

TRADE UNION CONGRESS OF TANZANIA
(TUCTA)

WORKERS AND UNEMPLOYMENT.

*The paper presented at the Conference
on the State of Politics in Tanzania held at Nkrumah Hall
University of Dar es salaam from 19th – 21st July 2005.*

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DAR ES SALAAM.

1.0 HISTORICAL BACKGROUND OF TRADE UNION MOVEMENT IN TANZANIA.

Few years after independence in 1964 worker's organizations were placed under the control of the government. In view of this it may be argued that, the purported social security and other concerns by the state were at best half-hearted and at worst political and ideological control mechanisms over the working class.

The first thing that the government did in an effort to place working class organizations under its control was to curb what it thought was the obstinacy of the Tanganyika Federation of Labour (TFL). TFL had run into disfavor with the government for attempting, among other things, to assert the autonomy of the Trade Union Movement. The government resorted to the same authoritarian method of the colonial state to ensure that trade unions were under the firm grip of the state. Four pieces of legislation which had significant impact of the 'Trade Disputes (settlement) Act. 1962' which virtually abolished strikes by setting up a complex procedure for compulsory arbitration and settlement of labour disputes.

The second enactment was the Trade Union Ordinance (amendment) Act. 1962:2. this legislation made the continued legislation of any trade union subject to its being affiliated to federation of labour so designated by the state. The TFL was so designated. The law empowered the registrar of trade unions to cancel the registration of any trade union which, within three months of its registration failed to become a member of the designated federation. TFL itself was placed under the supervision and control of the state through the minister responsible for labour matters and the registrar of trade unions.

In 1962 amendment to the Trade Unions Ordinance was followed during the same parliamentary sitting by the enactment of the (Civil Service Negotiating Machinery) Act. 1962:3 The Act excluded all civil servants earning more than T.shs. 702 p.a. from becoming members of any Trade Union. This law was in essence aimed at undermining the leadership of the Trade Unions, for it was from the civil service that the movement's literate and articulate leadership came. And finally on the heel of this legislation came the preventive Detention Act. 1962 which empowered the President of the country to order the detention of any person who in his opinion was conducting himself in a manner prejudicial to the state.

The first victims of the detention law were the so-called stubborn leaders of TFL. It was clear that the government was looking for an opportunity to snuff out of the Trade Union Movement. Through legislative measures, the state assumed increasing control over the Trade Union Movement. In the work of the army mutiny of 1964, the state was given a pretext to kill whatever autonomy was left in the Trade Union Movement. TFL was banned and its leaders were placed in detention. The National Union of Tanganyika Workers (NUTA) establishment Act. 1964:4. normally abolished TFL and created in its place one Workers' union,

NUTA. It was made an affiliated Organization of the ruling political party, the Tanganyika African National Union (TANU). Top leaders of the new union were Presidential appointees. Throughout its life, the General Secretary of the union was also a Cabinet Minister responsible for labour matters. The so-called workers union was virtually a department of the government and was under complete control of the ruling political party.

Although NUTA was more less a department of the state, the union continued with the old tradition role of demanding higher wages and better terms of service for its members. In 1967, the state reacted against the tradition and tightened its control over NUTA.

The state enacted the Parliament Labour Tribunal Act. 1967:5. which set up machinery for controlling wage increases and provided for arbitration of industrial disputes. The establishment of the Parliamentary Labour Tribunal deprived NUTA in a subtle way of its last important role as a trade union in collective bargaining in respect of wage increases and better working conditions.

In 1977 following the merger of the ruling party in Tanzania mainland TANU and Afro-Shirazi Party (ASP) in Zanzibar to form one party CCM, JUWATA was then made a mass organization of the ruling political party under the name of 'Jumuiya ya Wafanyakazi wa Tanzania' (a Workers' Mass Organization Affiliated to CCM). JUWATA began to operate on the 5th February 1978. It lived for a year before it was accorded statutory effect to operate as a Trade Union.

