology is behind current trends."
Tailored training for specific zones	"Victoria Falls as a Tourism hub should certainly have a proper Tourism School/ University and not rely on back yard trainers... The town struggles to get skills it needs for excellent delivery of its hospitality as these skills are scarce..."
Other concerns	"General grooming specifically for the industry is slowly diminishing, there is need for grooming and deportment specifically for the industry to be cultivated as we are producing manpower for the industry." "...the skills are not in sync with the current demands of the industry hence we normally have half-baked graduates who are failing to fit in the organisations for example the bars and restaurants. Every graduate looks forward to working in a hotel but however there are not enough hotels to accommodate all of them hence the need to have them understand the different institutions that are covered by Tourism and Hospitality." "There seems to be not adequate (sic.) emphasis on service standards, small details like on wine service, tea/coffee service, clearing of tables, dealing with several guests at reception while the phone is ringing etc."

#### 4.3.5 Theoretical orientation of academic staff

Teaching staff (particularly those from HEIs) are perceived to be theoretical in their orientation and lacking in industry experience. However, specific polytechnics were singled out for having lecturers with industry experience. When teaching staff from all types of sampled learning institutions are combined (universities, polytechnics etc.) it was found that 71% of them have industry experience. This contrasts with sentiments expressed by the private sector above stating that lecturers from HEIs are only academics. Table 4 gives a summarised profile of tourism and hospitality teaching staff from all categories of institutions.

**Table 4: Profile of Tourism and Hospitality Teaching Staff**

Profile of Tourism and Hospitality Teaching Staff						
Total Teaching Staff	No. with Certificate/ Diploma	No. with First Degree	No. with Master's Degree	PhD Holders	Pursuing PhD	No. with Industry Experience
75	29	42	28	3	14	53

Source: Tourism and Hospitality training institutions, 2018.

#### 4.3.6 Limited curriculum

MDAs and NHRD institutions reported that the curriculum development process by learning institutions is too inward looking, for example, by excluding the inputs of government and industry/professional bodies. The result is that the diversity and breadth of the existing curriculum is viewed as the main problem by some stakeholders, rather than the quality of graduates themselves. However, other key respondents revealed that there is consultation for training programmes under the Higher Education Examinations Council (HEXCO) i.e. certificate and diploma which are spearheaded by the Curriculum and Research Development



unit in MHTESTD. The industry believes there is scope to add new tourism and hospitality courses which are summarised in Appendix 6.

#### 4.3.7 Limited support from Manpower Fund

Most surveyed training institutions (6/9) rated the support which they (and their students) get from ZIMDEF as 'poor'. Reasons given by them include the lack of contact from the institution, as well as the fact that they do not fund students in private colleges. Furthermore it was said that is mainly provided to Polytechnics and VTCs and their students, with little or no assistance being directed to universities, especially for procuring equipment. NHRD institutions emphasised that funding from ZIMDEF is demand and process driven, just like the apprenticeships and rebatable courses above. ZIMDEF can therefore only offer what NAMACO recommends through sector committees. NAMACO then tables proposals at a joint meeting with the parent Ministry (MHTESTD) for approval. Another also highlighted the fact that the relevant Act specifically talks about funding for TVET programmes which are only offered by VCTs and Polytechnics.

It was not possible to get detailed information on institutions and learners receiving assistance from the Fund. Two sub-sector BMOs could not give an approval rating for the current usage of public funds for the industry's HRD because the benefits are "not visible". One observed that current ZIMDEF expenditure is guided by the relevant ministry's decisions/preferences rather than the needs of employers. A significant number of businesses surveyed (41.7%) disapproved of the way public resources are currently being spent on HRD for the industry. An equal number declared 'no knowledge' on this issue when asked on their approval/disapproval of public expenditure on the industry. Table 5 summarises reasons given in support of respondents' approval ratings.

