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**TITLE OF PAPER**

**Gender Equality and Employment Opportunities**

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## SECTION ONE

### Background

Since 1948, the world community has struggled to address issues of human rights. The UN declared a 1975 – 1985 a decade for women and 1975 an International Women's' year.

Similar to the Universal Declaration on Human Rights (1948), the OAU charter prohibits discrimination against women and children.

Tanzania is a UN and OAU member state. The National Constitution upholds the principle of equality for all, and the rights of each citizen irrespective of colour or race. The constitution also guarantees the "right to work" (Article 22)

Gender equality in employment is more comprehensive and it goes beyond the 'right' to work. It implies also better working conditions, remuneration, protection against abuse (sexual, age), a healthy working environment, opportunities etc.

This paper seeks to critically examine key factors related to employment and self-employment in the context of gender equality and employment in Tanzania.

Section one provides background information on the question of gender equality in the human rights context.

Section two gives a summary of the situation analysis on gender equality and employment in Tanzania. Issues of access to employment, to supportive services such as education & training, credit, the legal framework etc. are discussed.

Section three examines national efforts addressed to promote gender equality in employment. Relevant programmes, policies and projects are critically examined. General and specific observations are made in relation to the efforts reviewed.

Section four focuses on strategies, short and long term, which could promote gender equality in the world of work.

The final section highlights four key recommendations pertaining to achievement of gender equality in employment.

## SECTION TWO

### GENDER EQUALITY IN EMPLOYMENT A SITUATIONAL ANALYSIS

#### **2.0. The concept of gender equality in employment**

For the purpose of this paper, **gender equality** refers to a totality of factors including access to information on, and employment opportunities, equal pay for work of equal value, access to education, skills and career training opportunities, enjoyment of facilities relevant to specific practical gender needs such as working conditions that satisfy the mental and physical characteristics of the particular category of the workforce.

Broadly construed, the definition would entail a critical analysis of the following areas of concern for the various working categories including women workers, the youth, workers with disabilities, and men workers. The section below will highlight the areas of concern in relation to relevant categories.

#### **2.1. Access to Information and Employment Opportunities**

##### **2.1.1 Participation in wage Employment.**

Preceding papers have discussed the issue of participation of men and women in employment, showing that existing information and data confirm a low rate of participation of women in wage employment in both public and private sectors. For example, a study of Women and Children in the Labour force indicate that, although women are 51.3 % of the total population, their participation rate (71%) was found to be lower than the overall participation rates (LFS 190/91) The same study shows that a sector by sector analysis, shows that women are under represented in all sectors but traditional agriculture. The study found out that women represent 30, 22 and 19 percent of the Government, parastatal and the public sectors. The table below shows pattern of employment by gender in selected activities.

**Table 1**

**Patterns of Employment by sex (Total by '000": Sex by %**

ACTIVITY	TOTAL			RURAL		URBAN		TOTAL (R & U)
	TOTAL	F %	M %	F %	M %	F %	M %	%
Small farmers	8247	56	44	50	41	6	4	101
Technicians	288	10	90	3	26	7	64	100
Clerks	105	45	55	8	16	37	39	100
Professionals	332	27	74	12	33	14	40	99
Administrators	42	14	86	5	38	10	48	101
Agriculture	37	19	81	11	49	8	32	100
Mixed farming	761	44	56	43	53	2	3	101
Service provision	270	39	61	15	17	24	44	100
Petty trading	380	27	73	6	21	21	52	100
Others	99	38	62	22	31	16	30	99
TOTAL	10501							

Source: Gender Profile of Tanzania: <sup>N</sup> ~~T~~ GP 1993  
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Traditionally, the Government was and still is the leading employer. This dates back from the colonial Education policies, which aimed at producing civil servants. In this structure, there were more schools for boys than for girls, and therefore entry into the civil service was positively biased towards boys or men.. At time of Independence, more schools were opened up for both boys and girl, but still the legacy continues to this date., where the phenomenon is most apparent at the colleges and tertiary levels.(Table 2)

Similarly, vocational and technical training was and still involves more boys than girls, as indicated in the section 2.2.2 below. This would mean therefore that more men than women would get access to employment opportunities on grounds that they are most likely to be qualified for the job, while majority women would be less competitive on this factor. In both the public and the private sectors where education is not a basic criteria for employment, women are reported to constitute 52% of those with no formal training, while men with no formal training are a mere 21%.

