

**VOCATIONAL EDUCATION AND TRAINING
AUTHORITY (VETA)**

**COUNTRY REPORT
(TANZANIA)**

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**Mrs Bernadetta N. Ndunguru
Director of Vocational Education and Training
Vocational Education and Training Authority (VETA)
P.O. BOX 2849
DAR ES SALAAM.**

**Tel No. 255 51 863409
Fax No. 255 51 863408/861327
e-mail: VET@Africaonline.Co./Tz**

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Executive Summary

The establishment of Vocational Education and Training Authority (VETA) in 1994 and subsequent adoption of a new Vocational Education and Training System are a result of economic changes in the socio-economic environment. To date, Tanzania can pride herself as having made significant strides in changing the formerly existing supply oriented VETS where emphasis was an acquisition of generic skills not necessarily related to the socio-economic demands, to a system which aims at ensuring relevancy of VET provision so as to ensure that training given is addressing the socio-economic demands of the employment market (both formal and informal).

The new VETs has adopted the following key features:-

- flexibility in mode of delivery in terms of duration, entry qualifications, entry and exit to the labour market
- close alignment to job demands in both self and wage employment so as to address skill requirements in the two areas,
- integration of business/entrepreneurial skills so as to address real work situations and translation of vocational skills into business and enterprises.
- being an integral part of the country's economy

1.0 THE TANZANIAN SOCIO-ECONOMIC VET CONTEXT

The economic difficulties between the late 1970s and the late 1980s created grounds for economic and political changes in Tanzania, premeditating the move from the previous reliance on the central control mechanism towards a predominantly market – oriented environment. The result of which was the adoption of the economic reform and market liberalization policies starting 1986 through the Structural Adjustment Programme.

The fundamental goal of the Structural Adjustment Programme was the restoration of economic growth with external and internal balance. Both fiscal and monetary measures were to be enhanced to provide the government with balance of payment support.

With regard to investment, the current policy focuses on measures to promote and attract private investors, both local and foreign. Another priority inherent with the economic reform is to improve employment possibilities and household income. Employment growth is to be speeded up through economical technological, institutional and social adjustments.

In areas with good potential for agro-processing and export – oriented industrial sectors, the new policy nevertheless, favourably supports economic growth, which in turn increases the purchasing power of the people, hence the direct and indirect demand for skilled labour. This policy inevitable leads to the introduction of more advanced technical skills, adoption of technological skills to suit the local conditions and a need for new technical skills.

Like in many other African countries, the formal labour market in Tanzania is small and very much affected by the Structural Adjustment Programs and other ensuing recovery policy reforms. Tanzania's economically active population was about 11 million people in 1991, representing some 86% of the total labour force¹. The total labour force is estimated at 48% of the total population and is growing at a rate of 3% annually. Nevertheless, 45% of the total population is under 15 years of age and it is estimated that some 400,000 – 600,000 people are entering the job market each year while the number of jobs created in the modern wage sub-sector is only about 30,000 per annum.

¹Cbs & Department of Labour, Labour Force Survey, 1990/91

Overall employment in the rural sector accounts for about 80% of the total labour force. Formal employment in agriculture, mostly employees in the plantations was about 16% in 1990.

Employment in the formal wage sector is however, quite low at only about 8.6% of total employment. Between 1985 and 1992 for example, new jobs created in the formal sector fell from about 30,000 to around 3,000 per annum, while the annual demand for jobs during the same period was estimated to be between 0.5 – 0.7 million. At this low growth rate in the formal employment flanked with retrenchment exercise in the public sector, the modern sector's role in the absorption of new entrants to the labour force is likely to remain marginal. This implies that the new entrants to the labour force will have to be absorbed in the informal sector or the private sector, which has been growing at 10% annually or get involved in the agricultural activities in the rural areas, which will remain the dominant employer.

In addition to the prevailing decline of employment opportunities in the formal sector, Tanzania significantly faces a shortage of skilled and semi-skilled personnel in its sectors ².

In summary, unemployment and shortage of skilled and semi-skilled manpower remains a core problem to Tanzania despite the recovery programmes. If left unchecked, it will have severe consequences in the society. In view of this problem, the Government of Tanzania has prepared a national employment policy approved in 1997. The policy identifies two categories of employment, namely; wage and self-employment. It provides a vision leading to effective utilization of available labour force and tapping available natural resources, the aim being to increase per capita income, which in turn will reduce the state of poverty in this country. The Ministry of Labour and Youth Development is at present reviewing the employment policy. At the employment policy round table in May, 1999 it was emphasized that, the education system and the Vocational Education and Training (VET) should aim at producing job creators rather than job seekers. As stated in Vocational Education and Training Authority (VETA), vision; that VET is to be one of the tools for social-economic development in the country, VET therefore has a special role to play in the implementation of the national employment policy, particularly with regards to provision of appropriate skills leading to appropriate employment whether in the wage or self-employment s.