The JUWATA Act. 1979:6. was introduced respectively. The Act was deemed to have come into effect on the 5th February, 1978. It was made the sole body representative of all employees in Tanzania. After JUWATA there came the organization of Tanzania Trade Unions Act 1991:7. Establishing the organization of Tanzania Trade Unions (OTTU) as the sole union representative of all workers in Tanzania. It consequently provided for the deregistration of JUWATA, the repeal of the Jumuiya ya Wafanyakazi Wa Tanzania Act. 1979. This Act made CCM cease to have JUWATA as a mass organization under the constitution of the party.

By the legislation of OTTU Act 1991 the government was trying to get free the workers. The top leadership of OTTU was obtained by the consent of the central committee of CCM in the sense that, those who wished to be the General Secretary of OTTU were to be screened by the Central Committee of CCM from among the member of the National Executive Committee of a CCM and their names brought before the OTTU Congress. Therefore the government through its party still exercised control over the Trade Union. The registrar who was the appointee of the President had powers to cancel registration of the Trade Union as per section 9 of the OTTU Act. 2: 1991.

However, the election of the top leadership by OTTU Congress was a sign that, some democracy was in the pipeline in the near future. More democratic procedures were made in 1995 when the top leadership of the union was elected without being screened by the central committee of the ruling party although Mr. Bruno Mpangala who again emerged as the winner was a member of the National Executive Committee of CCM. Suffice it to say that, other contestants were not members of the NEC. Departments under OTTU now become full fledged trade unions under the Tanzania Federation of Free Trade Unions: 8. However, TFTU had no legal status and so the Trade Unions under it continued to operate under OTTU Act. 1991.

The enactment of the Trade Unions Act. No. 10 of 1998 was an attempt by the government to implement ILO Convention No. 87 concerning Freedom of Association and the protecting of the Right to Organize and Convention No. 98 concerning the application of the Principles of the right to organize and Bargain collectively which were verified in 1998. also there was the need to implement as such in accordance with the Bill of Rights as contained in our constitution going by the ILO conventions (supra) the government has just tried to implement in a nutshell what is required of a trade union as per those conventions. The current Trade union Act. 1998 although trying to be democratic in the exercise of the workers to freely choose their leaders and the right to organize has still some shortfalls. The most notable shortfall is in respect of the tenure of office for the trade union leaders. While the period was five years in the former OTTU and JUWATA Acts the tenure now was three years.

The registrar who is a government employee is still given very big powers over trade union. Another weakness is the number of members who can form a trade union. At least twenty members can form a trade union as per section 8(1) (a) of the Trade Union Act No. 10 of 1998. As for the formation of a Federation two or more registered trade unions may form or create a Federation as per section 22 (1) of the same Act. The idea behind is to weaken the solidarity of workers and any made unions. The registrar has powers to cancel a pretext under section 15(1) of the Act. He can as well refuse registration of a trade union as per section 14(1) of the Act.

2.0 DEMOCRATIZATION OF THE TRADE UNION MOVEMENT IN TANZANIA.

2.1 FORMATION OF THE NEW SECTORAL TRADE UNIONS AND FEDERATION.

The Trade Unions Congress of Tanzania (TUCTA) was formed in 2001 under the Union Act No. 10 of 1998 after OTTU was dissolved.

TUCTA Affiliated Sectoral Trade Unions include the following.

1. Tanzania Teachers' Union (TTU)
2. Tanzania Union of Government and Health Employees (TUGHE)
3. Tanzania Plantations and Agricultural Workers Union (TPAWU)
4. Tanzania Seamens' Union (TASU)
5. Researchers, Academicians and Allied Workers Union (RAAWU)
6. Tanzania Union of Industrial and Commercial Workers (TUICO)
7. Tanzania Mines and Construction Workers Union (TAMICO)
8. Tanzania Local Government Workers Union (TALGWU)
9. Tanzania Railways Workers' Union (TRAWU)
10. Communication and Transport Workers' Union of Tanzania (COTWU T)
11. Conservation, Hotels, Domestic and Allied Workers' Union (CHODAWU).
12. Tanzania Union of Journalists (TUJ)

2.2 ROLES OF TRADE UNIONS IN TANZANIA.

- To promote workers rights and defend their interests,
- To improve the social and economic condition of workers by collective action through TUCTA and by promoting the interests of its affiliated National Unions specifically in securing improved wages, shorter hours of work and better conditions of service,
- To promote adequate arrangements for workers to participate in decision making at their work places through their respective unions,
- To ensure a Social Security Scheme is in place for the benefit of Tanzania Workers while at work and even after retirement,
- To ensure that rights and principles of democracy are implemented by the relevant bodies without discrimination, be it sex, race, belief or political affiliation,
- To promote, protect, strengthen and develop the cherished traditions and institutions of democracy and to secure fully the rights and liberties of Trade Unions,
- To encourage workers to register and vote in exercise of the full right and responsibilities as citizens in building democratic society,
- To represent workers in National and International bodies responsible for formulating and implementing policies with regard to Economy, Education, Welfare, Employment, Participation, Occupational Health and Safety and the like.

