

**Structural Adjustment, Employment
and Gender:
Issues and Strategies in Tanzania**

*Report on National Workshop on
Promoting Women's Employment in the Context of
Structural Adjustment in Tanzania*

30 July - 1 August 1997

**White Sands Hotel,
Dar-es-Salaam, Tanzania**



International Labour Office, Geneva

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and Gender:
Issues and Strategies in Tanzania**

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Preface

The national Workshop on Promoting Women's Employment in the Context of Structural Adjustment was organized from 29 July - 1 August 1997, at Whitesands Hotel in Dar-es-Salaam in Tanzania, by the Ministry of Labour and Youth Development with the support of the ILO. The workshop was an activity undertaken under the DANIDA-funded programme on *Promotion of Women's Employment in the Context of Economic Reforms and Restructuring* designed and implemented by the Programme on Women's Employment of the Development Policies Department.

The workshop successfully achieved its objectives of national consensus building and awareness raising on the issues of gender dimension of the Structural Adjustment as well as establishing a National Plan of Action for Promoting Women's Employment. It provided a national forum for broad-based consultation among eighty representatives of various Government ministries, employers' and workers' organizations, women's organizations, NGOs, UN agencies, and donor community, as well as experts. The workshop addressed, for the first time, the gender dimension of the impact of structural adjustment on employment at the policy level in Tanzania. It adopted a National Plan of Action for Promoting Women's Employment in the Context of Structural Adjustment, which is composed of a series of recommendations at the policy level and for direct action.

Studies submitted to the workshop showed that while women increasingly played a major economic role in the country, gender differences in the access to employment and economic opportunities further widened under the adjustment process in Tanzania. The country had seen a substantial reduction in the formal sector employment in the wake of a high rate of unemployment and inflation in general, while women's productive activities had increased and intensified. This happened in the process of overall reduction of the social expenditures on health and education as well as the withdrawal of various subsidies, which added to the economic difficulties that the country's population, especially women were faced with.

The success of the workshop is owed to the Workshop Preparatory Committee established under the auspices of the ministry of Labour and Youth Development as the key coordinating Ministry, with the participation of representatives from other Government Ministries and social partners, including the Ministries of Agriculture and Cooperatives, Industry and Trade, Community Development, Women Affairs and Children, Civil Service Department, and Planning Commission, as well as the Association of Tanzanian Employers, the Tanzania Federation of Trade Unions, and the National Income Generation Programme (see Appendix 10). This ensured the relevance of issues across sectors and a broad-based participation both in the preparation and the actual organization of the workshop. Additional logistical support was provided by Ms. H. Poulsen, Associate Expert of the ILO Area Office in Dar-es-Salaam. Needless to say, that the workshop's success in recommending a Plan of Action, was the result of the active and tireless participation of all the representatives, and resource persons who facilitated and animated the discussion (see Appendix 9).

The Programme on Women's Employment of the ILO will be following up and supporting the implementation of the priorities for action contained in the National Plan of Action in close collaboration with the national partners.

This report was compiled by a team of rapporteurs from the Ministry of Labour and Youth Development, who worked under the coordination of Ms. M. Mcha, WID Coordinator. Ms. N. Otope, Specialist on Gender and Women's Employment of the Development Policies Department, ILO, Geneva wrote the introductory section, edited and finalized the Report. She was also responsible for the overall planning and coordination of this workshop.

It is hoped that the dissemination of the workshop report will contribute to raising awareness of the importance of addressing gender perspective of the impact of structural adjustment, in particular on employment and economic dimensions, and more importantly, to the concrete follow-up to the Plan of Action at the national level.

Azita Berar-Awad
Development Policies Department

1. Background and Introduction

1.1 Transitional Economy of Tanzania

United Republic of Tanzania is classified as one of the lowest income countries, with the per capita GNP of US\$ 100 (in 1993). The GDP growth rate from 1980 to 1993 was 3.6 percent. The average annual population growth during the same period was 3.2 percent and projected to be 2.8 percent to year 2000. Out of 28 million people, 23 percent lived in the urban areas in 1993. The population growth in the urban area was higher at 6.5 percent from 1980 to 1993. Agricultural sector is the major economic sector by any measure. It constituted 56 percent of GDP, followed by 30 percent of service sector and 24 percent of industrial sector in 1993. The Agricultural sector accounted for about 75 percent of the foreign exchange earnings and engaged 80 percent of the labour force.

In 1993, the labour force in Tanzania was estimated at 11.6 million. About 50 percent of the formal sector employees were in the public sector and the other 50 percent in the private sector which included wage employment in the informal sector. The labour force growth rate per annum from 1980 to 1993 was 2.8 percent. In urban areas, only 3 percent of economically active women were employed in the wage employment, while about 61 percent were self-employed in formal sector activities. The informal sector accounts for 22 percent of the country's labour force and 56 percent of the urban labour force.

After a decade of economic stagnation, and faced with economic decline and macroeconomic imbalances, Tanzania adopted the Economic Recovery Programme in 1986, following initial limited implementation of some measures of reform policies in the early eighties. The first specific policy under the economic recovery programme was announced in the budget speech of 1986 and formed the basis of a standby arrangement with the IMF in August 1986. Subsequently, the World Bank followed with a structural adjustment programme to support the economic recovery programme. Many other donors also substantially increased their assistance to Tanzania. In 1987 the Government entered into a first structural adjustment facility programme with the IMF, followed by a second in 1988 and a third in 1990. The economic recovery programme has dramatically turned around economic performance in Tanzania. Economic growth has been restored, and the exports and the level of investment have increased. The fiscal deficit has been reduced substantially, and the rate of inflation has been somewhat reduced. (World Bank, *Adjustment in Africa; Lessons from country case studies*, Washington D.C. 1994)

Various fiscal and economic liberalization measures have been taken to rectify the macro economic imbalances. The package included the following series of measures: closure of overdraft facilities previously enjoyed by commercial banks, and establishment of maximum lending rate; the rationalization of the banking sector with the liberalization of the interest rates and enhanced management autonomy; the liberalization of foreign exchange markets with the depreciation of Tanzanian shillings; reducing the importation tax and liberalization of importation; almost complete liberalization of the domestic market with gradual elimination of the domestic price control, except for sugar, petroleum, and fertilizer with the gradual phasing out of Government subsidies to the latter two commodities. (Ibid.)

In terms of Government policies directly affecting employment, the minimum wage was increased but the adjustments were retained substantially below rises in the cost of living,

and employment guarantees to the university graduates were abolished in 1991. In 1992-93, the Government introduced a hiring freeze in the civil servants. The Presidential Parastatal Sector Reform Commission established in 1992 developed an ambitious master plan for privatization that was later approved by the cabinet. One hundred twenty parastatals had been divested by different methods by 1996. Twelve firms were closed down. Of the 30 divested manufacturing firms, 11 or 37 percent of the total were closed down. This implied that a substantial number of workers, including women had been either laid off or retrenched due to closures, restructuring or down-sizing. A large majority of these workers are believed to have joined the informal sector.

The unemployment is the major problem in the country. The average rate of unemployment is about 13 percent, with variations among different groups and rural and urban areas. The youth and women are most affected. In the urban areas, the estimated unemployment rate for women is 33 percent, while they tend to be concentrated in the sectors and jobs requiring low skills and training hence low wage or return, with low productivity.

1.2 Women Workers in Tanzania

The women's labour participation rate has been generally increasing over the last 20 years. Within the formal sector employment, women's labour force participation rates continued to rise from the seventies to the nineties. As they tend to be concentrated in the lower skilled, more clerical and administrative jobs, they tend to be first subject to the retrenchments or more affected by the austerity measures in a short term within the context of Structural Adjustment. According to the scenario of the Structural Adjustment policies, as the economy stabilizes and expands, there should be new emerging employment opportunities in a long term. Generally, so far, however, it has been observed that the public sector rationalization and Civil Service Reform have resulted in an overall reduction of the formal sector employment, and this has not yet been compensated by an increase in the paid employment in the private sector.

According to an analysis on the gender aspect of informal sector undertaken under the framework of the ILO-Interdepartmental Project on the Informal Sector, out of the total labour force in the informal sector, 15 percent are in the rural informal sector and 56 percent are in the urban informal sector. Out of the total male labour force, those in the informal sector accounted for 28 percent, while it was 15 percent for women. In terms of the status of the employment, more than 70 percent of both the men and women in this sector were operators and about a quarter of them were employees. Most of the women were engaged in the types of economic activities as an extension of their domestic work, such as selling processed food, cloth-making and mat-making, as well as whole sale or retail sale and trade. There have been a growing number of women showing interest in manufacturing industry, particularly in food-processing and cloth/textile production. (ILO, unpublished paper - *Gender Aspects in Urban Informal Sector*, Interdepartmental Project on the Urban Informal Sector, Geneva, 1996)

The women in the informal sector tend to be concentrated in types of activities related to their traditional household role, which tend also to be lower in productivity and labour intensive, with a small profit margin, low technology requirement, low level of schooling and skills requirements, and little capital investment, etc. Women are also more vulnerable in

terms of harassment, as they often operate in the locations without the official permit or license, while they are discriminated against in obtaining such due to their constraints in gaining property rights. (Ibid.)

The above informal sector survey showed that in addition to the high rate of increase of labour force, which is caused by the high population increase rate and the rural-urban migration, many of the informal sector workers were ex-government employees. According to the 1995-96 Informal Sector Survey in Dar-es-Salaam, about 22 percent of those who reported that they had been an ex-Government employee were women, while a substantial number of women who had stayed at home or engaged in farming entered in this sector. With the austerity measures taken by the Government to reduce the number of personnel in the civil service sector, the informal sector has been expanding in recent years. It has in a sense functioned as a shock absorber in absorbing the increasing labour force. With the removal of the food subsidy and other subsidies to the basic commodities, women have also been increasingly entering the informal sector as a survival strategy to supplement or earn the main household income.

In the rural sector, women are largely engaged in agriculture, and they are also engaged in non-agricultural productive activities, as found in the informal sector survey which also covered the rural areas. As stated earlier, agricultural sector is the main stay of the economy, and women play a key role especially in the food crop cultivation, but they are also engaged in the plantation sector and other cash crop production. Women use basic and traditional agricultural instruments, working long hours, often more than 12 hours a day in the rural sector. This is also because the domestic work takes a long time, as much time is spent fetching fuel and water, in addition to the productive work that they are engaged in. They also have to care for the household. Some case studies have shown that women, in general work longer hours than men, when including the unpaid household work.

Under the Economic Recovery Programme from 1986-91, the total national agricultural production increased at about the same rate as the total GDP, at 3.9 percent (the GDP at 3.8 percent). According to the scenario of the Structural Adjustment Programme, as economy increases its efficiency and grows, the benefits should trickle down. However, there is some evidence that indicates between 1986 and 1991 the gap between the poor and the better to do had widened and the poor became even poorer in the rural sector. (Ferrira, Luisa, *Poverty and Inequality during Structural Adjustment in rural Tanzania*, Research Paper Series, paper No. 8, World Bank, July 1994) Part of the reasons can be attributed to the withdrawal of the subsidies in particular to fertilizer and pesticides, but the other factor is those who had been marginally or hardly part of the market of the "tradable", did not fully benefit from the liberalization, while the SAP policies tend to discriminate the "non-tradable", especially the food stuff against the "tradable", such as coffee, cotton, and other cash crops. As food crops are largely women's crops, it is likely that women have been more negatively affected in the process, as most of them, in particular the female-heads of households do not have much resources to be able to fully benefit from the expansion of the market.

1.3 ILO and the Structural Adjustment Programmes and Economic Reforms

Since the early eighties, a large number of Sub-Saharan African countries have adopted structural adjustment programmes. These policies, addressing the macroeconomic imbalances, tried to redress the structural rigidities in the economy, with a long-term objective of macroeconomic stabilization and restoring sustainable growth; but the results to-date have been rather mixed. The programme was largely composed of fiscal policies deregulating the financial market and foreign exchange; enhancing the tax base and cuts in public expenditure; liberalization of foreign trade; price deregulation in the domestic market, under which the public sector would deregulate prices of basic commodities, and would withdraw from trading. It also involved the withdrawal of subsidies and the privatization of public enterprises.

At the initial stages of implementation, the adjustment programmes tended to have negative impact especially on the poorer groups of the population, in particular, on women. While exogenous factors, such as climatic changes and the changeable movements of external terms of trade have also played a major role in determining the success of reform processes, many Sub-Saharan countries had not achieved the growth rates that were targeted by the adjustment programmes. Only recently, a number of countries had experienced relative success in restoring growth and relative macroeconomic stabilization, but not without costs.

By the mid-eighties, there was an increased recognition that successful implementation of adjustment programmes would require not only sound macro-economic policies, but also specific policy and programmes addressing the social costs of the adjustment. While the Bretton Woods Institutions also addressed the social costs of adjustment through Social Fund programmes, the gender aspect, in particular gender differentiated impact on employment and economic opportunities had been a neglected area, as much of the debate had focused on the welfare impact on women.

In 1987, the ILO organized a High Level Meeting on Employment and Structural Adjustment which focused on the social dimensions of the Structural Adjustment, in particular on the employment and poverty. The meeting recognized that the ILO had a special responsibility in the UN system for labour and social matters, including the promotion of full, productive and freely chosen employment. In 1989, the ILO convened the Tripartite Symposium on Structural Adjustment and Employment in Africa in Kenya. Between 1992 and 1993, the ILO also implemented an interdepartmental project on Structural Adjustment and Employment, which resulted in a series of country case studies and advisory services. However, the gender dimension remained to be a gap in the analysis and in the remedial policy and action proposed to mitigate the negative impact. In order to fill in this lacunae, the Programme on Women's Employment of Development Policies Department of the ILO initiated a programme on *Promotion of Women's Employment in the Context of Economic Reform and Restructuring*, as explained in the following section. This Programme has been supported financially by DANIDA.

1.4 Interregional project on "Employment Promotion for Women in the Context of Economic Reform and Restructuring" (INT/94/M04/DAN)

This DANIDA-financed interregional project is to address the gender differentiated impact of the Structural Adjustment and economic reform policies on employment, with a view to promote women's employment. The project has the following objectives: a) women workers are better able to take advantage of the employment and income opportunities opened up by economic reform; b) economic reform policies and programmes address the distinct requirements of women workers and producers in responding to changes in the economy.

The ILO under the Programme on Women's Employment has organized two national tripartite workshops in Asia, namely, in India and Sri Lanka. Both have led to follow-up action by either establishment of a national network on the SAP and women or additional action-oriented investigation, where the data was too scarce.

The Programme on Women's Employment sent a preparatory mission to Tanzania in November 1996, which confirmed the relevance of the issues, and the interest and preparedness of the country to host such a workshop. Subsequently, four background papers were commissioned by the ILO, which provided not only an overview of the structural adjustment policies, but also analysis on gender differentiated changes and impact of structural adjustment on employment in the country in the public, private and rural sectors.

1.5 Rationale of the National Workshop

In general, past research and concerns on the gender dimension of the structural adjustment addressed more the welfare aspect or practical needs of women of the impact, rather than economic aspect or strategic needs of women workers. Various macroeconomic policies implemented under the structural adjustment can affect women workers in several spheres of women's roles in the economy and society. Largely speaking, the structural adjustment policies are comprised of the following policy interventions: measures to balance the national current account thereby reducing the Government deficits in public expenditures, which entail social sector expenditures cuts, divesture of public enterprises, and cut on Civil Service personnel; the liberalization of prices thereby allowing the market mechanisms to fix prices; and the liberalization of foreign exchange, trade and financial market.

Women play multiple roles vis: a productive role being engaged in productive activities (fulfilling the strategic gender needs); a reproductive role taking care of the household for caring children and household members (fulfilling the practical gender needs); as well as role that they play in the community (fulfilling a community organizer's role). During the workshop, the impact of macroeconomic policies was to be analysed, taking into consideration their two key roles as workers and household managers, and in particular the former aspect.

The background papers commissioned, largely focused on the factors affecting women's productive role, a hitherto neglected area; while taking into account the impact on the reproductive role and its indirect implications on women's limited time and resources. The assumption made was that due to their pre-given social and economic disposition, women tended to be more negatively affected by the impact of various macro-economic policies so

far, be it the cuts on social expenditures, privatization of public enterprises which resulted in substantial number of retrenchments, or withdrawal of Government subsidies to basic commodities and productive inputs, especially in the agriculture.

The first question was asked as to whether women continued to be discriminated against in the labour market participation and access to economic opportunities in general and what were the consequences of the implementation of Structural Adjustment, which can be argued as empirically related to the series of the relevant policies, while identifying potential areas for new employment opportunities. These were to be analyzed by reviewing the gender-disaggregated changes that have occurred due to the Structural Adjustment policies, in such factors as the labour participation rates, rates of unemployment, changes in the sectoral distribution of employment, wages, income, ratio of men and women among the retrenched workers, effects on training and support services, effects on access to credit, productive inputs and services affecting small businesses in particular the informal sector workers and operators.

Another subsidiary question was whether the gender relations between men and women had been changed in the process of Structural Adjustment, which made households more susceptible to cash needs, due to high inflation and reallocation of domestic resources towards production of export-oriented products or tradable goods. This was, in general more difficult to assess as such information at the household level was not readily available. The analysis of the impact was undertaken based on the following analytical framework as presented in tables 1 and 2.

**Table 1. Gender Dimension of Structural Adjustment;
Women as Workers***

Government Interventions	Impact on Women as Workers
Cuts on public social sector spending and subsidies Civil Service reform	* Effects on access to productive inputs * Reduction in formal sector employment
Price liberalization and deregulation * market-oriented strategy * private sales/purchase	* Effects of prices of productive inputs- increased costs * Expansion of domestic market, but constrained by less access to it
Privatization of public enterprises	* Initial reduction of formal sector employment - short term * Expansion of market- long term?
Liberalization of trade and foreign exchange; export orientation	* Easier access to foreign markets and capital, but gender constraints in access * Crowding out on domestic market

*/ Work here signifies the work for remuneration or production for income, and not the household maintenance work.

As known, the analysis on the gender differentiated impact of Structural Adjustment is constrained by the fact that one cannot have a controlled scenario without the

implementation of the policies as compared to what has happened in the country. That is to say that one cannot compare the current situation with another which could have prevailed if the adjustment policies had not been adopted. There are also other external factors such as changes in the international commodity market affecting the prices of export products and environmental changes affecting the agricultural production, which are exogenous to the overall impact of macroeconomic policies, given the fact the country is very agro-based in terms of the composition of the overall GDP and export. Furthermore, very often the gender differentiated data on employment and other socio-economic indicators is not readily available. In Tanzania' case while the employment data is gender disaggregated, it is in general rather limited, as the latest labor force survey data available dates from 1990-91, which is already 6 years old and cannot possibly reflect the changes that the country had undergone during the adjustment period, especially during the nineties, when the effects of retrenchments were more felt.

**Table 2. Gender Dimension of Structural Adjustment;
Women as Household Managers**

Government Interventions	Impact on Women as Household Managers
Cuts on public spending for social sector and subsidies Civil Service reform	* Effects of cuts of social spending and on prices of basic commodities * Husbands retrenched, and women also opt for productive work
Price liberalization and deregulation * market-oriented * private sales/purchase	Effects on prices of consumer goods * High inflation - short term * Stabilization - long term?
Privatization of public enterprises;	* Husbands retrenched, and women also opt for productive work
Liberalization of trade and foreign exchange; export orientation	* More foreign consumer goods available in the market

The workshop reviewed therefore, the impact of structural adjustment policies on employment and economic opportunities by analysing how the various macroeconomic policies affected men and women differently or not differently in terms of labour force participation, terms of employment, wage and income levels, employment status, access to social services and training, etc. It also reviewed the gender differentiated impact of these policies on the access to productive inputs, such as land, credit, productive inputs, market, as well as to services relevant to employment and economic activities in different sectors to the extent that the information was available.

In addition to the overall review of the macroeconomic policies and their gender implications on employment in general, the workshop addressed the sectoral impact of Structural Adjustment on employment from a gender perspective on: the public sector, the private sector including both formal and informal sectors; and the rural sector. The results of these sectoral analyses were to facilitate in identifying the areas for action, in formulating the strategies and interventions to be undertaken by the national constituents, in order to promote

employment with increased gender equality in the context of Structural Adjustment, hence the National Plan of Action.