²ILO/JASPA, Tanzania: Meeting the Employment Challenges, March 1991:

2.0 EFFECTS OF SOCIO-ECONOMIC CHANGES ON VET:

Given the socio-economic circumstances of the early 1980s, major VET reviews were undertaken from 1986 – 1990 to find out how the vocational training system could be adjusted to meet the needs of the new environment. The main findings of the reviews revealed that:-

- The training centres operated in isolation from the industry they were supposed to serve.
- The existing National Vocational Training Council did not assert itself as a forum for policy dialogue and system development.
- The apprenticeship training system based on a four-year cycle was not working well.
- The trade testing system, which was supposed to serve both apprentices and external candidates, experienced high failure rates and produced technicians who were more competent in theory and not in performance.
- Centralized vocational education and training management had created a stiff and unresponsive system and development of regional initiatives was discouraged.
- Inadequate funds from the Government for both capital and recurrent expenditure had created uneven development of training infrastructure.
- Curriculum development was not in harmony with demands of the labour market.
- Training was not linked to business orientation and was still aimed at producing sector prospective employees for formal employment/sector.
- Foreseeable future Government appropriations for recurrent costs precluded sustained quality standards of training in existing system, let alone planned system expansions.

Such a system was therefore failing to address the employment related effects of the economic reforms such as:-

- Increasing rate of unemployment especially for youth
- Decrease of employment opportunities in the formal sector hence, need for consideration of informal sector demands.
- Needs for expansion of relevant skills for self-employment.
- Rapid expansion of informal sector activities
- Inadequate business and entrepreneurial culture in the workforce so as to produce job creators and not job seekers.
- Supply side having a bias on traditional trades e.g. carpentry, mechanics and the like, leaving out emerging and other trades

with potential for stimulating employment and economic growth (e.g hotel and tourism) under served.

- Poor quality of training products due to inadequate funding.

3.0 THE SHIFT TO NEW VET SYSTEM:

As a result of the reviews, a new VET Act was passed by the National Assembly in 1994 the Act established a Vocational Education and Training Authority which was to operate under a Vocational Education and Training (VET) Board. The objective being to establish an independent government agency which should address the short-comings of the previous system. In order to ensure financial sustainability the VET Act obligated each employer with more than four employees to pay 2% of the payroll as vocational education and training levy. This levy was to be managed by VETA so as to ensure quality VET provision. To ensure that funds are utilized as per expectations a VET Board was also to be formed with a tripartite concept of representation i.e. Employers, trade unions, providers with VETA acting as the secretariat to the Board. The Board was to be assisted with Trade Advisory Committees [TAC]. Each TAC consists of members representing trade specialists from employers, trade unions, and training institutions. The role of the TACs is to set training standards and to ensure that curricula is demand driven and that it meets the quality expectations of the employers.

In 1998, the VET Board approved the adoption of Competence Based Modularized Employable Unit Standard Training approach as a VET system geared at ensuring that the objectives of the 1994 VET Act are achieved.

The adopted system is to give opportunity for addressing the short comings of the old system as follows:-

- Not having clearly stated performance standard indicators to allow for setting of assessment criteria, an element critical in setting of testing and certification of competency achievements.
- Has in built standards as performance assessment criteria which are attached to every unit of learning, thereof giving standards or bench marks and guidance on the competence achievement for every unit.
- Not having self-sufficient employment based units to form basis for employable skills focused short courses.
Units are based on employable skill areas and can be used to form basis for building of employer related learning experiences.

The use of unit standards allows for people with previous practical experience to enter and exit the system at any point for adding more skills or for testing purposes.

- Non integration of business skills and other cross cutting skills such as safety, hygiene, preventive maintenance, customer service and the like, hence inadequate address of market oriented business operations, likewise minimal promotion of self-employment promotion.

Business and critical cross cutting skills are in-built in the unit standard system as underlying and circumstantial/ knowledge, and that instructors are obliged to give appropriate learning experiences and work competencies so as knowledge so as to fulfill required work qualifications.

For example hygiene, costing, business, safety knowledge must be integrated in baking skills very unit standard of the learning process in the baking trade. This will ensure that the graduate is equipped with relevant qualifications for both wage and self-employment.