3.0 OPPORTUNITIES AND CHALLENGES FOR TRADE UNIONS IN TANZANIA IN ORGANIZING FOR MORE MEMBERSHIP

3.1 OPPORTUNITIES FOR ORGANIZING FOR MORE TRADE UNION MEMBERSHIP.

The Federation and its affiliates have the opportunity of holding the majority of organized labour. The center and its affiliates are recognized and work in collaboration with International Organization like ILO, ICFTU, SATUC, OATTU etc.

The Federation and its affiliates have recruited technocrats who have the ability in manning the Departments and Networks with other international organizations. These opportunities create a potential and prospective optimism on Trade Union Movement in Tanzania.

3.2 THE CHALLENGES.

The formation of OTTU and its affiliates and TUCTA and other unions took place at the time of implementing SAPS/Globalization policies/measures. The thrust of this exercise was to move away from a centrally controlled and state planned economy to a more market driven economy. This factor affected public expenditure patterns in favor of those sectors that were considered to have direct and short-term impact on production.

In a nutshell, SAPs/Globalization and the measures taken have had a lot of effects on the Trade Union Movement in Tanzania.

- (a) Loss of membership due to retrenchment of workers and anti-union sentiments on the part of the new employers.
- (b) Decreased revenue as a result of the above as well as due to considerable fall in average pay.
- (c) Failure to adequately protect workers' rights and interests as governments tend to side with the new investors so as to attract more foreign investments.
- (d) Marginalization of trade unions in major policy issues like adoption of SAPs and their associated measures (workers nor their unions were not consulted).
- (e) Erosion of trade union unity and solidarity.

All the above challenges aggravating difficulties of recruitment (increased trade union membership) due to destabilization of employment and its structures.

4.0 OBSTACLES TO ORGANIZE WORKERS INTO TRADE UNIONISM IN TANZANIA.

The main obstacle hindering the development of trade union membership is the effects/impacts of the current form of globalization. But globalization has just aggravated some of the internal weaknesses that trade unions in Tanzania had even before the current form of neo-liberal globalization. For quite a long time the unions directed their efforts at organizing the formal public sector that is now shrinking. They are now paying the price for having spent little effort in organizing the private sector and totally neglecting the informal sector.

There are many obstacles that hinder the development of trade union membership in Tanzania. They include the following:

4.1 SAPS/GLOBALIZATION.

4.1.1 Loss of membership:

SAPs and or globalization have led to privatization, retrenchment of workers and closure of some local industries/enterprises. All these have resulted in loss of Trade Union Members, both actual and potential.

4.1.2 Antiunion attitude amongst most of the new employers: Most of the new employers (Investors) are hostile to trade unionism and as a result they threaten to terminate or lay-off those employees who want to join trade unions. Some employers are also not willing or do not allow unions to call for and hold recruitment meetings at their work places.

4.1.3 New management tactics:

These include offering of individual contracts to some of the workers; by passing trade unions through quality circles and departmental meetings (modern human resources management) aimed at undermining the work of unions, the use of sub-contractors.

4.1.4 Professional Associations:

Some groups of workers (University lectures, researchers, etc) have their own professional associations that they think are capable of defending the rights/interests of their members and thus some of the members of these groups do not see any need of becoming trade unions members.

4.1.5 HIV/AIDS;

Some unions have lost a good number of their members due to deaths related to HIV/AIDS pandemic (TTU and TUICO).

4.1.6 The third problem is the high rates of unemployment, especially among the youth, which affects the size of trade union members.