**Table 5: Selected Comments: Usage of Public Manpower Development Funds**

**Selected Comments on Usage of Public Manpower Development Funds on the Industry**

- "It is difficult to see and measure the benefits, there is no communication to this effect, there is need to inform the Private Sector of what has been achieved."
- "Apart from the ZIMDEF funds for apprenticeship and polytechnic students on attachment, I am not aware of any other funding nor do I know of any audited accounts that have been put for public scrutiny."
- "I have no knowledge on distribution/application of the fund."
- I have never come across the information of how much was used for what hence I cannot comment."
- Use of ZIMDEF funds is shrouded in mystery and therefore not transparent."
- "The media shows that the money is not well spent."
- "We have no say on its application and we object to one person as a trustee"
- "Yes I think it is used productively."

Source: Survey respondents, 2018.

#### 4.3.8 Unmet Demand for TDZ-specific Skills

Respondents from both the private and public sectors believe that Victoria Falls as a tourism hub has special skills requirements. Victoria Falls is poised to receive significantly increased tourist arrivals after the upgrading of airports at Victoria Falls, Livingstone and Kasane. The airport upgrades have increased available inbound passenger seats by nearly 200,000 per

annum. Total visitor arrivals to the town have increased from 109,593 in 2015 to 205,469 in 2017. Victoria Falls also lies centrally in the Kavango Zambezi (KAZA) Transfrontier Conservation area, the world's largest. The town is therefore set to become the next regional tourism hub after Johannesburg, Cape Town and Durban (Africa Albida, 2018).

#### 4.4 GESI in Tourism and Hospitality Manpower Development

An examination of manpower development for the industry would be incomplete without analysing the extent to which the current national HRD framework equalises opportunities for women, youth and persons with disability.

Learning institutions which were consulted had 1,069 students enrolled between them. This comprised of 27% males and 73% females. Only 1% of enrolled students have a disability. There are practically no scholarships for travel and hospitality, with only one learning institution having limited scholarships for the less privileged.

One government official consulted recognised the need for stakeholders to implement existing equality and empowerment policies promoting inclusivity of specific groups in the economy. This means that the industry's HRD initiatives must address concerns such as accessible facilities for people with disabilities, gender balance and enforcing thresholds on recruitment. Consultations with a representative from the disabilities sector revealed that the country has progressive constitutional provisions and is signatory to international protocols guaranteeing people with disability equal opportunities. However Zimbabwe is yet to domesticate the UN Convention on the Rights of Persons with Disability. Furthermore, there is currently no disability policy in Zimbabwe. In principle the Constitution and the Act should have other instruments in the form of a policy, to guide and track practical implementation of their provisions. These are significant obstacles for developing the skills of people with disabilities in tourism (and other industries).

Despite this, the literature revealed noteworthy initiatives by METHI which laid a foundation for addressing GESI in the industry. The government launched the CBTE Manual and Handbook concurrently with the ZNTMP to advance the interests of youth, women and people living with disabilities (The Sunday Mail, 2018). The CBTMP plan asserts that the development of tourism in Zimbabwe should be gender responsive in recognition of the important roles that both men and women play in the development of tourism in Zimbabwe. The ZNTMP itself incorporates GESI by placing special emphasis on the youth and women in tourism in the context of CBT. The ZNTMP sees potential in the youth and women organising themselves and developing vibrant business enterprises within specific TDZs to improve their livelihood.

Apart from METHI, other MDAs do have strategies, policies and actions to promote inclusivity in the industry. For instance, there is an attempt to balance recruitment of apprentices in terms of gender. The relevant departments also engage relevant experts to ensure that proficiency tests are conducted in mediums such as Braille, for specific levels of tests. However, the implication is that this would only be limited to the two existing designated trades noted above.



