



GUIDELINES FOR GENDER-SENSITIVE EMPLOYMENT CREATION FOR DISTRICT COUNCILS



ILO-UNIFEM Initiative for Supporting Employment Dimension in the PRS Process through Mainstreaming Gender Equality in the Employment Policies and Programmes.

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Guidelines for Gender-Sensitive Employment Creation for District Councils, Tanzania.

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Contents

Table of contents	i
Acronomy	iii
Preface	iv
Acknowledgement	vi
Glossary	viii
Chapter ONE:	
INTRODUCTION	1
Background	1
What is Gender?	1
What is Employment?	1
What is Gender Responsive Employment Creation?	3
Objective of the Guidelines	3
Rationale for Gender Responsive Employment	4
Target Groups	4
Guiding Principles	5
CHAPTER TWO:	
BASIC FACTS	6
The Employment, Gender and Poverty Dimensions: Situation and Challenges	6
Planning and Administration Context of Tanzania	7
Implication of the Implementation of the Guidelines	7
District Level	7
National Level	8
International Level	8
CHAPTER THREE:	
GUIDELINES FOR GENDER-SENSITIVE EMPLOYMENT CREATION AT INSTITUTIONAL AND BENEFICIARY LEVELS	9
Guideline 1: Develop conceptual understanding of Gender, Poverty and Employment.....	9
Guideline 2: Strengthen the capacities of key actors to implement and sustain policies and programmes for gender-sensitive employment creation	9
Guideline 3: Foster collaboration with financial institutions and NGOs and promote access to credit for rural women, men and youth through the promotion of Self-Help Organizations	10
Guideline 4: Strengthen institutional mechanisms fro gender mainstreaming and employment creation at district, ward and village levels	10
Guideline 5: Enhancing the gender mainstreaming capacity of the district council	10
Guideline 6: Ensure gender-responsive budget in the planning, implementation and monitoring of district plans	11
Guideline 7: Promote and support formation of producer’s associations/ groups for enhanced productivity, market access and value chains. ---	12

Guideline 8:	Develop and implement family friendly initiatives in the community-----	12
Guideline 9:	Support development options and assist women, men and youth groups to launch micro enterprises -----	13
Guideline 10:	Support implementation and monitoring of the district and village action plans for gender-sensitive employment creation -----	14
Guideline 11:	Support innovative learning systems for improved products and markets	14
Guideline 12:	Build the capacity of community groups to own and manage their development initiatives -----	14
Guideline 13:	Promote contracting and short term employment in rural-infrastructure development -----	15
CHAPTER FOUR:		
TOOLS FOR IMPLEMENTING THE GUIDELINES -----		16
	Introduction -----	16
	Gender Analysis-----	16
	Assessment and Identification of Economic Opportunities -----	18
	Development of Entrepreneurial Skills -----	18
	Building groups/associations of women and youth entrepreneurs ---	19
	Training groups/associations on savings and credit and link them with existing micro finance programmes -----	19
	Developing linkage to budgets and budgetary process -----	19
CHAPTER FIVE:		
ENHANCING THE GENDER MAINSTREAMING AND MANAGEMENT SYSTEMS----		20
	Strengthening Gender Mainstreaming Systems-----	20
	Key Actors and Responsibilities -----	20
CHAPTER SIX:		
GENDER-RESPONSIVE IMPLEMENTATION, MONITORING AND EVALUATION OF ACTION PLANS AT DISTRICT, WARD AND VILLAGE LEVELS		21
	Action plans on gender-responsive employment creation -----	21
	Monitoring and Evaluation-----	21
	Gender-Responsive Monitoring Indicators-----	21
	Strategies for Ensuring Participatory Implementation, Monitoring and Evaluation-----	23
CHAPTER SEVEN:		
CONCLUSION -----		24
References -----		25
Annexes:		
Annex 1:	A framework for stakeholder's intervention-----	26
Annex 2:	Log frame approach -----	27
Annex 3:	Example of Havard checklist -----	28

ACRONYMY

ASDP	-	Agricultural Sector Development Programme
CBOs	-	Community Based Organisations
CEDAW	-	Convention on the Elimination of all forms of Discrimination Against Women
DC	-	Morogoro District Council
ECI	-	Employment Creation Initiative
GDP	-	Gross Domestic Product
GNP	-	Gross National Product
ILO	-	International Labour Organisation
MDGs	-	Millennium Development Goals
MKUKUTA	-	“Mkakati wa Kukuza Uchumi na Kupunguza Umaskini”
MTEF	-	Medium Term Expenditure Framework
NEC	-	National Employment Creation
NGOs	-	Non-Governmental Organisations
NSGRP	-	National Strategy for Growth and Poverty Reduction
O & OD	-	Obstacles and Opportunities for Development
SACCOS	-	Savings and Credit Cooperative Society
TGNP	-	Tanzania Gender Networking Programme
UNIFEM	-	United Nations Fund for Women
TOT	-	Training of Trainers

