



INTERNATIONAL LABOUR ORGANISATION

UNITED REPUBLIC OF TANZANIA

**STRENGTHENING VOCATIONAL EDUCATION AND
TRAINING FOR
EMPLOYMENT AND DEVELOPMENT**

VOLUME 1 - SYNTHESIS REPORT

A Three-Volume Report under UNDP Technical Support Services I:

**Volume 1 - Synthesis
Volume 2 - Analysis and Policy Options
Volume 3 - Action Programme**

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Acronyms

ABC	Assistance to Business Creation
APP	Active Partnership Policy
ATE	Association of Tanzanian Employers
CAPA	Commonwealth Association of Polytechnics in Africa
CBT	Community-Based Training
DANIDA	Danish International Development Agency
DVTSC	Dodoma Vocational Training and Service Centre
EAMAT	Eastern Africa Multidisciplinary Advisory Team
EDE	Entrepreneurship Development Education
EETP	Entrepreneurship Education and Training Programme
EMSD	Entrepreneurship and Managerial Skills Development
ERP	Economic Recovery Programme
GER	Gross enrolment ration
GDP	Gross Domestic Product
GNP	Gross National Product
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HRD	Human Resource Development
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IYB	Improve Your Business
JASPA	Jobs and Skills Programme for Africa
KAB	Know About Your Business
LMI	Labour Market Information
MDI	Management Development Institutes
MDT	Multidisciplinary Team
MES	Modules of Employable Skills
MOHE	Ministry of Higher Education
MPND	Ministry of Planning and National Development
MRTT	Ministry of Research and Technical Training
MSSISE	Micro Small-Scale and Informal Sector Enterprise
MVTTC	Morogoro Vocational Teacher Training College
NGO	Non-Governmental Organization
NVTC	National Vocational Training Centre
NVTD	National Vocational Training Department
OIC	Opportunity Industrialization Centre
PIP	Planning for Improved Performance
PPP	Purchasing Power Parity
PPTC	Post-Primary Technical College
RVTSC	Regional Vocational Training and Service Centre
SAP	Strategic Action Plan
SBC	Small Business Centre
SDSR	Skills Development for Self-Reliance
SIDA	Swedish International Development Agency
SYB	Start Your Business
TFTU	Tanzanian Federation of Trade Unions

TRUGA	Training for Rural Gainful Activities
T.Sh.	Tanzanian Shillings
TSS1	Technical Support Services
TVET	Technical Vocational Education and Training
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNIDO	United Nations Industrial Development Organization
UPE	Universal Primary Education
VET	Vocational Education and Training
VETA	Vocational Education Training Authority
VTC	Vocational Training Centre
VTI	Vocational Training Institute
VTTC	Vocational Teachers' Training Centre
WFYE	Working for Yourself

STRENGTHENING VOCATIONAL EDUCATION AND TRAINING FOR EMPLOYMENT AND DEVELOPMENT

Volume 1 - Synthesis report

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PREFACE

In March 1991, the International Labour Organization, through its Jobs and Skills Programme for Africa (JASPA) and at the request of the Government of Tanzania, conducted an employment sector review mission. The mission was funded by the UNDP. The mission report titled "Tanzania - Meeting The Employment Challenge" covered among others education and training and their effect on employment. However, the Government of Tanzania felt that there was a need for a specific study on vocational education and training (VET) and requested the ILO again to undertake the study. The mission was funded by the UNDP under its Technical Support Services 1 (TSS1) facility.

The ILO, in accordance with its Active Partnership Policy (APP), appointed the Eastern Africa Multidisciplinary Advisory Team (EAMAT) as the lead unit in the execution of the ILO TSS1 mission. Accordingly, EAMAT put together a mission team which incorporated ILO officials from Geneva and national consultants.