4.1.7 Fourth, there is also the problem of late or non-remittance of union dues from some employers. The workers are being deducted but instead of employers sending the money to the respective unions, they use it for some other purposes.

4.1.8 Fifth, there are some cases where the government, through the Industrial Court refuses to register Collective Bargaining Agreements reached upon employers and the union or taking a time to do so. In short, there is no free collective bargaining in Tanzania. (Shivji, 2001).

5.0 CURRENT SITUATION OF UNEMPLOYMENT IN TANZANIA

Employment promotion and efficient deployment of the National Human Resources are critical requirements, as Tanzania strives to achieve goals and objectives of the development vision 2025 and the poverty eradication strategies. The National Employment policy was prepared and promulgated in 1997. The major objectives were to increase employment and reduce poverty by creating an enabling environment for all partners to participate in employment promotion.

5.1 Definition of Unemployed and Employed Person.

Employment.

The employed persons include all those who are above a specified age for measuring the economically active; population, who during the survey period were in the following categories:

- (i) Were in paid employment and perform some work for wage or salary in cash or in kind.
- (ii) Were self employed and performed some work or family gain, in cash or in kind.

Unemployment.

The unemployed persons comprise all person above the age specified for measuring the economically active population," who during the reference period were:

- i) Without work i.e. not in paid employment or self employment
- ii) Currently available for work and
- iii) Have not taken active steps to find work.

Underemployment.

A person is underemployed when one's employment is inadequate, in relation to specified norms or alternative employment account being taken of one's occupational skill (training and working experience). Two principal forms of underemployment can be distinguished. Visible underemployment, reflecting an insufficiency in the volume of employment (This may include persons in unpaid employment as well as persons in self-employment and also persons temporarily absent from work invisible underemployment is characterized by low income, underutilization of skill, low productivity and other factors. The underemployment rate is estimated to be 5.3% of the total labour force.

(A) International Definition of Unemployment.

A person is classified as unemployed if (s)he is without work (self or paid employment) and available for work but not necessarily seeking work.

(B) National Definition of Unemployment.

A person is classified as unemployed if (s)he is either of the following situations:

(s)he is without work (self or paid employment) and available for work but not necessarily seeking work. Or temporarily absent from work during the reference period due to "economic reasons" such as no suitable (adequate) land, off season, and lack of capital. (s)he did some work during the reference period but does not have access to that job every day such that (s)he is mostly likely to spend more time unemployed than employed.

Tanzania's latest Labour Force Survey of 2000/2001 estimates its labour force (of age 10+) at 17.8 million people, out of which 8.7 million were males and 9.1 million females. The population growth rate has since been estimated at an average of 2.8% per annum and the labour force may approach 20 million people by the year 2005. The supply of labour continues to exceed its demand, resulting in higher rates of unemployment and under employment. About 700,000 school leavers enter the labour market every year.

The major occupational sector is agriculture which currently employs 84.2% of the labour force. The central and local government is employing 2.2% whereas parastatals only employ 0.5% of the total number of employed persons. The remaining sectors have total share of 13.1% (incl. 5.6% having their main employment in the informal sector and 3.1% performing housework duties).

Since the 1970s, the public sector dominated the economy and had been the main source of wage employment. This sector accounted for about 74% of total wage employment during the mid 1980s but since then the significance of the public sector as the main source of employment has dramatically declined.

Since the mid 1980s employment opportunities in the private sector started to expand due to shifts in government policy of accelerating economic growth through privatization, trade liberalization and creating an enabling environment for private investments. The share of private investment in total investment increased from 50% in the mid 1970s to 70% during the early 1990s.

In 2000 the agriculture sector accounted for 48% of GDP, 44% of exports and more than 80% in employment. It is especially important for the poor, for 96% of their income is derived from this sector. Self-employment in small-scale subsistence farming is dominant in the rural areas.

The 2000/01 labour force survey indicates that labour in Tanzania is engaged mainly in 22 occupations. The major occupation is agriculture which employs 80% of the total employed labour force, followed by domestic helpers, cleaners and labourers which account for 8.5%, associate professionals (and teachers) 1.9%, personal service vendors 1%. Others and building and related trades 0.7%, repairers, handcraft workers and food processing trades 0.6% and drivers and mobile machine operators 0.5%. These ten occupations employ the rest of the Employed Labour Force (1.9%).