Another key development with potential to address GESI concerns in HRD is the launch of the Women in Tourism National Chapter in July 2018 as part of the UNWTO's Women Empowerment Initiative for Africa (METHI, 2018). This initiative promotes the enhancement of opportunities for women's participation in the workforce, entrepreneurship, and leadership in tourism (Government of Zimbabwe, 2018). Whilst this platform is not explicitly focused on HRD issues for women in tourism, it is nonetheless included as strong platform for networking, information sharing and engagement on that theme. An example of what it can address is the high percentage of women working in the industry concentrated at unskilled, low-paid levels (METHI, 2018). Hence an existing HRD challenge to tackle is the current under-representation of women in management. This contrasts sharply with the 73% female students currently enrolled in the industry's courses in the sampled training institutions above. The situation is even more concerning where people with disability are concerned due to low enrolment levels noted above. This is exacerbated by the paucity of targeted tourism and hospitality scholarships above.

Closely linked to this is the current registration of technical/vocational institutions through MHTESTD. The Secretary can register non-government institutions after among other things satisfying himself that efficient and suitable instruction will be provided in relation to the number, age and sex of students enrolled. However, it is silent on disability. The omission of efficient and suitable instruction for people with disability as a criterion for registering learning institutions is a missed opportunity to guarantee minimum standards which for all learning institutions to help to integrate them in the industry (among others). ZIMCHE is a key player in addressing this issue as it has already been highlighted above that they promote equity in access to higher education through student assistance programmes.

Lastly, the Human Capital Audit above presented gender disaggregated employment figures for the industry. However there are no specific recommendations linked to GESI. A GESI lens or perspective is therefore worthy of inclusion in all future industry surveys and analyses.

## 5. Conclusions

### 5.1 The Legal and Regulatory Framework for National HRD

The national legal and regulatory framework for HRD in Zimbabwe requires urgent reform to respond to the industry's needs. It does not guarantee meaningful participation of the private sector in consultations in its current form. It also has loose provisions in the handling of funds earmarked for NHRD. Zimbabwe has a lot to draw on in terms of international protocols, the constitutions, laws/regulations and national strategies and plans – in the promotion of equal participation in all spheres of economic life, by various segments in society. However, these need specific government actions to deepen their impact in GESI. The legal and regulatory framework however does have opportunities, particularly if provisions guaranteeing learning institutions public resources (through grants and loans) for furtherance of training are applied.

### 5.2 Institutional Framework and Coordination

There are several public agencies with a role in HRD for the industry created by statute. However, there is also low peer-to-peer awareness among them of HRD initiatives undertaken or ongoing for the industry. Some of this is the result of limitations placed by their institutional frameworks. They are therefore not coordinating in a clear fashion on HRD for the industry. The current coordination for the sector's HRD also seems to be producing plans that are perceived by stakeholders to be out of sync with a defined national economic vision.

The multi-stakeholder councils statutorily mandated to advise government on manpower planning have not been constituted for some time. This limits the checks and balances necessary for the country's policy/regulatory and institutional framework to deliver on the industry's HRD needs in an inclusive manner. It also limits meaningful private sector input on industry HRD. The result is unease with the sole trusteeship of the relevant Minister over resources for manpower development.

Institutions charged with producing the necessary manpower are experiencing challenges in cutting-edge facilities and experienced academic staff. They are also focusing more on education at the expense of training for the industry. The result of all this has been unmet demand for hands-on personnel which are necessary for tourism business' organizational effectiveness, success, competitiveness and profitability.

## **6. Recommendations**

### **1) Planning Cycle for Industry Manpower Planning**

- The Manpower Development Planning Cycle for the industry should align with future national economic development plans/goals.

### **2) MHTESTD Minister's Current Sole Trusteeship of NHRD bodies**

- The Minister should urgently consult employer organisations on their preferred representation and constitute the NAMACO Council as required by the Manpower Planning and Development Act;
- Parliament should review sections of the Manpower Planning and Development Act to include an explicit threshold/deadline within which the incumbent Minister must constitute the NAMACO Council to facilitate multi-stakeholder input into national manpower development;
- The Minister's sole trusteeship of NAMACO must be balanced by including other stakeholders. An option is tripartite trusteeship through government, industry and labour as is the case in Mauritius' Human Resource Development Council. Another option is expanding its oversight committees.