The terms of reference of the mission as agreed with the UNDP and the Government were as follows:

- to identify current employment and labour market trends, as well as national development objectives and investment programmes in which there is an evident training dimension;
- to elaborate on the role of the education system in relation to skill acquisition and, more broadly, the links between education and training in Tanzania;
- to review the country's current training system in terms of its relevance, effectiveness, efficiency and equity and to specify major constraints affecting system performance;
- to analyse current training policies and indicate how they may address the country's socio-economic challenges and, if necessary, suggest policy options;
- to develop an appropriate institutional framework for the coordination and development of a more effective and efficient vocational training and technical education system;
- to develop a non-formal training system to meet the needs of small and medium enterprises and small-scale enterprises, including the informal sector;
- to develop vocational training and technical education programmes to meet the specific needs of vulnerable groups such as youth, the disabled, women and retrenched workers;
- to suggest an appropriate management and administrative structure for a viable and sustainable payroll training levy funding arrangement for modern sector training and informal sector training;
- to consider how non-formal training for self-employment in rural areas and in the urban informal sector should be promoted.

But overall achievement realized in recent years fell from 90 per cent in 1981 to 74.9 per cent in 1993. The transition rate from primary school to secondary school is one of the lowest in Sub-Saharan education, being only 3 per cent in comparison with the Sub-Saharan African average of 20 per cent.

The main reasons for the falling enrolment rates and high dropout rates are given as: inability to enforce universal free and compulsory education; parental frustration with the role and value of primary education in terms of quality relevance as perceived for future benefits; low quality of the infrastructure as reflected by poor quality of buildings, inadequate furniture and teaching/learning materials, poor teaching and learning processes due to an underqualified teaching force; and low intake to secondary schools due to the non-availability of places in the small secondary education system.

1.4 The need for comprehensive human resources development

For Tanzania to achieve sustainable development, it needs a population that has a good general education, with a sound basis of science and technology, and which is capable of being readily mobilized to meet and adapt to changes in technology. But, judging from the above analysis, the current situation gives cause for concern as to whether a population with these characteristics is being produced. However, a population with the required characteristics could be achieved if the Government would put in place a comprehensive human resources development programme in which VET would constitute an important element. VET is a means of developing marketable and entrepreneurial skills and is also a driving force for development in the country. VET should respond to the multi-skill requirements of the evolving national economic reforms and should contribute to the achievement of national educational objectives. VET policy should focus attention on a framework and strategy for implementation which would allow it to meet such demands.

Policy reforms are being introduced in the field of VET, but policy implementation is not proceeding fast enough. Policy objectives should be fine-tuned to ensure an integrated approach so that planning, management, implementation, monitoring and evaluation of the VET system can efficiently service the overall economic, sectoral and special group needs.

SECTION 2 - THE VET SYSTEM

2.1 Overview of the VET system

The current technical education and VET systems in Tanzania are relatively large by Sub-Saharan African standards. Technical education policies are sound, but beyond the policy pronouncements there is a need to expand technical education to reach more than 44,200 technicians required by the year 2000.

VET is in a process of change, and the policies put forward with the creation of the Vocational Education and Training Authority (VETA) are sound and forward-looking. However, the system is emerging from a supply-driven to a demand-driven programme. The issues identified during a two-day VET workshop can be summarized as lack of relevance, effectiveness and efficiency. While these issues are a result of previous economic policies, it is too early to evaluate VETA as it is still in its infancy. VETA's Strategic Action Plan (SAP) 1996-99 is well articulated but will require a longer-term vision of about ten years. A number of important training areas, such as training for the informal sector, rural training, gender issues and the needs of persons with disabilities, are not covered in the SAP.

2.2 The VET system in Zanzibar

The VET system in Zanzibar is organized and administered separately from that of the Tanzania mainland, under the Vocational Training Act No. 17 of 1984, which gives provision for the establishment of a National Vocational Training Council. The terms of reference of the Council include ensuring an adequate supply of properly trained skilled manpower at all levels in industry for Zanzibar. The Council is also responsible for policy formulation and implementation. The Council has not met since its inception. The VET system in Zanzibar is relatively small but faces similar issues and problems as the mainland system.

Recommendations for improving the situation include the establishment of an institutional framework for VET policy and implementation, the establishment of a Labour Market Information (LMI) Unit, the introduction of a training levy system, the strengthening of occupational standard setting and certification, the establishment of instructor training programmes and the review of their terms and conditions of service, the strengthening of training for the tourism industry and the expansion of innovative training-cum-production at the Mikunguni Secondary Technical School.

