The role played by institutional changes in the development of tourism to Zimbabwe

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Abstract

Tourism development is managed by different institutional frameworks that often reflect the political ideology of the country concerned. The various institutional frameworks that have governed the tourism sector in Zimbabwe since 1980 have had both positive and negative impact on the development of the sector. Desk research and key respondent interviews were used as methods for gathering data for the study. Findings from the study indicated that periodic institutional framework changes retarded the growth of the sector due to lack clarity on institutional functions and responsibilities. The study further indicates that tourism growth was closely linked to political and economic developments in the country. It is recommended that the government streamlines the current institutional frameworks governing the tourism sector so that there is role clarity and shared vision for the long term development of the sector.

Key words: Institutional frameworks, Tourism Development, Political Ideology, Zimbabwe

Introduction

Globally tourism development is managed by a wide range of institutional frameworks. According to Mosedale (2014, 3) institutional arrangements are "the specific configurations of the organizations that are involved in regulation". In the majority of cases political ideology and the type of economic model practiced are the key determinants of the institutional frameworks put in place to plan and manage tourism development (Mosedale, 2014). Changes in political ideology and economic development model often result in re-engineering of the institutions that are tasked to drive tourism development in a country. An analysis of the institutional frameworks responsible for tourism development in Zimbabwe can be divided into pre-and post-independence periods. The post-independence era can further be divided into four phases. These are; the 1980-1981 phase, the 1982-1996 phase, the 1997-2008 phase and the 2009-post government of national unity phase.

The objectives of the study were:

- to explain the strategic fit between institutional framework and type of tourism development in a country;
- to discuss the rationale for institutional frameworks changes that Zimbabwe has experienced since independence in 1980;
- to assess the effectiveness of past institutional frameworks in developing the tourism sector in the country; and
- to make recommendations for changes to the current tourism institutional frameworks

Problem investigated

The government has periodically changed the structures of the institutional frameworks responsible for managing the tourism sector since 1980. The changes directly and indirectly impacted on the overall development of the sector in the country. The study aimed at determining the impact of institutional changes had on the development of the sector.

Literature review

It is generally accepted that there is no ideal institutional "fit" for tourism development. Institutions that are established in countries are influenced by among other things, political philosophy of the country, the history of the country, the ethos of the society, availability of resources and the rationale for tourism development (Mosedale, 2014, Ndonda, 2010). The tourism sector is therefore combined with a variety of other sectors depending on the political/philosophical thrust that the country adopts with regard to its economic development. For example, in Turkey tourism is combined with culture, in Tanzania the sector is combined with natural resources, in France it is a stand-alone ministry, as is also the case in Brazil. However it is important to understand the tourism institutional structures of a country as they have a direct impact on the scale and scope of tourism development in any destination. This point is amply highlighted by Hall and Jenkins (1995:19) cited by Mosedale (2014) who point out that institutions influence "…the process which the policy agenda for tourism is shaped, the way in which tourism problems are defined and alternatives are considered and how choices are made and decision and action taken". Institutions are therefore often responsible for the structural and spatial outlook of the tourism industry of a country.

Some countries (Britain, South Africa, France and India) have very strong and well-funded regional structures which are responsible for managing tourism at the regional level. For example in the United Kingdom the English Tourist Board (ETB) is charged with the responsibility of managing and promoting tourism in England whilst the Scottish Tourist Board (STB) is responsible for managing tourism development in Scotland and the Welsh Tourist Board (WTB) has the responsibility of managing tourism development in Wales. The delegation of authority to regional institutions is usually driven by the belief that local structures are more in tune with the reality on the ground and hence are able to come up with more relevant development programmes than those that emanate from parent institutions like ministries.

Bramwell and Meyer (2007, cited by Mosedale) posit that the transition from planned economies to free market economies by former eastern bloc countries resulted in changes in institutional structures that are responsible for tourism development in these countries. Similar observations are made by Peters (2002) in the case of Cuba and by the International Tourism Development (2010) in the case of Albania. It has further been observed that in centrally planned economies and newly independent countries the tourism institutional structures have been designed in a manner that ensures effective control by central government of the both the demand and supply sides of the tourism sector (Peters,2002, Jenkins, 2000). King (2014) in his review of tourism development in Cuba argues that one of the central policies of the government in tourism development was to ensure full control of how the sector developed. Similarly Peters (2002) notes that in business terms the Cuba's tourism is dominated by a network of state enterprises and foreign companies that have to partner with government enterprise.