The list of the background papers presented during the workshop is as follows:

1. ***Macroeconomic Policies and their Gender impact on Employment in the Context of the Structural Adjustment Programme; An overview*** (Dr. G. D. Mjema): A paper reviewing the macroeconomic policies and the Government expenditure outlays since 1986 to date, in order to provide a background to the assessment of employment impact of these measures with a specific gender focus. The paper has also briefly reviewed measures taken by the Government in addressing women's employment promotion, such as the Women's Development Fund and the National Programme for Action for Sustainable Income Generation (NIGP). It is not only to provide an overview of the SAP in relation to women's employment, but also to analyse the impact of the adjustment policies in terms of socioeconomic impact on women. The impact of changes in the consumer and producer prices due to the withdrawal of subsidies, liberalization of prices, and cuts on social expenditures has also been briefly addressed.
2. ***Gender Impact of Structural Adjustment Programme on Employment in the Public Sector*** (Dr. Frederick J. Kaijage): A paper studying the impact the Structural Adjustment on women's employment in the public sector since 1987 to-date. It has reviewed the Government policies implemented on the public enterprises and Civil Service, for which more concrete steps were taken in the early nineties. It has addressed the gender-differentiated changes in the employment patterns both horizontal and inter-sectoral, in particular the effects of divestures on public enterprises and Civil Service Reform, which also has included terms of employment and wage rates by industrial sectors and occupational groups. The paper has also briefly reviewed the present labour legislation in relation to women's employment in the formal sector. It has assessed both the constraints and opportunities for women's employment and included proposals for strategies for promotion of women's employment.
3. ***Gender Differentiated Impact of Structural Adjustment Programme on Women's Employment in the Private Sector; Women workers and producers in the formal and informal sectors*** (Dr. N. E. Luvanga): A paper analysing the impact of Structural Adjustment on women workers and producers in the private sector, which comprises analysis on both the formal and informal sectors. This has attempted to specifically address the gender differentiated impact of the economic liberalization and restructuring, in terms of characteristics of employment, and the changes in the patterns of employment, based on, in particular, a small survey on selected enterprises in agro-processing and textile/garment manufacturing located in Arusha and Dar-es-Salaam. This paper has addressed the constraints and opportunities in women's access to employment and economic opportunities, at the same time suggested strategies for women's employment promotion in this sector.

4. ***Women Workers and Self-Employed in the Rural Sector; constraints and opportunities for women farmers*** (Prof. Majorie J. Mbilinyi): A paper addressing the impact of Structural Adjustment policies on the women workers in the plantation sector and the small holder and casual agricultural workers' sector. The paper has addressed the gender differences, and where possible changes in the wages, patterns and terms of employment and working conditions, etc., of the plantation workers to the extent the data was available. On the small holder and casual agricultural women workers, the impact has been assessed in terms of changes in the access to land and employment, agricultural inputs such as fertilizer, pesticide, seeds, and tools, and rural credit and services, as well as the impact of price changes of both the inputs and outputs. The paper also has touched upon the changing gender roles at the household level which may be due to the economic changes during the adjustment period. The paper has not only reviewed the impact, but also measures that can be taken to enhance women's employment and economic opportunities in the rural sector.

A summary of findings in each paper will be presented in the report on the respective sessions.

1.6 The Workshop

The three-day *National Workshop on Promoting Women's Employment in the Context of Structural Adjustment in Tanzania* was organized by the Ministry of Labour and Youth Development, in close consultation with the Workshop Preparatory Committee, with the support of the ILO at the White Sands Hotel in Dar-es-Salaam on 30th July - 1st August, 1997.

(a) Workshop Objectives

The workshop objectives were two-fold as follows:

1. To provide a national forum to discuss the issues of gender-differentiated impact of the Structural Adjustment Programme, so as to sensitize the policy-makers in more gender-sensitive macro economic policy formulation.
2. To formulate a national plan of action to address women's employment promotion within the context of the Structural Adjustment Programme, through national consensus building based on tripartite consultation.

(b) Workshop Methodology:

The workshop was conducted as follows:

- (i) Presentation of overview and thematic papers;
- (ii) Comments by experts/discussants;
- (iii) General comments from the plenary;
- (iv) Working group discussions and presentations; and
- (v) Adoption of a National Plan of Action on Promoting Women's Employment for follow-up

(c) Participants:

Participants included senior representatives from the Government Ministries, employers' and workers' organizations, women's grassroots level organizations, NGOs, research and training institutions, UN agencies and donor community (The list is annexed as Appendix 9).

2. Opening

The workshop was officiated by Ms. A. Mmuni, the Acting Principal Secretary, Ministry of Labour and Youth Development on behalf of Hon. Sebastian Kinyondo (MP), Minister for Labour and Youth Development. In his speech, Hon. Kinyondo expressed his profound appreciation to ILO for supporting the workshop and to the Workshop Preparatory Committee for facilitating its organization. He extended a warm welcome to Tanzania the ILO officials from Geneva, representatives of Social Partners, and to all participants. He acknowledged the significance of the workshop, as it would address crucial issues of employment promotion, in particular for women in the country, which was a national concern.

Recounting the objectives of the workshop, Hon. Minister noted and appreciated that the workshop would provide a national forum to discuss issues of gender differentiated impact of Structural Adjustment Programme (SAP) so as to sensitize policy makers in more gender sensitive micro-economic policy formulation. He also noted that the workshop was to result in a national plan of action, which would address issues and strategies towards promoting women's employment in the context of SAP through tripartite consultation. The impact of SAP on the majority of the Tanzania population and particularly the vulnerable groups including women, children, disabled and elderly people could not be underrated. He expressed the government's concern on the gender imbalance resulting from implementing SAP measures. The employment patterns in some of the developing countries like Tanzania had for long not favoured women. Statistics indicated that in 1991, out of the 933,358 people in paid employment in Tanzania, only 230,422 were females, majority of whom were in low wage employment or casual workers.

The impact of the recession and the accompanying adjustment policies on the incomes of the majority of Tanzanians was very severe given the fact that real per capita income (in constant 1976 prices) dropped from 1,328/= shillings in 1976 to Tshs. 1,201 in 1988. There had been a continuous erosion of real wages since 1980 to the present day, hence workers in the Civil Service, parastatals, and private sector had been unable to maintain their families based on their official earnings, hence forcing women and children to be engaged in secondary activities to supplement their wages.

The government on its part had undertaken remedial measures including liberalization of trade, introduction of fiscal and monetary policies and creation of favourable climate for private sector involvement in the management of the economy. With the support of the donor community and other institutions the government had taken considerable efforts in promoting women's employment. Such initiative included the employment promotion programmes and projects, for example, such as food processing projects for women, the National Income Generating Programme (NIGP), Women Development Fund, Enterpreunership Development Fund, and Youth Development Fund, etc. These programmes and projects were employment creation initiatives which were in line with the Human Resources Deployment Act of 1983 which demanded everybody to be involved in gainful activities.

The Government had adopted a *National Employment Policy* which among other things addresses the eradication of gender-based discrimination and support to economic empowerment of women as well as poverty eradication. He underscored that women in Tanzania were poorer

than men in almost all respects, despite the fact that they were the main actors in productive and reproductive activities in the society; hence there was a need to critically find solutions to these problems. He assured the participants that, the Plan of Action and recommendations to be deliberated during the workshop would be honoured. He finally wished the participants every success in their deliberation.

Before welcoming the guest of honour to officiate the workshop, Ms. Singh, the Director of the ILO Area Office gave some remarks. She expressed her appreciation and gratitude to the workshop participants for their participation. She informed the participants that the workshop was the first one to be held in Tanzania and was linked to a global programme of the ILO on "*Employment Promotion for Women in the Context of Economic Reform and Restructuring*".

She referred to the objectives of the workshop and noted that the workshop was expected to design a practical action programme based on the findings from the research papers prepared by experts. Women in Tanzania had been affected in different ways by structural adjustment programme and this varied in both rural and urban sectors, in the formal and informal sectors, in different industrial sectors as well as according to a number of other factors such as their age, family status, education levels, training, ownership of or access to resources, etc. It would not be possible, therefore, to design an effective action programme without first analysing broadly the existing situation.

Ms. Singh informed the participants that Tanzania had been recently selected as the first country in Africa to take part in the ILO's follow-up programme to the Beijing Conference; the programme called "**More and Better Jobs for Women**", and that ILO was presently working on the preparation for a National Action Plan to be inaugurated towards the end of the year.

Lastly, she expressed her appreciation to the Workshop Preparatory Committee and the Secretariat for their commendable work in organizing the workshop. She assured the workshop participants that the action plan developed would be seriously followed-up by the ILO in consultation with all of the concerned parties.

Dr. Islam, the Deputy Director, Development Policies Department, ILO, Geneva, also gave remarks. He informed the participants that the workshop was timely organised to provide opportunity of bringing to the forefront of national debate on important issues of gender dimension of the social consequences of structural adjustment, this being an opportunity also to discuss the inter-relationship between three areas of ILO's concern namely: *equality, employment and social dimensions* of structural adjustment.

Stabilization and structural adjustment policies had important social dimensions in terms of their impact on employment, labour market and incomes of individuals and households, and ILO emerged to have an important and legitimate role to play in the UN system, in monitoring the social consequences, in particular, the impact on employment and labour, and in voicing its concern regarding the relevant issues.

Stabilization often involves a reduction in aggregate demand and a slowdown of economic growth, which in turn can adversely affect employment. SAPs can influence

employment and poverty situation through privatization and restructuring of the public sector which is over manned, its consequences being retrenchment of a part of the workforce. It involves opening up of economies to external competition, and enterprises which are unable to meet this challenge are likely to face extinction, which in turn leads to loss of jobs. In addition, stabilization may also involve a reduction in allocations for social sectors such as education, health, sanitation, water supply nutrition and social welfare for the under privileged. All these may have adverse effects on the poverty situation.

On the other hand, however, a liberalized economy should create incentives for a rapid growth of exports and to the extent a country's exports contain products with high labour content, employment can expand. An open economy was likely to attract more foreign investment than an inward-looking economy; hence privatization and restructuring of so-called "sick" public enterprises could lead to release of resources for potential investment in other sectors of the economy.

The stabilization phase was cited as a success since growth and macro economic stability were resumed fairly quickly. Employment in the organized sector however did not register any increase during the SAP period, thus there had been a tendency towards informalization of employment. While the Asian experiences, for example, in Bangladesh and Pakistan under SAP had been mixed, the experiences of Latin America had been rather negative in the 1980s. Most Latin American countries experienced widely fluctuating growth rates and failed to control inflation; regular wage employment and average real wage declined. The experiences of sub-Saharan Africa had been similar or perhaps worse. In Tanzania, for instance, SAP in its initial years, did not fully succeed in either reducing fiscal deficit or resuming economic growth. Only in the last one or two years GDP growth rates had exceeded population growth rates by significant margins. Formal wage employment in both agriculture and manufacturing declined, hence the programme of privatization was yet to show success in terms of increased efficiency of the privatized units.

He noted however, the possibility of gender differential in the social consequences was now noticeable as a real one. While the basic logic behind SAP was that free play of market forces would help an economy move to an efficient growth path, the result of unfettered operation of market forces might not always be equitable, especially in economies suffering from disadvantages arising from a variety of structural constraints, women being one of groups more negatively affected in the process. With lower average levels of education, women were likely to benefit less from the positive effects and suffer more from the negative effects of SAP. In agriculture sector for instance, commercialization of agriculture might tend to displace women from their land. While a study on India did predict that in the post SAP period the bulk of the female employment would be in the informal manufacturing and service sectors, empirical study showed that the recent growth of female employment might have been in low paid service sector jobs hence, casual wage employment of women accounted for a substantially higher proportion of their employment in the post SAP period. Sri Lanka and Bangladesh were typical examples of countries where there had been increased employment of women following economic reforms and in both countries, larger numbers of women found employment in export-oriented labour intensive industries.

In view of the type of experiences recounted, the possibility of adverse social consequences of SAP are widely accepted and hence the need for specifically addressing the gender dimension. While ILO on the one hand accepts the need for structural adjustment, it however, does not readily accept the presumption that social costs will be insignificant or unavoidable. ILO therefore, places/attaches strong value on social justice and basic workers' rights, and as such its approach to structural adjustment would include the following principles:

- (i) the need to integrate social policies including employment and poverty alleviation, into the designed economic reform;
- (ii) that the social safety nets should not only be aiming at providing short-term compensatory relief to select target groups, but also at policies and programmes for employment and income generation leading to long-term sustainable solutions;
- (iii) the promotion of social justice, especially through the respect for ILO standards and that the same be accepted as a binding principles in the design and implementation of adjustment programmes; and
- (iv) the promotion of a national consensus on SAPs, with full involvement of social partners as, unless there is a broad consensus on the main issues and strategies, involved, the social sustainability of the process and its success cannot be ensured.

In sum, Dr. Islam remarked that while the world was preparing itself for the twenty-first century, it was important for individual countries like Tanzania to try to maximize their gains from the process of globalization and at the same time ensuring social justice and maintaining social cohesion. He was of the opinion that, the challenges concerned for promoting women's employment in the content of SAP, should not be confined to protection of women from possible adverse effects, but rather explore areas of growing economic opportunities resulting from SAP and ways in which women could benefit from such opportunities. In that context, it is imperative to undertake policies and action programmes towards creating an enabling environment for providing women with access to necessary education, skill training and labour market information.

3. Workshop Sessions

3.1 Session I: Macro-economic Policies and their Gender Impact on Employment; an Overview

A paper entitled *"Macroeconomic Policies and their Gender Impact on Employment in the Context of SAP; An Overview"* was presented by Dr. G. D. Mjerna. The paper analysed different issues regarding SAP and the Macro-economic Policies in Tanzania. Tanzania like several other less developed countries (LDCs) witnessed Structural Adjustment Programmes as one of the prominent feature in her economy especially between mid 1980s and 1990s as a way to solve some of the country's economic crises caused by the existing internal and external imbalances.

The agreement on the IMF and World Bank conditionalities was a pre-requisite before the loans could be released to Tanzania. Tanzania was for example requested to take the following measures:

- (i) Liberalization of its domestic and foreign trade;
- (ii) Privatization of the State owned sector;
- (iii) Reduction of government expenditures;
- (iv) Removal of barriers to investment and financial sectors.

While the impact of the reform measures affected the entire socio-economic spectrum of the country and population at large (males and females), there were indications which showed that such measures had hurt females more than males and likewise affected children and youths. The cost sharing measures of the social expenditures, for example affected most the "poorest of the poor" category, since this category could not afford the basic social necessities like health, education, etc.

The rural sector which comprises 70 per cent of the country's population and over 50 per cent of the poor category of the people, was seriously affected, in particular as agriculture was the main activity for survival. Removing subsidies on agriculture inputs meant more burden to the rural population.

The paper also discussed the following:

- (i) whether SAP led to changes in production relations between the genders;
- (ii) effects of SAP on female-headed households;
- (iii) measures undertaken by the government and other institutions towards promoting women's employment.

In analysing women's contribution to the country's economy, the paper argues that, Tanzanian economy is basically agrarian and relies heavily on female population which stands at over 51 per cent. In the rural sector, men constitute 48 per cent of the labour force, while over 97 per cent of the women work in agriculture, hence contribute substantially to food and cash crop production. Women are the major labour force in the families and the rural communities.

The paper's major findings are summarized as follows:

- * Based on the 1990/91 Labour Force Survey, women slightly edged men in terms of numbers in the population as well as labour force. However, average formal females wages tend to be lower than males across sectors. The income differences are due to e.g. females' relatively low levels of education and skills, leading to employment in low productivity jobs, hence with low wages.
- * Few women are engaged in occupational categories such as e.g. crafts, machine operators, clerical officers, etc.
- * Women constitute 24 per cent of paid employees, 42.3 per cent of the unpaid helpers, 53.9 per cent of agricultural labour and 20 per cent of the self-employed category.
- * More women workers have been retrenched proportionately, than men since most of them are concentrated in lower-skilled jobs in clerical and administrative occupational categories, which have been first affected during the retrenchment and down-sizing of enterprises.
- * Increased income realized from selling of cash crops as an outcome of liberalization of domestic trade has not benefited women, especially in the rural sector mainly due to the fact that it has been mostly men who made decisions on when to sell the crops and how to spend the incomes, etc. This is also because traditionally women in the rural areas do not own land. Men also have more access to other resources including capital than women.
- * The removal of subsidies on agricultural inputs has resulted in most small scale farmers, not being able to afford them, hence leading to low productivity.
- * The financial reforms led to a problem of accessibility to credit for the majority of the population especially women and rural people, since they lacked collateral.
- * For the majority of women who have opted for informal sector activities as an alternative for their survival tend to be engaged in activities related to their domestic work and with lower returns, compared to men who are engaged in high income generating activities e.g. construction, mining, etc.
- * Rise in consumer price index meant lowering purchasing power of poor households.
- * SAP has resulted in shifts of gender dynamics. As a positive move, more women workers have more control over their income.
- * Some studies have shown that women work longer hours in total than men, both at home and in the informal and other income generating activities in order to support their families.

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- * The liberalization of the market has resulted in the use of casual labourers, with minimum or no employment protection or benefits by employers.

Recommendations in the paper:

- (i) Expansion of women's micro-enterprise development projects in the framework of the National Income Generating Programme (NIGP) nation-wide. This will assist women in the informal sector through skills training, credit, etc., which will increase their employment opportunities.
- (ii) Government should translate its commitment into practice, especially in the areas of legal framework, political and economic empowerment of women, poverty elimination, enhancing women's access to education, training and employment.
- (iii) Provision of land to women to ensure that women can own land on which they work.
- (iv) Involve women in the decision-making to ensure that women do participate in and control over decisions affecting their lives including ownership, disposal of family income, education, training, and managing their workload and time, etc.
- (v) Capacity Building for women - this could be done through, for example, education and training.

Discussion:

- * Concerns were raised on the "correctness" of some data used in the paper. Data presented in Table No. 3 was indicated not to be correct. It was noted that the only scientific surveys conducted on labour force in Tanzania were the 1990/91 National Labour Force and National Informal Sector survey and Dar-es-Salaam Informal Sector Survey of 1995/96 . It was cautioned that it was dangerous to base any scientific analysis on "non-official" data available. However, the reactions on this was that most researchers needed proper and up-to-date data and information on different issues, and the major problem was non-availability, or outdated or scattered data. The current data bases was "shaky" and in absence of the 'official' data, researchers opted to use whatever useful data was available.
- * It was noted that the paper did not cover other programmes of NGOs or Trade Unions, as well as the local people's initiatives. It was recommended, therefore, that such initiatives should be included.
- * Non existence of columns separating adults and children in statistical tables on labour/employment would not reflect a true picture of the problem of e.g child labour in Tanzania. Contribution of young girls and boys ought to be clearly noted so as to assist concerned parties design special programmes for them.

- * The issue of invisibility of women's contribution in the national statistics, the need for e.g. involving them in micro and macro-planning and decision-making processes was considered essential. All concerned parties should look at how capacity building of women could be well achieved
- * General traditional attitude on gender issues was noted as a problem, while changing the attitudes among men and women was not an easy task. However, systematic education, and gender awareness raising among men and women, would in the long run solve the problems.

3.2 Session II: Impact of Structural Adjustment on Employment in the Public Sector

A paper entitled "*Gender Impact of Structural Adjustment Programme on Employment in the Public Sector*" was presented by Dr. F. Kaijage. The paper basically focused on the series of programmes implemented from 1986 onwards within the framework of arrangements agreed between Tanzanian Government and the international financial institutions (World Bank and IMF). The paper attempted to establish the extent to which these programmes impinged on employment opportunities in the public sector from a gender perspective.

The gender dimension of employment in the public sector - the paper argues that this is largely influenced by the general socio economic environment. This can be properly understood in the context of three interrelated factors:

- (i) The place of wage employment in the economy;
- (ii) The relative distribution of the wage employment in the different sectors; and
- (iii) The gender patterns of employment in the wage sector in general and particularly the public sector.