- Non flexibility in the previous VETS to cater for different entry and exit requirements to suit different targets in terms of training duration and the different needs on employable competencies.

This shortcoming is addressed by way of employable unit standards where by providers and trainees have the following options:-

- (i) Flexibility of choice to undertake a long term training programme lasting more than a year depending on a specific trade area, whereby a logical sequence of units will be provided to enable a trainee attain a master craftsperson level. In certain cases this may take 4 years especially in the hard skill trade areas. In this case a trainee will have the option of undertaking practicals in the centre's production workshops wherever possible, otherwise arrangements will be made for practical to take place in an workshop or industrial setting.
- (ii) To undertake short courses whereby in-service trainee from both formal and informal sectors can come for either training to acquire a specific skill competency demanded to perform a certain task, or to acquire a qualification for certification purposes.

This flexibility allows the broadening of the base of VET provision, that is, while allowing for the mainstream long course to continue, more citizens both young and of advanced age will benefit through relevant short courses and flexible certification procedures.

- Non integration of quality assurance and accreditation criteria and frame work did not give room for guidelines to ensure quality assurance based registration and accreditation procedures.

Range statements in unit standards give recognition parameters for registering and accreditation of providers to instruct in specific trade units i.e According to equipment, capacity and instructor level, as will be required by each standard.

This system will help VETA to have regulatory mechanism over providers, and give quality assurance guarantees to the employers on the VET products and thereby increase employers confidence and therefore support that is, when registering and accredited..

4.0 OPERATIONAL FEATURES OF THE NEW VETS

4.1 Technical features:

The significant feature of the competence based modular training is that progress can only be made if a previous unit/module has been mastered. This implies continuous testing. The test may be of purely practical nature or of knowledge only or a combination of two. Training can take place in training institution or at the workplace. Each unit-module needs to be tested against approved performance criteria. Testing, which should be done after the module has been mastered, will enable immediate feedback to the trainee and therefore enhance trainee motivation since the knowledge of progress and success becomes an integrated part of the learning process. Success in a module results in the trainee being exposed to new material only when mastery of the previous unit/module has been attained and thus the course of training can be individualized in the traditional way of carrying out trade test at the end of a training programme will therefore not occur in the new approach to training.

Tests will have to be carried out more often and a system of continuous assessment devised. Each component is assessed and certified, and the standard to be attained for each competence defined before hand.

4.2 Applicability of Unit Standards for training for the Informal Sector:

The goal of the new VET Concept is to have employable unit standards based training that would meet workplace requirement for wage and self-employment and permit interruption of training between training sequences (Modules and Unit Standards). The later is a big advantage for socially disadvantaged target groups. Alongside the traditional long-term courses for the target group of school leavers, short-term training courses can also be offered to other groups.

Reaching out to socially disadvantaged groups (unemployed, retrenched, trainees without or little academic qualifications, independent workers, part time workers etc.) Graduates who have completed the modules should have been equipped with employable skills.

The system of unit standard is designed to meet the training needs of various target groups in the formal and informal sectors, since flexibility in entry and exit and training entry is not based on given academic qualifications but rather on performance criteria assessments. Furthermore recognition on prior learning and training taking place at either the centre or workplace is admissible.

4.3 Unit Based Assessment and Certification:

Units are the smallest composite description of activities or tasks in a particular job. Since units are based or constructed from tasks in a particular job, a cluster of units (tasks) would then formulate an occupational area, while description of unit based qualifications would define the different levels in a given occupation.

Unit based certification/accreditation gives flexibility to those wishing to be certified for a particular task/job. However, for purposes of career progression, national certification would be provided to accredit a level based qualification. The processes will involve therefore:

- Unit certification by the principal and instructor, signing off a trainee verifying competence achieved, with nationally accredited assessor, validating the qualification achieved.

- For those on long-term training, a log book would be filled after every unit, to certify competence achievement, again an external assessor will verify attainment of required competence on achievement of a level.
- A level based certificate will be issued based on achieved required units in a given occupation.

4.4 Use of levels in certification:

The new system is adopting the use of levels so as to differentiate jobs/occupations from one another through classification of degree of difficulty and level of skill in application in work situation. The idea is to differentiate qualifications from one another and yet allow recognition and reference across sectors for comparison purposes. The 3 levels definition therefore cuts across all occupations of the same level. For example:-

Level 1: Basic

Covers limited range of work activities, mainly routine, repetitive and predictable. The level carries limited responsibility with little or no authority. The worker at this level requires constant supervision.