In Africa a number of countries at independence (Zambia, Tanzania, and Namibia) established institutions that directly participated in tourism business investment. This was driven by a number of factors, for example the need to accumulate revenue for the

government from the tourism sector and the need to provide tourism infrastructure which the private sector was not willing to invest in.

The effectiveness of the tourism institutional structures in facilitating the development of a successful tourism sector differs from country to country. For example, Vail and Heldt (2000) in their comparative study of tourism structures in USA (Maine) and Sweden (Dalarna) concluded that the tourism institutional frameworks in place in the two areas were a hindrance to long term development of sustainable tourism.

The perceived importance of institutional frameworks for guiding tourism development can also be seen at supra-national levels. For example, in Europe, the European Tourism Commission (ETC) is responsible for marketing and promoting European Union (EU) member states as a single holiday destination, in Southern Africa this responsibility is carried out by the Regional Tourism Organization of Southern Africa (RETOSA) and in the Caribbean region the function is in the hands of the Caribbean Tourism Organization (CTO).

Tourism institutional frameworks, whether functioning at national, regional, or supra- national levels are critical elements of tourism development because they try to express in concrete terms political and economic aspirations of a country or a group of countries of what is expected to be achieved from the development of the tourism sector.

Methodology

The study was mainly based on desk research. Data was obtained from annual reports of both local and international institutions which included among others, the Zimbabwe Tourist Board, the Zimbabwe Tourist Development Corporation, the Zimbabwe Tourist Authority, the Zimbabwe Statistical Department, the United Nations World Tourism Organizations and the World Travel and Tourism Council. Interviews were also held with five key respondents who were made up of two managing directors in the tourism sector, two public sector directors in tourism and a tourism lecturer. The interviews were aimed at getting insights into how the institutional framework changes affected the development of the tourism sector in the Zimbabwe.

Findings

Evolution of tourism institutional framework in Zimbabwe

During the colonial era tourism development was geared to the needs of a small settler community and a limited international clientele. Hence its role in national development agenda was minimal compared to agriculture, mining and manufacturing. At independence in 1980 the new government was aware of the role that the tourism sector could play towards contributing to economic growth in the country. The status of the sector was therefore elevated in terms of both institutional frameworks and budgetary allocation. The government responded to the changing domestic and international economic and political environment by putting in place perceived appropriate institutions to drive the development of the sector. The growth of the tourism sector over the years also witnessed the emergence of private sector institutions which have partnered with the public sector in developing the tourism industry in the country.

The pre –independence phase

During the intensified years of the war of liberation (1977-79) the tourism sector was part of the Ministry of Information, Immigration and Tourism. The settler regime viewed the tourism sector as an appropriate tool for disseminating positive propaganda about the country. This

approach was not unique to the settler regime in region. The apartheid regime in South Africa had a similar structure whose main focus was to use the tourism sector as a tool to showcase the "success" story of the policy of separate development in South Africa (Lemon, 1976, Nyaruwata, 1986).

During the period up to independence the tourism sector was governed by the Development of Tourism Act 1975 which was administered by the then Rhodesia National Tourist Board (RNTB). The board was supervised by the Ministry of Information, Immigration & Tourism.

The post-independence phase

Since independence the country has witnessed four main changes to the institutions that plan and manage the development of the tourism sector.

The 1980-1981 phase

The new government retained the institutional structures that it inherited from the settler regime. At national level the department of tourism in the Ministry of Information, Immigration and Tourism was tasked with responsibility of developing new policies for the sector and the supervision of the national tourist organization, the Zimbabwe Tourist Board (ZTB). The tourist board was responsible for among other things; marketing and promotion of the country, registration, licensing and inspecting of tourism enterprises. The period was a transitional phase during which the new government research around the world for the best practice models for the country in terms of institutional structures to manage the industry.