2.3 VET issues and policy options

VET is delivered by many organizations in the public and private sectors in Tanzania. Many ministries have their own training arrangements, but the VETA has the main responsibility for the direction and management of the VET system. The system has many strengths, including the commitment and enthusiasm of VETA staff, well-conceived strategic action plans covering the period 1996-99, and some good buildings, machinery and equipment, particularly in training centres set up and operated with the help of donor agencies. However, some aspects of the system will need to be strengthened if the strategic action plans are to be successfully

implemented and the training system given the flexibility necessary for it to be able to respond to current unemployment levels and the emerging demands of economic development.

2.3.1 VET issues

The principal issues involved in strengthening the VET system can be summarized under three headings, viz. **Relevance, Effectiveness and Efficiency**:

(a) Relevance

The training centres tend to offer training programmes which their facilities and experience enable them to deliver. The programmes tend not to be based on economic development considerations nor labour market needs.

Links with employers and the informal sector are not well established, and there is little feedback to the training centres from employers on the appropriateness of the content of the programmes or from graduates on what happens to them in the marketplace.

The VET system offers few short-term programmes and concentrates on long-term training for school leavers entering the formal wage sector, even though employment opportunities in this sector are extremely limited.

(b) Effectiveness

Perhaps the most important single factor influencing the effectiveness of the VET system is the standard of instruction, which also affects all aspects of quality within the system. The upgrading of theoretical, practical and organizational skills of the teachers and instructors is an issue that needs to be addressed.

Centralized curriculum development does not encourage effective responsiveness in meeting the needs of local labour markets. Further decentralization is another issue, particularly regarding more delegation of authority to training centre managers, thereby allowing them to introduce new programmes to respond rapidly to local labour market needs.

Training equipment and materials are depleted or of poor quality in centres that have not been subject to donor assistance. The situation is made worse by a lack of systematic maintenance procedures and techniques in these centres. Safety standards exist but are often neglected.

(c) Efficiency

Coordination and collaboration within the VET system are weak. There is scope to make better use of facilities, including equipment, and to make greater savings through economies of scale.

Some programmes do reflect labour market needs and offer reasonable possibilities of wage- or self-employment, but many programmes do not. Rationalization of programmes offered across regions is an issue deserving attention.

The current VET system is managed centrally through control of institutions, teaching programmes and terminal examinations. The new Act provides for decentralization to regional VETA Boards, but some implementation problems are being experienced.

2.3.2 VET policy options

Some suggested areas for policy review being used as a means of strengthening the VET system include:

(a) Increasing relevance through:

the analysis of the implications for VET of evolving economic policies;

the establishment of mechanisms to trace the work histories of graduates of VET centres;

greater VET system flexibility through the introduction of short training programmes and making possible vertical and lateral transfers of trainees;

the promotion of technical and vocational education and training in the private sector;

restricting VET to skill areas having clear employment prospects; and

introducing entrepreneurship training to facilitate entry of some graduates into self-employment.

(b) Increasing effectiveness through:

the establishment of a VET policy coordination council;

the delegation of more authority to managers of training centres, including curricula content and the generation of earnings from production work undertaken in the centres; and

the establishment of clearer norms on resource use.

(c) Increasing efficiency through:

opportunities for teachers and instructors to upgrade their practical skills so that they can serve as role models for the trainees; and

the elimination of unsafe work practices.

SECTION 3 - ENTREPRENEURSHIP AND MANAGERIAL SKILLS DEVELOPMENT

3.1 Introduction

To successfully manage a business requires not only technical skills but also business management skills. The socio-economic crisis in Tanzania is illustrated partly by the failure of basic industries strategy, declining value added in the manufacturing sector, and remarkably low productivity in the parastatal sector, and it can be attributed to an acute shortage of entrepreneurship and basic managerial skills in all sectors. If the situation is considered serious in the formal sector, then it must be worse for the rapidly growing micro small-scale and informal sector enterprises (MSSISEs).

3.2 Most popular micro small-scale and informal sector enterprises (MSSISEs) in Tanzania

The four most popular trades in the micro small-scale and informal sector enterprises (MSSISEs) as measured by the number of employees and operators are: trade/restaurants, manufacturing, agriculture/fishing and construction. Sixty per cent of the employees in MSSISEs are between 20-40 years of age, 73 per cent have primary education and 22 per cent have no education. Thirty-two per cent acquire skills through apprenticeship schemes and only 2 per cent through the technical and vocational training systems. The poor, inappropriate and inadequate entrepreneurial, managerial and technical skills are partly responsible for the low productivity in MSSISEs.