PREFACE

Although progress has been made regarding the situation of women in many developing countries, gender equality remains elusive as women and men are still not equal in the world of work. This is despite the fact that much effort has been put in addressing these inequalities through interventions relating to institution building and, employment generation which includes training, credit and empowerment. Promotion of gender equality and women's empowerment is essential to facilitate human-centred development. Promotion of gender equality and women's empowerment in Tanzania has been addressed through national, regional and international cooperation in various fields including education, health, employment and decision-making positions including political participation. However, despite such improvements, women and girls are still placed in socially, politically and economically disadvantaged positions as compared to men and boys. For example, women and girls still have limited opportunities in education and training owing to socio-cultural and economic factors. Women and particularly young women are hit by employment more than men and young men.

Moreover, women's rights over property and inheritance are not equal to those of men due to customary laws. On the other hand, incidences of women's human rights violation are coming to light, such as domestic violence, rape and harmful traditional practices such as female genital mutilation and early marriage. Low levels of education and illiteracy combined with insufficient incomes among women have a direct correlation with negative macro-economic outcomes. Additionally, women and girl's vulnerability to violence and HIV/AIDS contributes to their limited access to opportunities and choices that would enable them to secure their rights and protect the rights of their children leading to a vicious cycle of intergenerational of poverty.

The development perspective and objectives of Tanzania are contained in the Tanzania Development Vision 2025 (Vision 2025), with aspirations clustered in five categories including high and shared growth; peace, stability and unity; good governance; high quality education and international competitiveness. In order to achieve the aspired goals of development, Tanzania has developed her 2nd national strategy framework for poverty reduction referred as National Strategy for Growth and Reduction of Poverty (NSGRP) and popularly known in its Kiswahili acronym as MKUKUTA. The strategy aims at achieving three broad outcomes, which are; economic growth and reduction of income poverty, improved quality of life and social well being and governance and accountability. Gender being one of the crosscutting issue in all the three broad outcomes.

Such aspirations are consistent with the government's commitment to global obligations underlined in the Convention on Elimination of all forms of Discrimination Against Women (CEDAW), Education for All (Jomtien 1990), Environment and Development (Rio de Janeiro 1992), Human Rights (Vienna 1993), Social Development (Copenhagen 1995), Beijing Platform for Action (PFA) and Millennium Development Goals (MDGs) and the ILO Conventions related to promotion of gender equality including Employment and Occupation C. 111, Equal Remuneration C. 100, Workers with Family Responsibilities C. 156, and Maternity Protection C. 183.

These Guidelines have therefore been developed to provide practical introduction to employment creation and business related interventions for women, men and youth. They are written for use by district council, ward and village level actors, civil society groups, private sector and development partners working on employment creation and gender equality issues. They comprise of a combination of briefings and major relevant tools for promoting gender-

sensitive employment creation in different sectors like agricultural (farming and livestock), non-farm activities (micro-enterprise development) and supportive system to enhance quality and equitable extension and business services to women, men and youth. It is my hope that the implementation of these guidelines will contribute to creation of million jobs by the year 2010 a commitment made by the government

Hon. Prof. Kapuya (MP)
Minister of Labour, Employment and Youth Development

ACKNOWLEDGEMENTS

These guidelines have resulted through a collaborative initiative between the Ministry Employment, Labour and Youth Development, the International Labour Organization (ILO), United Nations Fund for Women (UNIFEM), workers and employers organizations, civil society groups, and Morogoro Rural District through a DANIDA Global project for ***Integrating Decent Work in the PRS process***. In Tanzania, the project aims at supporting gender mainstreaming in the employment policies and programmes.

The mission of the UN System in Tanzania is to support sustainable human development priorities, facilitate respect for and realization of human rights, and promote conditions for all citizens to participate in and benefit from the development process. The UN System is a key partner in national planning, implementation and monitoring of the poverty reduction strategy and the achievement of the Millennium Development Goals (MDGs). It does so by communicating a common vision, undertaking policy advocacy and capacity development, building partnerships and leveraging resources, and providing the technical and financial support needed to respond to the development and humanitarian challenges that the country faces.

Towards contributing to this common vision, the International Labour Organization (ILO) promotes opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and dignity. The ILO therefore considers gender equality to be a key theme of its vision of Decent Work for All Women and Men which is anchored on four strategic objectives namely;

- realization of fundamental principles and rights at work;
- creation of greater opportunities for women and men to secure decent employment and income;
- enhance the coverage and effectiveness of social protection for all; and
- strengthening tripartism and social dialogue.

The United Nations Fund for Women (UNIFEM) has the mandate of providing innovative programmes and financial support to countries to enable them achieve gender equality targets in line with their national priorities. UNIFEM's response in Tanzania focuses on influencing gender responsiveness of policies governing resource flows, support to formulation of policy and legislative frameworks conducive to reduction of feminized poverty and interventions impacting on practicalities of livelihood that enhance women's economic security such as access and control over productive resources.