The 1982-1996 phase

In 1982 the government created the ministry of the Ministry of Natural Resources and Tourism. The ministry's responsibilities covered the environment which was managed by the Natural Recourses Board (NRB), forestry which was managed by the Forestry Commission wildlife which was managed by the department of Parks and Wildlife Management and tourism which was managed by the Zimbabwe Tourist Board (ZTB) which was replaced by the Zimbabwe Tourist Development Corporation in 1984..Figure 1 shows the structure of the new ministry in 1982.
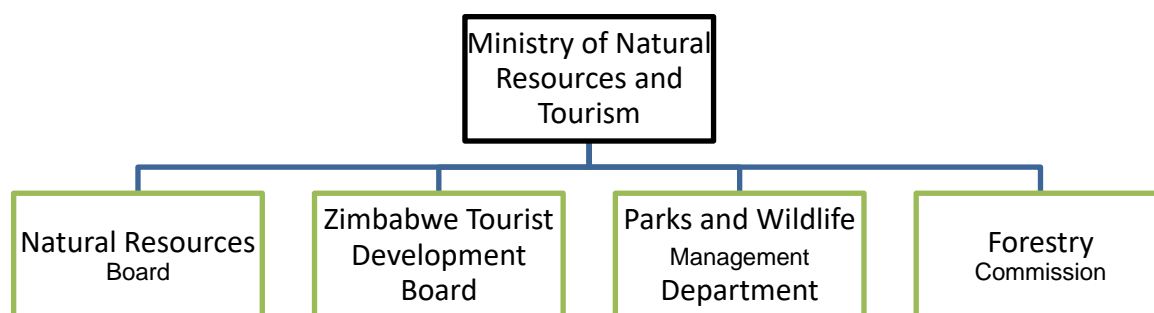

Figure 1: Departments of the Ministry of Natural Resources and Tourism in 1982. Source: GoZ 1983

The changes that occurred in 1982 were informed by the realization that the tourism sector was based on the country's natural resources. It was thought prudent to house the sector together with wildlife and natural resources so that the economic benefits of the country's

natural resources could easily be demonstrated. The combination of the sectors also assisted the government in justifying the natural resources conservation programmes it embarked on as it was able to link the economic benefits of tourism to sound natural resources conservation programmes. The policies and programmes that the government subsequently implemented to addressed issues of natural resource conservation stemmed from the historical protectionist ethic which focussed on the protection of natural resources as a public good. This approach saw 13% of the country's land mass being devoted to national parks estates (Nyaruwata, S. 2011). The country adopted a number of policies and regulations that were aimed at protecting the environment such as:

- The 1982 Amended Parks and Wildlife Act;
- The Forest Act chapter 22 of 2001;
- The National Environment Act 2004; and
- The Environment Management Act of 2004.

Given the above regulations and a wide range of environment related conventions and protocols to which Zimbabwe is a signatory it would be expected that natural resources conservation would have been a success story in the country. However the converse is the reality that the country has experienced. This is due to a number of factors which include among others:

- lack of political will to enforce regulations;
- political interference in regulation enforcement; and
- lack of harmonization of government regulations.

The composition of the new ministry was also informed by the research that the government had carried out within the Southern African Development Community (SADC) region. In essence the new ministry was a complete replica of that of the government of Tanzania. The influence of Tanzania was also seen in the national tourist organization that was established two years after the establishment of the new ministry.

The rationales for choosing the Tanzanian model for the country's institutional structures are not difficult to understand. Zimbabwe, during the early years of independence, articulated a strongly socialist ideology in its economic development agenda. Given that Tanzania was the epitome of socialist ideology in Africa it was appropriate for the country to use Tanzania as a reference point for some of its own developmental policies.