Among all the age categories of the labour force, the youth defined herein as people in the 15-30 years age groups, have the highest unemployment rate. The nature and extent of the youth unemployment problem varies considerably across gender and geographical (urban-rural) division. In general, female youths have the highest unemployment ratios among the youth labour force. It is however, the urban-based teenage female youth category which is the worst hit. This group, according to the 2000/2001 Labour Youth Unemployment rate of about 19.54% for teenagers and young adults.

Certain difficulties are associated with gaining employment and are more specific to or more pronounced among the youth. Such problems include acquisition of education and training appropriate to the labour market, institutional barriers to labour market entry as well as making transition from the school system to a competitive job market.

**Table 1: Tanzanian employment by sector and by gender, 2001.
(National Bureau of Statistics 2002b)**

SECTOR	TOTAL	MALE	FEMALE
Subsistence farming	13,694,936	6,604,717	7,090,209
Commercial agriculture	195,118	94,100	101,018
Mining	29,223	15,452	13,771
Manufacturing	245,449	161,699	83,750
Electricity and Gas	14,698	13,464	1,233
Construction	151,690	147,494	4,196
Trade	1,262,968	565,495	697,473
Transport	111,571	103,929	7,643
Finance	26,500	22,162	4,339
Services	837,813	441,188	396,624
Public sector	344,839	181,591	163,248
TOTAL	16,914,805	8,351,291	8,563,514

Unemployment rate is on the increase. In 1990/91 the rate was 3.6% while in 2000/01 the rate stood at 5.1% by international definition or 12.9% by national definitions.

The rate at which the labour force is growing exceeds that at which new jobs are being created. In measuring underemployment, hours of work are used as a basis. Normal working hours are generally 40. If an individual worked less than 40 hours the person is considered as currently underemployed (if he or she was available for work).

The results show that the number of employed persons who are underemployed is relatively small. By standard definition of employment, the underemployment rate in 2000/01 was 11.2% indicating a rise of 6.9 percentage points from 4.3% in 1990/91. By the national definition however, underemployment rate in 2000/01 was 5.3% male in all localities experience higher underemployment rate than their female counterparts. Unlike unemployment, underemployment problem is evenly felt in all areas.

The not economically active groups includes all persons between 10 years and over who were not working and were not available for work during the reference period. About 20 percent of the surveyed population in 2000/01 were not economically active, a drop of 8 percent if compared to the results of the 1990/91 which was 28 percent. The proportion of not economically active population was higher in the urban areas than in the rural areas and Dar es salaam had the highest proportion.

Schooling was sited as the major reason for not being economically active. The sick group accounted for about 12 percent, while the aged, disabled and other were 7, 2 and 7 percent respectively. Out of the total estimated 12 million children of the age between 5 and 17 years, 4.7 million are working in economic activities. Among these it was found out that one child out of four could be considered to be in child labour.

The group of not economically active includes all persons 10 years and who are not working and are not available for work.

CHART 1.

Currently not economically active
Total: 4,557,510
Male: 1,504,583 Female: 2,473,277

Student	Household duties	Too old	Sick	Disabled	Other
2,961,308 (65%)	312,659 (6.9%)	324,922 (7.1%)	529,609 (11.6%)	100,859 (2.2%)	328,154 (7.2%)
Male: 1,504,583 Female: 1,456,725	Male: 75,417 Female: 237,242	Male: 92,746 Female: 232,176	Male: 197,529 Female: 332,080	Male: 47,070 Female: 53,788	Male: 166,888 Female: 161,266

About 20% of the population is not economically active, a drop of 8 percent if compared to 28 percent in 1990/91.
(Source: Integrated Labour Force Survey 2000/01)

The labour market.

Labour force participation rates have increased from 72% in 1990.01 to 80% in 2000/01, with a 4% decline in urban areas, and a 6% increase in rural areas. The employment to population ratio has also increased from 70 to 76 in the last 10 years, indicating a growing labour force. The economically active population has grown by 58.3% over the last 10 years. Rural areas employ 82.7% of the employed population is female (84% of which are in rural areas).

Traditional agriculture employs 80.9% of the labour force (down from 83.7% in 1990), the informal sector 8.8%, other private enterprises 4.5% (up from 2.9% in 1990), and housework 3.6%.