However, the gender patterns of employment in Tanzania are themselves intimately related to the existing economic, social and culture forces.

One of the common features is that a majority of the economically active population in Tanzania earn their living mainly through smallholder agriculture. The formal sector growth has notably been low in terms of employment opportunities.

Women in the formal sector have been constituting only a tiny minority of the working population but also concentrated in low-status occupations which are also poorly remunerated. The proportion of women in the total wage labour force was 6 per cent in 1996 to 12 per cent in 1978, 15.5 in 1981 and 24.7 per cent in 1990/91 (Labour Force Survey).

The size and composition of employment in the public sector have changed notably since 1961. There had been a rise in the proportion of public sector employment in relation to national wage employment. The private sector in the share of national wage employment fell to 47.4 per cent in 1985.

The major findings were as follows:

- * Women in the Civil Service sector for example where they comprised about a third of total employees, were disproportionately concentrated in the bottom 12 of the total 38 salary scales. Mostly concentrated in nursing, teaching (Primary Schools) clerks, secretaries/typists, office attendants, lower cadre in police and prison services, general labourers, etc.
- * The case study undertaken on Friendship Textile Mill in Dar-es- Salaam between 1972 - 1982 showed that a majority of women were concentrated in selected departments including production areas, mainly as semi-skilled operators of spinning and weaving machinery, and in administration and services generally attending unskilled duties or of low status.
- * In the National Consultation Council, only 14 women (24 per cent) of the Council's 59 employees were women. Out of the 14 women, only two were graduate engineers, while the rest were either personal secretaries or office attendants.
- * Women's achievement in education and literacy was relatively lower than that of men in the total workforce. Women scored proportionately lower than men for all categories of training.
- * Although there had been an increasing number of women in getting access to education and employment opportunities, a majority of them still continued facing problems.
- * The legal system was also an impediment to women's advancement in the labour market. There were still some laws which discriminated against women in employment, for example, Employment Ordinance, Section 83 which barred women from working at night in industrial undertakings including mines, factories, mills, electric power station, etc. The ILO Convention No. 45 which has been translated under Section 86 of Employment Ordinance forbids employment of women in under-ground mines. Section 25(B) of Labour Laws (Miscellaneous) Amendment Act No. 9 of 1975 grants 84 days maternity leave but stipulates the forfeiting of annual leave to the beneficiary hence granting only 56 days in practice.
- * Evidences had shown that SAPs on the whole had tremendous impact on employment in both public and private sectors. These included e.g.:
 - reduced government budget to social sector support resulted in reduced employment prospects in the social sector,
 - textile industry badly hit by trade liberalization; and
 - retrenchment and laying-off of workers in the civil service and parastatals.
- * Unwillingness of the private sector to continue investing resources in human resource development of its staff, as it was in the case of the parastatals. Some of them do only short-term on-the-job training. This was noted in Tanzania

Breweries and Friendship Textile Company. The withdrawal or diminution of the training opportunities in the newly privatized enterprises constitutes a setback to the career advancement of women in employment.

- * Withdrawal of provision on welfare services e.g. health, day care centres, canteens, transport by the private enterprise, which used to exist in parastatals, have affected mostly female employees.
- * A large proportion of parastatal sector retrenchees have faced difficulties in recovering their terminal benefits. There has been a problem of proper and understandable redeployment plan for ex-parastatal employees. Most of these employees find it difficult in shifting into self-employment due to a lack of start-up capital and required skills.

Recommendations of the paper:

- * The action towards elimination of the disadvantaged position of women in the formal sector employment ought to take place at both policy and legislative levels as well as at institutional practice. The first step is to create an enabling environment for social transformation for redressing the disadvantage situation for women in the society and particularly in employment, while the latter will help to concretize the process of reform.

At policy level:

- (i) Revision of the Labour Laws especially the clauses that discriminate against women (e.g. Employment Ordinance);
- (ii) Equal opportunities for both men and women should be the guiding beacon for all educational reforms initiatives. Affirmative action could be taken in a short term with an aim to redressing the existing gross imbalances. A policy to encourage more female students opting for science and technical fields should be pursued;
- (iii) It should be mandatory for all employers in both public and private sectors to maintain gender differentiated personnel records;
- (iv) Gender sensitization at all levels and in differential sectors of the society through education, information and communication; and
- (v) Extension of the redeployment programme for the retrenchees beyond the Civil Service to cover also parastatals sector. Better formulated schemes for the laid-off public sector workers should be worked out. Possible joint funding between government, employers, NGOs, and donors ought to be explored through a dialogue. The redeployment programmes need to be gender sensitive to ensure benefiting women equally as men.

At organisation level:

- (i) Need for main-streaming of gender into the Civil Service Reform Programme (CSRP) initiatives and make it a permanent and sustainable

feature of Civil Service practice. Gender should therefore feature in all employment related issues including recruitment in promotion, training, disciplining and retrenchment;

- (ii) Women's management and leadership development in all sectors including public and private should be given a priority;
- (iii) Employers in all sectors should be encouraged to mainstream gender into their employment practices. Employers should enhance equal opportunities for career development through training programmes; and
- (iv) Need to consider and take care of the special needs of working women. This could be done through having flexible working hours, career breaks, job sharing, part-time working and day care facilities at workplaces.

In conclusion, the paper argues that these recommendations can be effective under conditions of economic growth, otherwise attempts at social reform would simply serve to generate social conflicts. Current reform programmes in the context of SAPs should, therefore be kept under constant and critical review to ensure that economic rather than ideological considerations prevail.

Discussant's Comments (Dr. Musonda):

Dr. Musonda acknowledged that the presentation covered most of the important issues, and the subject was also well researched. Some of the data used could be pulled together and some table be annexed. There were some problems in relying too much on statistical data when analysing socio-economic issues prevailing in a society. The data could be used to a limited extent and also not all conclusions could be drawn by relying on quantitative data.

She questioned whether it was true that all women referred to work as employed. The issue at stake was the invisibility of the economic value of home makers-i.e. terms of enumerations. Currently housework done by women was not given economic value.

On the impact of SAP on employment in the public sector, she questioned whether it was fair to evaluate it, since it was still an on-going programme. Some of the reforms had just started, hence a fair judgement could not be made now. While concluding that SAPs had negative impact, she suggested that one should also look at the period prior to the implementation of adjustment policies and see whether women's employment situation had improved. She recommended that the workshop should therefore take the above into consideration.

On retrenchment of workers and particularly men, it had resulted in a double burden on many women, particularly wives, since they were forced to stretch out more than before in order to cover the family costs earlier covered by men/husbands.

Regarding the marginalization of some specific jobs or occupations, e.g. primary school teaching, nursing etc, the issue was more on low remunerations of these occupations and not so much on what category of people were employed in such occupations.

While agreeing that education among women was a pre-requisite in promoting women's employment, she emphasized also, this ought to go hand in hand with promotion of workers at workplace or other places. Women in Tanzania ought to be more dynamic and aggressive. She cited an example of women in the far East, whereby many of them were employed in more skilled jobs. She advocated equal employment opportunity however, that should go hand in hand with equal remuneration. Finally, she emphasized on the need to change the social thinking and attitudes of both men and women at all levels.

Discussion:

Few remarks emanated from the panel. Most of them were in a question form:

- Are there practical cases on sex discrimination at work places in Tanzania?
- Is the issue of "Equal pay for Equal Value" valid in the country?
- Is retrenchment the only answer?
- Current private sector preference - recruitment of local workers or recruitment of workers from outside especially in technical posts.
- Why are most private sector enterprises reluctant to carry the burden of supporting social services (e.g. health, day care centres, canteens) previously done by parastatals?

3.3 Session III: Impact of Structural Adjustment on Employment in the Private Sector

The paper entitled "*Gender Differentiated Impact of Structural Adjustment Programme on Women's Employment in the Private Sector*" was presented by Mr. N. E. Luvanga. The paper underscored the importance of empowering the vulnerable groups in the process of economic restructuring, the majority of whom were women. Economic restructuring in Tanzania became conspicuous since the mid 1980s with the adoption of Structural Adjustment Programmes (SAP's) in response to the economic crisis involving unsustainable macro-economic imbalances. SAPs policies aimed at increasing the production of tradable and liberalization of the economy through reduced scope and role of the public sector. However, an important concern with these programmes had been its impact on employment and incomes both of which had a direct impact on the livelihood of vulnerable groups of whom women were the majority.

Women's employment in the private sector fell into two categories, viz small proportion in the formal wage employment and a large majority in informal sector employment and this was attributed to the fact that majority of women had poor education background, and their formal wage employment was clustered in female stereotype occupations such as nursing, typing, machine operators and other related activities. In the informal sector, women were found to dominate in activities such as food processing, cloth making, mat making and wholesale or retail trade hence linked with the lower skilled jobs.

Hypotheses of the Study:

SAPs have had a negative impact on the employment levels in Tanzania. The competitive environment in the business has increased the awareness of many enterprises

towards profit maximization. Retrenchment, the need for improved management systems, freeze in new employment opportunities and financial sector reforms have become conspicuous during SAPs. In all cases, employment has been negatively affected and more so for those in clerical positions, hence the following hypotheses:

- * Women are employed in lowly paid activities due to gender bias inherent in education and training system;
- * Women employees in the private sector are more negatively affected by SAPs than men employees;
- * Currently, women dominated activities in the informal sector cannot sustain employment in the long run.

Analytical Framework:

The paper analyses various issues regarding women's employment in the private sector and observed that many economic policies in most of the developing countries like Tanzania have not been gender neutral. Gender biases in Tanzania are reflected at different levels, among others at decision-making process, whereby women are not fully represented in various bodies like Parliament, Cabinet, Principal Secretaries, heads of independent institutions, etc. High and middle level employment positions especially for women are also important in enhancing their participation in the decision making. The 1980 Manpower survey revealed that only 20.6 per cent of the high and middle level employees were women, mostly found in the teaching profession, clerical/related workers and nursing and midwifery. Out of 26,712 employees women were 8,487 (or 31.8) which was a clear manifestation of under representation of women in the positions of decision- making.

Sexual division of labour is another level of gender bias which embodies and perpetuates female subordination more so through the segregation of women into certain sectors and occupations. Others include resource ownership and legal discrimination. In Tanzania, for instance males are generally the owners and controllers of resources and therefore decision makers. Empowering women with economic resources is of crucial importance in reducing the gender bias inherent in economic policies.

The gender insensitivity is also observable in the legal framework of the country when one looks at the security of Employment Act Cap. 574 and the Employment Ordinance Cap. 366 particularly on conditions of women's employment. While all women are entitled to paid maternity leave regardless of their marital status, pregnant women are discriminated against enjoying their actual annual leave which is also an entitlement to each employee.

The gender dimensions were inherent when the Government of Tanzania adopted a three year economic Recovery Programme (ERP) in 1986, which was followed by the Economic and Social Action Programme in 1989 (ESAP or ERP II) with the objective of arresting the economic declines which had persisted from the late seventies through the first part of the eighties.

The major concern of the Government by then was three fold; i) to increase the output of food and export crops through the introduction of appropriate incentives for production improvement in marketing structures and an increase in the resources available to agriculture;

ii) to rehabilitate the physical infrastructure of the country in support of directly productive activities and to increase capacity utilization in industry through the allocation of scarce foreign exchange to priority sectors and firms; and iii) to restore internal and external balance by pursuing stringent fiscal, monetary and liberal trade policies.

The policies of SAPs were not gender neutral as they had direct impact on the welfare of the vulnerable groups such as women and more so in the light of public spending cuts in social services, devaluation, persistent high rate of inflation and export drive.

SAPs, Economic performance and employment effects:

The paper observes that:-

- * SAPs involved policy reforms intended to promote competitive markets, both domestically and internationally and several measures were adopted, including trade liberalization, exchange rate adjustment, and deregulating foreign ownership and direct investment. On the domestic side, conspicuous were deregulation of domestic trade through for example, abolition of public marketing Boards, reform of the financial sector and fiscal reform aimed at improving domestic resource mobilization. Institutional changes became prominent with a more direct impact on employment and demand for labour.
- * Evaluation of economic performance resulting from SAPs is not easy due to difficulties of isolating the impacts of other variables. The agricultural sector for example, is said to have responded positively to the price incentives. However, using macro-variables, there is a mixed indications, though a modest recovery in the macro-economic indicators has been recorded (Ndule and Wangire 1997). The macro-economic indicators do not reveal in detail the impact of SAPs on desegregated aspects such as employment dimensions, impact on welfare especially from a gender perspective. However Women workers have been losing jobs during implementation of SAPs policies. The Labour Force Survey 1990/91 (LFS 1990/91) indicates that women employees in the public sector accounted for 2.5 per cent of women employees (or 1.2 per cent of total employees) compared to that of formal private sector of 1.1 per cent for women employees and 0.5 per cent for total employees. Thus retrenchment in the public sector is likely to be more disastrous to women's employment, while shrinkage of the public sector was expected to be compensated by the expansion of the private sector. However, this has not yet been achieved.
- * While workers would like to retain their jobs, investors would just want to re-employ only a few qualified workers. Unfortunately, the perpetuation of the gender division of labour which makes women responsible for child care and food preparation (maintenance of households) decreases the chances of women being equal competitors in the labour market. Thus, what seems obvious is declining job creation in the face of increasing job seekers, an indication of worsening employment situation. By 1996 Tanzania Federation of trade

Unions (TFTU) put the estimates of the new entrants into the labour market at 700,000 annually

- * The question is whether the long term growth in the private sector can be translated into overall employment growth, and so far the available evidence does not provide conclusive support to this. In the meantime, it has been observed that the small/medium enterprise sector seems to be growing and this sector seems to play an important role in labour absorption in the short to medium term.

SAPs and Private Sector Employment:

- * The Survey of Employment and Earnings of 1992 reveal that the female ratio of regular employees in the private sector increased from 7.5 per cent in 1977 to 12.0 per cent in 1984.
- * The 1988 population census revealed that 12.2 million persons aged 15 years and above were economically active divided into 47 per cent men and 53 per cent women, and the majority of women were employed in smallholder agriculture and informal sector.
- * The Labour Force survey 1990/91 revealed that women comprised 51.3 per cent of the mainland's total population of 15.6 million persons aged 10 years and above. However, mainland women were found to have a lower participation rate of 71 per cent compared to that of the nation of 72.4 per cent and 74 per cent for women. The Zanzibar Labour Force Survey 1992 revealed that women accounted for 52.4 per cent of the Island population of 363,959 covered in the survey and 50.3 per cent of the labour force. The Low participation rates for women is a reflection of the fact that more women are engaged in non-economic activities.
- * Overall unemployment rates were 3.6 per cent and 3.2 per cent, and 4.2 per cent and 3.7 per cent for women in Tanzanian mainland and Zanzibar respectively. On employment, the majority of women were in agriculture (private traditional agriculture) where according to the LFS 1990/91 there were 4,903,690 accounting for 53.8 per cent (in Tanzania Mainland) while in Zanzibar women employees in agriculture were 95,810 or 56 per cent of the total of 171,124 agricultural employees.
- * The women's limited access to private formal employment is a result of their poor educational background in general, which tends to make them less marketable and limited job opportunities in the formal sector accompanied by high demands of household roles.

Gender Bias in-built in Technology:

The paper noted that:-

- * With or without SAPs there is gender discrimination inherent in technology possibly due to biological factors, for example, women can not work with technologies that require them to use a lot of their energies (e.g. quarrying) being located in hot places, or stand for long hours. Nevertheless, with SAPs and the changing social and gender relations, the relevance of technologies arises because in an effort to supplement household incomes, women are supposed to work with those technologies.
- * The results from the sample firms revealed that in general, women could not work fully with the machines, and only in 35 per cent of the firms, women could operate machines up to a maximum of 30 per cent, implying that women were technologically excluded from certain jobs which had better pay and were more stable compared to clerical activities which had less pay, unstable and vulnerable to reform policies.

Gender Bias in-built in Managerial Aspect:

- * The management of the sample firms indicated that search (door to door) was the most prominent method used to employ new labour force. Formal advertisement and being a relative/friend of current employee accounted for 29.2 per cent respectively, which puts women at a disadvantaged position due to household roles and low level of education which tends to make them less competitive.
- * On career advancement, the management were not ready to reveal directly their positions with regard to gender bias. However, leaders of Trade Union at work places indicated substantial gender bias in career advancement particularly in training and promotions where they accounted up to 28.5 per cent and 20 per cent respectively. A vivid example was in Tanzania Posts and Telecommunication Corporation (TP & TC) where a bulk of female employees were in the low salary scales, highly under represented in technical sections and with low representation, and females were involved in non technical activities.
- * Gender bias in earnings differentials was observable from NISS 1991 results which revealed that the mean monthly income for male, informal sector operators was Tsh. 11,830/= while that of female operators was Tsh. 6,390/=.
- * The earnings differentials for formal sector employees were found to be Tsh. 4,583/= and Tsh. 2,875/= for men and women respectively, as a result of women's lower level of education and skills than men.

Linkage Between SAPs and Gender Differentiated Impact on Employment:

- * The low positions held by women on the job ladder are the first targets of SAPs policies of retrenchment which have a direct impact on women's employment.

- * The main underlying causes arise from the various attributes of women and the roles played by them which lead to gender bias. In particular, various gender inequalities are reflected in aspects such as unequal ownership, control and distribution of resources between men and women, traditional expectations, etc. Consequently, the proportion of job losers during SAPs is higher for women than for men.
- * During the period of reforms many firms undertook innovations in order to survive the competition, as a result, firms were forced to reduce the size of their personnel or adopt labour saving technologies. Overall, layoffs resulting from innovations affected women more negatively than men.
- * Given the shrinkage of the formal wage employment and erosion in real wages, Tanzania has envisaged the informal sector as one of the priority development policies to assist the "new poor" who are the products of SAPs.
- * As an indication of Government's commitment to the promotion of the informal sector, it has recently adopted a National Employment Policy which recognizes the importance of informal sector with regard to employment generation, income generation and provision of employment opportunities to the target groups (youth, women, disabled and the new poor).
- * Efforts have been made by the Government to reverse previous discriminatory policies against the informal sector. Programmes have been initiated in order to capitalize the informal sector and to strengthen the workers' skills through the establishment of different projects to address financial problems, amongst other being, the Rural Youth Training and Employment (ILO RYTE), the Presidential Trust Fund for Self Reliance; the Tanzania Youth Development and Employment Foundation (TYDEF), the Promotion of Rural Initiatives and Development Enterprises (PRIDE Ltd) a macro - enterprise lending program using a group guarantee mechanism (Grameen Bank Model) and Women's Development Fund.
- * However, the potential of the informal sector to contribute towards employment and earning opportunities depends on the nature and type of those activities. What is more important is for those activities to contribute towards employment and earnings potential in a sustainable manner.

Potentials of Employment and Economic Activities for Women:

- * Through the NISS 1991, DISS 1995 and the structural interviews conducted in 1997 there appears to be significant employment opportunities in manufacturing, construction and agriculture. However, the examination of activities by industry reveals that employment and profitability opportunities are likely to be larger in metal working, wood working, building, transport, some activities in community and personal services, urban agriculture and livestock.

- * The examination of average incomes accruing to informal sector operators and employees indicates that both operators and employees increased between 1991 and 1995. Overall, operators experienced a large increase (from Tsh. 16,470/= per month in 1991 to Tsh. 98,985 in 1995) than employees (from Tsh. 4,529 per month in 1991 to Tsh. 24,498/= in 1995). Table 16 provides information at industry level.

SAPs and Women's Employment: A Reconciliation

Major Findings of the study include:

- * Women outnumber men both in terms of population and labour force. However, they have lower participation and high unemployment rates, an indication of unutilized women labour force.
- * Women's employment in the private sector is dominant in the private traditional agriculture whereas in the informal sector, women dominate in the trade/restaurant/hotel activities, a reflection that there exists sexual division of labour, women being the main farm operators and processors of food for household consumption.
- * Women have limited access to formal private sector employment partly due to limited educational background, limited job opportunities and high demands of household roles.
- * Women are concentrated at lower levels as far as job positions are concerned and this is attributed to the low level of education and technological, managerial and administrative inbuilt gender bias at the enterprise level.
- * There is a direct linkage between traditional gender bias and gender differentiated impacts of SAPs on employment. The competition enhancing policies and institutional reforms have had more negative impact on women. Given that there are gender inequalities in resource ownership and control due to the traditional division of labour, gender inequalities emerge even in employment opportunities and other social economic activities.
- * Despite the fact that the informal sector is an important alternative employer of a majority of the women, their positions in the sector have been marginal, since many of them are engaged in petty trade activities, due to low initial capital investment, low technology and skill requirements hence low productivity and profit margins.