The main responsibilities of the tourism department in the ministry were those of policy formulation, inter-ministerial coordination, international relations and liaison, registration, inspection and grading of tourist products and supervision of ZTB/ZTDC. The ministry established close working relationship with a number of other ministries in the country whose functions directly and indirectly affected the development of the tourism sector. Figure 2 shows the linkages between the ministry of Natural Resources and Tourism and the ministries that impact on the tourism sector.
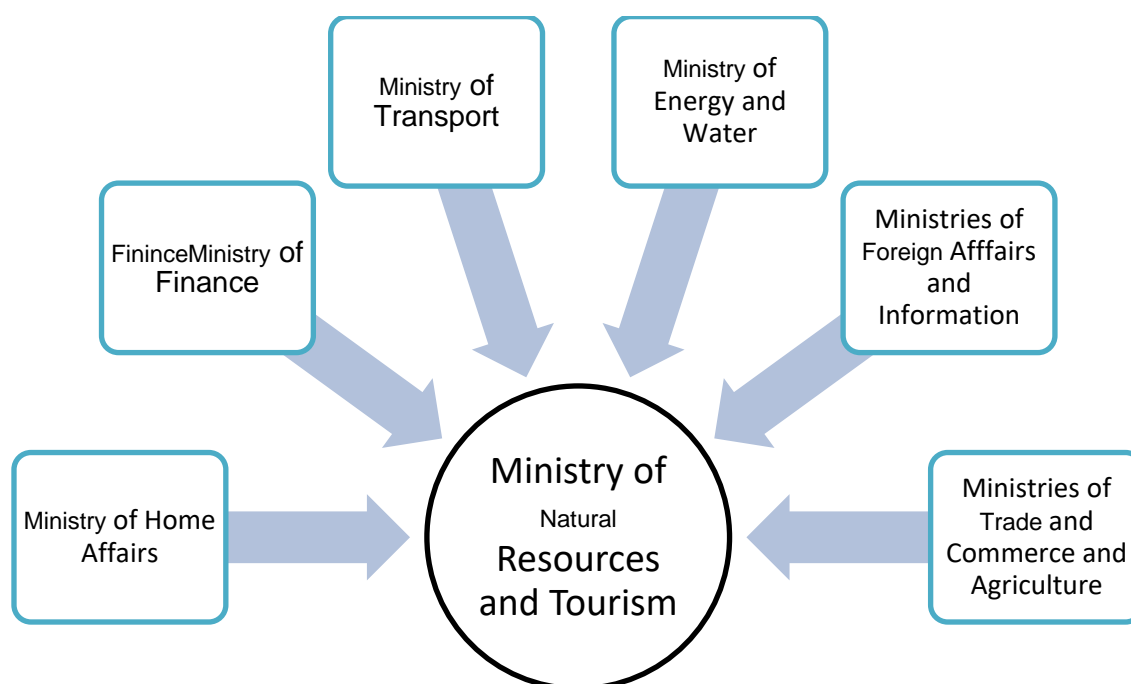
Figure 2: Ministries that had direct and indirect linkages with MNR&T

One of the major changes that the government implemented during the period was the transfer of registration, inspection and grading functions from the national tourism organization to the ministry. The rationale for the change was that government wanted to make sure that it had firm control on issues of product quality and the type of products to be developed in the country. This issue of power and control is highlighted by Galbraith (1995, cited by Ndonda 2010, p: 14) who postulate that structure of an organization determines the placement of power and authority in the organization. The government therefore believed that once registration and inspection of tourism products were vested in the ministry this would ensure the development a of tourism industry that was in-line with the political ideology of the country. However this did not happen. Market forces were stronger in shaping the type of tourism that developed in the country than political ideology, for example whilst the government advocated for low volume high value tourism the private sector provided products that met the needs of different market niches including high volume low spending tourists, the majority of whom originated from regional source markets like South Africa.

The institutional changes that the government implemented were confronted by a number of challenges, for example the status of the country's overseas attachés. National government employment regulations and international diplomatic agreements like the Vienna Convention of 1961 required that officials who were being posted outside the country as tourist attachés in source markets needed to be employed as civil servants. The overseas officers were therefore answerable to the Ministry of Natural Resources and Tourism in terms of their employment contracts. But operationally they were answerable to the tourist organization that was responsible for marketing and promotion of the country. The dual accountability of the overseas officers created a number of administrative and operational challenges which in a number of instances negatively affected the delivery of their responsibilities.