As to the type or pattern of participation, women in the civil service as well as the private sectors tend to be most concentrated in the middle and lower ranks ie the non decision making levels. In 1992, they made up a mere 19 %of the senior and middle management level in the civil service

(Sinkonde et al 1992). Moreover, majorities of the wage-earning women are concentrated in the gender stereotype professions like teaching (at primary levels), nursing and secretarial work. Compared to men, there are very few women in the professions like engineering, law and medicine. The major determining factor here is the type of education, which is accessible to girls at secondary and high school levels.

For a long time, science subjects were regarded as a male domain, as reflected in few numbers of science and technical schools for girls compared to boys. Only recently has Government Policies addressed this issue, the fruits of which will be born with time.

### 2.1.2 Participation of in the Informal Sector

According to the Dar es Salaam Informal Sector Survey (DISS 1995) the informal sector in Tanzania is reported to be growing very fast. This is associated with economic and civil service reforms, including measures to down size the government, revamping of the parastatal sector etc, measures that have resulted in retrenchment for Government Employees, among whom have found their way into the informal sector. At the beginning of 1990s, women's participation rate was about 36 %, the traditional agricultural sector-involving majority of all those associated with the informal sector.

As for the Youth, the rural urban migration has increased over recent times, creating a legion of self employed youth in towns. The **Machinga** as phenomenon is un preceded in this country, and a result of a multitude of factors related to economic reforms and demographic trend.

While more youth, women (and men) find their way into the informal sector, the quality of their participation is probably the issue at stake. The sector does not enjoy Government regulatory services except where such services deter their operations. We are all familiar with the harassment of the make shift food vending services of **Mama Ntilie**, the **bomoa bomoa** operations against petty traders, some times with no acceptable alternative offered by the responsible officials. Credit facilities for the informal sector do not exist except in few incidences (like project interventions). There is no training, or any type of technical assistance. Especially among women groups, there are duplication of products, and therefore problems of marketing. The net result of all this is that the informal sector remains for majority women and youth an activity for the hand to mouth satisfaction. This leads us to the conclusion that the employment opportunities created in the informal sector has the potential to better the lives of the workers and operators of

that sector, provided deliberate efforts are undertaken to improve the services and general working conditions in that sector.

### **2.1.3. Labour Market data & Information**

Reliable gender disaggregated data and information on employment opportunities would greatly facilitate access to employment for all categories. National institutions such as the Central Bureau of Statistics, the Labour Statistical Unit (MLYD), University of Dar es Salaam etc. are potential sources of such data. Currently, the existing labour market information system does not meet the specific requirements of employment seeking categories e.g. men, women, youth. On-going efforts to establish Employment Promotion Offices should take into account the need for gender disaggregated data and information, as well as social cultural factors that hinder/promote accessibility of women to information.

### **2.2.1. Access To Education and Training**

As mentioned earlier, education and training are key factors not only in access to wage employment, but also to the type of employment one is being prepared to take up. The current enrolment ratio of girls and boys in primary (50/50) and secondary (48/52) schools is an achievement of the Government through deliberate efforts to promote gender equality in education irrespective of the gender. However, structural and cultural constraint limits the impact of gender equality policies beyond the secondary education, particularly the Advanced Level and beyond. Available data show that highest percentage of girls enrolment ever reached in recent years (1992/94) was 33% (Muhimbili College of Health Sciences). The University of Dar Es Salaam had the lowest enrolment ratio in that year, despite the fact that it is the oldest established institution in the country. Table 2 given trend for the ending decade up to 1996/97.

Table 3, which includes enrolment in teaching and Community Development Institutions, demonstrates a career bias early in the schooling system. More girls than boys enrol for teaching & other service oriented schooling, as is clearly demonstrated by the enrolment at Teacher Education (53%) and Community Development College (60%). This kind of enrolment has implication on the employment pattern of men and women, as discussed else where in this report.