Recommendations of the paper:

- (i) Enhancing economic opportunities in the informal sector means creating a favourable environment for both men and women. Within the private formal sector, government should endeavour to expose more women to higher education of good quality, and to technical subjects. This will necessarily

- entail changes in the pattern of resource ownership and control; in gender relations and in traditional division of labour;
- (ii) Government should also encourage establishment of NGOs and allow more of them to participate in the promotion of informal sector activities through provisions of credit facilities, training and skills acquisition;
 - (iii) In the informal sector, government should strive to make it more active and effective by creating a conducive environment for informal sector activities. The government should therefore initiate and introduce deployment measures for self-employment including; enterprise development and training of potential entrepreneurs through workshops, with a view to empowering entrepreneurs to establish business, providing counselling, training and information to retrenched to reorient themselves into productive life, especially self-employment in the informal sector; establishment of funds to support informal sector initiatives and provision of loans to women so as to empower them to establish commercial and other development activities. Examples of such Support Funds are Women's Development Fund (WDF), Youth Development Fund (YDF), National Entrepreneurs Development Fund (NEDF) and the like.

Discussants Comments (Dr. R. Meena):

Dr. Meena commended the paper as containing relevant and useful information in so far as the subject matter was concerned. However, she observed that the paper fell short of information on what constituted the private sector. It did not also reflect how the public and private sectors interacted. The sample used in the study should have been enlarged to cover service oriented private institutions like dispensaries, hospitals, schools and examine employment patterns by gender.

Not all women had been losing out with SAP policies. Distinction ought to be made between those who had been gaining and those who had been losing out. She underscored the need to define what constituted "economic" and "uneconomic" activities undertaken by women and what were the constraints and opportunities for women's employment in the private sector. In view of the fact that privatization is the current industrial policy she questioned, what mechanisms would be employed to require private employers to educate and sponsor women for higher education or skills training. It was also imperative to have the concept of "impacted women" defined.

Discussion:

Concerns were raised on the aftermath of the implementation of the SAPs policies, given the fact that privatization was an ongoing activity in the long term policy. A question was raised on whether the Bretton Woods institutions were going to redefine the concept of structural adjustment policies to take cognizance of the civil societies. Points were made on:

- * What kind of employment opportunities are emerging in the new private sector?
- * Are women likely to benefit more than men in terms of employment opportunities?

- * While 54 per cent of the retrenchees were women what are the policies and programmes to be adopted?
- * While the private sector is being blamed for engaging children in child labour activities, this situation should be arrested soon before the time bomb explodes at the expense of the vulnerable groups including women;
- * Factors impeding women's employment in the private sector should be critically analysed and appropriate remedies be taken to eradicate them.

3.4 Session IV: Impact of Structural Adjustment on Employment in the Rural Sector

The paper "*Women Workers and Self-Employed in the Rural Sector*" was presented by Prof. Marjorie J. Mbilinyi. The paper analysed the position and conditions of women workers in the rural sectors, questioning who had access to and control over what resources at household, community and workplace level, and why. The paper noted power relations determined not only what kind of employment women had access to, compared to men, but also differences among women in terms of accessibility to and control over land, labour, cash income and other basic resources. The paper also analysed the impact of economic reforms on self-employment conditions of women workers and farmers, compared to men, in rural areas. It explored the extent to which structural adjustment (SAP) policies had deepened pre-existing gender relations and inequalities, or undermined and transformed them. The focus was on the agriculture sector which provided an increasing share of Gross Domestic Product and export earnings and provided some 80 per cent of the population with full or part-time employment. The agriculture consists of small-holder farming and large scale capitalist enterprises.

Underlying both systems is a patriarchal farming system, which is structured around elderly male domination in power relations at household level, and exploitation of the unpaid labour of women, youth and in other household resource use, consumption and sale.

Major findings of the paper include:

- * Economic reforms associated with structural adjustment (SAP) led to market restructuring, liberalization, tight fiscal policies and the shift of responsibility from the public to private sector for social services and the provision of farm inputs/equipment.
- * During the 1978-1988 period, there was an increased involvement of young women and men 15 - 19 years of age, and children, in rural economic activities. The portion of women who worked as unpaid family labour declined, and employment conditions for women and men lost their past advantage in formal wage employment and increasingly depended on the informal sector. Nevertheless, women's wage earnings remained lower than men's and they continued to be relegated to low paying, unskilled or lesser skilled work, and had less, advancement to decision-making positions at the top of the job hierarchy.
- * Most people worked at least part-time in agriculture, fishing, forestry, women more than men, while men had more opportunities in non agricultural sectors.

Gender patterns were also found in types of informal sector employment, with women located in stereotypical female activities (e.g beer brewing, sewing, food preparation/sale, hair saloon). Some women were also working, however, in road and building construction, mining and long distance grains trade.

- * Smallholder farm production suffered a reduced labour supply because of the withdrawal of young women and men during the 1980's. They engaged in non-farm activities in their villages or nearby rural trade centers, sought casual farm work on neighbouring plantations or large farms, or migrated to town for informal employment. The major causes were land shortages and deterioration, declining farm incomes, increased opportunities in non-farm employment and resistance against patriarchal farming system as young people wanted to earn cash so as to meet their daily needs.
- * Gender inequalities were found in access to and control over key resources; land, farm inputs/equipment, credit, labour supply and information, which led to lower yields on the farms of female-headed households. Women farmers and traders created women's organizations to access scarce resources and enhance their incomes.
- * Both women and men carried out most farm operations, especially in key cash crop but women continued to do most of the farm work in production of household food stuffs and nearly all of the reproductive work (cooking, collection of water and fuel), with the assistance of children. Women have more decision-making power than before at household and community level, as a result of increasing female incomes.
- * Rise of female-headed households and increased female economic power was associated with the loss of male incomes and employment, that is male economic impotence, with potentially tragic outcomes for women, men and their communities. Female incomes remained exceedingly low and insufficient to sustain a family. An alternative strategy for sustainable development is needed, which relies on local resources and local initiative, can be managed democratically by women and men, old and young and provides dignified livelihoods on an equal and equitable basis.

Recommendations of the paper:

- (i) Women and men, through their community and nongovernmental organisations, to lobby for increased voice in decision-making concerning macro-level policies, with special attention to economic and financial policies, so as to ensure that these are in their own best interest and governments and donors to give more attention and respect to the concerns of working people - civil society is more than private business;
- (ii) Immediate steps be taken to increase real producer prices, reduce real costs of farm inputs and equipment, if necessary by means of subsidies, and provide necessary support systems to ensure the viability of "efficient" smallholder

farm systems which are organised in a non-oppressive way (i.e. providing an adequate cash income to all family workers and other producers), worker/farmers coalitions to lobby with a gender perspective;

- (iii) NGOs and community organisations to strengthen their collation work to lobby for a more democratic process of land reform, parliamentarians to act accordingly to protect the rights of the majority of their constituents who are smallholder farmers and livestock-keepers, and the government to listen to the will of the people, facilitate a democratic debate on land reform, and ensure that the final land bill empowers the community, and women, youth, pastoralists and other dis-empowered people in particular;
- (iv) Government to enact and implement a full (self)employment strategy, with special focus on women and youth in rural areas; donors and the private sector to support; NGOs and CBOs to support information dissemination, capacity building and lobbying at all levels, to include support for nontraditional farm and non-farm activities, increased value-added industrial processes, and innovations in technology in production and reproduction activities;
- (v) Immediate steps be taken to raise the minimum wages, and adjust other wages accordingly, in line with inflation, in rural and urban areas, on the mainland and Zanzibar, workers/farmers coalitions to lobby with a gender perspective;
- (vi) Immediate steps be taken to improve on road and off-road transport in rural areas, so that women in the twenty-first century are freed of the bondage of head loads;
- (vii) Immediate steps be taken to improve "free" basic education, health and water services, especially in rural areas, as a basic human right and a means to reduce rural-urban migration, the relatively low costs incurred to be met by reductions in administration and military expenses, and increased taxation of large companies and corporations;
- (viii) Immediate steps to support grassroots initiatives to develop people-centred sustainable development strategies, using local resources, manageable and doable in an equitable and just way; NGOs, and CBOs, to facilitate community-based action oriented participatory research and education programmes;
- (ix) Immediate steps to support specific women's employment and training programme in rural areas;
- (x) Immediate steps to support institution-building and capacity building of local organisations in the rural areas, focusing on women, youth, landless, pastoralists, the poor and other dis-empowered groups;
- (xi) Strengthen labour unions in plantations, commercial farms and small farms, with specific attention to organising women, youth, casual farm workers,

employers to improve working conditions and raise wages to a livable standard; and government to protect the rights of farmers and other workers to organise themselves;

- (xii) Specific steps be taken to remove discriminatory regulations and practices in employment (and associated institutions such as education) which oppress women by government and the Parliament, by means of legal steps to make all forms of gender discrimination illegal; NGOs and CBOs to facilitate women and men at the grassroots level to lobby local authorities and MPs for the same, broad coalition be set up to lobby and mobilize the public;
- (xiii) Specific steps be taken by the government and the business sector to protect the livelihoods of domestic industry/business in all sectors, including agriculture, with a focus on those with progressive industrial relations and "best" practices from a gender prospective, broad coalition to be formed to lobby for a strong inward-and regional-oriented economy;
- (xiv) Immediate steps be taken to develop indicators of gender equity/equality in employment, education and other arena by NGOs with the support of donors and government;
- (xv) Immediate steps be taken to develop gender review strategy by government, donor and NGOs, indicating concrete objectives, activities, actors, time frame, monitoring indicators and budget. Gender reviews of policies in all sectors to be implemented, forthwith, and no new policies, programmes or projects to be adopted which do not pass the gender review;
- (xvi) Immediate steps be taken by the government to take a more proactive role in negotiations with World Bank, IMF and other donors, keeping the interests and rights of the majority of its citizens in mind. A coalition of NGOs and CBOs formed to monitor macro level policy-making by government, World Bank, IMF and other donors, and lobby for sustainable development strategies;
- (xvii) Immediate steps taken by the government to monitor and regulate market conditions and private sector activities, balancing the needs and rights of consumers, workers, farmers with those of private business and traders;
- (xviii) Immediate steps by agriculturalists to develop small scale labour intensive low cost farming systems which are ecologically sound, environmentally friendly and job creating; and
- (xix) Immediate steps taken to provide micro credit to rural farmers, artisans, traders, transporters and others, with a special focus on rural women and youth, in all regions, districts and villages.

Discussant's Comments (Ms. B. Koda):

Ms. B. Koda congratulated the presenter for her well researched paper. The paper managed to bring aboard some of the constraints resulted from SAPs. However, it is important also to identify some of the negative aspects. She noted that the paper lacked focus e.g. on how women combined their reproductive and productive roles to ensure that they had enough time to attend to economic activities.

Other issues included:-

- * The question of land - e.g what has been the position of farmers whose land has been taken by big farmers /investors, in the light of the absence of government control and on large-scale farming;
- * Whether the interests of the Government and the Civil Society are common;
- * Rural-urban youth migration - policy and measures to be undertaken to contain the problem;
- * The importance of developing off-farm income-generating opportunities in the rural sector, in order to diversify the source of livelihoods; and
- * The importance of taking measures for an alternative development path in the rural sector.

4. Panel Discussion

Seven presentations were made by representatives from the following organizations:

- (i) Ministry of Labour and Youth Development - Ms. A. Mmuni, Acting Principal Secretary;
- (ii) Labour Department, Chief Ministers Office Zanzibar - Mr. Mapuri, Labour Commissioner;
- (iii) Ministry of Community Development Women Affairs and Children - Ms. Mrs. Lidey Kibona, Community Development Officer;
- (iv) Association of Tanzania Employers - Ms. Gondwe, Manpower Development Manager;
- (v) Tanzania Federation of Trade Unions - Ms. Halima Kasungu, Gender Coordinator;
- (vi) Dr. Rizwanul Islam, Deputy Director, Development Policies Department, ILO, Geneva;
- (vii) International Monetary Fund - Mr. Festus Osunsade, Resident Representative, Tanzania Office;
- (viii) The World Bank - Ms. Theonestina Kaiza- Boshe, NGO Liaison Officer/Gender Coordinator, World Bank Resident Mission In Tanzania.

Each presentation highlighted general issues on the impact of SAPs in promoting women's employment, giving individual organisation/institutions experiences, measures undertaken in addressing such issues, recommendations and future plans. *(Some of the presentations are annexed as Appendix 7).*

Mr. Mapuri underlined the importance of enhancing equal access to education by women in line with the emerging economic needs, the infra-structural development, in particular in the rural areas, and of creating an enabling environment for employment promotion. Ms. Mmuni referred, among other means for promoting employment with gender equality, to repealing the discriminatory laws, reducing workload on women, enhancing women's access to micro-credit, the National Employment Policy which needed a programme for action for implementation, potential of the informal sector, as well as to the national follow-up plan to implement the Beijing Platform of Action. Ms. Kibona mentioned the Gender Focal Point system at the government ministries which required strengthening, the national plan of action to follow-up on the Beijing Platform of Action covering; enhancing women's legal capacity, increased women's participation in the decision-making, economic empowerment and poverty alleviation, and access to education. Ms. Gondwe highlighted the importance of training for women, especially to develop self-employment, mentioned an act requiring the employers to contribute to the Vocational Education Authority's training programmes. She also pointed out the need to establish a "Watch-dog System" to oversee the protection of women workers' rights.

Ms. Kasungu stated that the trade union movement had suffered from the reduction of formal sector employment in the recent times. Importance was attached to the enhancement of protection of workers and working conditions and the organization of

workers, in general. Without special advocacy for promoting equal opportunities and rights of women, it would be difficult to achieve equality in the world of work. She also suggested the workshop to come up with strategies to attain sufficient minimum wages in the formal sector. Importance was attached to strengthen the tripartite machinery in making decisions, which affect workers. Dr. Islam placed emphasis on the need to create alternative employment opportunities for those affected by retrenchments and restructuring in the manufacturing sector, identifying potential areas of growth. Similarly, off-farm employment would need to be promoted in the rural areas. At the same time, there was also need to pay specific attention to the impact on the disadvantaged groups, taking into consideration the social dimension of the adjustment.

Mr. Osunsade made a statement in a rather positive note, referring to the recent macro economic stabilization and the expansion of the market, in particular in the informal sector. He believed that the structural adjustment was "gender neutral", and emphasized the importance of capacity building both at the macro and micro levels. Ms. Kaiza-Boshe informed the workshop that the World Bank was interested in the socio-economic implications of the adjustment policies. The Bank only supported the Government policies and programmes, while the role of the Government was being reduced while that of the private sector being increased in the economy in the reform process. In this context, the need for Safety Nets for the vulnerable groups was recognized.

During the panel discussions, it was pointed out that there was a need to respect the independence of trade unions, while their capacity also needed to be strengthened. An emphasis was placed on the respect for basic labour laws, in particular promulgating the equal opportunities and equal pay for equal work, given the fact that Tanzania had not yet ratified the International Labour Conventions nos. 100 - Equal Remuneration and 111- Discrimination. It was suggested that Tanzania could start to work towards the ratification of the two key conventions promoting equality in the world of work.

Referring to the Bank's statement, it was pointed out that "conditionalities" still influenced the Government's policy formulation. It was pointed out that the underlying assumption of the free market mechanism was that all the market actors had full information of product prices, but there was lack of access to such information and infrastructure for marketing in many parts of the country, especially in the remote areas, and that women in particular had less access to these. While there was a general trend to move away from foreign aid to foreign trade, opening the market would need to prepare the national establishments.

Finally, the workshop delegates recognized the importance and urgency of creating jobs for a large influx of new labour market entrants, in particular for women and youth, and the need to coordinate policies in various sectors for employment promotion.

5. Working Groups

Five working groups were formed and topics for discussion were as follows:-

- Group I - Promoting Women's Employment in Macro Economic Policies
- Group II - Promoting Women's Employment in the Public Sector
- Group III - Promoting Women's Employment in the Private Formal Sector
- Group IV - Promoting Women's Employment in the Urban Informal Sector
- Group V - Promoting Women's Employment in the Rural Sector

Each group was required to prepare a Plan of Action in each respective thematic area which addresses the following:

- (i) Problems/opportunities;
- (ii) Causes/sources;
- (iii) Strategies;
- (iv) Means to implement the strategies;
- (v) Responsible organizations;
- (vi) Set target dates.

6. Adoption of the National Plan of Action for Follow-up

The Workshop Drafting Committee presented proposals of the plan of action which took into consideration the recommendations from group presentations and also the additional inputs from the panel. After a discussion, the workshop adopted the Plan of Action which is found as Appendix 2, attached.

7. Closing

Prior to the guest of honour's speech, Mrs. Bitegeko, the overall workshop Chairperson gave some remarks and later welcomed Ms. Mmuni, the Acting Principal Secretary of the Ministry of Labour and Youth Development to welcome the guest of honour to close the workshop.

In her remarks Ms. Bitegeko briefed the guest of honour on all what was presented and discussed during the three days workshop. She highlighted on key issues which came out from the groups and plenary discussions and also the adopted Plan of Action for follow-up of which will need full government support as well as other concerned parties.

The Workshop was officially closed by Hon. Malocho (MP), Minister of State, Planning Commission.

In his closing remarks Hon. Malocho pointed out that since 1984 when Tanzania began to implement SAPs the country had witnessed gains and losses; with losses outweighing gains, particularly on women employment promotion.

Firstly, the retrenchment of workers in the government, parastatals and also the private sector (somehow because of technological improvement aiming at improvement of competitiveness), has affected clerical, low skills and administrative posts. Women tended to be the majority in these types of occupation and very likely they had been affected more than men.

Secondly, privatisation of the parastatal sector has also entailed loss of jobs, particularly for unskilled and semi-skilled employees.

The implementation of SAPs in the country had also led to inefficient and loss-making enterprises being squeezed out leading to shrinkage of employment opportunities in the formal sector. Informal sector and income generating projects became an alternative to many people in order to sustain their lives.

Hon. Minister also pointed out that with adoption of the National Employment Policy the government had taken several steps to deal with the plight of those who had been negatively impacted by the implementation of the SAPs, including women. In 1994 the Government launched the National Programme of Action for Sustainable Income Generation and Women Employment Promotion. The main features of this programme were:

- (i) to assist women operators in the informal sector through training in technical and management skills;
- (ii) to increase the ability of women to have access to credit; and
- (iii) to increase employment opportunities for women in the informal sector.

Other measures which the Government was committed to implement in order to improve women's employment opportunities included:

- (i) eradication of discrimination on the basis of gender in places of work;
- (ii) economic empowerment of women and poverty elimination; and
- (iii) through training, to support and build women entrepreneurial skills and management capabilities.

Hon. Minister assured the participants of the government's support and also that, the government would follow-up the workshop recommendations and plan of action to ensure proper implementation. He finally, extended thanks to the ILO for their support to the Workshop.

8. Conclusions

The national Workshop on Promoting Women's Employment in the Context of Structural Adjustment has brought many issues into light. The workshop clearly saw that women in Tanzania were still at disadvantage in terms of access to employment and economic opportunities, while they constituted a large majority of the labour force in the agricultural and informal sectors. The Structural Adjustment so far seems to have worsened the gender disparities in access to employment and economic opportunities, in particular in the formal sector. Women continued to receive less remunerations than men on the average, partially due to their types of employment which received lower remunerations than those of men, but also due to the gender-based discrimination. Traditional social values were manifested in the lower importance that the society attached to girls' and women's education than to boys, which resulted in their lower labour market participation and their less access to economic opportunities in general than men's.