With regard to the tourism organization the government amended the 1975 Tourism Act through the promulgation of Development of Tourism Amendment Act 1984.The Amendment Act provided for the formation of Zimbabwe Tourist Development Corporation (ZTDC), which

was a parastatal. ZTDC, like its counterpart in Tanzania, the Tanzania Tourist Development Corporation was charged with commercial and non-commercial functions. The non-commercial functions of the organization included the following:

- Planning the overall development of the tourism sector in the country;
- Marketing and promotion of the country internally and externally;
- Coordinating human capital development in the country,
- Undertaking market and product research, and
- Coordinating the provision of financial assistance to the private sector,

The commercial functions of the corporation involved the following:
- Managing government owned hotels and the conference centre(Harare International Conference Centre-HICC)
- Managing the government owned tour operating company-Rainbow tours and travel
- Identifying potential areas of investment by government

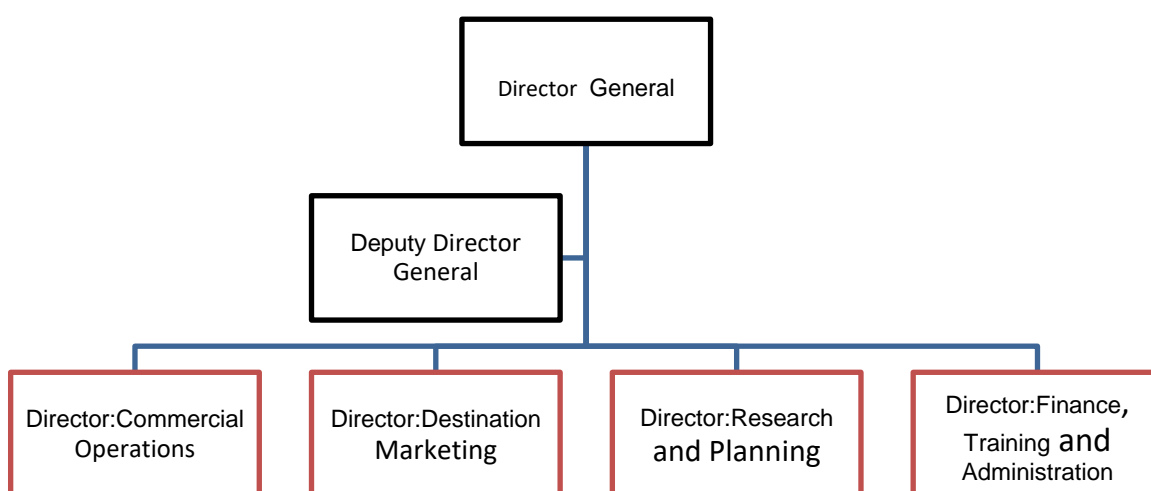**Figure 3:** shows the organizational structure of ZTDC.

Figure 3: ZTDC organizational structure; Source; ZTDZ annual report 1985

The corporation initially operated with one regional office which was located in Victoria Falls. This was in recognition of the importance of Victoria Falls resort as the major hub of the country's tourism industry. Subsequently another branch office was established in the country's second city, Bulawayo. In a bid to ensure that stakeholders in the main urban areas and tourist resorts were taken aboard in the planning and development of tourism the corporation worked very closely with the publicity associations of these areas. Some budgetary allocations were given to these associations in order to ensure that they remain afloat and hence help the corporation to discharge its mandate from government. Internationally the national tourist organization had offices in Britain (London), Germany (Frankfurt), the United States of America (Chicago) and South Africa (Johannesburg) (ZTDC, 1986).

ZTDC faced numerous challenges in trying to discharge its duties. It was accused by the private sector of impartiality in its operations as it was both an active participant and a supervisor of the sector. This created long term problems for the national tourism organization. It was difficult for the organization to position itself to the private as a neutral referee in the affairs the sector. The accommodation sector was reluctant to passing on information to officials of the authority as there was no guarantee that this could not be passed on to the commercial section of the organization.

The seeming contradictory role that ZTDC was tasked to play was a result of a number of political, economic and social factors that were at play in the industry. Firstly a number of companies in the industry were not sure what the future of the sector held given that the country was now being run by former freedom fighters whose ideology was Marxist socialism. Hence a number of them were closing down, relocating to South Africa or attempting to sell their enterprises to their employees. The government felt that it was essential to take over some of the companies especially hotels so as to preserve the country's tourism infrastructure. Hotels like A' Zambezi River Lodge at Victoria Falls and Ambassador Hotel in Harare were acquired in this manner as the holding company, Goodhood hotels was disinvesting from the country (ZTDC, 1987).