Many individuals have put in a lot of their time and dedication to the production of these guidelines. In this respect I would like to give my sincere appreciation to Ms. Mary Kwar, Senior Employment Specialist, ILO Office Geneva; Ms. Mwila Chigaga, Senior Regional Gender Specialist, ILO Regional Office for Africa, Addis Ababa; Mr. Geir Tonstol, Gender Programme Coordinator, ILO Gender Bureau, Geneva; Ms. Hendrica Okondo, Programme Manager, UNIFEM Tanzania. Ms. Flora Nyambo-Minja, National ILO Project Coordinator, for effective coordination of all activities that led to formulation of these Guidelines; and

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Jürgen Schwettmann

Director

ILO Office for Kenya, Uganda, Tanzania and Somalia.

GLOSSARY

- Gender:** refers to social attributes and opportunities associated with being a female and male and the relationships between women and men, girls and boys. These attributes, opportunities and relationships are socially constructed and are learned through socialization process. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. They are not natural or biological, we are not born with them. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision making opportunities.
- Sex:** the biological differences between females and males that we are born with and they are universal.
- Gender roles:** are what a society or culture constructs and prescribes as proper roles, behaviour and personal identities for women and men. Gender roles and characteristics affect power relations between women and men at all levels and can result in inequality in opportunities and outcomes for some groups. Gender roles associate women with femininity and men with masculinity, with the later given hierarchal value.
- Gender relations:** these are social relations between women and men, in particular how power is distributed between them. They impact on women's and men's position in society and tend to disadvantage women.
- Gender division of labour:** looks at the tasks and responsibilities undertaken by either women or men. The allocation of activities on the basis of sex is learned by all members of a given community/society.
- Gender bias:** refers to providing differential treatment to women and men, girls and boys
- Gender awareness:** recognition that women and men perform different roles in society and therefore have different needs which must be recognized.
- Gender sensitive:** aware of the different needs, roles, responsibilities of women and men. Understanding that these differences can result in difference for women and men in access and control over resources; level of participation in and benefit from resources and development.
- Gender responsive:** aware of gender, disparities and their causes, and takes action to address and overcome gender-based inequalities.
- Gender stereotyping:** the assigning of roles, tasks and responsibilities to a particular gender on bias of preconceived prejudice.
- Gender discrimination:** a difference in treatment of people based entirely on their being female or male. This difference contributes to structural inequality in society.

Gender disaggregated data: This is classified information on the basis of genders e.g. women, men, girls, and boys. This data provides important indicators of gender needs.

Strategic Gender Needs: fundamental issues related to women's (or, less often, men's) subordination and gender inequities. Strategic gender interests are long-term, usually not material, and are often related to structural changes in society regarding women's status and equity. They include legislation for equal rights, reproductive choice, and increased participation in decision-making.

Gender-responsive objectives: are programme and project objectives that are non-discriminatory, equally benefit women and men and aim at correcting gender imbalances.

Literacy Gender Parity Index (GPI): is the ratio of the female to male adult literacy rates which measures progress towards gender equity in literacy and the level of learning opportunities available for women in relation to those available to men. It serves also as a significant indicator of the empowerment of women in society.

Women empowerment: the empowerment of women is about women gaining power and control over their own lives. It involves awareness raising, building self-confidence, expansion of choices, increased access to and control over resources and actions to transform the structures and institutions which reinforce and perpetuate gender discrimination and inequality.

Gender equity: refers to just treatment, balanced recognition and appreciation of both women's and men's potential. Equitable allocation of resources and opportunities. Equity can be seen to be means and gender equality as the end. Equity contributes to equality.

Gender equality: refers to equal rights, responsibilities and opportunities of women and men, girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born female or male. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not women's issues but should concern and engage men as well as women. Equality between women and men is seen as both a human rights issue and as a precondition for, and indicator of, sustainable people-centered development.

Gender analysis: is a tool to diagnose the differences between women and men, girls and boys. It looks at their specific activities, conditions, needs, access to and control over resources, as well as their access to development benefits and decision-making. It looks at constraints and/or opportunities i.e. the extent of direct and indirect discrimination in the socio-economic and political environment. It studies these linkages and other factors in the larger social, economic, political, and environmental context. **Gender**

analysis entails first and foremost, collecting sex-disaggregated data (i.e. data broken down by sex) and gender-sensitive information about the concerned population. It is not confined to identifying differences, it recognizes the politics of gender relations and the adjustments needed to be undertaken by institutions to attain gender equality. It looks at the inequalities between women and men, girls and boys, asks why they exist and suggests how the gap can be narrowed.