It has also been observed that women tend to be more affected by the overall retrenchment and reduction of personnel in down-sizing both in the public and private sectors, in the process of Structural Adjustment in Tanzania, though they affected both men and women. Women continued to struggle in the context of high inflation, reduction of social expenditures and later withdrawal of Government subsidies to the basic commodities and agricultural inputs, as well as substantial retrenchments. Women, despite their relative disadvantage in the social milieu have accelerated their productive work, as seen in the increase of women's labour participation in the informal sector activities. In some cases, studies have shown that women had gained more power in decision-making at the household level as their income contributions has increased, while in some other cases, there has been social disintegration due to the loss of employment opportunities of men whereby their power at the household has diminished. In particular, young men are being pushed out of rural areas searching for income opportunities in urban areas as a survival strategy in the context of changing economic environment where small-holder farming has become no longer economically viable.

In this context it is imperative that the Government and social partners, as well as other parts of civil society take concrete steps in order to enhance the education and training opportunities with a more gender balance, as well as to eliminate gender-based discrimination in employment and occupation in Tanzania, building upon various support programmes that are already in place. In order to achieve these, the workshop has put forward a series of recommendations in the form of a National Plan of Action on Promoting Women's Employment in the Context of Structural Adjustment. The Plan contains the action required by various actors both public and private, in order to enhance employment and income generating opportunities with gender equality in various sectors in the country. The Plan addresses these at policy and legislation levels, at the same time recommending direct support to women's employment promotion.

The workshop resulted in a major success, thanks to the committed participation and collaboration of representatives from various sectors, having raised national awareness on gender differentiated impact on employment, and endorsed the proposed National Plan of

Action. The ILO is, therefore, committed to provide support to the follow-up to the National Plan of Action.

**Programme of
National Workshop on
Promoting Women's Employment in the Context of
Structural Adjustment in Tanzania**

30 July

- 8.00-9.30 **Registration**
- 9.30 **Opening Ceremony**
Introduction of speakers: Ms. Bitegeko, Ministry of Agriculture and Cooperatives
- Ms. A. Singh, Director, ILO Area Office in Dar-es-Salaam
 - Mr. R. Islam, Deputy Director, Development Policies Department, ILO, Geneva
 - Ag. Ms. A. Mmuni, on behalf of Hon. S. Kinyondo, Minister of Labour and Youth Development
- 10.15 **Coffee/Tea Break**
- 10.30 **Introduction to the Workshop**
Chairperson: Ms. J.F. Bitegeko, Ministry of Agriculture and Cooperatives
- Ms. N. Otobe, Development Policies Department, ILO Geneva
- 10.45 **Session I: Creating Enabling Economic Environment for Women's Employment Promotion**
Chairperson: Ms. Arnani, Planning Commission
- Dr. Mjema on:*
Macroeconomic Policies and their Gender Impact on Employment in the Context of SAP; An overview
- 11.10 **Discussion**
- 11.30 **Session II: Employment in the Public Sector**
Chairperson: Ms. H. Kasungu, Tanzania Federation of Trade Unions
- Dr. Kaijage on:*
Gender Impact of Structural Adjustment Programme on Employment in the Public Sector
- 12.00 **Comments by Dr.Musonda, and discussion**

12.30 Lunch Break

14.00 **Session III: Employment in the Private Sector**
Chairperson: Ms. E. P. Mkwizu, Centre for Entrepreneurship Development

Dr. Luvanga on:
Gender Differentiated Impact of Structural Adjustment Programme on Women's Employment in the Private Sector

14.30 Comments by Dr. Meena and discussion

15.10 Coffee/Tea break

15.25 **Session IV: Employment in Rural Sector**
Chairperson: Ms. K.D. Bandawe, National Provident Fund

Dr. Marjorie J. Mbilinyi on:
Women Workers and Self-employed in the Rural Sector

15.55 -16.35 Comments by Dr. Koda and discussion

17.30-19.00 Cocktail

31 July

8.30 **Session V: Panel Discussion on Promoting Women's Employment**
Chairperson: Ms. R.A. Khamis, Ministry of State, Women and Children, Zanzibar

Panel members:

- Mr. I. R. Mapuri, Chief Minister's Office, Dep. of Labour-Zanzibar
- Ms. Mmuni, Ministry of Labour and Youth Development
- Ms. Kibona, Ministry of Community Development, Women Affairs and Children
- Ms. Gondwe, Tanzanian Employers' Association
- Ms. H. Y. Kasungu, Tanzanian Federation of Trade Unions
- Mr. R. Islam, Development Policies Department, ILO, Geneva
- Mr. F. Osunsade, IMF
- Ms. Kaiza-Boshe, World Bank

10.00 Coffee/Tea break

A.1/2

10.15 **Session VI. Working Groups**
Chairperson: Ms.J.F. Bitegeko, Ministry of Agriculture and Cooperatives

10.45 Organization of Working Groups
Meetings of Working Groups

12.30 Lunch Break

13.45 Meetings of Working Groups

15.30 Coffee/Tea Break

15.45- 17.00 Meetings of Working Groups

1 August

8.30 **Session VII. Promoting Women's Employment; Agenda for Action**
Chairperson: Ms. J.F. Bitegeko, Ministry of Agriculture and Cooperatives

Presentation of recommendations at the plenary

9.30 Plenary discussions

10.30 Coffee/Tea break

10.45 Drafting Group on Plan of Action

12.30 Lunch Break

13.30 Drafting Group on Plan of Action

15.30 Coffee/Tea break

16.00 Plenary discussions: Adoption of a Plan of Action

16.40 **Closing ceremony**

- Hon. N. Malocho, Minister of State, President's Office
responsible for Planning Affairs

17.00 Closure of the workshop

**Plan of Action for
Promoting Women's Employment in the
Context of Structural Adjustment in Tanzania**

Taking into consideration the workshop's deliberations on gender differentiated impact of Structural Adjustment on employment in the public, private formal and informal, and rural sectors, which have acknowledged:-

- * that while women in Tanzania make a major contribution to the national economy, in particular in the agricultural sector, and women's labour force participation has been generally increasing for the last twenty years, they tend to be more negatively affected by the adjustment policies;
- * that gender-based discrimination has persisted, and the adjustment policies have not facilitated in the elimination of such biases in remuneration, and in access to employment and economic opportunities, education and training, productive inputs, information, and markets;
- * that the adjustment policies have led to an increased women's share in the economic contributions to the households, and the intensification of women's productive work, while social support system to provide support to their reproductive role has declined; and
- * that while it is expected that the long-term economic growth under the structural adjustment will induce increased employment and economic opportunities with gender equality and equity, such a trend is yet to be seen in the current economic environment.

The workshop adopted a **Plan of Action for Promoting Women's Employment in the Context of Structural Adjustment** which is herewith attached, in particular calling for action in the following cross-sectoral issues:-

- Creating a non-discriminatory, legal and regulatory enabling environment;
 - Mainstreaming a gender perspective in all the sectoral policies;
 - Eliminating discriminatory clauses in all laws, streamlining the legal system to one;
 - Promoting equal access to education and skills by men and women;
 - Enhancing women's access to credit;
 - Collecting gender-desegregated data in all sectors;
 - Enhancing women's participation in the decision-making and managerial positions;
 - Disseminating information on existing regulations, policies, programmes, etc. to the general public, in particular to women;
 - Integrating special concerns of the handicapped women;
 - Enhancing the national machinery for coordination on gender issues;
 - Allocating resources in support to affirmative action;
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- **Enhancing policy coordination, monitoring and supervision on the part of various Government line ministries;**
- **Enhancing Government's capacity, in terms of human and financial resources, in properly addressing gender issues, negotiation and policy formulation; and**
- **Involving Civil Society in general, the Non-Governmental Organizations and Community-Based Organizations in particular, in various areas of action.**

**Plan of Action for Promoting Women's Employment in the
Context of Structural Adjustment in Tanzania**

I. Macro Economic Policies

Problems	Causes	Strategies	Means	Responsible organizations	Target date
How to sustain growth, equity and equality	Lack of investment in productive sectors.	<ul style="list-style-type: none"> • Create a non discriminatory legal and regulatory environment • Government's increased efficiency to enhance employment and economic opportunities with gender equity and equality • Financial Sector reform • Mobilization of savings and provision of credit 	Appropriate macro economic policies	Ministry of Finance, Planning Commission, IPC	Medium term (3-5 years)
Lack of employment creation	Stagnation and inefficiency in productive sectors:- <ul style="list-style-type: none"> • Labour saving technologies • Retrenchment 	Main-streaming gender in the implementation of all sectoral policies.	Conduct studies on efficiency and competitiveness of manufacturing sectors	PC & Line Ministries	Short term (6 months)

Problems	Causes	Strategies	Means	Responsible organizations	Target date
Lack of an enabling environment for women's employment	<ul style="list-style-type: none"> • Discriminative Labour Laws and general legal framework • Social and cultural biases • Low level of education • Lack of skills for women 	<ul style="list-style-type: none"> • Review & reform general legal framework • Ratify ILO conventions 100 & 111 • Sensitize the society in general about discriminatory laws and general practice that discriminate women 	<ul style="list-style-type: none"> • Reform & review of general legal framework • Education campaigns 	<ul style="list-style-type: none"> • Ministry of Law and Justice • Mass media • Ministry of Community Development Women Affairs and Children 	Immediate & continuous
Reduction of Government expenditure on social services	Budget squeeze	Increase expenditure on social services (like education and health) and Social Security Schemes	<ul style="list-style-type: none"> • Increase investment in infrastructure • Use of intervention like tax rebates/tax reduction • Free education for girl child for specific periods (at least up to high school) • Targeted skill programmes for women 	<ul style="list-style-type: none"> • Ministry of Finance • Planning Commission • Ministry of Health • Ministry of Education • NGOs 	Immediate and continuous

II. The Public Sector

Problems	Causes	Strategies	Means	Responsible organizations	Target date
Discriminatory employment practices	<ul style="list-style-type: none"> Negative social cultural attitudes Male chauvinism Discriminatory laws 	<ul style="list-style-type: none"> Repeal discriminatory laws Enact equal opportunity act Gender training 	<ul style="list-style-type: none"> Consultative process of the social partners and other interested parties Dissemination of information regarding labour laws 	<ul style="list-style-type: none"> The social partners and other interested parties NGO's 	Dec 1999
Decreasing employment opportunities	Ailing Parastatals	<ul style="list-style-type: none"> Provide alternative sources of employment. Reorientation of work attitudes to meet the challenges of the new public sector that will emerge 	<ul style="list-style-type: none"> Re-training of workers to give them marketable skills Counselling of retrenched Information dissemination on available opportunities in the market Provide access to credit Reestablishment of Employment Exchange Bureaux 	<ul style="list-style-type: none"> CSD for the civil service PRSC for the parastatals The social partners and donors 	December 1998

Problems	Causes	Strategies	Means	Responsible organizations	Target date
Sexual Harassment	Negative cultural attitudes	<ul style="list-style-type: none"> • Enact a law that will spell out sexual harassment as an offence subject to severe disciplinary action. • Gender training 	<ul style="list-style-type: none"> • Consultative process of the social partners and other interested parties • Seminars/ workshops • Dissemination of information • Revision of school curriculum to remove sexism 	<ul style="list-style-type: none"> • Ministry of Labour and Youth Development • Ministry of Community Development, Women Affairs and Children • Trade Unions • Gender interested group • Ministry of Education and Culture. 	As soon as possible

Problems	Causes	Strategies	Means	Responsible organizations	Target date
Lack of gender disaggregated data	Poor record keeping	<ul style="list-style-type: none"> ↳ Create a centralized gender disaggregated Data Bank for the civil servants ↳ Each parastatal to keep a gender disaggregated data bank for its employees. ↳ Both data on civil servants and the parastatals should be submitted to the ministry of labour and youth development 	Enforcement of the labour laws regarding data collection	<ul style="list-style-type: none"> ↳ CSD ↳ Ministry of Labour and Youth Development ↳ Central Bureau of Statistics. 	As soon as possible, but not later than 1999.

Problems	Causes	Strategies	Means	Responsible organizations	Target date
Fewer women in decision making process	<ul style="list-style-type: none"> Promotions system not transparent Old boys network Negative attitudes; e.g belief that women cannot rise on their own merit Lack of assertiveness on the part of women. 	<ul style="list-style-type: none"> Promotion system should be transparent; vacant posts should be advertised. Specific Management training for women Mentoring/Role modelling for women 	<ul style="list-style-type: none"> Advertise posts There should be affirmative action on promotion of women in the short run Implementation of the platform of action Dissemination of information on the Platform of Action 	<ul style="list-style-type: none"> CSD Parastatals through their mother ministries The president's office 	As soon as possible
<p>(a) Low level of education and skills</p> <p>(b) lack of opportunities for skills upgrading while in service</p>	<ul style="list-style-type: none"> Lack of career guidance Cost sharing due to SAP has reduced household budget hence boys being favoured over girls Training opportunities at work places are now non existing (training now depends on donor funding; and where it is available it goes mostly to the men). 	<ul style="list-style-type: none"> Enact policy to ensure career guidance at school level. Gender sensitization from household level Allocation of adequate funds for training 	<ul style="list-style-type: none"> Consultation on policy enactment Training of career counsellors Adequate budgetary allocation 	<ul style="list-style-type: none"> Ministry of Education Training Institutions that train teachers. 	

Problems	Causes	Strategies	Means	Responsible organizations	Target date
A living wage has not been realized, despite the retrenchment/ restructuring of the public sector	<ul style="list-style-type: none"> • IMF and the World bank conditions • Low productivity of different sectors in the economy 	<ul style="list-style-type: none"> • Enhance productivity in the economy and expansion of tax base 	<ul style="list-style-type: none"> • Enhance revenue collection and create incentives for investors and workers. • Widen the tax base 	<ul style="list-style-type: none"> • Ministry of finance • TRA • Planning commission 	As soon as possible
Non recognition of multiple roles of women	Social culture attitudes	<ul style="list-style-type: none"> • Give value to women's of reproductive role in the economy. • Provide support services to women's reproductive roles 	<ul style="list-style-type: none"> • An equal opportunity policy that will take into consideration career breaks, flex hours and job sharing • Provision of supporting services 	<ul style="list-style-type: none"> • CSD • Labour ministry in co-ordination with sector ministries • MCDWA&C • Parastatals • The trade union 	Year 2000
Opportunities	Sources	Strategies	Means	Responsible organizations	Target date
Potential to realize one's capability because of the new employment challenges	<ul style="list-style-type: none"> • New attitudes that are positive towards women • Recognition of women's development 	<ul style="list-style-type: none"> • Concrete plans on capacity building 	<ul style="list-style-type: none"> • Dissemination of information on available opportunities • Mobilisation of resources 	Social partners, Donors, NGOs	As soon as possible.

III. Private Formal Sector

Problems	Causes	Strategies	Means	Responsible organisations	Target date
<ul style="list-style-type: none"> • Biased recruitment process • Level of education women are competing from a disadvantaged position • Lack of information (is it open or closed) • Lack of transparency • Nepotism • Competition with foreign experts 	<ul style="list-style-type: none"> • Sexual discrimination • Low education levels (less qualification) • Social/cultural orientation • Lack of policy guidelines • Code of conduct not being followed or lacking 	<ul style="list-style-type: none"> • The Government to ratify the ILO conventions and to enforce them through the national labour laws • Tripartism: Government, Employers' Organizations and Workers' Organizations 	<ul style="list-style-type: none"> • ILO to remind the Government • Internal lobbying by the civil society, the NGOs and Trade Unions • Government to provide legislation • Revise labour laws • Repeal Act to make the Tanzania Federation of Trade Union (TFTU) legal 	<ul style="list-style-type: none"> • Ministry of Labour and Youth Development • Ministry of Community Development, Women Affairs and Children • Ministry of Justice and Constitutional Affairs • Women based NGOs • Trade Unions • ILO • Employers' organizations 	By the year 2000

Problems	Causes	Strategies	Means	Responsible organisations	Target date
Low wages	<ul style="list-style-type: none"> • Laxity by Government to enforce private sector for Minimum Wage Bill to all employers • In adequate wage policy • Maximizing of profit by employers • Weakness on the side of trade union to bargain with employers • Ignorance of the employee to unionize so that they can bargain • Competitiveness of the available vacant posts due to increases of labour force in the Labour Market • Labour laws are outdated • Tripartite dialogue is not functioning well • Delay of registration of the TFTU (AD not yet repealed) and enact TFTU Act 	<ul style="list-style-type: none"> • Tripartism among Government, Employers' Organizations and Workers' Organizations 	<ul style="list-style-type: none"> • Tripartite dialogue • Means of verification to be enhanced • Repeal AD Act and register TFTU • Revision of labour laws (complete review with consideration of gender) 	<ul style="list-style-type: none"> • Ministry of Labour and Youth Development • Trade Unions • Employers' organizations 	To be done immediately

Problems	Causes	Strategies	Means	Responsible organisations	Target date
<ul style="list-style-type: none"> Lack of incentives to bear the costs of reproductive role of women 	<ul style="list-style-type: none"> Lack of consideration of women's reproductive role at national level 	<ul style="list-style-type: none"> Tax incentive to compensate for reproductive costs 	<ul style="list-style-type: none"> Include costs in the National Employment Policy Programme 	<ul style="list-style-type: none"> Ministry of Finance Tanzania Revenue Authority Planning Commission Ministry of Labour and Youth Development 	Immediately
<ul style="list-style-type: none"> Problem related to transition Poor preparations before the beginning of the exercise Orientation Programme not undertaken Ideological/attitudinal constraints by the public on private Sector 	<ul style="list-style-type: none"> External pressures - IMF/World Bank etc. Lack of clarity on ruling ideology Globalization of the economy leading to feminization of poverty 	<ul style="list-style-type: none"> Clear position of the ideology Clear national vision Educating the people Empower Government officials to sharpen their negotiation skills Government and NGOs to freely challenge the conditions given externally 	<ul style="list-style-type: none"> Design gender sensitive training programmes and campaigns to education the people Training officials on negotiation skills Strengthen network coalition of civil society and Government in order to strengthen the bargaining power 	<ul style="list-style-type: none"> Ministry of Finance Planning Commission General Chambers Donors (for funding) 	Immediately

Problems	Causes	Strategies	Means	Responsible organisations	Target date
Failure of majority of enterprises to graduate from informal to formal private sector, especially women's enterprises	<ul style="list-style-type: none"> • Marginalization of the private indigenous sector • Lack of incentives to flourish 	<ul style="list-style-type: none"> • Creating a conducive environment for private operations to invest • Promote the establishment and operation of indigenous businesses 	<ul style="list-style-type: none"> • Implement policies and tax systems conducive to the creation of private businesses • For foreign investors implement clear policy and guidelines to regulate foreign investment in terms of: <ul style="list-style-type: none"> - exploitation of the national resources - hiring indigenous human resources - developing skills - investing in education of indigenous manpower 	<ul style="list-style-type: none"> • Ministry of Finance • Ministry of Commerce and Industry • Planning Commission 	Immediately

Problems	Causes	Strategies	Means	Responsible organisations	Target date
see above	see above	see above	<ul style="list-style-type: none"> • both the indigenous and foreign investors to have policies to guide equal opportunity 	<ul style="list-style-type: none"> • Ministry of Finance • Ministry of Commerce and Industry • Planning Commission 	Immediately
			<ul style="list-style-type: none"> • Formulate and implement specific policies promoting indigenous businesses • Establish incentive/special programmes for indigenous people to engage in the formal private sector 	<ul style="list-style-type: none"> • Ministry of Finance • Ministry of Commerce and Industry • Planning Commission 	Immediately

Problems	Causes	Strategies	Means	Responsible organizations	Target date
see above	<ul style="list-style-type: none"> Lack of capital Low education level for women Lack of managerial and entrepreneurial skills 	<ul style="list-style-type: none"> Enhance the access to capital by women entrepreneurs Strengthen and develop entrepreneurs' skills and business management with a special focus on women Improve information dissemination through media channels 	<ul style="list-style-type: none"> Establish and strengthen special funds for women entrepreneurs- make use of World Bank and other sources funds to establish a "Women's Bank" To have special incentives for private sector employers who support educational programmes for women Special fund to cater for skill development for women including girls To strengthen/ reorient adult education to develop life skills Training of trainers in entrepreneurship should be emphasized 	<ul style="list-style-type: none"> Institute of Ministry of Finance Adult Education Ministry of Education and Culture VETA SIDO Donors (to invest) 	Immediately