Although traditionally women have been employed in the teaching profession, nevertheless they are not the majority in the profession, particularly at higher levels. Analysis of women professionals in teaching indicates that their distribution across various levels decrease as they move up the ladder. The highest representation in the teaching levels is found at the primary levels and has almost remained stagnant at 42 percent from 1988 to 1994. At the teachers college the figures are 20 percent and 23 percent while it is 7 percent to 10 percent for the same period (Newsletter Gender statistics 1997).

**Table 3**

**ENROLMENT RATIOS IN SELECTED  
INSTITUTIONS OF HIGH LEARNING 1995**

INSTITUTION	FEMALE ENROLMENT PERCENTAGE
Teacher Education(certificate, diploma)	53.1
National Institute of Transport	3
Tengeru Community Development College	60
Institute of Finance Management	31
University of Dar es Salaam	17
Sokoine University of Agriculture	23
Muhimbili College of Health Science	28
Open University	7 (93/94)
Institute of Development Management	Less 20
Ardhi Institute	Less 20

**Source Newsletter on Gender statistics, 1997, Best 1995**

That most women end up in low paying, low demand jobs is directly linked to the type and quality of education which is availed to both boys and girls, which in turn is predetermined by the existing structural and cultural constraints.

### **2.2.2. Vocational and Technical Training**

Vocational education in Tanzania is designed to prepare, update, and retrain artisans for wages or self-employment or vocational professional advancement. (H. H. Semboja, D.L. Ndamgoba 1999). For a skilled labour force, the mission of vocational training would mean that between 85 – 87% of the primary leaving population would in one way or another need skills offered by the VTIs at different levels. From a gender perspective, the curriculum, the supportive training physical structures and attitudes towards girls' vocational training would have to change to offer a conducive learning environment.

Among institutions offering vocational education and training are the various Vocational Training Centres (VTCs), Folk Development College and Post Primary Technical Centres (PPTCs). Except for domestic science post primary schools for girls, (many of them run by religion NGOs), other vocational training centres have training curricula and subjects that are traditionally attractive to men (carpentry, masonry etc.).

Similarly, participation of girls/women in technical education is extremely low. Statistics available from technical colleges (Dar es Salaam, Arusha & Mbeya) shows that enrolment fell from 10 to 6% in between 1986 – 1996) (Sub Programme 1998). Girls also tend to concentrate in certain subjects including electrical, electronic and telecommunication subjects.

### **2.2.3 Gender Education, Training and Employment**

The link between education, training and employment has been made throughout this analysis. The level of schooling, the type of training (undertaken), whether or not counselling and career guidance are available will determine opportunities for employment for boys and girls. Low level/No schooling, low access to training and counselling services and therefore low paying jobs, low productivity (in self employment) high vulnerability to retrenchment, sexual harassment etc. seem to provide a basic profile for women workers.



## **2.3 Gender , Working Environment and the Legal Framework.**

To what extent is the general working environment conducive to ones work constitutes an area of concern for all workers. This is a constituency for the trade unions as a watchdog of the rights of the workforce. As a result of the trade union movement of the 19<sup>th</sup> & 20<sup>th</sup> centuries, most Governments have legislation governing the Employer –Employee relations including basic terms of employment.

### **2.3.1 Prevailing Labour Laws**

A recent study of the Labour Laws in Tanzania (Kasungu et al. 1999) reveal that a good number of prevailing labour laws need review in order to better regulate conditions of employment. Such Laws include, among others, the Employment Ordinance Cap 366, Factories Ordinance Chapter 297, Workmen's Compensation Ordinance, Chapter 263, etc. One of the major limitations in the prevailing labour law is lack of recognition and therefore inadequate provisions for women's special needs with regard to safety and health due to their bodily functions and mental characteristics. Another big flow pointed out in the study is total lack of provisions for representation of women workers in the established boards, special committees and councils. Most acts also still use masculine language when talking about the workforce, implying that wage employment is still considered to be a man's domain.

The study also mentions restrictions on women employment as night work and underground work in mines (Employment Ordinance Cap 366 Sect. 83 & 86(1) respectively). Where as the spirit of the two sections is protective, however it could also be argued that the right to work as imbedded in the National constitution should not be limited by the labour law. In addition, let the individual women choose to work or not to work at the 'restricted time" (between 10pm – 6am) or underground/surface area.