Gender planning: consist of developing and implementing specific measures and organizational arrangements for the promotion of gender equality. Identifying how to ‘mainstream’ i.e. incorporate gender concerns in general activities to deal effectively with the obstacles faced by women in participating fully in and benefiting from these activities. It can include women-specific activities and/or positive action if imbalances exist between women and men.

Gender Mainstreaming: is the process of accessing the implications *for women and men* of any planned action, including *legislation, policies and programmes* in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an *integral dimension* of the design, implementation, monitoring and evaluation of *policies and programmes* in all political, economic and societal spheres, so that women and men *benefit equally* and inequality is not perpetuated. The ultimate goal is to achieve *gender equality*.

Gender neutral policy: seeks to target selected women and men in order to realize certain pre-determined goals and objectives, but such a policy leaves the existing division of resources, responsibilities and capabilities unchanged. In this context such policy is gender-sensitive but does not change the structural status quo in a given situation.

Gender specific policy: intends to target and benefit a specific gender in order to achieve certain goals or to meet certain gender specific needs more effectively. Gender specific policy is in a way gender sensitive because its interventions are intended to meet targeted needs of one or other gender within existing distribution of resources and responsibilities. These kinds of interventions are most often welfare oriented but with potential of achieving transformatory impact when critically planned for.

Gender transformative policy: targets women, men or both and recognizes the existence of gender specific needs and constraints of each or both categories, but also seeks to transform the existing gender relations in a more equitable direction through the re-distribution of resources and responsibilities. Gender-redistribute is the most challenging policy intervention because it doesn’t simply seek to channel resources to women within the existing social framework but in principle questions the existing status quo.

CHAPTER ONE: INTRODUCTION

Background

The guidelines described in this booklet provide guidance to the District Councils at all levels in Tanzania on gender responsive employment creation. The guidelines were a result of ILO-UNIFEM pilot project for “Supporting Employment Dimension in the PRS Through Mainstreaming Gender Equality in Employment Policies and Programmes” funded by DANIDA Global Project and implemented in Morogoro Rural District between July 2007 and April 2008. During the pilot period, Morogoro Rural District conducted a base line survey, undertook capacity building and developed lessons which these guidelines were formulated and tested.

A detailed formulation process was based on desk review whose main focus was to gather secondary national and international data and information on policy commitments and requirements for district level interventions. At the district level the concern was also to gather secondary data and information on the existing status, gaps and challenges in the design, implementation, monitoring and evaluation of gender responsive employment creation.

Consultations were made with key stakeholders through structured field visits involving representatives of institutions at national, district and ward levels to seek their views and opinion as well as validating the information gathered. Institutions involved included the Ministry of Labour, Employment and Youth Development; workers and employers organizations; civil society groups; Morogoro Rural District, Ward and Village governments. Individual men and women at village level were also consulted.

What is gender?

Gender refers to social attributes and opportunities associated with being a female and male and the relationships between women and men, girls and boys. These attributes, opportunities and relationships are socially constructed and are learned through socialization process. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. They are not natural or biological; we are not born with them. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision making opportunities. While sex is the biological differences between females and males that we are born with and they are universal.

Box 1.2 Gender relations in surveyed villages

The assessment conducted in 12 villages in Morogoro Rural District in 2007 indicated that the current gender roles, responsibilities and relationships are influenced by social-cultural traditions that continue to weaken women’s position. Patriarchal attitudes and behaviour results in women’s inferior status in the family and community, inadequate recognition of women’s economic and social contributions, men’s reluctance to share household and family responsibilities, men’s dominance on family decisions, especially those related to income and expenditure.

What is employment?

Employment is work done for pay in cash or in kind, or in self employment and performing some work for profit or family gain, in cash or in kind. According to the National Employment Policy (2008), employed persons comprise of all persons who performed some work during a brief period for at least one hour on any of the wide range of economic activities (as defined in

the system of national accounts, SNA, production boundary) or was temporarily absent from such activities. The reference period for a person to be currently employed is the calendar week before the survey interview i.e. (Monday to Sunday). Self-employment includes persons working on their own farms or doing any other in-come generating activities. Unpaid family workers in family businesses are included in the category of employed persons (ILFS, 2006).

The policy defines unemployment as a situation of total lack of work of an individual. It can be viewed as an enforced idleness of potential wage earners or self employed persons that are able and willing to work, but cannot find work. In Tanzania where a significant amount of the people can earn a living only by working for others; being unable to find a job is a serious problem. Lack of work makes a person feel deprived and rejected by society. The Unemployment rate is thus the percentage of the unemployed relative to the total labour force (URT, 2008).