Secondly the new government felt that it needed to give leadership in investing in those areas of the sector where the private sector was reluctant to venture into. These were essential areas for the diversification of the tourist product, for example conference facilities. In this case Zimbabwe was following the route that other newly independent countries had taken. Jenkins (2000, p: 64) argues that in the majority the newly independent African countries if the government had not directly intervened in the sector "the embryo of tourism development would not have been formed or would only have taken place at a much later stage".

Thirdly given the new government's lack of understanding of the tourism industry and the general ambivalence of the private sector most of whose senior managers were former Rhodesians, the government felt that it was strategic to have its own cadres participate as managers in the sector. It was hoped that this would help the government to effectively monitor what was transpiring on the ground in the sector.

The country's tourism institutional structure was similar to a number of countries during that time. For example in Cuba the government was both an active investor in the sector as well as the overseer of the development of the industry in the country. Within the SADC region besides Tanzania, Zambia, Malawi and Lesotho had tourism organizations that were also directly involved in operating tourism enterprises.

Although a number of writers have argued for the need for 'strategic fit' for organizations to effectively discharge their functions (Ndonda, 2010, Ensign,2001, Kavale,201,Nankervis 2009). It is evident from the case of Zimbabwe that success in tourism development is driven by a wide range of factors most which of have nothing to do with institutional 'strategic fit'. Jenkins (2000) makes similar observations in the cases of countries like the USA, Belgium and Sweden which at that time had no national tourism organizations at all but had vibrant tourism sectors. Radzi et. al. (2007) posit similar views with regard to organizational structures and strategic fit for three star hotels in Malaysia.

Tourism development in Zimbabwe took firm routes during this period whereby the institutional structures driving the sector were not the most ideal. For example tourist arrival to the country grew from a total of 275000 in 1983 to 1600000 in 1996 (ZTA, 2014). The

period witnessed the growth of the hotel sector in the country with new hotels like Harare Holiday Inn, the Rainbow Towers, Cresta Lodge, and Imba Matombo Lodge being established in Harare. Victoria Falls saw the establishment of Victoria Falls Safari Lodge, Ilala Lodge, the redevelopment of Makasa Sun Hotel and a mushrooming of small lodges.

Although the tourism sector was experiencing a sound growth trajectory the government became acutely aware of the operational challenges that the national tourism organization was experiencing because of the duality of its functions. Subsequently a new Act was promulgated to reform ZTDC. A private company was formed out of ZTDC, the Zimbabwe Tourism Investment Company which traded as the Rainbow Tourism Group (RTG).The Zimbabwe Tourism Authority (ZTA) was formed through the Tourism Act Chapter 14:20 of 1996. ZTA therefore replaced ZTDC as the new national tourism organization in 1996.

The change in the tourism institutional structures was partly a result of the need to respond to the operational challenges that ZTDC was experiencing and partly a result of the need to respond to global changes in economic development thrust. For example after the demise of the former Soviet Union and the end of the Cold War development partners like the European Union, the World Bank and the International Monetary Fund were putting more emphasis on the need of the recipient countries to creating an enabling environment in which the private sector could do business without hindrance (Jenkins,2000). It was becoming the accepted wisdom that governments had no business of operating business enterprises whether in tourism, mining or manufacturing industry. On its part the World Bank recommended the introduction of Economic Structural Adjustment Programmes (ESAP) as a conditionality of giving development assistance to member states. Zimbabwe as a major recipient of developmental aid from these institutions had to be seen to be responding positively to these international trends. In essence the institutional reengineering of the tourism organization was part of a government broad policy change were several government organizations in agriculture, mining and manufacturing were either being commercialized or privatised.

The growth of the tourism industry during this period also witnessed the establishment of tourism private sector associations whose aim was to ensure that the needs of their members were properly looked after through effective dialogue with the government. The oldest of these organizations was the Hotel and Restaurant Association of Zimbabwe which had been in operation during the colonial period in the country. In 1988 the private sector in tourism formed an umbrella organization, the Zimbabwe Council for Tourism, which represented the interests of different subsectors of the industry. Table 1 shows the current membership of the tourism council.