Problems	Causes	Strategies	Means	Responsible organizations	Target date
Women are involved in stereotype traditional activities in the private sector which have marginal remuneration	<ul style="list-style-type: none"> • Low education level • Lack of managerial, entrepreneurial and marketing skills • No effective redeployment programme for retrenchees • Lack of information on available opportunities 	<ul style="list-style-type: none"> • Strengthen redeployment programme • Enhance access to information through campaign to the peripheral • Promote the role of NGOs 	<ul style="list-style-type: none"> • Mechanism to prepare and counsel retrenchees to make use of available opportunities in the private sector • Undertake information campaign on available opportunities • Organize Education and Counselling Programmes for retrenchees 	<ul style="list-style-type: none"> • Civil Service Department • Other Government ministries • NGOs • Institutions 	Immediately

Problems	Causes	Strategies	Means	Responsible organizations	Target date
Lack of property ownership and not credit worthy	<ul style="list-style-type: none"> • Customs and traditions • The laws discriminate against women, e.g. law of inheritance, marriage law etc. • Recognition of multiple laws, e.g. customary laws and civil laws 	<ul style="list-style-type: none"> • To do away with customary laws • Review the laws which discriminate against women • Enhance legal literacy of people and especially women 	<ul style="list-style-type: none"> • To hasten the already initiated process in reviewing the laws • Advocacy by NGOs • To carry out legal literacy programmes for women 	<ul style="list-style-type: none"> • Law Reform Commission • TALE • Ministry of Community Development, Women Affairs and Children • Ministry of Justice and Constitutional Affairs • Advocacy groups • Donors (for funding) 	Immediately

Opportunities	Sources	Strategies	Means	Responsible organizations	Target date
<ul style="list-style-type: none"> Government's commitment Civil society and workers' movements 	<ul style="list-style-type: none"> International pressure, e.g. the post-Beijing process Feminist movements 	<ul style="list-style-type: none"> Women to hold Government accountable Build up gender disaggregated data as policy in every institution responsible for data collection and dissemination 	<ul style="list-style-type: none"> Electoral manifesto Raise women's awareness of Government's commitment Develop indicators to monitor the progress of training Compile annual National Human Resource Development reports 	<ul style="list-style-type: none"> Various ministries involved in data collection Women's organizations 	As soon as possible
<p>Liberalization of economy and privatization has created a conducive environment to own property</p>	<ul style="list-style-type: none"> Internal force External pressure 	<ul style="list-style-type: none"> Encourage women to be more aggressive in private sector 	<ul style="list-style-type: none"> Employment promotion programmes Creation of networking with different NGOs - to promote dialogue locally and internationally 	<ul style="list-style-type: none"> Ministry of Labour and Youth Development NGOs Ministry of Finance Planning Commission 	As soon as possible
<p>National machineries for women</p>	<ul style="list-style-type: none"> Nairobi forward looking strategy The UN's 4th World Conference on Women in Beijing 	<ul style="list-style-type: none"> Empowerment of the Ministry 	<ul style="list-style-type: none"> Use the machinery to push for non-discriminatory laws Lobbying Dissemination of information 	<ul style="list-style-type: none"> Ministry of Community Development, Women's Affairs and Children Women's NGOs 	As soon as possible

Opportunities	Sources	Strategies	Means	Responsible organizations	Target date
Mushrooming of women's organizations, gender-sensitive NGOs and community-based organizations	<ul style="list-style-type: none"> • Democratic process • Strengthening of civil society 	<ul style="list-style-type: none"> • To inform policy makers to come out with gender sensitive policies 	<ul style="list-style-type: none"> • Use some of them as resource information centres 	<ul style="list-style-type: none"> • NGOs • CBOs • Various ministries 	As soon as possible
Existence of NPF and other schemes	<ul style="list-style-type: none"> • Workers' and employers' contributions 	<ul style="list-style-type: none"> • Start a revolving Fund and Savings and Credit Scheme 	<ul style="list-style-type: none"> • Use of the contribution e.g. of the NPF fund for the deployment process to make sure that workers can use it for self-employment • Banking system 	<ul style="list-style-type: none"> • NPF • Banks 	As soon as possible
Existence of autonomous Trade Unions	<ul style="list-style-type: none"> • Democratization • Strengthening labour movements 	<ul style="list-style-type: none"> • Initiate dialogue 	<ul style="list-style-type: none"> • Advocacy instrument for equal opportunity policies 	<ul style="list-style-type: none"> • Workers' organizations • Ministry of Labour and Youth Development 	As soon as possible

Opportunities	Sources	Strategies	Means	Responsible organizations	Target date
<ul style="list-style-type: none"> • Non-discriminative instruments, ILO conventions, • Convention of Elimination of All Forms of Discrimination Against Women (CEDAW) 	<ul style="list-style-type: none"> • Women's movement 	<ul style="list-style-type: none"> • Advocacy for non-discriminatory laws 	<ul style="list-style-type: none"> • Enforcement of non-discriminatory laws and practices • Awareness-raising on the provision of CEDAW 	<ul style="list-style-type: none"> • Ministry of Justice and Constitutional Affairs • Women's NGOs and CBOs • Ministry of Community Development, Women's Affairs and Children 	As soon as possible

IV. Urban Informal Sector

Problems	Causes	Strategies	Means	Responsible organizations	Target date
Cumbersome procedures in obtaining trading license	<ul style="list-style-type: none"> • Too many levels in processing licence • Government's involvement in many roles 	<ul style="list-style-type: none"> • Develop mechanism to boost efficiency • Setting time framework for obtaining licence 	<ul style="list-style-type: none"> • Establish an authority to be responsible. • Establish monitoring/ supervisory mechanism • Educate civic society on procedures, rights and laws 	<ul style="list-style-type: none"> • Local government • District council 	Immediate/ continuous process
Lack of working premises	<ul style="list-style-type: none"> • Lack of capital • Rural Urban migration • Nature of business • Consumer behaviour • Lack of urban Planning 	<ul style="list-style-type: none"> • Access to credit and land • Funds mobilization • Develop opportunities, credit scheme infrastructure and social services in the rural areas • Incentive packages for investors in the rural areas. • Upgrade nature of business, develop specialties and quality products 	<ul style="list-style-type: none"> • Lending by turn • Donor support • Identification of opportunities • Development of programmes for rural areas 	<ul style="list-style-type: none"> • NGO's • VETA • CBO's • Ministry of Community Development Women Affairs and Children • Donors • NIGP 	Immediate

Problems	Causes	Strategies	Means	Responsible organizations	Target date
Lack of Vocational/ Entrepreneurial skills	<ul style="list-style-type: none"> • Training programmes not responsive to changing environment 	<ul style="list-style-type: none"> • Up-date the training curriculum and material in order to meet the market needs • Enhance the employability of people, in particular women 	<ul style="list-style-type: none"> • Carry out Training Needs Assessment (TNA) • Review of curriculum and teaching materials • Re-design programmes to meet current needs and inclusion of entrepreneurship education. • Develop and conduct TOT programmes • Establish and disseminate information through formal and informal channels • Develop flexible training programmes with quick entry and quick exit to meet the actual needs of women • Establish special funds to assist groups unable to pay 	<ul style="list-style-type: none"> • VETA • Ministry of Labour and Youth Development • Research institutions • NIGP 	On going and should involve different interested groups

Problems	Causes	Strategies	Means	Responsible organizations	Target date
Lack of information/poor channelling of the information i.e. on policies, credit facilities, training programmes/ opportunities etc.	<ul style="list-style-type: none"> • Lack of coordinating body • Lack of resources • Lack of initiatives and networking among implementors 	<ul style="list-style-type: none"> • Enhance the access to information on various services by women informal sector workers and operators 	<ul style="list-style-type: none"> • Awareness raising, seminars, workshops, etc. • Networking • Capacity building of the existing centres • Establish resource centres at different levels • Use libraries, NGOs, CBOs and public institutions to disseminate information • Revive Employment Exchange Bureau 	<ul style="list-style-type: none"> • Local Government • VETA • NGOs • Ministry of Labour and Youth Development 	2000

Opportunities	Sources	Strategies	Means	Responsible organizations	Target date
Existing Women's Groups	<ul style="list-style-type: none"> • Potential for expansion and strengthening 	<ul style="list-style-type: none"> • Networking • Mobilization • Organization and training 	<ul style="list-style-type: none"> • Training of women groups and organizers from grassroots level • Awareness raising for women's groups 	<ul style="list-style-type: none"> • Women's groups • Ministry of Community Development • NGOs 	Immediate

Problems	Causes	Strategies	Means	Responsible organizations	Target date
Information system (including extension services) not sufficient for smallholder	2. Inadequate support from the Government, Donors and Civil Societies (Programmes, Services etc.) to small holders	<ul style="list-style-type: none"> • Introduce and popularize affordable and appropriate technology • Raise awareness about the existence of the problem and on the need and the potentials to make necessary changes 	<ul style="list-style-type: none"> • Advertise, demonstrate, disseminate information and support • Form pressure groups from existing civil societies to lobby for adequate support • Strengthen lobbying skills among the actors • Meetings at all levels 	<ul style="list-style-type: none"> • Relevant companies and organizations • Ministry of Trade and Industries, Natural Resources, Ministry of Agriculture • ILO and NGO's • Ministry of Agriculture • Local Councils 	Jan. 1988-2000

Problems	Causes	Strategies	Means	Responsible organizations	Target date
	3. Inadequate support to small holders by the Government, donors and civil societies	<ul style="list-style-type: none"> Introduce and promote economic activities Reviving the self-help capacity and target more support to the women. 	<ul style="list-style-type: none"> Raise awareness about the existence of a problem and on the need and potential to make changes Strengthen lobbying skills among the actors, and meeting at all levels 	<ul style="list-style-type: none"> Activist NGO's Ministry of Agriculture Ministry of Lands 	1997-2000
<ul style="list-style-type: none"> Inadequate support system for rural small scale producers and provide services for women's role in reproduction 	<p>1. SAP Conditions</p> <p>2. Under development</p>	<p>1. Form a pressure group by existing civil societies to lobby for adequate support including reintroduction of subsidies to farmers</p> <ul style="list-style-type: none"> Promote fair trade practices Writing off the external debt 	<ul style="list-style-type: none"> Raise awareness about the existence of a problem and on the need and potential to make changes Strengthen lobbying skills among the actors, and meeting at all levels Lobbying at National and International Organization levels Writing-off the existing debt 	<ul style="list-style-type: none"> Activist NGOs Ministry of Works Ministry of Agriculture Board of External Trade (BET) Banks Activist NGOs Farmers' Organizations and CBOs IMF World Bank Ministry of Finance and President's Office 	1997-2000

Problems	Causes	Strategies	Means	Responsible organizations	Target date
<ul style="list-style-type: none"> • Unemployment and lack of employment security and self employment alternatives 	<ul style="list-style-type: none"> • Low Economic base at the Household level. 	<p>Introduce/ promote economic activities at household levels, e.g. Savings and Credit Schemes (formal and Informal) income generating activities</p>	<p>Introduce and support savings and credit scheme, (formal and informal) micro-enterprises, extension and training services</p>	<p>Micro Finance Institutions and NGO's, Ministry of Trade and Industry, Ministry of Finance, Local Councils</p>	<p>Starting Jan.98 - 2000</p>
	<ul style="list-style-type: none"> • Inadequate employment alternatives • Inadequate Skills among rural people to engage in self employment • Privatization, Retrenchment, and lay-offs 	<ul style="list-style-type: none"> • Informal Sector Development • Enhance skills of farmers, in particular women • Identify and expand other potential areas for economic investments • To promote non-farm activities as alternative source of employment. 	<ul style="list-style-type: none"> • Introducing credit facilities to the rural people • Provide skills training on income generating activities • Access to information on employment opportunities and alternatives • Participatory Rural approaches (PRA) • Animation approaches • Implement special target programmes to promote off-farm employment for women farmers 	<ul style="list-style-type: none"> • NGOs and CBOs • Government at all levels - Ministry of Agriculture and Cooperatives - Ministry of Labour and Youth Development - Ministry of Trade and Industries - Ministry of Community Development Women Affairs and Children 	<p>1997 - 2000</p>

**Opening Address by Hon. Sebastian Kinyondo (MP)
Minister for Labour and Youth Development
at the Workshop on Promoting Women's Employment
in the Context of Structural Adjustment
in Tanzania**

White Sands Hotel, Dar es Salaam - 30 July - 1 August, 1997

Madam Chairperson,

Distinguished Representatives of International
Organisations and Donor Agencies,

Dear Participants,

Ladies and Gentlemen.

Let me from the outset, take this opportunity to thank you Madam Chairperson together with the Organizing Committee of this Workshop for availing me this noble task of officiating your workshop. I consider this workshop very important particularly because it is going to address crucial issues regarding employment promotion and specifically promoting women's employment in our country.

On the other hand however, I also wish to thank all of you for accepting our invitation to attend and participate in this workshop. I am informed that we have guests who have travelled all the way from Geneva, and also representatives from our Social Partners and Stakeholders with whom will share views and ideas. I welcome all of you and please feel at home.

Madam Chairperson, I have also been informed that the objectives of this workshop is to provide a national forum to discuss issues of gender differentiated impact of SAP so as to sensitize policy makers in more gender sensitive macro-economic policy formulation and later formulate a national plan of action which will address issues and strategies towards promoting women's employment within the context of SAP through national consensus building based on tripartite consultations.

Madam Chairperson, my Ministry always carries out its activities in a tripartite atmosphere, and issues of the employment promotion is top in our agenda.

I am sure each one of us understands the impact of SAP to the majority of the Tanzanian population and particularly the vulnerable groups including women, children, people with disabilities, the elderly, etc.

I understand that this workshop is a result of the concern shown on the gender imbalance which were noted in some of the developing countries as a result of implementing SAP measures. Employment patterns in such countries have not favoured women. In Tanzania for example statistics indicate that in 1991, out of the 933,358 people in paid employment

**Workshop on Promoting Women's Employment in the
Context of Structural Adjustment in Tanzania**

30 July - 1 August 1997

**Statement by ILO Area Office Director
Andrea M. Singh**

Hon. Minister of Labour and youth Development, Mr. Sebastian kinyondo,
Deputy Director, Development Policies Dep., ILO Geneva, Mr. Rizwanul Islam,
Members of the Diplomatic Corps and the Donor Community,
Distinguished Participants,
Ladies and Gentlemen,

On behalf of the Director General of ILO, Mr Michael Hansenne, and the Assistant Director General for Africa, Mr. Elias Mabere, it gives me great pleasure to welcome you to this National Workshop on Promoting Women's Employment in the Context of Structural Adjustment in Tanzania.

This is the first workshop of its kind to be held in Tanzania, and is linked to a global programme of the ILO on Employment Promotion for Women in the Context of Economic Reform and Restructuring. The programme addresses gender differentiated impact of economic adjustment on employment with an ultimate objective of promoting employment with gender equity and equality within the context of structural adjustment. This DANIDA - supported programme fosters a series of national and regional policy dialogues with wide-based participation of various constituents, aimed at consensus building, and provides support to the formulation of a national plan of action, comprising mezzo policies and programmes for promoting employment and economic opportunities with gender equality and equity. In addition, under this programme, a series of evaluations on the gender dimension of Social Fund programmes are being undertaken, and a technical workshop will be organized in Geneva in September with the aim of developing guidelines on integrating the gender dimension into the formulation and implementation of Social Fund programmes.

Within the scope of this programme, the ILO has supported two national workshops in Asia, namely, in India and Sri Lanka, and the third one is being organized this time in Tanzania. The ILO will also organize another workshop in Zimbabwe in October this year. Each workshop is expected to result in a concrete form of action to be followed-up at the national level. At the same time, they will feed into an African regional forum on the relevant issues, which is being planned for next year. The guidelines on the gender dimension of Social Fund programmes are expected to be used by the World Bank and other partners involved in their formulation and implementation.

The objectives of the present workshop are two-fold and interlinked. The first is to provide a national forum to discuss the issues of gender-differentiated impact of the Structural Adjustment programmes so as to sensitive macro economic policy formulation. Building on this and the data generated by the research commissioned for this workshop, the second objective is to formulate a national plan of action to address women's employment promotion

Tanzania, as we know, is a country of rich potential. It has fertile land and plenty of it, it has enormous deposits of all kinds of minerals and gemstones, it has large bodies of clear water and a long beautiful coastline, some of the finest game parks in the world, and it is one of the most politically stable countries in Africa. The potential for growth in employment opportunities in horticulture and agriculture, mining, fishing and tourism is only beginning to be realized, in part due to the structural changes effected in the economy.

Another extremely important element in promoting women's employment in the context of structural adjustment is the political will of the leadership at the highest level. Tanzania was honoured by having H. E. Ambassador Gertrude Mongella appointed to serve as Secretary General of the world Conference on Women held in Beijing. She brings back to Tanzania a wealth of experience and contacts that will contribute substantially to the goal of improving the status of women throughout Tanzanian society. Another great asset is the Hon. First Lady, Mama Anna Mkapa, who has dedicated herself and the prestige of the position to enhancing women's employment. I am sure that her contribution to this cause will be of enormous importance during President Mkapa's term of office and well beyond. And there are many more valuable building blocks on which to build this movement including talented researchers such as those who prepared the background papers for this workshop, women ministers and members of parliament (not to forget gender sensitive male ministers such as those who have agreed to grace this workshop), women who are civil servants, and women leaders and grassroots workers among the trade unions and NGOs. In Tanzania, women have recognized the important role that men can play in achieving their goals of gender equality, and this has gone a long way in building a consensus on the need and urgency of addressing their problems, whether they be social or cultural, legal or economic. As an anthropologist by training, I have to say that I consider all of these factors to be interlinked.

It is important for the participants at this workshop to know that the action plan they develop will be seriously followed up by the ILO in consultation with all of the concerned parties. This interregional project, which has been funded by DANIDA, also has some provision for support for the action plans.

I am also pleased to announce, publicly for the first time, that Tanzania has recently been selected as the first country in Africa to take part in ILO's follow-up programme to the Beijing Conference, a programme we call "More and Better Jobs for Women". We are now in the process of initiating the preparatory work, including the establishment of a high-powered National Programme Committee and gathering relevant materials for preparation of A National Action Plan. Before the end of the year, a high level mission will visit Tanzania and a meeting will be held to inaugurate the programme. I hardly need to say that the recommendations of this workshop will provide an invaluable input into this global programme.

In conclusion, I would like to again express my appreciation to the Steering Committee and the secretariat for the outstanding job they did in organizing this workshop and commenting on the draft reports, to the researchers and resource persons who have worked so hard to meet difficult deadlines, to all of you who have generously given of your time and commitment,

**Address Delivered at the Inaugural Session of the
Workshop on Promoting Women's Employment
in the Context of Structural Adjustment in Tanzania
30 July - 1 August 1997**

By

Rizwanul Islam

**Deputy Director, Development Policies Department,
International Labour Office, Geneva**

Madam Chairperson,

The Acting Principal Secretary, Ministry of Labour and Youth Development,
The Director, ILO Office in Dar-es-Salaam,
Representatives of the diplomatic and donor community,
Distinguished participants,
Ladies and gentlemen,

I am extremely pleased to be here at the national workshop on Promoting Women's Employment in the Context of Structural Adjustment in Tanzania. This forum provides an opportunity to bring to the forefront of national debate the important issue of gender dimension in the context of the social consequences of structural adjustment policies. Indeed, it is an opportunity to discuss the inter-relationship between three areas of ILO's concern - namely equality, employment and social dimensions of structural adjustment. It may not be out of place to mention that the present workshop and activities around it should be seen as one concrete initiative on the part of the ILO to promote broad-based social dialogue on the issue of structural adjustment. To my knowledge, this is the first national tripartite workshop on the issue of gender and adjustment in Tanzania.