If one assumes self-employed with employees is an indicator of local employed creation, the downward trend as evidenced in the table below is a clear indication that few employment opportunities are being created at local levels. There has been a large increase in the numbers of self-employed (without employees) and unpaid family helpers, and a significant decrease in the numbers of self-employed with employees, indicating the difficulties in sustaining small enterprises, and the increase reliance on family members to act as unpaid labour in increasingly expensive times. The proportion of self-employed with employees has decreased by a substantial amount (by 11.4% in Dar es salaam, 8.8% in other urban areas and 1% in rural areas), and the proportion of self-employed persons without employees has risen dramatically (by 17% in Dar es salaam, 16.2% in other urban areas and 2.7% in rural areas).

Government employment has also declined (in large part due to retrenchment and privatization during the 1990s), particularly affecting urban areas where this has dropped from 8.7% in 1990/91 to 3.8% in Dar es salaam, and from 9.1% to 5.1% in other urban areas over the same time frame. However, retrenchment

cannot be assumed to have resulted in efficient government institutions that attract the top caliber of the labour market. The civil service continues to be plagued by ineffectiveness and inefficiency (and corruption) perhaps in part a result of stumbling pay reform, and is riddled with expatriate technical advisors placed 'strategically' by donors into key positions.

Economic activity of adults by stratum 1990/91 – 2000/01.

Service	1990/1	2000/1
Farming/Livestock/Fishing	72.8	63.2
Employee – Government	3.4	1.9
Employee – Other	2.0	4.1
Self-employed with employees	4.5	1.9
Self-employed without employees	0.3	6.1
Unpaid family helper in business	1.8	8.5
Households duties	3.6	6.2

The impact of structural adjustment programs to employment creation.

The effects of structural adjustment programs and policies have affected women's participation in employment in a number of ways, including:

- ◆ Devaluation of the national currency: The Tanzanian shilling has seen a decline in its value from TZS 17/\$1 in 1986 to TZS 1,100/\$1 in 2004. This devaluation has seen the prices of farm inputs and consumer goods rise beyond the reach of the average Tanzanian, and a reduction in women's capacities to purchase basic consumer goods.
- ◆ Privatization of industries: By 1997, more than 122 previously Government owned companies had been privatized, and over 30,000 jobs had been lost. It is estimated that many women lost their jobs in some industries including textile mills, cashew nut producers. Whilst the privatization exercise has increased efficiency, there has not been a notable rise in employment particularly as new ventures are more capital intensive.
- ◆ Reduction on government expenditure: This resulted in massive government retrenchment in the social sectors. It has also removed subsidies to the agricultural sector (making it difficult for small farmers to afford to pay for agricultural inputs), and introduced user-fees for health services, resulting in reduced health and child-care services.
- ◆ Liberalization of domestic and foreign trade: export incentives and the reduction of import tariffs have benefited the formal sector (male-dominated). For women, this has resulted in heavier work burdens to meet rising costs of production and consumption, and in an increase in female and child labour in farm and non-farm activities. It has also increased rural-urban migration, especially amongst the youth, resulting in a shortage of farm labour, a growing informal sector, and an increase in the numbers of female-headed households.

- ◆ Financial credit expansion ceiling. Financial reforms have by and large resulted in high interest rates, and a credit squeeze.

5.2 Gender and employment.

There has been a substantial increase in the percentage of males participating in the labour force, from 73% to 81%, and only a marginal increase in the corresponding number of females, from 71% in the last decade. Parastatal employment had dropped by approximately 50% across all sexes and areas.

Their household and family responsibilities, and the lack of social support systems and labour saving devices, prevent them from participating in a sector that applies strict rules and working conditions on its employees. Women are less likely to be self-employed (with or without employees) than men and 75% more likely to be unpaid helpers in the family business.

In terms of earning capacity, overall men earn 1.9 times more than women in all sectors of employment. This can only partly be explained by the fact that, there are far more men in higher earning jobs and far more women in lower earning jobs. As an example, the Parastatal sector offers the highest financial remuneration to workers and yet, women form only 20% of its work force. Women also form 66% of the proportion of those who are unpaid family helpers in business, and 2/3 of those engaged in household duties that often has no financial remuneration, further reducing their overall earning average.