To a certain extent, the labour law is discriminatory in the above-discussed context. Moreover, practices by employers tend to discriminate especially young women in employment on grounds that they are less productive in terms of hours/weeks/months of gainful employment if factors like maternity leave, breast feeding time off, childcare responsibilities etc. are calculated against profit maximisation considerations (D.M. Uiso, 1998).

### 2.3.2. Equal Pay for Work of Equal Value

Perhaps this is an area where Tanzania has achieved equality for all. Equality in terms of wage remuneration is strictly supervised in the civil service through pre-determined government scales according to entry and promotion. The minimum Wage Board also sets the statutory minimum wage for private sector.

In the public sector, both men and women enter at same scales. Remuneration gaps occur where promotion/staff assessment procedures to senior levels become biased and 'private', are determined outside office procedures (clubs), and by unprofessional behaviour including sexual favours, bribery, tribalism etc. (Sinkonde et al 1992).

This anomaly is currently being addressed in the on going Civil Service Reforms. Thanks to the CSD gender section which has reviewed and analysed civil service procedure to include gender concerns.

### 2.3.3. Maternity Benefits

Under section 87 of the Employment Ordinance, all working women are entitled to twelve weeks full paid maternity leave. The entitlement includes 28 annual leave in the period of 3 years

In practice the privilege covers the formal sector while women working in the informal sector, who are also the majority, are not covered. Moreover, controversy on the adequacy of the law, and its relevance in the context of the transitional economy has emerged. On one hand, it is argued that exclusion of annual leave in case of maternity leave is discriminatory. Annual leave is an entitlement of all workers (Tripartite Task Force Training Report 1999). In addition, women delivering twins/triplets must get additional leave (LL Review Report 1999).

The other line of argument looks at the implications of law from the perspective of competition in the labour market. Men workers would be preferred because they are less expensive, (employer does not pay for time unutilised during maternity leave) they are more productive (no absenteeism on account of family responsibilities) etc. (Workshop Report on LLR – August 1999). This debate would suggest a

comprehensive and critical review of the maternity benefit law with the aim of giving policy recommendation as regards the subject.

#### **2.3.4. Women and the Working conditions**

The Labour Law Review study mentioned above reveals a number of issues in relation to women and the working environment.

- Lack of surveys and documentation on occupational health and safety. Women and workers in general therefore do not have sufficient knowledge on their health and safety at workplaces.
- Inadequate protective measures against health hazards at work places
- Inadequate reproductive health services/policies at places of work. This includes knowledge on infections diseases such as HIV/AIDS/STD
- Precarious working conditions as more and more women are taking precarious forms of work.
- Lack of supporting social services like nursery schools, nursing rooms, transport etc.

The provision of adequate protective measures is relevant to all workers. In addition provisions for protective measures related to reproductive health (roles) of women have to be taken into account in order for women to enjoy equality at places of work. To this effect, the Factories Ordinance was found inadequate and therefore discriminatory. In addition, lack of specific protective codes, established employment promotion agencies etc., encourage sexual harassment at places of work, and hence depict women as inferior (i.e. they receive "favours").

#### **2.4. Gender Equality in the Context of Structural Adjustment**

##### **2.4.1 Economic & Civil Service Reforms**

Macro economic policies taken in the context of economic reforms and structural adjustment were embarked upon beginning mid 1980s, after a period of economic stagnation, decline and economic imbalances of 1970s and 1980s. The reforms were aimed at boosting economic

growth, increase export and levels of investment, reduce inflation rates etc.

Generally these aims were realised. However this was so at the expense of expenditure on social services as the government struggled to reduce its expenditure on education, health and other related services. The government also embarked on revamping the parastatal sector, leading to the closer of manufacturing firms. This led to retrenchment of the workers, who suddenly found themselves unemployed. In the civil service reforms, retrenchment was adopted as one of the solutions to that sector. It is generally believed that the LIFO (last in, first out) approach affected more women than men, given that women are the late comers in the civil service. Data compiled by the CSD-Gender Section shows that between 1993 – June 1997, 69 and 31% of men and women were retrenched. However this data must be viewed in relation to the ratio of men & women in that sector (C. K. Rugimbana et al 1998).