### **3) Representation of the Private Sector on Manpower Advisory Bodies**

- The Minister (MHTESTD) should allow employment sectors to select their own representatives on the NAMACO Council;
- Parliament should review sections of the Manpower Planning and Development Act governing 'Terms and Conditions of office of members of Council' to prevent an extension of the period in which a Councillor continues to hold office.

### **4) Structure/Coordination for Industry NHRD**

- Parliament should legislate the establishment of a Zimbabwe Qualifications Authority (ZIQA), an overarching body to govern manpower development issues. Prior to this, all NHRD institutions and their enabling legislation should be reviewed for complementarity, eliminating overlapping mandates and avoiding duplication of services;
- METHI and the TBCZ should dialogue further on the structure and mandate of the proposed TPB before it is constituted to assist NAMACO on addressing the industry's manpower development needs.

### **5) Usage of Manpower Development Resources**

- ZIMDEF should publicise information on the usage of funds on accessible platforms. Borrowing from Mauritius, such information should disaggregate funds levied and spent by sector/industry to foster stakeholders' trust;



- Parliament should repeal Part V 48 (2) (e) of the Manpower Planning and Development Act to prevent misuse of NHRD funds through the broad powers accorded to the Minister to pay the Fund's employees "gifts, bonuses or the like as he thinks fit."

## **6) Strengthened Tourism and Hospitality Training**

- Government's focus on HRD for the industry should shift (or balance) its focus to emphasise less on education and more on training;
- NAMACO's hotel and tourism sector committee should review the current list of rebatable courses, trades and apprenticeships and table them for MHTESTD adoption;
- The committee should also review the current skewed focus of manpower funds on TVET courses;
- Resources permitting, the Minister (MHTESTD), should consider granting loans to learning institutions for furtherance of technical or vocational education or training in line with the Manpower Planning and Development Act e.g. upgrading demonstration equipment;
- Resources permitting, the Minister (METHI) should consider applying part of the Zimbabwe Tourism Fund in support of manpower development schemes e.g. upgrading demonstration equipment;
- A policy should be introduced for academic staff to go on sabbatical leave at specified intervals for gaining practical experience. ZIMCHE should take a lead in this as it is part of its terms of reference to maintain a high calibre of staff in HEIs;
- Skilled industry practitioners (incumbent and retired) should be invited to deliver lectures on certain technical aspects of the industry at learning institutions;
- At least one training institution should consider creating a campus in Victoria Falls to cater for the TDZ's specific requirements.

## **7) Industry GESI HRD schemes**

- The TBCZ and the Women in Tourism National Chapter should commission a study for greater understanding of HRD constraints experienced by women in the industry e.g. factors contributing to low representation of women in management positions;
- The TBCZ should commission an audit of existing facilities and training institutions themed on HRD opportunities and constraints for people with disability, with the objective of assessing the extent to which the design of products, environments, programmes and services in the industry enable universal access and inclusive education;



- Parliament should carry out consultations and review sections of the Manpower Planning and Development Act governing application of the Manpower Fund's resources, to include expenditure on integrating people with disabilities in manpower development schemes;
- Representative groups for people with disability should lobby for representation on NAMACO so that their challenges are mainstreamed in manpower development;
- Parliament should carry out consultations and align the Prevention of Discrimination Act with the constitution to include people with disabilities in its target beneficiaries;
- Parliament should domesticate the UN Convention on the Rights of Persons with Disability to equip the public and private sectors with international best practice, in integrating people with disability in all economic spheres.

## **8) Monitoring Mechanisms**

- METHI should consider introducing a labour market information system for the industry;
- When convened, the TPB should spearhead detailed bi-annual human capital audits.