Underemployed persons are defined to comprise all persons in paid or self-employment, whether at work or not at work, involuntarily working less than the normal duration of work determined for the activity, who were seeking or available for additional work during the reference period. Such persons are considered to be visibly underemployed as opposed to invisible underemployment characterized by low income, underutilization of person’s skills, low productivity and other factors. Underemployment rate is the percentage of underemployed persons relative to the total labour force (URT, 2008). According to the intergrated Labour Force Survey 2005/06, total labour force was 20.6 million, out of whom 11 percent were unemployed (11.9% females and 10% males)

Employment contributes to all aspects of economic growth, social development in particular poverty reduction as it brings in earnings to individuals men and women, communities and nations through effective use of available local resources. The National Employment Creation Programme adopted in 2007 underlined three important reasons for employment creation in Tanzania.

Social Justice:	people have the right to decent work that will provide sufficient income to meet their needs;
Economic Growth:	employment and labour productivity are basic to economic growth
Social-Political instability associated with mass un-employment:	Employment is fundamental for a prosperous nation devoid of poverty and social exclusion and for stability, peace and social harmony.

What is gender sensitive employment creation?

Gender sensitive employment creation addresses gender needs of men, women and youth in the paid/salaried employment, self employment and agriculture. Gender sensitive employment creation discourages unpaid family workers who work completely without payment in cash or kind in family enterprises and the care economy which is not remunerated. Women unlike men have been found to spend more hours in the care economy caring for children, the elderly, persons with disabilities and the sick. Family support systems are necessary to meet gender needs of both adult and young women and men with family responsibilities. In areas where women lag behind, affirmative measures are to be used either through quota systems and support services that can help women to participate equally without constraints. Gender responsive employment creation for women and men intends to accomplish the following:

- Widening occupational choices in the labour market to secure and keep jobs;
- Developing skills acquisition and training;
- Enhancing the demand for female and male labour;
- Improving awareness of employment opportunities; and
- Promoting enterprise development, access to business development services and credit.

Objectives of the Guidelines

The overall objective of the guidelines for gender-responsive employment creation is to improve the capacity of the District Councils to formulate and implement integrated strategies aimed at fostering gender equality in the planning, implementation and monitoring of district plans and activities, promoting involvement and of women in decisions that concerns their lives and their advancement in leadership and managerial positions in all aspects of the district employment creation interventions.

In addition, the guidelines aim to ensure that district plans and activities for employment creation are in line with agreed international targets and commitments related to employment creation and promotion of gender equality, which the URT has ratified. Specific objectives are:

- To facilitate gender mainstreaming through enhancement of effective and efficient utilization of human, financial and natural resources for economic growth and poverty reduction in the district.
- To provide principle direction in translating the national and international policies into a practical development frameworks and interventions through mainstreaming gender issues and concerns of women and men in the council's programmes at district, ward and village levels.
- To guide and consolidate the experiences at the district level through a gender-responsive monitoring system of the NSGRP particularly the goal on economic growth and reduction of income poverty are achieved.
- To complement technical expertise in the field by helping decision-makers and technical staff in facilitating planning and implementation of gender-responsive interventions for poverty reduction.
- To provide practical introduction to employment creation and business development services interventions

Rationale for the Gender Responsive Employment Creation at the District level

- Gender equality between women and men is a pre condition to the achievement of improved quality of life for all, human freedom, dignity, legitimate and accountable government.
- Gender differences and inequalities between men and women are dominant in rural and urban areas and have continued to affect and impact negatively development strategies and goals.
- There are clear indications that women and men hold different position in decision making, ownership and access to productive resources such as land, financial capital and final produces that are key to foster development through productivity and income generation.
- The existing gaps between policy intentions at national and international levels and the practice in gender mainstreaming on the ground.

Target sectors and main users

Sectors

Gender responsive employment creation is a crosscutting issue. In this respect the Guidelines are generic and relevant to all sectors at the district level. The sectors include agriculture and livestock; environment; education; health; industry, trade and marketing and; infrastructure. The Guidelines also provide substantive guidance to the planning and community development fields.



Main Users

- District council, ward and village level decision makers particularly District Commissioners, Councilors, District Executive Directors, Ward Secretaries and Village Chairpersons.
- Heads of Departments, planners and sector experts.
- Civil society, community based and private sector organizations
- Funding organizations including central government and development partners working on employment creation and gender equality issues.

Guiding Principles

- **Gender is a crosscutting issue:** Gender aspects permeate all aspects of district at all levels namely:- the administration and management systems, personnel matters, organizational culture and working methods. It also permeates planning, programming, implementation monitoring and evaluation of the core functions of the district.
- **Diversity and intersection:** Demands for equity, equality and fairness calls for the recognition of social diversity embracing gender, race, ethnicity, persons infected and affected by HIV and AIDS, people with disabilities. Recognition and respect for social diversity is what makes a credible, trusted, legitimacy and accountable local government.
- **Participation, voice and representation:** Equal participation of adult and young women and men, girls and boys in identification, planning, implementation, monitoring and evaluation of district programmes, interventions and activities enhances ownership and sustainability, which are important ingredients for achieving poverty reduction and gender equality goals.
- **Partnership between women and men and other key stakeholders:** Empowering women does not mean excluding men but it is about establishing partnerships between both sexes. Partnerships with other key stakeholders in employment creation are also essential. Employers organizations, trade union, civil society, community based organizations and development partners, each organization has expertise, experiences and value adding attributes to employment creation.