Table 1: Tourism private sector associations in Zimbabwe.

Association	Sector Represented
Zimbabwe Council for Tourism	All sectors
Board of Airlines of Zimbabwe	Airlines
Safari and Operators Association of Zimbabwe	Hunting and Safari Operators
Hotel Association of Zimbabwe	Accommodation: hotels, lodges
Zimbabwe Vehicle Rental Association	Transport
Inbound Tour Operators Association of Zimbabwe	Inbound & Ground tour operators
Zimbabwe Travel Agency Association	Travel Agents
Zimbabwe Professional Guides and Hunters Association	Professional Hunters and Guides
Boat Owners Association of Zimbabwe	Boat Owners

Source: ZTA; (2013)

The ZCT acts as the voice of the tourism industry. It has a secretariat that is managed by a Chief Executive Officer. It engages government and other stakeholders on matters that affect the sector. It works very closely with the national tourism organization as well as the tourism ministry. Although ZCT has worked very closely with both the ministry and the national tourist organization it has suffered the general challenges that are encountered by most tourism associations globally. It has no statutory authority and hence it can only influence government through persuasion and lobbying.

During the periods when the industry is robust it carries adequate clout for the government to pay serious attention to its issues. But when the industry is in difficulties and there is limited cohesion within the private sector government often takes a 'do it alone' approach with regard to issues affecting the tourism sector.

The 1996-2008 phase

The main institutional changes that were brought about by the Tourism Act of 1996 were the establishment of the Zimbabwe Tourism Authority and the dissolution of the Zimbabwe Tourist Development Corporation. The only change that was brought to the ministry was the transfer of the registration, inspection and grading function to ZTA. Figure shows the organizational structure of ZTA.
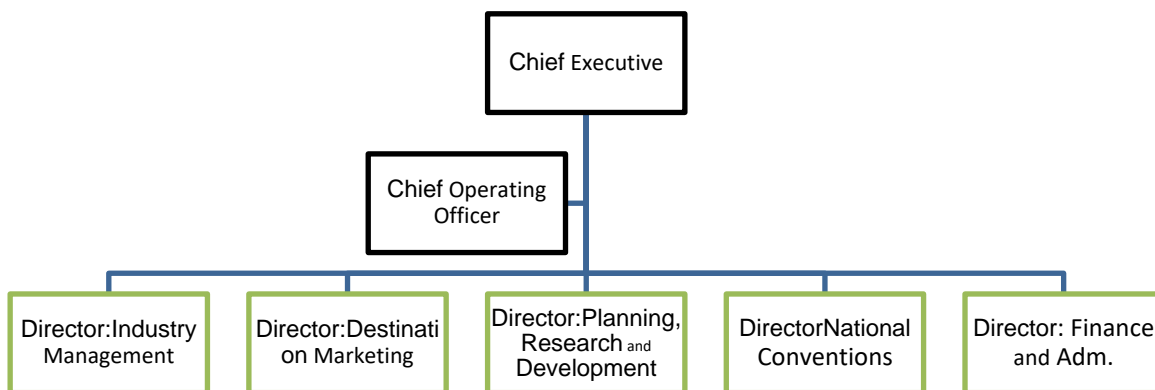

Figure 4: Organizational structure of ZTA: Source; ZTA annual report 2016.

The key functions of the organization as enunciated by the 1996 Tourism Act were:
- Destination marketing and promotion;
- Planning, research and development
- Product registration, inspection and grading;
- Training coordination; and
- Domestic tourism development and promotion.

In terms 'strategic fit' the Act brought about clarity with regard to the functional relationship of the parent ministry, the tourism organization and the private sector. The sector also

experienced its most successful growth during the period to 1999. However from 2000 onwards a number of internal and external developments combined to retard the development of the sector. These forces were far beyond the ability of a sound institutional structure to reverse the decline of tourist arrivals to the country.