## **ADDENDUM 1: TBCZ Follow-up to Report Completion**

Findings of the research were presented at the TBCZ Annual Convention, which took place between 24 and 28 September 2018 in Victoria Falls. Participants in the session entitled “Manpower Development, the Way Forward for the Tourism Sector” included key stakeholders concerned with this advocacy issue, namely industry leaders, academia and officials from key tourism agencies such as the Zimbabwe Tourism Authority (ZTA), the Zimbabwe Parks and Wildlife Management Authority (ZimParks), NAMACO and the Department of Immigration.

There was consensus on the need for TBCZ to convene a roundtable discussion with the full spectrum of stakeholders involved in tourism Human Resource Development. This includes institutions which would normally not be included in tourism dialogues, such as the Ministry of Higher and Tertiary Education, Science and Technology Development (MHTESTD), National Human Resource Development (NHRD) agencies (e.g. NAMACO, ZIMCHE, HEXCO and the Apprenticeships Board), training institutions and representatives of tourism students’ organisations.

Immediately following the Annual Convention, the TBCZ focused on consulting its members and making inputs into pre- and post-budget consultations undertaken by the Parliament of Zimbabwe and the Ministry of Finance and Economic Development, in line with its advocacy calendar for the latter part of 2018. With these ongoing activities in mind, the TBCZ resolved that the manpower roundtable should take place early in 2019. In preparation for this, the TBCZ Secretariat approved a draft concept note to guide stakeholders’ interactions at the planned manpower roundtable (concept note follows). The exact date for this process will be known once the TBCZ Secretariat consults its governance structures, and also mobilises the resources required for hosting the meeting.

## **ADDENDUM 2: Draft Concept Note for Tourism Manpower Roundtable**



### **Multi-stakeholder Dialogue on the National Manpower Development Framework for Zimbabwe's Tourism and Hospitality Industry**

**Date:** TBA

**Venue:** TBA

This concept describes plans by the Tourism Business Council of Zimbabwe (TBCZ) to host a multi-stakeholder dialogue on manpower development for the tourism industry. The TBCZ is the voice for private sector players in the Tourism and Hospitality industry throughout Zimbabwe. It works to ensure the creation of an environment which enables operators to maintain and grow their businesses, with consequent benefit to the national economy.

Feedback from the TBCZ's affiliates suggests that their manpower development needs are not being met satisfactorily. In their view, the country's National Human Resource Development (NHRD) framework has drifted significantly from its intended mandate in recent years. To address such constraints, the TBCZ has decided to review the national policy and institutional framework for Human Resource Development (HRD) to identify what is affecting the workings of an efficient market for manpower for them. In their view, greater understanding of this framework will enable them to engage relevant stakeholders through evidence-based Public Private Dialogue (PPD). TBCZ expects that the dialogue will support the implementation of reforms necessary to make the NHRD framework more responsive to the industry and ensure that agencies created to deliver on this adhere to their mandates. This will in turn assist the industry to meet its growth objectives and follow global trends in skills development.

Good quality human resources are the lifeblood of a competitive tourism industry because while the physical product is important, the quality of most tourists experience will rely to a greater extent on the interactions they will have with the diverse front-line staff in the travel, tourism and hospitality industry. These interactions are termed 'moments of truth' and they are crucial for a tourism business' organizational effectiveness, success, competitiveness and profitability. However, it has been noted that there is a challenge faced in recruiting, developing and maintaining a committed, competent, well managed and well-motivated workforce, which offers a high-quality 'product' to customers who are increasingly discerning and highly demanding.

The World Economic Forum's (WEF) Travel and Tourism Competitiveness Report (2017) ranked Zimbabwe 127/136 in terms of the Human Resource and Labour Market indice, placing it behind regional competitors Zambia (109); Namibia (106); Malawi (97); Botswana (72); South Africa (63) and Mauritius (48). This pillar measures the availability of quality human resources and how efficiently human resources are allocated in their most efficient use. In the pillar's sub elements, the country ranked 88/136 in the area of staff training specifically.