Furthermore the government freeze on employment of graduate students into the civil service (1991), worsened the problem of unemployment particularly among the youth

Perhaps not well researched but observed in many households in urban areas, women engage in micro-economic activities such as production and selling of snacks, vegetables, fruits etc. Incomes from these supplement wage income from the formal sector. The retrenchment exercise could have affected women indirectly where a man lost a job and the woman's supplementary income became the major source of the family livelihood.

#### **2.4.2 Agricultural Reforms**

In the agricultural sector structural adjustment policies are partially responsible for the worsening of working conditions for women, who have had to put in more to produce the most wanted export crops probably at the expense of the food crops. Removal of government subsidies on agricultural inputs, decontrolling prices etc, could also have had a negative impact on the living standards of the small holder farmer, at least in the short term. Moreover, large scale farming in response to government call for more export crops is likely to draw more women and youth on plantations as source of cheap labour, most likely with little, or no proper protection by the state. The effect of economic globalisation on women workers is well presented in the study on labour laws mentioned above.

## SECTION THREE

### EFFORTS TO PROMOTE GENDER EQUALITY IN THE WORLD OF WORK

#### 3.1. The International Context

The right to work is a basic human right. It is stated in the Universal Declaration of Human Rights, 1948. This right also embodies the right to free choice of employment, to just and favourable conditions of work, and to protection against unemployment.

The International Labour Organization is the UN organ charged with responsibilities for promotion of the principle of equality in employment. To pursue this mandate the ILO constitution incorporates Declaration of Philadelphia, which state that:

*“All human beings irrespective of race, creed or sex, have the right to pursue both their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity”.*

The ILO has a full mandate therefore to pursue issues of gender equality in employment through its policy instruments namely:

- International Labour standards
- Various Declaration and Resolutions
- The Plan of Action for Equality of Opportunity and treatment of men and women employment.

ILO has been supporting member states including Tanzania to ensure that the principles of equality of opportunity and treatment between women and men is integrated across the board, in government's employment policies, programmes and projects.

## **3.2. National Efforts**

### **3.2.1. The National Employment Policy**

The draft National Employment Policy (1997) recognises the need to start special Programmes of monitoring employment for women, youths, and persons with disabilities and retrenched. Specific strategies for promoting women's employment are spelt out as follows:

- Strengthen the fund for providing loans to women
- Remove discriminatory laws
- Use of labour saving technologies
- Ensure unconditional employment in terms of gender and encourage women to acquire economic power.

In addition the National Employment Policy underlines efforts leading to self employment both in the Informal and the formal sectors. Creating an enabling environment particularly in the informal sector would mean taking into account the factors that hinder productivity in that sector, including the gender specific constraints inherent in the sector. Among these are issues of property right ownership, particularly land, access to credit by women, access to skills training, market and infrastructure.

Employment issues are cross cutting. The NEP alone would not suffice to sufficiently achieve promotion of gender equality in employment and or job creation. Strongly related also is the policy on gender, (Women in Development), which defines the overall framework for gender equality across all the other sectors. Other Policies relevant for gender equality in employment include:

- The agricultural Policy
- The Education Policy
- The Population Policy
- The National Land Policy

- The National Environment Policy

Synchronisation and co-ordination of these policies in the context of gender equality in employment would maximise gains toward that goal..

In addition to the policy framework, the Government has also undertaken other steps to promote gender equality in the employment sector, as illustrated in the examples below.

### **3.2.2. Promotion of Women's Employment in the context of structural adjustment.**

**This project has an overall aim to ensure that:**

- i. Women workers benefit from the emerging economic changes equally as men in access to employment and economic opportunities and
- ii. Principles of gender equality are mainstreamed and integrated into laws, policies, Programmes and projects relevant to the promotion of employment and economic opportunities.

The project is being implemented within the context of a MOU signed between the Ministry of Labour and Youth Development (MLYD) and the ILO, September 1998. To date, the project has completed a major Labour Law Review, which took into account gender implicit and explicit issues that are reflected in current labour laws. The report is about to be tabled for discussion to the Labour Advisory Board (LAB) for further processing. Meanwhile report findings are due for public discussions and comments pending availability of funds for the dissemination sub activities.