3.3 Entrepreneurship and managerial skills development (EMSD) in Tanzania

Entrepreneurship and managerial skills development (EMSD) have been offered in the past but have been fragmented and uncoordinated with emphasis on the formal state sector. The concept of profit as a measure of corporate performance was frowned upon, as it was perceived as a capitalist scheme for exploitation. The small private sector that existed was primarily in the MSSISEs. The importance and need for EMSD is recognized, but it requires an institutional framework which does not exist. The current VET curricula are rigid and supply-oriented; resources to support the introduction of an EMSD are limited. Rather than starting from scratch, the introduction of an EMSD programme should borrow from neighbouring countries such as Kenya, which has had some successful programmes, and should use the existing ILO methodologies which have been tested elsewhere.

3.4 Strategy for introducing EMSD in Tanzania

Recent empirical experiences suggest that effective small enterprise development follows two paths, one leading to business creation (start-ups) and the other to the growth of the existing enterprises. The second path requires an integrated and holistic approach comprising the development of an appropriate enabling environment and appropriate market policies; studies and strategies to match demand with local resource potentials for substantial, effective employment and business creation; cost-effective institutions and programmes, including training

and follow-up services and institutions that support the promotion, development and growth of existing business; credit and financial facilities; and national and local authorities to pursue and support policies and institutions for small enterprise development.

In summary, it is clear that the promulgation of the VET Act of 1994, the establishment of VETA, the constitution of the VETA Board, the appointment of a Director-General of VETA, the delineation of the role and functions of various VETA organs, e.g. regional boards, regional vocational training and service centres (RVTSCs), trade advisory boards, etc., and the recognition of the role of employers and other market-led considerations are all geared to re-engineering the Tanzania VET system. In the final analysis, the effective and efficient management and performance of vocational training centres (VTCs) will determine the success of the VET system, and the quality of the VET system should be evaluated against criteria such as the extent to which:

- the training market is demand driven;
- the quality of education and training enables trainees to find and hold jobs or start their own enterprises;
- the flexibility of the system facilitates structural, technological and other changes;
and
- general skills training is provided on an equitable basis.

Since the enactment of the Act, most of the activities that have taken place are concentrated at the centre (VETA and Dar es Salaam VTC). The need to ensure the participation of all NVTCs in the reform and planning process is crucial to the success of the new VET system.

SECTION 4 - PROGRAMME OF ACTION

4.1 Introduction

An Action Programme has been proposed, comprising four projects as shown in the table below:

Ref.	Title	Duration	Cost US\$
1	Workshop on community-based training for employment and poverty eradication	1 w/m	13,225
2	Strengthening the VET system in Tanzania	24 w/m	600,000
3	Strengthening the national vocational training system in Zanzibar	36 w/m	727,000
4	Introducing entrepreneurship and basic managerial skills development (EMSD) into the VET system	24 w/m	1,190,000

4.2 Workshop on community-based training for employment and poverty eradication

This workshop will examine the issues relating to employment, income generation and training promotion for poverty alleviation and will generate a project proposal for technical assistance using the community-based training (CBT) approach in these fields. The CBT methodology is based on the application of a systems approach to the design, organization and implementation of skills training. The CBT approach provides the necessary methodology for development of capacities of the national and local responsible organizations and initiates working arrangements with other organizations (government, NGOs, the private sector, etc.). The CBT methodology recognizes that the training programme is only one factor in a successful self-employment and income-generation activity and that various types of post-training programme assistance may be required by trainees. The CBT methodology therefore also provides for follow-up support to ensure that beneficiaries are successfully placed in and are able to sustain the gainful activities for which they have been trained. This may imply follow-up extension visits, the facilitation of credit, access to markets and methodologies and provision of technical assistance as well as management skills upgrading.

The approach has been applied to a number of rural training programmes designed and implemented by the ILO in Africa and Asia. Experience with the programmes has clearly shown that the CBT methodology is suitable for the promotion of self-employment and income generation.