In view of the above, the objectives of the meeting will be as follows:

- Present findings of TBCZ's review of manpower development for the T&H industry to stakeholders



- Raise awareness of the challenges faced by T&H learning institutions (and their learners)
- Explain METHI's vision/plans to develop human capital for industry competitiveness and projected growth
- Describe how the Higher Education's Ministry's current or future framework and initiatives for NHRD can benefit tourism
- Showcase the institutional framework for manpower development in Zimbabwe
- Introduce a comparative perspective by presenting NHRD strategies employed for tourism industry competitiveness in another African country
- Facilitate joint agreement between TBCZ and its main stakeholders on priority actions based on the issues discussed

Time	Topic and Speaker(s)	Objective	Elements
9:00 am – 9:10 am	Welcome remarks  Tichaona Hwingwiri President, TBCZ	Present the background of the meeting and welcome participants	Briefly explain: The mission, vision and history of TBCZ objectives of the study objectives of the dialogue
9:10 am – 9:35 am  (Q & A 5 minutes)	A Review of the National Manpower Development Framework for Zimbabwe's Tourism and Hospitality Industry  Dakarayi Matanga, BERF	Present findings of TBCZ's review of manpower development for the T&H industry in Zimbabwe to stakeholders	Outline the legislative/regulatory framework for industry HRD (including supportive plans/strategies); Describe institutional framework (assess role clarity, coordination , operational efficiency & checks and balances); Evaluate existing framework's delivery on industry needs and impact; Propose priority reforms for a more responsive framework.
9:35 am – 10:00 am	Panel Discussion: Representative T&H learning institutions Representative T&H students/trainees T&H student with disability	Raise awareness of the challenges faced by T&H learning institutions (and their learners)	
10:00 am – 10:20 am	Tea Break		
10:20 am – 10:45 am  (Q & A 5 minutes)	Permanent Secretary, Ministry of Environment, Tourism and Hospitality Industry (METHI)	Explain METHI's vision/plans to develop human capital for industry competitiveness and projected growth	Outline upcoming steps to implement HRD aspects of the Zimbabwe National Tourism Master Plan (ZNTMP) with special emphasis on: Establishment of the Tourism Professional Board (TPB) HRD schemes for specific Tourism Development Zones (TPZ's)
10:45 am – 11:10 am  (Q & A 5 minutes)	Permanent Secretary, Ministry of Higher and Tertiary Education, Science and Technology Development (MHTESTD)	Showcase the Ministry's current framework and initiatives for NHRD, and demonstrate how they can benefit tourism	Describe the government's current thrust/vision for HRD at national level, linking it to tourism Describe the industry's annual contribution to the Manpower Development Fund Describe the Fund's expenditure on T&H HRD programmes/schemes annually
11:10 am – 11:35 am  (Q & A 5 minutes)	Panel discussion (in not more than ten slides each): Showcasing the institutional framework for manpower development in Zimbabwe (NAMACO, ZIMCHE, HEXCO and Apprenticeships Board)	Create awareness of the matrix of public institutions that drives/implements NHRD and current coordination	Summarise the mandate/ToRs of your institution on NHRD Describe the institutional framework and coordination with other agencies/stakeholders in its work Highlight current programmes which will benefit the T&H industry