Level 2: Intermediate

Covers competencies in varied range of work activities and is more complex to include non-routine activities. The worker may have some degree of responsibility and authority, and requires general supervision and quality control.

Level 3: Advanced & Supervisory

Consists of broad range of varied and complex tasks, which are non routine and performed at varied contexts. At this level the worker acquires more responsibilities for quantity and other staff. The worker at this level is involved in problem solving.

4.5 Procedures of certifying and registering competencies:

The proposed procedure is to conduct national tests at the three levels. Level 1, 2 & 3. The levels are based on modules, and modules are based on a cluster of units. Hence certification based on achieved competency for a unit, would mean a step towards accreditation. Regulation occurs through use of external assessors who are nationally registered and vetted.

4.6 The Tripartite operating principle

Tanzanian VET operates on the principle of tripartite relationship consisting of social partners or stakeholders as follows:-

The employers → pays levy and have interest to see direct VET benefits to the performance of industry.

The trade Unions → have interest to ensure expanded and retention of employment through labour market relevant skills

The government → as policy makers, need to ensure that VET contributes to social and economic development of Tanzania – current priorities being poverty eradication and/or employment creation.

The four partners are represented in the National VET Board, Regional Boards and also trade advisory committees. On the other hand, VETA has the responsibility of regulating, setting standards, giving financial support and coordinating all providers-currently numbering 500, covering both government, private, and non government. VETA has committed herself to establish a quality assurance system so that all stakeholders operate within the system so as to give output guarantees for the users.

4.7 Vocational Teachers Training College

VETA owns a Vocational Teachers Training College located at Morogoro, about 200km West of Dar es Salaam. The college's key role is to support the supply of qualified instructors who are able to meet the expectations of the new VETS. VETA is currently restructuring the courses offered at the college so that the delivery mode is flexible enough to accommodate both in and off campus instructor trainees and also allow for short, courses, which should be available as per demands.

5.0 RESULTS:

5.1 Positive experiences:-

Positive experiences:-

- The development process involves the users, most of who are now aware of the development and have shown support to adoption of unit standards-especially the industry.
- Piloting of VETS which is being done in 6 centres is already showing positive result especially in terms of attaining practical competencies.

Negative experiences:

- as a new concept, most people/actors are learning, this slows down implementation.
- it is challenging to trainers who must now be innovative, flexible and adaptive, hence there are some tendencies to resist change by trainers.

5.2 Instruments and tools which can be recommended to be applied by other countries.

- Use of DACUM chart as basis for unit standards development
- Aligning learning units to employable short courses
- Creation and use of stakeholder based working groups when adaptation and validating standards
- Use of unit standards as a frame for building curricula and learning process
- Involvement of stakeholders in every step of development of curricular and learning standards of new VETS for internalisation and ownership
- Integration of business and entrepreneurial skills so as to motivate job creation and self-employment to VET graduates.
- Use of Strategic Action Plans [SAP] for guiding implementation of the process of VET reforms. VETA has gone through SAP I, which covered periods from 1996 - 1999. The main objective of SAP I was to create institutional capacities, an aspect, which has satisfactorily been achieved. VETA is currently implementing SAP II as 2000 to 2004. Main objective of SAP II is to install and implement a new VETS.

- Introduction of target oriented training focusing at targets with limited access to VET e.g. Women, youths and rural areas populations.
- Most significantly VET SAPs combine inputs from donors, technical experts, the Board and VET Management who together supervise operations and offer monitoring.

6.0 CHALLENGES

- How to handle large demands for socially oriented training for informal sector, agriculture, and unemployed youth noting that it is the employers from formal sector who are financing VET.
- How to develop concepts for organizing and developing SEs given their weak financial back up.
- How to address the insufficiently supported sectors e.g. Agriculture, hotel and tourism, service, and finance.
- Changing of the providers mind set, is a challenge which should be taken by the only Vocational Teachers Training College in Tanzania located in Morogoro.
- Ministries owning skills training centres, like ministries of Labour and Youth Development; Educational and Culture, Natural Resources and Tourism; Community Development, Women Affairs and Children. They have training colleges and centres offering vocational skills but there is not yet a clear mechanism for across sector VET coordination regulation and support.

Provision Related Challenges : Integration of entrepreneurship in VET

- Vocational institutions have not adequately integrated the entrepreneurship training in their curricula. This forces the providers to organize the courses independent of the normal technical training courses.
- Financial sustainability for the providers: The training providers depend on funds from government and