4.3 Strengthening the VET system in Tanzania (mainland)

This project will seek to contribute to the long-term economic development of Tanzania through the improvement of the VET system so that the system responds to labour market needs. It will have three main components:

A. Improving the relevance and external efficiency of the VET system. This component seeks to improve the relevance and the external efficiency of the VET system through improvements in:

- **Labour market linkages.** This involves the establishment of strong links between economic and HRD policies, the enhancement of the VET system's capacity to carry out tracer studies to follow up VET graduates, and the restructuring of employer participation.
- **Flexibility in supply responses.** This involves establishing a policy coordination body to harmonize the policy goals of economic and human resource development, creating the training policy analysis capacity at advisory and policy decision-making levels, and developing strategies which ensure a better match between training supply and training demand requirements.

B. Improving the effectiveness of VET system management. This component seeks to improve the effectiveness of the VET system management through improvements in:

- **Overall policy coordination.** This involves establishing a policy coordination body to harmonize the policy goals of economic and human resource development, creating the training policy analysis capacity at advisory and policy decision-making levels, and developing strategies which ensure a better match between training supply and training demand requirements.
- **Management and accountability.** This involves rationalizing VET programmes, ensuring improved management of the VET system and its resources, enhancing accountability and output through further decentralization, management training for training centre managers, establishing equipment maintenance capacity and procedures.

C. Improving the efficiency of the VET system and the quality of training. This component seeks to improve the efficiency of the VET system and the overall quality of training through improvements in:

- **Standards of instruction.** This involves upgrading the training of teachers and instructors, particularly in theoretical, practical and organizational skills and safety practices, so that their trainees can achieve quality and skill standards prescribed in the VET curricula.

- **Teaching materials and equipment supply.** This involves making an inventory of existing teaching materials, reviewing their appropriateness, and, where necessary, supplying new materials so that learning objectives can be achieved.

4.4 **Strengthening the national vocational training system in Zanzibar**

This project will seek to strengthen the national training system so that the system is able to produce sufficient numbers of trained persons to meet the demands of the labour market in the formal and informal sectors both in rural and urban areas. The project will develop, within the Chief Minister's Office, an effective modern vocational training organization with the capacity to plan, coordinate and implement all elements of a national VET system. This will involve the creation of:

- a vocational training unit responsible for the operation of the VET system at the national level established in the Chief Minister's Office;
- a VET coordination mechanism with relevant support legislation reflecting present and future development needs of the country;
- legal and operational principles for training schemes corresponding to the present socio-economic situation of the country including schemes for rural and informal sector training;
- a national system for occupational standard setting for conducting trade testing and issuance of certification;
- a curriculum development capacity and learning materials section established within the Vocational Training Unit;
- a training scheme as envisaged in the Vocational Training Act of 1987 and designated industrial, commercial and other institutions;
- a National Vocational Training Board and trade advisory committees;
- a Vocational Training Fund for financing training activities in Zanzibar; and
- staff training and development facilities.

4.5 **Introducing entrepreneurship and basic managerial skills development (EMSD) into the VET system**

This project will seek to contribute to the long-term socio-economic development of Tanzania through the integration of EMSD into the VET system to enable it to respond to changing needs of enterprise development and job creation. The project will have four main components:

- A. Curricula and teaching guides.** Preparing and evaluating curriculum outlines and guides for teaching EMSD in vocational training service centres and vocational training institutes. This will involve the development of training materials and methods, trainers' guides and trainees' manuals; trainers with enhanced training skills; adapted standard training packages; a manual for preparing business plans.

B. Advanced diploma course. Institutionalizing EMSD through a one-year advanced diploma course at Morogoro Teacher Training College. This will involve the training and development of master EMSD trainers.

C. Small business centres (SBCs). Strengthening of the existing production-cum-training centres in Dodoura and Mikunguni as the nuclei of SBC/incubator models to be replicated nationwide within the VTCs. This will involve the establishment of SBCs within regional VTCs backed by a sustained system of support.

D. Planning, implementation and monitoring. Strengthening of the institutional capacity of key critical actors (eg. selected line ministries, VETA, NGOs) to plan, implement and monitor EMSD programmes. This will involve the establishment of EMSD units within VETA and focal EMSD points in selected key institutions.