Time	Topic and Speaker(s)	Objective	Elements
11:35 am – 12:00 noon  (Q & A 5 minutes)	“National HRD strategies for competitiveness in the T&H industry in Mauritius.” (TBA)	Introduce a comparative perspective by presenting NHRD strategies employed for tourism industry competitiveness in another African country	Describe the government’s thrust/vision for HRD for tourism Summarise the institutional framework/coordination among agencies/stakeholders Showcase socio-economic impacts of the tourism HRD strategy/plan
12:00 noon – 12:30 pm	Facilitated group work (30 mins)	Facilitate discussion on priority follow-up actions for the TBCZ (and their main stakeholders) to based on the foregoing presentations	Topics for group discussions Group 1: “What legislative/regulatory reforms are required in Zimbabwe to guarantee good quality manpower for T&H industry” Group 2: “What is the ideal form and mandate for the Tourism Professional Board?” Group 3. “What multi-sectoral coordination should take place to ensure the NHRD framework delivers on the industry’s needs?”
12:30 pm – 1 pm	Main plenary and close	Facilitate report-backs by each group of key recommendations on each sub-theme to the main plenary for comment and adoption.	

## Appendix 1 Registered Employees by Age Group

Age Profile	Male	Female
18-25	990	1,370
26-30	1,861	1,245
31-40	2,958	1,633
41-50	2,445	801
51-55	549	147
56-60	334	96
>60	370	72
	<b>9,507</b>	<b>5,364</b>

Note: The definition of "youth" used in this paper is those persons aged 15 to 35 years according to the African Youth Charter (UNESCO, 2018).

Source: National Employment Council for the Catering Industry, 2018.

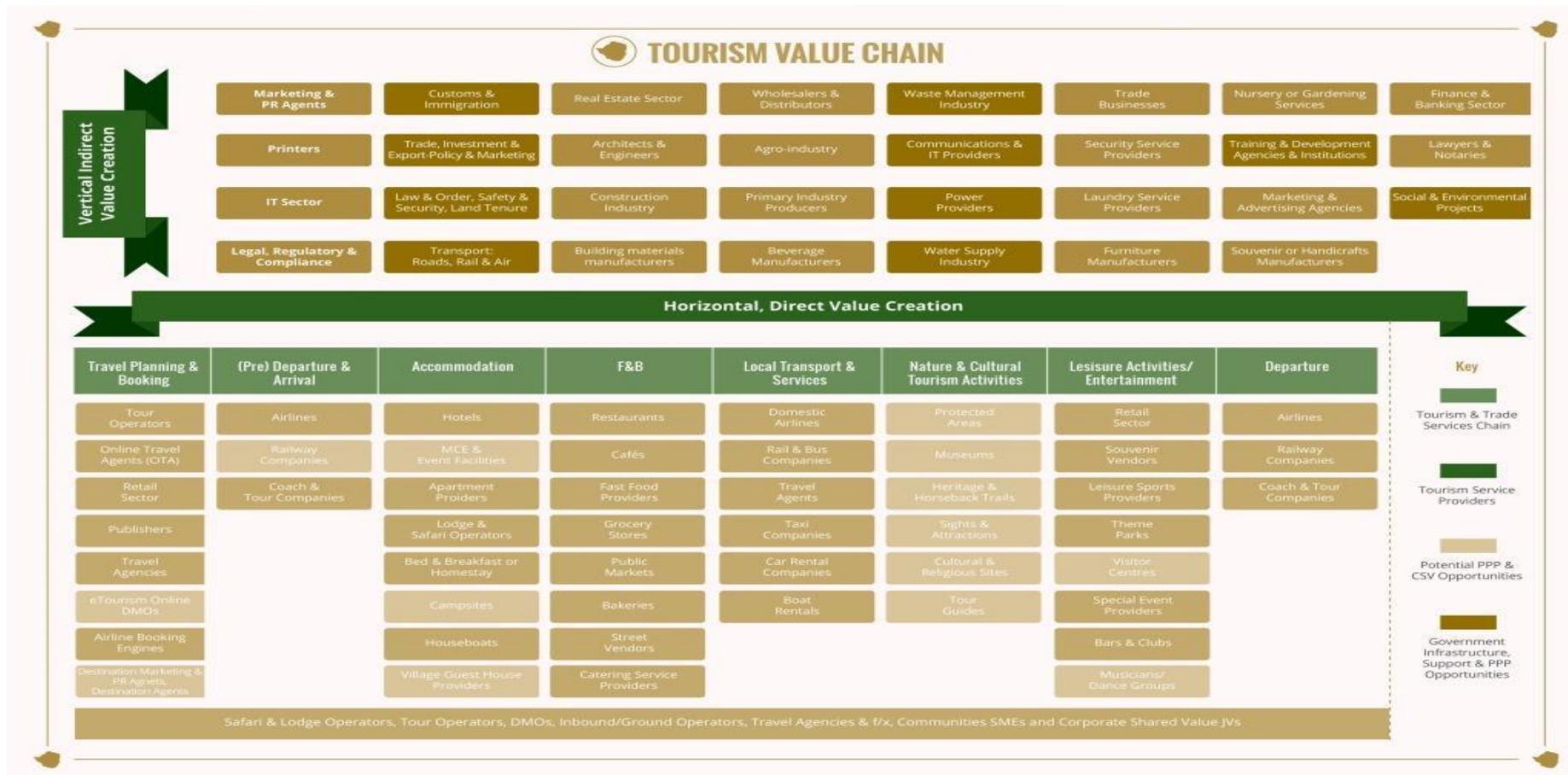
## Appendix 2 Comparison Chart, Training vs Education