In addition, the project has undertaken training of 14 members of the Tripartite Task Force on Gender Issues in the World of Work. The training impacted knowledge among the Tripartite Task Force group on principles of Tripartism, on International Labour standards and ILO conventions, on gender analysis tools, on Lobby and Advocacy skills. Overall the training was meant to enhance the capacity of the Tripartite Task Force group to deal with issues of gender equality in Employment in their own respective institutions. Along side the Tripartite Task Force training the, project is planning a major Training of Trainers (TOT) for a core group (20) that will in turn train and gender sensitise its own people to effectively mainstream gender concerns in the policies and programmes of the tripartite and its close collaborators.

Other activities in the pipeline include capacity building of women in the informal sector. The activity will be undertaken after a situational analysis study of the sector has been undertaken and needs of women and the potential of the sector have been clearly identified. There are also plans to look into Labour Market Information from a gender perspective.

### **3.2.3. National Income Generating Programme**

Although not directly focusing on gender equality in employment, the National Income Generation (NIGP) and the Poverty Eradication Strategy need to be mentioned in the present discussion.

The NIGP was created in the context of poverty eradication. Its activities focus on three key sectors identified on the basis of their potential for income generation and employment creation opportunities, namely agriculture, infrastructure and informal sector. The programme through support to the private sector particularly the NGO, it provides support to women and the youth among its targeted beneficiaries.

Specific efforts by the NIGP to promote gender equality include support to women specific projects in food vending (Mama Ntilie) in Dar es Salaam, fish processing in (Mwanza) and the equipment lease project also in Dar es Salaam.

### **3.2.4. Poverty Eradication**

The strategy aims at reducing absolute poverty by 50% by the year 2010 and eradication of absolute poverty by the year 2025. The success of the strategy is dependent on the effective participation of all categories the labour force, including women, youth, disabled etc. This would mean therefore that absolute poverty could not be eradicated unless clear strategies of involving all these categories are well articulated and well implemented. To this effect gender equality in employment is a matter not only of social justice but a principle factor in economic development, leading to poverty eradication. Poverty Eradication strategy that addresses issues of gender concern will easily translate into gender sensitive employment policies which in turn will enhance people-centred development in the shortest time possible.



### **3.2.5. The Tanzania Vision**

One of the key elements of Tanzania of year 2025 is high quality livelihood. This element of the vision underscores the need for the government to spearhead people-centred development based on sustainable and shared growth and freedom from abject poverty. The element also underscores the need for equality and effective democratic and popular participation of all social groups i.e men, women; boys, girls etc.

It is this vision therefore which sets philosophical context for all national policies including those related to employment promotion and job creation. The message for gender equality is quite clear.

### **3.2.6. Jobs for Africa**

In the context of poverty eradication, the government in collaboration with the ILO has launched the Jobs for Africa Programme in August 1999. The desired goal of the programme initiative is to put in place national and regional institutions and network of beneficiary countries capacities for assessing, designing and advocating alternative policies for poverty reducing.

It is not a repetition here to underline that such capacities should incorporate gender analysis, gender planning and gender mainstreaming tools necessary for the mission of poverty reduction. JFA Programmes components include a component on Enhancing Women's employment as well as a provision for gender mainstreaming in other components.

### **3.2.7. Development Funds**

Access to credit especially for micro enterprise is yet another approach taken by the government to promote gender equality. In collaboration with the donor community the government has embarked on women specific projects such as the credit for women productive activities and its successor, Credit for Women Entrepreneurs (CREW). The government also established special funds for women and youth, e.g the Women Development Fund and The Youth Development Fund.

The Women Development Fund was set up in 1993/94 with the aim of accessing credit to groups of women organised for economic productive activities. The Government made an initial contribution of five hundred million Tsh.

The funds and the projects provide credit and business services to organised groups of women in support of their economic activities. The funds and the projects are started in the context of affirmative actions meant to bring about gender parity in employment creation.