CHAPTER TWO: BASIC FACTS

The Employment, Gender and Poverty Dimensions: Situation and Challenges

The magnitude of poverty in Tanzania has been found to be directly linked to the high rates of unemployment and under employment. Unemployment and underemployment have remained one of the major problems facing Tanzania since the 1970s, whereby the country went through an economic crisis reflected by the fall in the annual GDP growth rate from 5% to an average of 2.6% in the early 1980s, and about 1% in the beginning of the 1990s.

The on going reforms have yielded substantial economic growth and impressive performance of the economy at the macro level in the past ten years. The overall economic growth has been rising consistently (except for 2003 due to drought) from 3.3% in 1997 to 6.7 percent in 2004, constituting an annual growth rate of 5.1%. The achievements in GDP growth stemmed from improved performance in agriculture, wholesale and retail trade, hotels, restaurants, tourism, mining, and manufacturing.

In spite of the positive achievements recorded through Tanzania's macroeconomic stabilization policies, crucial challenges remain. One of these; is the high levels of unemployment and poverty in the country.

Box 1.1 Gender and Poverty

The term "Poverty" can be defined as a situation in which a human is deprived of her/his various capabilities, resources and opportunities and unable to live a decent life. The situation is a result of a combination of factors including lack of economic capital and goods (i.e. income, employment, land, livestock, forestry, credit); deprived opportunities to education, training and health; limited participation in political places, decision making powers and violation of human rights; lack of capabilities and means to protect from external pressures such as famine, natural disasters, violence; deprivation of human dignity and social status and of the capability to participate in development processes in the social life.

According to the Integrated Labour Force Survey (2006), the average unemployment was 11.9 percent for females and 10 percent males. When disaggregated, unemployment rates were 31.3 percent, 16.3 percent, and 7.1 percent for Dar es Salaam, other urban and rural respectively. In 2006, 89.6 percent of all people in Tanzania mainland aged 15 years and above were economically active. Over three-quarters, 79.2 percent of the population of this age was employed and 10.4 percent were unemployed. More than a third of economically active people in both urban and rural areas are in the age a group 35-64 years, with percentage of this age standing at 31.8 percent. Females accounted for more than half (51.9 percent of economically active aged 15 years and above (ILFS, 2006).

Rural areas have the highest labour force participation rate, at 90.8 percent, compared to 85.5 percent for Dar es Salaam and 87.2 percent for other urban areas. Youth population (aged between 15 and 24), which constitutes 30 percent of the total Tanzanian population and 68 per cent of the national labour force, is particularly hit by unemployment 16.5 percent for males and 18 percent for females. The paid employees aged 35-64 had the highest average monthly income of TZS.142, 499 while the youth group aged 15-24 years had the lowest TZS 46, 499 which is less than a dollar per day. More than 60 percent of under employed persons worked 30 hours per week instead of the average of 40 hours. On an average the working population spent 73 percent of the 24 hours of the day on unpaid care work (caring for children, the sick including those infected with HIV and AIDS, the elderly and persons with disabilities) compared to 17 percent on production for the market and own consumption which is paid as per Systems of National Accounts (SNA). Women were found to spend 14 percent compared to 19 percent of the 24 hours on production of goods and services for the market.

Adult and young women workers are much poorer than their counter parts namely adult and young men in the labour market because of the following factors:

- More women and young girls are unemployed compared to adult and young men.
- Women and young girls spend more hours in a day on unpaid care economy making them vulnerable to poverty.
- The burden of the care economy makes women in salaried and self employment less competitive in the labour market.
- Women's participation and representation in decision making is limited and hence cannot influence decisions pertaining to their life.

Women and girl's vulnerability to violence and HIV/AIDS contributes to their limited access to employment opportunities and choices as well as protecting the rights of their children leading to child labour and vicious cycle of intergenerational of poverty. The Major challenges are as follows:

- Lack of motivation to self-mobilization to employment
- Linkages between local and national/international opportunities.
- Lack of recognition of the enormous potential contribution of women in social development and production sector, have rarely been fully acknowledged as employment.
- Systems for supporting women in their productive and the care economy roles from household, community and district levels.

Planning and Administration Context of Tanzania

- The United Republic of Tanzania (URT) is a union of two countries Tanzania mainland and Zanzibar with an autonomous government.
- URT has a centralised and decentralized structures composed of Ministries, Departments and Agencies (MDAs); and Local Government Authorities (LGAs).
- Administratively Tanzania mainland has 21 regions and 126 District Councils
- URT has an obligation to international commitments in the areas of employment and gender equality based to its membership to the United Nations (all United Agencies); the Africa Union; Southern African Development Cooperation (SADC); and the East African Community (EAC).
- The division of labour within the government system provides for the following:
 - o Ministries and Independent Departments are responsible for formulation of policy, regulatory and frameworks and monitoring and evaluation of the same and international obligations.
 - o Agencies, District Councils, Civil Society organizations and Community based organizations are responsible for implementation of policies and legal frameworks.
 - o District Councils design, implement and monitors their development strategic plans and action plans which are within the policy frameworks as provided by the central government.