The 2009 - post GNU phase

At the formation of the Government of National Unity in 2009 the new government established a new stand-alone Ministry of Tourism and Hospitality Industry. The development was in recognition of the important potential that the sector had in contributing to national economic recovery. However the new institution has had to deal with a range of operational challenges. These have included among others lack of role clarity between the ministry and ZTA, lack of a guiding framework for managing the industry, lack skilled personal to coordinate the overall development of the sector and inadequate funding.

The formation of the new ministry was not accompanied by any statutory instruments which clearly spelt out its functions. Those charged with the operationalization of the ministry had to figure out what the specific role of the ministry was given that the functions of ZTA as enshrined in the 1996 Tourism Act were still intact. Table 2 shows the functions of the ministry of tourism and those of ZTA.

Table 2 Functions of the Ministry of Tourism and those of ZTA

Ministry of Tourism	Zimbabwe Tourism Authority
Policy formulation and coordination	Destination marketing and promotion
Research and planning of tourism dev.	Market research and product dev. planning
International tourism liaison	Product registration and quality control
Domestic tourism development	Training coordination
Supervising ZTA	Domestic tourism promotion and development

The two institutions have overlapping functions. There is no clarity who does what with regard to research and overall planning of tourism development in the country. Similar challenges have been encountered with regard to the development of domestic tourism in the country. The problem has resulted in a situation where by the Ministry has deployed its own personnel to provincial centres in the country where ZTA already had operating offices. Besides being a waste of scarce resources, this approach has created confusion in the industry with regard to who to deal with on local tourism issues. The approach has further tarnished the credibility of the two institutions within the tourism stakeholders.

The lack of role clarity between the ministry and the national tourism organization has also negatively affected the development of domestic tourism in the country. Each institution has tried to implement its own programmes depending on the type and level of political mileage it can drive from the programme. There has therefore not been a coordinated strategy to develop and promote domestic tourism in the country. The issue of territoriality between the Ministry and ZTA has extended to destination marketing. The ministry has established additional offices in some areas where ZTA had already operational offices, for example, in South Africa. Given the limited resources that the country has the approach was detrimental to national efforts of trying to grow market share in different source markets.

Research and planning in the sector has experienced similar challenges as faced by domestic tourism development. In a number of cases the two institutions have carried out parallel activities. There is a very thin line on which type of research should be undertaken by the ministry and which one should be undertaken by ZTA. In a number of cases the

programme that is implemented is driven by availability of funding to the organization. For example when the country received funding from African Development Bank (AfDB) to carry out a passenger exit survey the programme was managed and coordinated by the Ministry rather than the national tourism organization that is responsible for destination marketing and promotion.

The establishment of the new ministry necessitated recruitment of new personnel. There were very few experienced people who were transferred from the old department of tourism due to a number of factors, for example the natural attrition that had taken place during the hyperinflation period. The new ministry therefore found itself with a large pool of highly inexperienced staff some of whom have little training in tourism. Supervising the activities of the national tourism organization has proved difficult given that the organization has experienced personnel a number of whom have been in the industry for periods ranging between 15-25 years. The overall impact of the institutional challenges has been a general lack of a common vision between the ministry, the national tourism organization and the private sector on the development of the tourism sector. The tourism policy that was adopted by the country in 2014 has gone some way in giving a guiding framework on how the sector should develop. But effective implementation of some of the proposed approaches will require effective partnership between the ministry, the national tourism organization and the private sector which at present is lacking.

Conclusion

Institutional frameworks managing the development of the tourism sector in the country have varied in line with the political ethos of the country since the colonial period. Some of the institutional structures have been able to develop a viable tourism sector in the country. However some of them have hindered the growth of the sector. The experience of the country shows that success in tourism development is not entirely depended on an institutional 'fit' to drive the industry. There are a number of other factors that are beyond institutional frameworks that contributes to the growth of a robust tourism sector in any given destination for example political stability.

Recommendations

The current institutional frameworks in the country lack role clarity between the parent ministry and the national tourism organization. It is recommended that:

- ➢ the Ministry of Tourism and Hospitality Industry engages an expert to review its functions and those of ZTA;
- ➢ the ministry's provincial offices be closed as their perceived functions are adequately covered by the ZTA offices; and
- ➢ the overseas offices be streamlined to ensure that they functionally reporting to one authority.

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