### **3.3. General Observations**

#### **3.3.1 The Approach**

Gender equality in the World of Work is a goal, the process to lead to that goal has been described in the review of what has been done. Briefly we can mention that efforts undertaken have been uncoordinated. On one hand, various government ministries have implemented various aspects or versions of same measures. The sectoral approach characterised efforts by stakeholders

Recently a multi-sectoral approach is gaining strength. The Vice President's Office co-ordinates all poverty-linked activities. The Ministry of Community Development has a well-articulated NPF in which the Sub-Programme on gender & women advancement defines the 4 key sectors (or areas of concern) for action. In the NPF the MCDWAC is the co-ordinator while other ministries, NGOs, and civil society in general are assigned specific roles in relation to their mandate.

The multi-sectoral approach on issues of gender equality is probably the best option for the cross cutting issues in the overall context of gender and development. Although some of the proposed activities on the NPF are already being implemented, the Programme is not well known by all stakeholders. The bulk of the proposals remain unimplemented four years after the Beijing Conference.

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### **3.3.2 Specific Observations**

- Most initiatives are not gender specific. Gender issues are sometimes ignored in the Acts or instruments purporting to employment promotion/protection. Example include the Factory Ordinance Chapter 297 and National Employment Promotion Services Act. 1999 (Sect.3).
- Specific Initiatives addressing women's need in self-employment e.g. credit needs often face problems of institutional capacity for implementation. Credit is sometimes misallocated and or mismanaged.
- Funding of women activities is more often than not inadequate. Women specific activities are usually under-funded.
- Initiatives are few and scattered. In view of the fact that women make up over 54% of the labour force, one would have expected serious and well-articulated efforts in support of women particularly in self-employment.
- Gender equality in general, and gender equality as it relates to employment is a concept not yet appreciated particularly in the private sector. Most private sector institutions erroneously regard gender as irrelevant for the business.

## SECTION FOUR

### **TOWARDS GENDER EQUALITY IN EMPLOYMENT: SHORT AND LONG TERM STRATEGIES**

#### **4.0 Background**

#### **4.1 National Programme Framework**

Following the Beijing Conference on women in 1995, four key areas of concern for immediate attention by the government were identified as:

- Enhancement of women's legal capacity
- Women economic empowerment and poverty eradication
- Women's Education, training and Employment
- Political Empowerment and decision making

The areas were further articulated in the National Programme Framework (NPF) as a Sub-Programme on gender and women advancement.

The Sub-Programme spells out the objectives, strategies and activities as well as responsibilities in accordance with sectoral mandate for the implementation of the Sub Programme. Accordingly, the Ministry of Labour and Youth Development (MLYD) is responsible for objectives/strategies related to:

- Increased accessibility to vocational skills & technical training
- Improved status of women in employment
- Promotion of Gender sensitive working conditions
- Opening up of more employment opportunities to women

This mandate has been taken up by the Ministry (MLYD) as indicated in section three above. Furthermore, a comprehensive Tripartite Task Force Action Plan is under preparation as a short and long term strategy to address gender concerns in the world of work.

## 4.2. The Proposed Tripartite Task Force Action Plan on Gender Issues in the World of Work

### 4.2.1. Objectives

The overall objective of the Action Plan is to promote gender equality in employment and to better the economic status and working conditions of women workers in the formal and the informal sectors.

#### Specific Objectives include

- **Objective 1**  
Strengthened institutional and legal framework for formulating, implementing and monitoring gender sensitivity in employment policies and programmes.
- **Objective 2**  
Women have Access to sustainable employment opportunities and improved working environment/conditions.
- **Objective 3**  
Effective and efficient mechanism to promote information and experience sharing among social partners and stakeholder attained.
- **Objective 4**  
Awareness creation on Labour Laws and ILO conventions focusing on women.
- **Objective 5**  
Enhanced women participation in senior managerial and decision-making positions.

The proposed strategies and activities derive from the above objectives and purport to create enabling environment for the achievement of the respective objectives. All together (seven) strategies are proposed including:

- i. Capacity building of key national partners.
- ii. Awareness creation among social partners.
- iii. Enhancement of women's participation in formal and informal sectors.

- iv. Designing and implementing employment promotion programmes to cater for women's interests.
- v. Establish efficient mechanisms for information and experience sharing.
- vi. Awareness creation on Labour Laws and ILO conventions focusing on women.
- vii. Enhanced Women participation in senior managerial and decision-making positions.