Implication of the Implementation of the Guidelines

District Level

- Addressing the situational and institutional challenges for gender responsive employment creation.

- Enhancing gender-sensitive employment creation interventions in the district strategic and action plans aimed at implementing national policy frameworks and international obligations as indicated below.
- Creating more gender responsive employment opportunities for both men and women in salaried and self employment.

National Level

- The Tanzania Development Vision 2025 aspiring for high and shared growth; peace, stability and unity; good governance; high quality education and international competitiveness.
- National Strategy for Growth and Reduction of Poverty (NSGRP) popularly known as MKUKUTA the Kiswahili acronym aimed at achieving three broad outcomes, which are; economic growth and reduction of income poverty, improved quality of life and social well being and governance and accountability.
- The Employment policy stresses on promoting equal access to employment opportunities for women and men in respect of skills and endowments and address age specific needs of vulnerable groups, such as low income women, youth, people with disabilities, people living with HIV/AIDS (URT 2008)
- The National Employment Creation Programme promoting private sectors investment and growth; increased public investment in construction and other lead employment creating sectors namely education, health and agriculture; and undertaking demand-driven skills development for self- employment and productivity (URT 2007).
- Women and Gender Development Policy promoting women's socio-economic empowerment and participation in decision making positions and structures (URT 2000).

International Level

- Promoting employment and workers rights of both men and women as underlined by Article 11 of the United Nations Convention on Elimination of all forms of Discrimination Against Women (CEDAW);
- the Millennium Development Goals (MDGs);
- Contributing to the implementation of the African Union (AU) Protocol on Human and People's Rights of Women's rights, Article 13 promoting equal opportunities and women workers rights.
- Contributing to the implementation of the resolutions and conclusions of the international conferences including Environment and Development (Rio de Janeiro, 1992), Human Rights (Vienna, 1993), Social Development (Copenhagen,1995);
- Contributing to the implementation the Beijing Platform of Action (PFA) of 1995, Article 153-156 on economic empowerment and employment promotion;
- ILO key Gender Equality Conventions:
 - Equal Remuneration Convention, 1951 (No. 100)
 - Discrimination (Employment and Occupation) Convention, 1951 (No. 111)
 - Maternity Protection Convention (Revised), 2000 (No. 183)
 - Workers with Family Responsibilities Convention, 1981 (No. 156)

CHAPTER THREE: GUIDELINES FOR GENDER-RESPONSIVE EMPLOYMENT CREATION

INSTITUTIONAL LEVEL

GUIDELINE 1: Develop conceptual and analytical understanding on gender, poverty and employment.

GOAL: District level officials at all levels are aware and understand linkages between gender, poverty and employment creation and promotion.

- Undertake gender training needs assessment of the district council at all levels
- Raise awareness on gender, poverty, employment to key actors at three levels as follows:
 - Decision making level
 - Councillors, District Officials, Ward and Village Executive Officers, heads of departments and members of development committees including gender committees
 - Technical and support staff
 - Other social partners including representatives of workers and employers organizations, faith-based and opinion leaders, civil society and community groups, and prominent business persons at all levels in the District.



GUIDELINE 2: **Strengthen the capacities of key actors to implement and sustain policies and programmes for gender-sensitive employment creation**

GOAL: **The successful implementation of national policies and the sustainability of the benefits.**

- Enhance the capacity of key actors at the district level on MKUKUTA, MKUKUTA Monitoring Master Plan, employment policy, gender policy and the gender dimensions within MKUKUTA and the employment policy.
- Facilitate key actors to identify their roles towards implementation of the above mentioned strategy and policies.
- Compile existing training materials and translate them into simple and user-friendly Kiswahili language, and ensure capacity building of the key actors.
- Conduct Training of Trainers to key actors at district/ward/village levels on critical gender analysis, planning and budgeting; group/association building and SACCOS formation; leadership and entrepreneurship development.
- Develop gender-responsive employment creation action plans.

GUIDELINE 3: Foster collaboration with financial institutions and NGOs and promote access to credit for rural women, men and youth through the promotion of Self-Help Organizations

GOAL: Improved delivery of goods, services and support to beneficiaries.

- Build the capacity of collaborating agencies in terms of knowledge, skills, guidelines, policy documents, equipment to support, implement and sustain the national policies and strategies for poverty reduction, employment creation and gender equality.
- Foster collaboration with NGOs, financial institutions, cooperative societies, higher academic and research institutions for promoting access to flexible credit/loans for farmers and rural entrepreneurs.