Overall, unemployment in the country has increased from 3.5% to 5% in the last 10 years. Unemployment rates have remained largely unchanged at 2% in rural areas since the early 1990s, although it has risen notably in urban areas (from 22% in 1990/1 to 26% in 2000/1 in Dar es salaam and from 6% to 10% in other urban areas in the same time period). Urban unemployment across both genders has doubled in the last 10 years. Half of the unemployed population lives in urban areas, and 91% of the unemployed have had no training at all.

Females form a much higher proportion of the unemployed in urban areas (35% in Dar es salaam in 2000/1, compared to 19% for men in the same area and 15% for women in other urban areas). The male unemployment rate has increased from 2.9% to 4.4% since 1990/1, and the female unemployment rate has risen from 4.2% to 5.8%. Unemployment is especially high amongst young people.

The lack of employment opportunities in rural areas is more often reflected as underemployment than unemployment, and most individuals remain in low-return agricultural activities. Underemployment rates across both genders have almost doubled in the last 10 years, indicating the absence of full-time work opportunities for either sex. Unemployment therefore appears as a largely urban phenomenon with rural unemployment rates remaining consistently low.

5.3 The Informal Sector.

As a result of high unemployment rates, an erosion of real wages, government retrenchments and a formal private sector that cannot absorb the growing labour force, the informal sector has grown especially in urban areas. The advent of trade liberalization has stimulated migration into urban areas as attempts are made to earn incomes able to support households. The proportion of urban households engaged in informal activities has risen from 42% to 61% in the last decade, and from 21% to 27% in rural areas.

The main activities of the informal sector include petty trading, sand mining, quarrying and lime making. It is an uncertain sector plagued with a lack of capital, lack of premises, lack of skills and frequent harassment by city official, Earning levels are well below those offered by the formal sector.

Most of those involved in the informal sector are youth who do not own land, and use rudimentary tools. The majority of those in the informal sector have little formal training (69% of males and 85% of females have had no training at all).

Table 2: Informal sector employment 1991.

Area	Percent of Women	Percent of Men
DSM	39.5	60.5
Other Urban	44.1	55.9
Rural	35.4	64.6

The economically inactive.

The proportion of the economically inactive has dropped to 20%, compared to 28% in 1990/1 (this decline can be partly attributed to the inclusion of household duties in the survey such as fetching water and collecting firewood were not previously included as economic activity, whereas they have been included now).

Table 3: The economically inactive population – reasons for inactivity.

Reasons	A. As a percent of total	B. Women as a percent of A
Student	65	49
Household Duties	6.9	76
Elderly	7.1	72
Sick	11.6	63
Disabled	2.2	53
Other	7.2	49

As can be seen, women are over-represented in many of the categories for not being economically active. They are approximately $\frac{3}{4}$ of those who are too old to work, and $\frac{2}{3}$ of those who are too sick to work. The proportion of women who are inactive due to being in school is less than that of men, although only marginally.

Table 4: LABOUR FORCE PARTICIPATION.

EMPLOYMENT	1991/92	2000/01
Rural employment concentration (PHDR)	84.4	82.7
Overall employment by sector (PHDR)		
Government	2.93	2.04
Parastatal	1.66	0.46
Agriculture	83.72	80.96
Informal sector	8.78	8.51
Other private	2.91	4.47
Housework		3.55
Informal sector activities per urban household (ILFS)	42%	61%
Informal sector activities per rural household (ILFS)	21%	27%
Labour force participation (ILFS)	72	80
Labour force – urban participation (ILFS)	67	63
Labour force – rural participation (ILFS)	74	83
Employment to population ratio (ILFS)	70	76
Unemployment male (ILFS)	2.9	4.4
Unemployment female (ILFS)	4.2	5.8
Underemployment male (ILFS)	4.6	11.7
Underemployment female (ILFS)	4.1	10.8
Male urban underemployment (ILFS)	3.8	11
Female urban underemployment (ILFS)	9.5	13.2
Male rural underemployment (ILFS)	4.6	11.9
Female rural underemployment (ILFS)	3.3	10.2

Source: Labour Force Survey 2001