Stabilization and structural adjustment policies date back to the early 1980s; and it soon became clear that these are not only macro-economic issues, but have important social dimensions in terms of their impact on employment, labour market, and incomes of individuals and households. The role and responsibilities of the ILO in regard to adjustment became a subject of intense debate in the early and mid-1980s. A consensus, however, emerged that the ILO had an important and legitimate role to play in monitoring the social consequences of adjustment, and where necessary in voicing its concern about such issues. The activities undertaken by the ILO in pursuance of this role include: (i) a high level meeting, held in 1987, on employment and structural adjustment with focus on employment, poverty and the special role of ILO; (ii) tripartite symposia in Africa (in 1993) and Latin America (in 1991) on structural adjustment and employment and a regional seminar on social dimensions of economic reforms in Asia in 1993; (iii) discussions on structural adjustment at the 11th Asian Regional Conference and the 11th Advisory Committee on Rural Development (both in 1990); (iv) a project on structural adjustment and employment policies (implemented during 1992-93); (v) a programme on women's employment and SAP (currently under implementation - since 1995). A general conclusion that can be drawn is the following. While stabilization and structural adjustment policies are essential for the purpose of overcoming economic imbalances and achieving economic efficiency, they must also

promote the well-being and living conditions of the nation and its component groups. In other words, SAPs must produce socially defensible outcomes, enhancing opportunities for productive participation and access to incomes.

There are several ways in which SAPs can influence employment and poverty situation. First, stabilization often involves a reduction in aggregate demand and a slowdown of economic growth which in turn can adversely affect employment. Second, privatization and restructuring of public sector are often important components of SAP. And to the extent public sector enterprises are over-manned, the immediate consequence of such policies may be retrenchment of a part of the workforce. Third, SAP often involves opening up of economies to external competition; and enterprises which are unable to meet this challenge are likely to face extinction (unless of course the reforms are sequenced in such a way as to prepare domestic enterprises for facing external competition). This, in turn, can lead to a loss of jobs, at least in the short run, although new jobs may be created later when economic growth resumes and new enterprises come into existence. Fourth, stabilization may involve reduction in allocations for social sectors, e.g., education, health, sanitation, water supply, nutrition and social welfare for the underprivileged. Budgetary support for anti-poverty programmes and subsidies on food may also be adversely affected. All these may have adverse effects on the poverty situation.

Of course, SAPs may also have a positive impact on employment - at least in theory. First, a liberalized economy should create incentives for a rapid growth of exports: and to the extent a country's exports contain products with high labour content, employment can expand. Second, an open economy is likely to attract more foreign investment than an inward-looking economy. Third, privatization and restructuring of so-called 'sick' public enterprises can lead to release of resources for potential investment in other (presumably more efficient) sectors of the economy. Employment created in the process should, to some extent, at least, offset any loss of employment resulting from privatization.

The real life experiences with regard to the consequences of SAP have been quite mixed and varied. In Asia one can find success stories as well as mixed experiences with SAP. Indonesia, for example, is often cited as a success story where economic growth was strengthened, non-oil exports increased, employment expanded and poverty declined. The case of India is, however, mixed. The stabilization phase is cited as a success since growth and macroeconomic stability were resumed fairly quickly. Both exports and foreign direct investment registered healthy growth. But the performance of the economy in terms of employment generation is less clear than the GDP growth performance. Employment in the organized sector did not register any increase during the period of SAP. There has thus been a tendency towards informalization of employment. Privatization and restructuring of the public sector have resulted in short-term job losses in both Bangladesh and Pakistan. Gain in employment through increased investment does not seem to have materialized yet.

While the Asian experience with SAP has been mixed, the experience of Latin America has been rather negative. In the 1980s, most Latin American countries experienced widely fluctuating growth rates and did not succeed in controlling inflation. Also, regular wage employment and average real wages declined. Although the rates of open unemployment

declined only slightly, underemployment increased very substantially as a result of the inevitable growth of informal sector and casual employment. Living conditions, in general, worsened. The experience of sub-Saharan Africa has been similar, or perhaps worse. Economic growth was adversely affected - leading to increased open unemployment, increased informalization of the economies and drastic declines in real wages. In Tanzania, for example, SAP in its initial years, did not fully succeed in either reducing fiscal deficit or resuming economic growth. Only in the last one or two years have GDP growth rates exceeded population growth rates by significant margins. Formal wage employment in both agriculture and manufacturing declined. While the share of public sector in formal sector employment has declined since 1985 (with a corresponding increase in the share of private sector), the programme of privatization is yet to show success in terms of increased efficiency of the privatized units - although there are a few successful cases. Thus, the full potential of SAP in terms of higher and more efficient economic growth is yet to be attained.

During the early and mid-1980s, discussions on social dimensions of SAP did not pay any particular attention to possible differences in impact on various groups of people within a country. However, the possibility of gender differential in the social consequences was soon noticed as a real one. While the basic logic behind SAP is that free play of market forces will help an economy move to an efficient growth path, the result of unfettered operation of market forces may not always be equitable - especially in economies suffering from disadvantages arising from a variety of structural constraints. Women constitute one such group. The structural constraints they face include the social environment dominated by patriarchy, legal frameworks which are not completely gender-neutral, and unequal access to education and skill training. With lower average levels of education, women are likely to benefit less from the positive effects and suffer more from the negative effects of SAP. The situation may get compounded due to the particular social environment mentioned above. Similarly, since women are more likely to be in low productivity activities, they are also likely to be more adversely affected in a competitive environment - unless of course special measures are taken to enable them to face such an environment. In the specific context of Africa, commercialization of agriculture may tend to displace women from their land. On the positive side, women may benefit from low-skill jobs created as a result of SAP, although those may be jobs characterized by poor working conditions and flexible/adverse terms of employment.

A study on India does, indeed, predict that in the post-SAP period the bulk of female employment will be in the informal manufacturing and service sectors. An empirical study shows that the recent growth of female employment may have been in low-paid service sector jobs. Also, casual wage employment of women accounts for a substantially higher proportion of their employment in the post-SAP period. One positive aspect of the Indian scenario on female employment is the decline in the incidence of unemployment of the educated; during the post-SAP period, this decline has been faster for females.

Examples of increased employment of women following economic reforms are provided by Bangladesh and Sri Lanka. In both countries, large numbers of women found employment in export-oriented labour-intensive industries which registered high growth in the post-reform period. However, women are by and large employed in low-skill jobs, usually non-unionized,

and suffer from adverse working conditions (e.g., low wages and long working hours). It also needs to be noted that in Sri Lanka reform measures did have an adverse effect on female employment. For example, certain traditional industries, e.g., handlooms, coir and pottery suffered heavily during the early years of reforms; and those were the sectors where women were engaged in large numbers. Also, employment rationalization under public sector restructuring had adverse effects on employment of educated women because the government had traditionally been a major employer of female labour in the professional and service categories.

In view of the type of experiences I have recounted, the possibility of adverse social consequences of SAPs is by now widely accepted. The need for specifically addressing the gender dimension in this context is also recognized. Hence, while accepting the need for structural adjustment, the ILO does not readily accept the presumption that social costs will be insignificant or unavoidable. Given the strong value which the ILO places on social justice and basic worker rights, the ILO would be cautious where the interests of the socially disadvantaged are at stake. Therefore, an ILO approach to structural adjustment would include the following:

- (i) It is necessary to integrate, from the outset, social policies including employment and poverty alleviation, into the design of economic reform.
- (ii) The social safety nets should not be aiming only at providing short-term compensatory relief to selected target groups, but also at policies and programmes for employment and income generation leading to long-term sustainable solutions.
- (iii) A related point is that the promotion of social justice, especially through the respect for International Labour Standards, should be accepted as a binding constraint in the design and implementation of adjustment programmes.
- (iv) It is essential to promote a national consensus on SAPs, with full involvement of social partners. Experience has shown that adjustment is a complex and painful process; and unless there is broad consensus on the main issues and strategies involved, the social sustainability of the process and its success cannot be guaranteed.

While policies must be formulated and implemented with due regard to individual country specific situations, in this age of interdependence and globalization the global realities and their implications cannot be ignored. First, the conclusion of the Uruguay Round and the creation of the World Trade Organization have resulted in a new world order of trade flows. And this, in turn, means opportunities as well as challenges. Second, several major international conferences, e.g., the Rio Conference on Environment in 1992 and the recently-held special session of the United Nations General Assembly taking stock of the progress since 1992, the World Summit on Social Development held in 1995, the Fourth World Conference on Women held in 1995 and the second World Conference on Human Settlements held in 1996 provide one with guidelines and framework for action in a range of fields including employment, poverty and women in development.

While the world is preparing itself for the twenty-first century, it is important for individual countries like Tanzania to try to maximize their gains from the process of globalization, and at the same time ensuring social justice and maintaining social cohesion. This basic premise may provide an important backdrop to a discussion of policy formulation.

I must mention, however, that the concern for women's employment in the context of SAP should not remain confined to protection of women from possible adverse effects. One should also look at areas of growing economic opportunities resulting from SAP and ways in which women can benefit from such opportunities. In that context, it would be important to undertake policies and action programmes towards creating an enabling environment for providing women with access to necessary education, skill training, and labour market information.

I am aware that a number of in-depth papers providing country level details on women's employment in the context of structural adjustment in Tanzania, have been prepared for the present workshop. I did not want to pre-empt free and frank discussion on the papers by quoting from them. While I look forward to fruitful discussions, I am quite confident that the workshop will result in concrete strategies and action programmes for safeguarding and promoting women's employment in a period of structural adjustment.

Thank you for your attention.

**Speech by Hon. Nassoro W. Malocho (Mp),
Minister of State, Planning and Parastatal Sector Reform
at the Closing Ceremony of the
Workshop on Women's Employment Promotion
in the Context of Structural Adjustment in Tanzania
Delivered At White Sands Hotel, 1st August, 1997**

Workshop Chairperson
Workshop Participants
Invited Guests
Ladies and Gentlemen

Madam Chairperson, I feel very much honoured to have been invited to come and say a few closing remarks to this very important national workshop on promoting Women's employment in the context of structural adjustment programmes in Tanzania.

I have been informed that the workshop has brought together representatives from key institutions i.e., the Government Ministries, Employers' Association, Workers' Organizations, Women's grassroots level organizations, NGOs, Research and Training Institutions, UN Agencies and the donor community to discuss and deliberate on major issues regarding women in development in the country and in particular, the issues, on promoting women employment, and hence their economic empowerment. Specifically, the objectives of the workshop have been:

- (i) to provide a national forum to discuss the issues of gender differentiated impact of the structural adjustment programmes so as to sensitize macro economic policy formulation; and
- (ii) to formulate a national plan of action to address women's employment promotion within the context of the structural adjustment programmes through national consensus building based on tripartite consultation.

The workshop was expected to have achieved two concrete results:-

- (i) to increase workshop participants' understanding of the nature and scope of the impact of SAPs and the process of change in women's employment and welfare; and
- (ii) specific recommendations and implementable plans of action for solving the existing problems of women workers in different sector of the economy i.e rural, private, public and informal sector.

Madam Chairperson, this workshop could not have been organized and held at a more opportune time than this. This is so because since the country began to implement SAPs since 1984 we have witnessed gains and losses, with losses outweighing gains in as far as women's

employment is concerned. All these gains and losses have been well documented and, I believe, thoroughly discussed by the workshop participants during the last three days.

First, retrenchment of employees in the government, the parastatal and the private sector (because of technology improvement in order to improve competitiveness) has affected clerical, low skills and administrative jobs. Women tend to be the majority in these types of jobs. It is very likely that they have been affected more than men.

Second, privatisation of the parastatal sector has also entailed loss of jobs, particularly for unskilled and semi-skilled jobs. Since women are likely to be more in these jobs than men, this aspect of the economic reform programme is likely to have affected women more.

Third, liberalisation of the domestic and foreign trade has opened up chances for everybody with start-up capital to engage trade. Since most women have traditionally had no access to family income, they have started at the losing end. Trade liberalisation has benefited men more than women.

Fourth, removal of subsidies to agriculture in particular, price decontrol and cuts in expenditures on social services has affected the small operators. To all purposes and intents, women have belonged to this category of operators.

Fifth, shortage of credit and financial credit squeeze has affected adversely women and rural based populations. Rural women have been affected much more because the chances for an independent income (through wage labour, for example) are much more limited in the rural areas.

Sixth, because of lack of start-up capital, women in both the urban and rural areas have not been able to join the dynamic informal sector. The emergence of the informal sector which is a result of SAPs has not been of significant benefit to the women.

Seventh, inflation which has remained high during the period of implementing SAPs has been the cause of serious erosion of purchasing power for low income groups which include women. Because of erosion of purchasing power women have had to work harder and for more hours in order to be able to feed their families.

Madam Chairperson, all in all, implantation of SAPs in Tanzania has witnessed: the small and inefficient operators being squeezed out; a shrinkage of employment in the formal sector with the unskilled and semi-skilled being the most affected; the rise of the informal sector under the control of the relatively well to do; and an increase in working time for the low income groups to sustain their levels of incomes. It is largely women who have borne the brunt of SAPs in the country.

Madam Chairperson, the Government has not been sitting helplessly by, watching these events unfold. In the preamble to the National Employment Policy the Government has observed that the rapid growth of the labour force and the inability of the economy to generate enough jobs for youth, WOMEN, retrenched public sector employees, the disabled and others,

is a "time bomb" which, if left undiffused, could explode and shatter the peace and unity the country has been enjoying since its independence.

So far the Government has taken several steps to deal with the plight of those who have been negatively impacted by the implementation of the SAPs, who include women. In 1994 the Government launched the National Programme of Action for Sustainable Income Generation and Women Employment Promotion. The main features of this programme are:

- (i) it aims at generating and raising substantially incomes in both the urban and rural areas. (The project has started being implemented in DSM, Zanzibar, Earache and Mwanza, and later to spread to other areas);
- (ii) it is sensitive to the gender needs of urban and rural women and it ensures that a fair share of income generating opportunities go to women;
- (iii) there is a plan for women's micro-enterprise project with the following objectives:
 - . to assist women operators in the informal sector through training in technical and management skills;
 - . to increase the ability of women to have access to credit; and
 - . to increase employment opportunities for women in the informal sector

Madam Chairperson, other measures which the Government is committed to implement in order to improve their employment opportunities include:

- (i) eradication of discrimination on the basis of gender in places of work;
- (ii) economic empowerment of women and poverty elimination;
- (iii) through training, to support and build women entrepreneurial skills and management capabilities; and
- (iv) last but not least, the Government created during the financial year 1994/95 the Women Development Fund worth Tshs. 500 million, which is a revolving fund.

Madam Chairperson, it is my hope that this workshop has been attended by many planning officials from the Planing Commission (the headquarters, Ministries and regions). These are the ones who carry out day-to-day planning. They need to be gender conscious in their planning activities. And they are the ones who will take up for implementation your plans of action, which is one of the expected results of this workshop. On behalf of the Government and on my own behalf, I would like to assure you workshop participants that your recommendations will be taken up by the government for action.

Finally, Madam Chairperson, allow me to say a word of thanks, on the behalf of the Government of Tanzania, to the UN system in Tanzania and to the ILO in particular for funding this very important workshop. Without their financial assistance, and given the

Government's weak financial situation, it would not have been possible to have it. With these remarks, I would like now to declare your workshop officially closed.

I thank you all for listening to me.

**Promoting Women's Employment
in the Context of Structural Adjustment in Tanzania
30 July-1 August, 1997**

Whitesands Hotel, Dar Es Salaam

**Statement at the Panel Discussion by
Mrs A. V. K. Mmuni, Ag. Principal Secretary
Ministry of Labour and Youth Development**

1. Introduction

Tanzania is mainly an agricultural country whereby the women count for about 51% of the population. Agricultural activities rely heavily on women. Available statistics indicate that over 97% of women work in agricultural related activities in the rural areas.

Women labour is characterised by several factors:-

- Low levels of education and skills
- Excessive workload especially in the rural areas restricts women to be available for other productive work etc.
- Their participation is also restricted by some discriminative legislations.

A number of policies were passed which tended to regulate the imbalances but unfortunately these did not reflect the gender issues at stake. The Labour Laws for example is one of the areas which deny women their rights in some areas. I am glad to mention here that our Ministry has taken cognizance of this shortcoming and has reviewed all the laws accordingly with the aim of amending them.

2. Women's Programmes

One of the main functions of the Ministry of Labour and Youth Development is to ensure better management of the human resources in productive activities, promotion of productivity and social security as well as coordination with other related authorities. By so doing the Government encourages the undertaking of special programmes which are geared towards reducing the workload of women, creation of income earning opportunities and creation of social awareness.

A number of measures were recommended which included for example:- The setting up of a tripartite task force on women employment for which we can proudly say this meeting is a result of the implementation of the recommendations. From the several studies that were undertaken, it was revealed that on employment field, women were adversely affected. So any policy proposals had to take into consideration the disadvantaged position of women.

In 1993 at the request of the government the ILO fielded a mission which later on produced a report:- "Tanzania meeting the Employment challenge". In the report the situation of women employment was made explicit and the need for specific measures to be undertaken was expressed.

Women are constrained both in participating in the economic activity effectively and sharing the resulting benefits it was concluded in that report.

In order to empower women it was proposed to provide micro-credit assistance to women:

- reducing workload through improved technology in labour intensive tasks;
- increasing women's technical and managerial skills; and
- increasing women's participation in decision making.

These measures however should be complemented by specific employment related policies. One of such policies is the National Employment Policy.

3. The National Employment Policy

The Cabinet endorsed a National Employment policy in April this year. Objectives and targets of the Employment Policy include:-

- Creation of an enabling environment which will facilitate people without employment to be self-employed; and
- Encouraging and emphasizing the importance of involving the vulnerable group in all the employment programmes.

The employment policy looks at women as a vulnerable group and as such requires special programmes to be initiated and strengthened with the objective of enabling more women to be employed.

The strategy for promotion of employment for women will include:-

- strengthening and expanding the credit fund for women;
- removing laws which discriminate against women such as land ownership, and inheritance laws etc;
- emphasizing development and use of appropriate and simple technologies which lessen the burden of work for women and thus reducing the domestic burden; and
- encouraging self-employment for women.

4. Programmes Implemented Under the HRDA

In the course of implementing the Human Resources Deployment Act of (HRDA) 1983, the Ministry of Labour implemented a number of projects which also wanted to address the imbalances between the disadvantaged groups in the employment field. These programmes had to address issues such as lack of credit for the target groups, employment creation opportunities, legal and regulatory constraints etc. Due to problems of employment growth in the formal sector, special consideration was given to exploring the informal sector potential.

Informal Sector Programmes

The informal sector has a limited ability to create employment opportunities. The ability of the formal sector to create employment is directly related to the performance of the economy similarly, the public sector's ability to create employment is also limited. The situation has in the short term been made worse by retrenchments and restructuring of the civil service.

Realizing the limitation of the formal sector in creating employment opportunities, the government has designed and implemented employment creation programmes in the informal sector. These programmes include:-

Informal Sector Credit Programmes.

The government through donor funding implemented credit schemes aimed at promoting income generating self-employment micro enterprises. Some of the schemes are Rural Youth Training and Employment; Tanzania Youth Development Foundation, Poverty Africa, Credit Schemes, Presidential Trust Fund, Pride Africa, etc. Most of these programmes reached at a phase, whereby they could not continue without additional support. Similarly, expansion to other areas is limited by the lack of money.

Informal Sector Training Programmes.

Corresponding to the credit programmes, the government with donor funding is running training programmes whose objective is to improve the performance of entrepreneurs in the informal sector, an example of such programmes is the Centre for Informal Sector Promotion (CISP) in Moshi.

The skill training programmes are fairly successful.

But like the credit programmes, the expansion and consolidation of the training programmes is limited by the lack of finances.

5. Future Employment Creation Programmes

The government is aware that the formal sector for now and the intermediate future has limited capacity to absorb the large numbers of new entrants into the labour market. While the formal sector is being developed through the economic restructuring programmes, attention is also being directed at promoting employment in the informal sector.

As part of the efforts to promote self-employment in the informal sector, the government with funding and technical support of the UNDP has initiated a National Income Generating Programme. The programme will operate on a pilot basis in three regions in Mainland Tanzania i.e. Mwanza, Arusha, Dar es Salaam and In Zanzibar.