Basis for Comparison	Training	Education
Meaning	The process of inculcating specific skills in a person is training.	Theoretical learning in the classroom or any institution is education.
What is it?	It is a method of skill development.	It is a typical form of learning.
Based on	Practical application	Theoretical orientation
Perspective	Narrow	Wide
Involves	Job experience	Classroom learning
Term	Short term	Comparatively long term
Prepares for	Present job	Future job
Objective	To improve performance and productivity.	To develop a sense of reasoning and judgement.
Teaches	Specific task	General concepts

### Appendix 3 Profile of Respondents

Sub-Group	Targeted Sample	Number of Respondents	Response Rate (%)
Ministries, Departments and Agencies (MDAs)	8	4	50
Tourism and Hospitality (BMOs)	9	4	44
Tourism Businesses	20	13	65
Training Institutions	16	9	56
Tourism and Hospitality Students/Trainees	10	10	100
<b>Total</b>	<b>63</b>	<b>40</b>	<b>63</b>

Appendix 4 Zimbabwe Tourism Value Chain



## Appendix 5 Existing Tourism and Hospitality Training Institutions

<b>Government</b>	<b>Non-Government</b>
Masvingo Polytechnic College	Culinary Arts Academy
Mutare Polytechnic	DMC Hotel Training Centre
School of Hospitality and Tourism (SCHOTO)	Speciss College
Chinhoyi University of Technology (CUT)	One Accord Culinary & Hospitality Learning Centre
Great Zimbabwe University (GZU)	The Hospitality School (S.A.H.T.C)
Lupane State University (LSU)	
Manicaland State University of Applied Sciences (MSUAS)	
Mushandike College of Wildlife Management	
Midlands State University (MSU)	
School of Hospitality and Tourism (SCHOTO)	
University of Zimbabwe (UZ)	

## Appendix 6 Suggested New Tourism and Hospitality Courses

Course	Level
Culinary Arts	Degree
Event Management	Degree
Information Technology	Higher National Diploma (HND)
Digital Marketing as part of Tourism Marketing	(not indicated)
Food & Beverages/Grading of Food	National Certificate
Customer Relationship Management	National Certificate
Chefs	National Certificate/ National Diploma (the old City & Guilds)
Services Staff	National Certificate/ National Diploma (the old City & Guilds)
Middle Management	National Diploma but preferably the HND
Entrepreneurship	"Can be at any level"
Foreign languages (Correspond with trends of inbound tourists)	(not indicated)
Wildlife studies	(not indicated)
Consumptive hunting	
Photographic hunting	
Gun usage	

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