#### **4.2.2. Implementation Modalities**

The proposed Action Plan identifies major actors and collaborators. The Tripartite Social Partners through the Task Force is the institution which will oversee the implementation of the whole programme. The current project, Promotion of Women's Employment in the Context of Structural Adjustment will facilitate most of the activities. The Action Plan also identifies the collaborators in each sector and for every activity.

#### **4.2.3 Status**

A few proposed activities are earmarked in the on going Project. These relate to capacity Building of key national partners as well as capacity building of women in the Informal Sector, and review of labour laws. As mentioned earlier, some of these activities are partially implemented, in a sense that follow up activities have not been taken up due to insufficient funding.

#### **4.2.4 Future Plans**

The Action Plan provides a long-term strategy for addressing gender issues in the World of work. This strategy will be implemented in collaboration with all stakeholders including the government, social partners, civil society (CBOs, NGOs) and donor community. A forum for discussion of the Action Plan will be organised in the near future. The forum will also discuss funding of the Action Plan.

## SECTION SIX

### CONCLUSION AND RECOMMENDATIONS

Proceeding Sections have examined gender equality in employment in Tanzania revealing the actual status, efforts being undertaken and strategies for future direction.

It has been observed that women compared to men, are new comers in wage employment, where the laws and regulations do not adequately provide for women workers' specific needs in employment.

Furthermore, it has been observed that the informal sector where majority women and youth involved is inadequately protected, it is undeveloped but also that it has a potential for growth.

Specific efforts undertaken to promote gender equality in employment are very few and very recent. However, the National Constitution and National guidelines and policies which have a direct impact on gender equality in employment such as the NEP, the PES and the National Development vision provides a supportive context for pursuit of gender equality goals in general, and gender equality in employment and labour market related issues.

In view of this therefore we would like to recommend 4 key areas for attention to policy makers, (The Government) social partners, donor community and all other stakeholders.

#### **6.1. Education and Training**

In view of the fact that education and training is a key factor in employment, we recommend therefore:

- The current efforts to support girls education must be intensified and extended to all schools and at all levels (Primary, Secondary, tertiary and vocational training).
- Affirmative action measures in relation to girls education and training (including vocational training) are still relevant in our society. These should be supported by legal backing.

#### **6.2. Policy/Legal Framework**

The labour Law Review consultancy had made a number of recommendations in respect to prevailing labour laws. The MLYD in

collaboration with Social Partners must see to it that recommendations are implemented, through:

- Presentation of findings to selected key institutions e.g. LAB, MPs.
- Dissemination of consultancy finding for public discussions.
- Jointly discussions with key actors (in implementing the findings) such as the MJCA, MCDWAC, and interested donors.
- Urgently Incorporate the LLR findings in the Labour Department proposals for Labour Law Review.

**6.3. Strengthen Existing Project(s) that focus on Promotion of Women's Employment through:**

- Adequate resources (Human and financial) for implementation of project activities
- Review of the project INT.94.MO4.DAN to give it more time frame and adequate resources (human & financial).
- Make available immediate funding of the Labour Law and Women's Informal Sector findings follow up activities of the Project.

**6.4. The Sub-Programme on Women/Gender Advancement**

The Sub-Programme provides NPF approach for gender mainstreaming into various sectors/programmes/policies. For effective implementation.

- Programme activities must be widely publicised through meeting, mass media and general discussions.
- Negotiate funding of programme activities.
- Draw sector by sector Action plans from major actors.
- Set new time frame for implementation of Programme Activities.



**Table 2****Trend in Student Enrolment in Institution of Higher Learning 1991/92 – 1996/97**

INSTITUTE	1991/92			1992/93			1993/94			1994/95			1995/96			1996/97		
	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL
<b>University of Dar es Salaam</b>	2149	458	2607	2225	451	2676	2424	410	2834	2442	509	2951	3015	531	3546	3226	566	3792
<b>Muhimbili College</b>	203	101	304	212	104	316	219	112	331	243	95	338	265	92	357	273	95	368
<b>Sokoine University</b>	438	104	542	603	163	766	659	177	836	696	213	909	675	227	902	709	240	949
<b>Ardhi Institute</b>	281	54	335	300	68	368	299	71	370	313	70	383	338	69	407	352	72	424

Source: Hali ya Uchumi 1996 – Tume ya Mipango June 1997

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