The limited coverage of the NIGP and its pilot nature compels the government to seek the assistance of donors to formulate and/or expand employment creation programmes. The ongoing employment creation programmes that the government is currently implementing with donor support need to expand rationally, so that they reach a large number of beneficiaries, and access to a wider area.

6. Action to be Taken in the Future

While the government would like to get all employment creation programmes expanded throughout the country, it is also aware that the expansion programme has to be rationalized to avoid duplication and conflicting approaches and methodologies. To avoid that problem an examination of the sector in general and the employment promotion programmes in particular should be done. One of the major outcomes of the analysis should be the formulation of an Employment promotion programme that builds on existing programmes for expansion into other geographic areas.

7. Conclusion

The Ministry of Labour will take into consideration the concerns that were raised by the Beijing Platform of Action which concern us, such as revising all discriminative laws and having positive ones enacted. We have gone to a great extent in that direction as I had mentioned earlier on:-

- To empower women to produce and own the products of their labour by creating more employment opportunities for women; and
- To develop a data base for women and gender desegregated statistics. This is an area of our concern since we want to know how the human resources are being deployed and utilized. This work will be undertaken in collaboration with other relevant authorities.

**Promoting Women's Employment in the
Context of Structural Adjustment in Tanzania
30 July - 1 August, 1997**

**Views, Issues and Strategies
Tanzania - Zanzibar Experience**

Statement at the Panel Discussion by Mr. Mapuri, Labour Commissioner

1. Introduction

Being a part of the United Republic of Tanzania, Zanzibar can not be excluded in the Structural Adjustment Programme. SAP's strategies started in the early 1980's when diversified economy policies were launched. In the diversification of her economy, Zanzibar declared the following strategies:-

- (a) Introduction and promotion of tourism sector;
- (b) Liberalization of the economy whereby private investment is freely allowed for both local and foreign companies;
- (c) Informal sector development;
- (d) Selling the loss-making parastatal organizations; and
- (e) Development of agriculture.

Women's employment in Zanzibar can be explained in the above mentioned sectors. Women, being a majority in the country provide considerable contribution in the economy. They participate more in agriculture which is completely yet to be developed; in the informal sector of which their products face market constraints due to in-competitiveness to the imported goods. The introduction of privatization programmes has assisted women to get wage employment. Many women are getting employment in tourism sector although in the low level designations (ranks). In the public sector, women are mostly employed in clerical duties (also low ranking). We can quantify the employment situation in Zanzibar through the Labour Force Survey conducted in 1992. According to that survey, 292,530 are economically active people from 363,959 people surveyed. The total women in employment were 141,768. According to informal sector survey conducted in 1990 women employed in informal sector are 45,407 and outnumber men who are 44,320.

2. The Current Development Towards Women

The Zanzibar Revolutionary Government is trying its best to involve women in the economic development, the very recent action is the enacting of the Employment Act for the Private Sector, 1997. In this legislation women are provided with enabling environment for employment in the private sector. The act prohibits sexual harassment, men favouritism and any kind of sexual discrimination at work. The Act provides for better working conditions for women, inclining health and safety, maternity protection and many other for the safety of women at work.

3. Constraints Hindering Women's Employment

- (a) The Education and Training System has not yet catered much for women. Still, very few women enter high schools and universities. But this is still attributed to the social values and customs due to which early marriages for many rural women are very much practised. The training system is not yet encouraging and facilitating women to learn the modern technology
- (b) Poverty: Most of women in Zanzibar reside in rural areas where they perform undeveloped agricultural and other informal sector activities. Also, those who are in towns operate petty business and they suffer from market problems. So, most of women are very poor and this reduces the economic performance.

4. Strategies to Promote Women's Employment/Recommendation

In order to promote women's employment in Tanzania the following should be re-considered.

- (a) Change the education system and make women participate more in higher educational/academic institutions;
- (b) The education and training system must be in line with the current economic policies and trend;
- (c) Women, particularly rural women should be socialized with the current development, training to rural women;
- (d) Women to be educated to know their rights;
- (e) Informal Sector should be promoted by giving support to women's activities, for them to provide durable goods and better services.
- (f) Enabling environment should be enlarged to enable them to operate successfully; and
- (g) All kinds of barriers pertaining to the informal sector operators be removed to make them progress in the economic trends.

5. Conclusion

The programme of action for promoting women's employment under the assistance of ILO should extend to Zanzibar since the problems of Tanzania Mainland and Zanzibar concerning women's employment are resolvable in one way or another.

**Promoting Women's Employment in the
Context of Structural Adjustment in Tanzania, 30 July - 1 August 1997**

**Statement at the Panel Discussion by Mrs. Joyce Gondwe
Councillor-The Association of Tanzania Employers (ATE)**

1. Introduction

The Association of Tanzania Employers which has been in existence since 1960 is an umbrella organization which protects the interests of employers in Tanzania mainland. Its current membership is about 800 employers employing i.e labour force of about 250,000. Membership of Association includes both Public and Private.

The Association in conjunction with AD and the Ministry of Labour and Youth Development constitutes one of the pillars of tripartism in Tanzania. As a part of tripartism, one of the issues of concern is employment policies.

2. Functions

The Association's main role is to defend the rights and interest of employers either on an individual basis or in a representation form within the context of structural adjustment. The Association has provided advice to members on how they can implement the package of policies fairly and without contravening the existing laws. Whenever a member has carried out labour force reduction through retrenchment the Association has provided members with approaches on how to effect such measures without favouritism. As a tripartite partner the Association consults with the other social partners in the following areas:

- (i) Interpretation of labour laws and regulations governing employment including, the security of Employment Act and other employment ordinances;
 - (ii) In consultation with the social partners the Association has contributed to proposals in reviewing labour laws;
 - (iii) In Education and Training the ATE plays a role in the management of the Vocational Education Training Authority in which the act establishing the Authority requires every employer employing more than 4 people to contribute a training levy of 2 percent of the wage bill on a monthly basis towards the provision of Vocational Education. ATE is represented on the VETA board so as to oversee the proper utilization of members levy contributions which account for 60% of the funding for VETA; and
 - (iv) ATE is also represented in the minimum wage Board which sets Minimum wage of employees in the formal sector both urban & rural.
3. ATE plays a proactive role through organizing forums and workshops to discuss topical issues of social economic nature which affect members.
 4. With shrinkage/reduction of employment in the public sector with SAP, due to divestiture of the organisations and their total closure, there is a need to do the following:

- (i) For both the private sector and the Government to commit to conducting training for women to elevate their skills capacity to face/meet the challenges of the liberalized economy;
- (ii) Provide material/financial support through credit facility to enable women establish their own small scale enterprises which are self-sustaining;
- (iii) Provide day-care facilities to release women to be engaged in fruitful employment/activities without worrying about their multiple roles.

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**Statement at the Panel Discussion by Mrs. Halima Kasungu, Gender Co-ordinator
Tanzania Federation of Trade Unions (TFTU)**

The trade union movement in Tanzania dates back to 1956 when Tanganyika Federation of Labour was started. From that time onwards the trade union has undergone structural changes according to the changes in political movement. That is, TFL became a party organ in 1964 - NUTA National Union of Tanganyika Workers, a multi-ethnic trade union system of JUWATA and AD. But with multiparty democracy, the trade union movement has also undergone democratic changes with the initial founders of eleven (11) Unions, namely:

- (i) TPAWU - Tanzania Plantation and Agricultural Workers Union.
- (ii) TUICO - Tanzania Union of Commerce and Industries
- (iii) COTWUCT - Communication and Transport Workers Union
- (iv) TALGWU - Tanzania Local Government Workers Union
- (v) CHEODAWU - Conservation Hotel Domestic and Allied Workers Union
- (vi) TASU - Tanzania Seamen Union
- (vii) RAAWU - Research and Academic Workers Union
- (viii) TUGHE - Tanzania Union of Government and Health Employees
- (ix) WT/TTU - Tanzania Teachers Union
- (x) TRAWU - Tanzania Railway Workers Union

With the formation of these unions, also gender/education coordinators are in place to raise and train on the issues of women workers' rights at the federation level.

Employment creation is important to trade unions, because workers' rights and trade union strength are derived from workers as members.

The trade union mission is workers welfare. Several initiatives have been started:

- (i) Employment creation - woman credit programmes in plantations;
- (ii) Education and training on gender and women workers issues in the world of work;
- (iii) Organizing woman committees as an advocacy to fight for their rights through collective bargaining agreements, workers councils and decision making machineries;
- (iv) Affirmative action policies on representation from field branch to national level decision making machineries of the trade union movement;
- (v) Policies on women's participation, sexual harassment, equal opportunities in recruitment, training and promotion and gender and women issues in collective bargaining agreements (CBA); and
- (vi) Production of training materials on women workers and gender issues in the world of work.

These are but a few activities initiated by the trade unions. Resources are scarce but we believe ILO can come in now at this time of need to rally in order to help the trade union movement to reach workers in all corners for recruitment, organizing them and also educating them on their rights.

From a Trade Union perspective on macro - economic policies the following should be considered or taken in a board discussion, and programme formulation in order to redress the situation.

Conditionalities of SAP:

- (a) Devaluation - when the currency is devalued, imported products cost more in terms of Tshs. This would have been positive if we had lots of products to exports.

In terms of living wage, the majority of Tanzanians are living below poverty line and more so workers are paid from 17500 - 30,000/= in the private sector. Beyond that it depends on the strength of trade unions to bargain. But have unions really bargained successfully to a living wage? We are yet to hear of such successes. So this workshop must come up with strategies to address this, if we are to promote employment.

- (b) Liberalization of Trade - when you liberalize, you open up the market for all kinds of imports from efficiently run economies. They are cheaper than the local products, so there would be a negative effect on industries, since a lot of them collapse and hence unemployment and subsequent crimes and instability.

Overall, there is need for the tripartite machineries to be strengthened by including gender experts and also made functional to enable the social partners to have a say and an impact on making decisions which affect workers.

Secondly, there is urgent need to revive the employment agencies (labour bureau) for information dissemination and counselling on employment related issues.

In order for this to happen, the trade union act of 1964 should be revised and trade unions registered to enable them operate and bring about workers development.

An equal opportunity and Treatment policy/legislation on Employment is necessary to bring about promotion of women's Employment.

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**Statement at the Panel Discussion by
Theonestina Kaiza- Boshe,
NGO Liaison Officer/Gender Coordinator,
World Bank Resident Mission in Tanzania**

**Honourable Guest of Honour
Distinguished Guest,
Ladies and Gentlemen,**

On behalf of the World Bank, I would like to thank the organizers of this workshop for inviting the World Bank to participate in the workshop and give a statement on women's employment issues as they relate to Structural Adjustment in Tanzania. As a financial and development institution, we are very much interested in the socio-economic implications of the SAPs and the efforts being made to minimize any adverse impact. We therefore congratulate the organizers of the workshop for organizing a forum to share views and experiences on an important intervention strategy for women's employment promotion. However, before I share our views on women's employment issues with respect to the SAPs, I should like to use the opportunity to make a distinction between the World Bank and the International Monetary Fund, as the two institutions seem to be mentioned together in discussions such as what we are about to hold.

Madam Chairperson, the International Monetary Fund (IMF) is an international financial institution concerned with fiscal and monetary policies, that is: the "demand" side of the economy; whereas the World Bank deals with the "supply" side of the economy. That is, the World Bank is concerned with how the various economic agents respond to changes in the macro-economic environment. Thus, though IMF and the World Bank are sister institutions, created together at the Bretton Woods Conference in 1944, they are different organizations with different mandates.

Having made a distinction between IMF and the Bank, I should now like to make a clarification on the World Bank's role in Government policies and programs. Madam Chairperson, the Bank's role is to support Government policies and programs; and not to manage them. Thus, the Bank's program for Tanzania, as it is for any other client government, starts as gender-neutral. If gender biases emerge from SAPs, this is due to the administration of the programs, rather than their design.

On Structural Adjustment, Madam Chairperson, we would like to call the attention of your workshop to the fact that SAP means fundamental changes in the incentives for investment, production, and consumption for ALL economic agents in the country. As some of you may already know, the most affected party in the short term will be the Government, since the intention of SAPs is to reduce the role of government in the economy to what it does best. These include law and order, macroeconomics management, provision of effective and regulatory frameworks for investment, provision of adequate infrastructure (particularly roads, rural water), and investment in human capital, education and health.

Madam Chairperson, when this is done, the role of government in relation to the private sector changes; and latter then becomes the engine of growth.

Composition of Working Groups

Group I: Macro economic Policies

1. Dr. G. D. Mjema
2. Dr. Rizwanul Islam
3. Mr. Kasilati
4. Ms. L. Mkurasi
5. Mr. M. K. Mfunguo
6. Ms. Khanifa Karamagi
7. Ms. J. F. Bitegeko
8. Ms. K. Amani
9. Ms. M. S. Rusimbi
10. Ms. P. Mtambalike
11. Ms. K. D. Bandawe
12. Ms. T. Kaiza-Boshe

Group II: Public Sector

1. Dr. Kaijage
2. Dr. Musonda
3. Ms. Joyce Kafanabo
4. Mr. Joyce R. Gondwe
5. Ms. M. P. Banyikwa
6. Ms. I. S. Killo
7. Ms. Grace Mwakilufi
8. Ms. W. Koroso
9. Mr. M. S. Renatus
10. Mr. Peter C. T. Mayeye
11. Ms. Mary Jibrea

Group III: Private Formal Sector

1. Dr. R. Meena
2. Mr. Msola
3. Mr. Andrew Mwalongo
4. Ms. Eline S. Sikazwe
5. Ms. Getrude Mpaka
6. Ms. A. Mmuni
7. H. M. Chamzimu
8. Ms. Esther P. Mkwizu
9. Ms. Namsifu Nyagabona
10. Ms. Ophelia Mescarenhas
11. Ms. Mary Hungu
12. Ms. M. E. Sila

Group IV: Urban Informal Sector

1. Prof. B. Koda
2. Dr. Luvanga
3. Ms. H. Wakati
4. Mr. Iddi Ramadhani Mapuri
5. Ms. Cellina Wambura
6. Ms. Lidey Kibona
7. Ms. Halima Y. Kasungu
8. Ms. Halima Mohamed
9. Mr. Benjamin Mkomolla
10. Mrs. Agnes Mgaya
11. Ms. Naoko Otobe
12. Ms. Flora N. Minja

Group V: Action Plan for Promoting Women's Employment: Rural Sector

1. Prof. M. Mbilinyi
2. Ms. Phillipina Moshia
3. Mr. Bernard Msekwa
4. Ms. Rahma Ali Khamis
5. Ms. Safina B. Bwelei
6. Ms. Salome Kang'wezi
7. Mr. Ali S. Salim
8. Ms. Grace Mafwenga
9. Ms. K. Hailu
10. Ms. T. Msaki

**National Workshop on Promoting
Women's Employment in the Context of
Structural Adjustment in Tanzania
30th July - 1st August, 1997**

	<u>Title</u>	<u>Organization</u>
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1.	Mrs. A. Mmuni Ag. Principal Secretary	Ministry of Labour and Youth Development
2.	Mrs. Rahma Ali Khamis Director	Ministry of State Women and Children - Zanzibar
3.	Mr. Iddi Ramadhani Mapuri Commissioner of Labour	Labour Dept. - Zanzibar -
4.	Ms. Cellina Wambura Assistant Director	Civil Service Depart.
5.	Ms. Khanifa Karamagi Principal Trade Officer	Ministry of Industries and Trade
6.	Ms. K. Amani	Planning Commission
7.	Mrs. Grace Mwakilufi Planning Officer	Ministry of Works
8.	Mr. Peter C. T. Mayeye Asst. Government Statistician	Central Bureau of Statistics
9.	Mrs. Getrude Mpaka Assistant Director	Civil Service Department
10.	Mrs. Lidey Kibona Community Development Officer	Ministry of Community Development Women Affairs and Children
11.	Ms. I. S. Killo Ag. Labour Commissioner	Ministry of Labour and Youth Development
12.	Ms. J. F. Bitegeko Ag. Commissioner of Planning	Ministry of Agriculture and Cooperatives
13.	Ms. T. Msaki Agriculture Economist	Ministry of Agricultural and Cooperative
14.	Mrs. Eline S. Sikazwe Principal Industrial Economist	Ministry of Industries and Trade
Employers' Organizations		
15.	Mrs. Joyce R. Gondwe Manpower Development Manager	National Milling Corporation
16.	Mr. Mark K. Mfunguo Training Coordinator	ATE
17.	Mr. Andrew Mwalongo Administrative Manager	Fahari Bottlers

		Title	Organization
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19.	Mrs. H. Wakati	Secretary	TCCIA
20.	Ms. M. P. Banyikwa		TARAZA
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22.	Mrs. Phillipina Mosha	Project Coordinator	TPAW
23.	Mrs. Halima Y. Kasungu	Gender Coordinator	Tanzania Federation of Trade Unions (TFTU)
24.	Mr. Msola	Worker's Participation	TFTU
25.	Mr. Kasilati	Economist	TFTU
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27.	Ms. Halima Mohamed	Chairperson	Juhudi Akina Mama - Namanga
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29.	Ms. Joyce Kafanabo	Project Manager	TPAWU/Women's Training and Credit Programme, Tanga
Women's NGOs and Activists on Women Issues			
30.	Mr. Ali S. Salem	Project Officer	Zanzibar Association of the Disabled, Zanzibar
31.	Ms. Winfrida Korosso	Head Legal Literacy Committee	Tanzania Women Lawyers Association (TAWLA)
32.	Ms. Pili Mtambalike	Secretary General	Tanzania Media Women's Association (TAMWA)
33.	Ms. Mary S. Rusimbi	Adult Educator	Tanzania Gender Networking Programme (TGNP)

		<u>Title</u>	<u>Organization</u>
34.	Mrs. Agnes Mgaya	Chairperson	Tanzania League of the Blind
Research Organizations, Training Institutions etc.			
35.	Mrs. Namsifu Nyagabona	Economist	SIDO
36.	Ms. Kate D. Bandawe	Director of Finance	National Provident Fund (NPF)
37.	Mrs. M. E. Sila	Commissioner for Finance and Human Resources	Tanzania Revenue Authority
38.	Ms. Flora N. Mina	Gender Coordinator	Vocational Education and Training Authority (VETA)
39.	Dr. S. P. Likwelile	Researcher	REPOA
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40.	Ms. Ophelia Mescarenhas	Gender Advisor	Embassy of Ireland
41.	Ms. Mary Jibrea	Programme Officer	DFID (ODA) - British High Commission
42.	Ms. Mary Ahungu	WID Advisor	Danish Embassy
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43.	Ms. Grace Mafwenga	Women Chairperson	Oxfam - Arusha
Bretton Woods Institutions			
44.	Mr. Festus Onusade	Resident Director	IMF - Tanzania
45.	Ms. Theonestina Kaiza-Boshe	NGO Liaison Officer/ Gender Coordinator	World Bank
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46.	Ms. Andrea Singh	Area Director	ILO Area Office, Dar-es-Salaam

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60. Prof. M. Mbilinyi	Professor	University of Dar-es-Salaam
61. Prof. N. Luvanga	Lecturer	University of Dar-es-Salaam
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63. Ms. Marcalle	Reporter	Radio Tanzania (RTD).
64. Mr. Daniel Mbega	Reporter	Mfanyakazi Newspaper
65. Ms. Jaina Msuya	Reporter	Mtanzania/Rai Newspapers -
66. Mr. John Ngahyoma	Reporter	Independent Television (ITV)

		Title	Organization
67.	Michael Udoba	Cameraman	ITV
68.	Oscar M.	Reporter	Dar Leo Newspaper
69.	Tragot Nkwama	Reporter	The Bridge News
70.	R. Kagamuri	Journalist	Majira Newspaper
71.	J. Zabhu	Photographer	Majira Newspaper
72.	T. Mweji	Photographer	The Guardian Newspaper
73.	M. Kimaro	Reporter	Nipashe Newspaper
74.	E. Maegga	Reporter	The Guardian Newspaper
75.	F. Simbeye	Reporter	The Guardian Newspaper
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