GUIDELINE 4: Strengthen institutional mechanisms for gender mainstreaming and employment creation at district, ward and village levels

GOAL: Institutional mechanisms for gender mainstreaming in employment creation are in place and operational

- Ensure gender-responsive employment creation is a standing agenda of all committees and facilitate formation of Gender Committees at all levels.
- Strengthen existing village development committees and ensure equal representation and participation of women and men.
- Enhance the leadership and management capacity of women leaders for their effective participation in the district and village development meetings and committees.
- Facilitate formation of District Employment Committee as provided in the National Employment Policy and ensure that members of the committee have the capacity to formulate, implement and monitor gender-sensitive employment creation interventions.

GUIDELINE 5: Enhancing the gender mainstreaming capacity of the district council

GOAL: Gender-sensitive district strategic plans

- Undertake gender analysis and review to include gender and employment dimensions and other gender related dimensions in existing district council policy documents and tools including the District Strategic Plan, Annual Budgets, Departmental Plans, Local Government Monitoring Database, SACCOS monitoring tool etc.
- Develop a District Gender Strategy to facilitate implementation of the Gender and Women Development Policy and gender mainstreaming in district plans.
- Develop gender-sensitive employment monitoring indicators, monitor and evaluate the impact of gender mainstreaming in the district.

GUIDELINE 6: Ensure gender-sensitive budget in the planning, implementation and monitoring of district strategic plans

GOAL: Financial Resources allocated in a gender responsive manner

- Identify priorities and strategies
 - Use the existing tools such as Opportunity and Obstacles (O&OD) and conduct diagnosis and analysis of needs and priorities of women and men, girls and boys.
 - Conduct beneficiary needs assessment using quantitative & qualitative methods.
 - Develop gender-responsive outcomes, outputs, indicators and targets for inclusion in the review of the district strategic plan.
- Budgeting, planning, implementation, monitoring
 - Ensure district budgets reflect the gender needs and priorities of women and men, girls and boys.
 - Use logframe approach for analysis and planning (see annex 2).
 - Use MTEF to analyze the district financing system.
- Monitoring and evaluation
 - Ensure accountability & feedback from key implementers (learning).
 - Adjust activities and budgets to meet needs and priorities of women and men, girls and boys.
 - Evaluate the impact of project/programme/intervention on women and men, girls and boys.

BENEFICIARY LEVEL

GUIDELINE 7: Promote and support formation of producer's associations/groups for enhanced productivity, market access and value chains

GOAL: Strong and dynamic Self-Help Organizations that facilitates women's economic integration

- Strengthen the existing or facilitate formation of small, homogeneous producer's groups/associations for enhanced productivity, market access and value chains.
- Assist women, men and youth framers to enhance agricultural production through increased land cultivation, use of improved seeds and pesticides, and improved livestock production.
- Promote environmental conservation through viable income generating activities.
- Promote participatory training and learning including gender-sensitive action-oriented studies.

GUIDELINE 8: Develop and implement family friendly initiatives in the community

GOAL: Availability of gender-sensitive social and economic services



In order to reduce women's care burden and enhance their participation in productive activities, decision making and control over resources, there should be a workable strategy to transform men's and women's attitude on women's position in the community and mechanisms for lessening women's workload in the care economy. Reproductive gender roles and HIV impact on families are critical issues that district and community leaders need to address and influence the existing structures and systems. The following actions are recommended:

- Train village leaders on gender and build their capacity to address/penalize gender violation offences in line with mandated authorities including bringing the offenders before justice.
- Strengthen social dialogue on gender roles and women's heavy workload at household level with a view to creating awareness on shared roles between women and men, girls and boys.
- Provide day care services in the community as a strategy for lessening women's care burden, enhancing their participation in productive activities and liberating girl children from caring roles.

- Take into account women's multiple roles as food producers, providers, parents, and partners in family and community life in the planning, implementation and monitoring of poverty reduction initiatives through promoting support activities that address the women's multiple needs in an integrated way.
- Promote shared family responsibilities between women and men from household to community levels.

GUIDELINE 9: Support development options and assist women, men and youth groups to launch micro enterprises

GOAL: Women, men and youth are more productive and have increased income generation options

- Assist women, men and youth to establish and strengthen their economic groups through training in organizational skill, leadership, group dynamics, conflict management and conflict resolution, communication skills, the art of conducting effective meetings and basic record keeping.
- Promote and support access to flexible credit for women, men and youth.
- Establish accessible and permanent public information centres at lower levels of local government for disseminating information and knowledge sharing including national and international markets; business development services; entrepreneurship opportunities; micro finance institutions and their related services and products; and employment related information.
- Strengthen education and training in general with a particular focus on agro-processing industries to diversify and add value to agricultural production.
- Sensitize parents on the importance of compulsory secondary education for their children, especially the girl child.
- Facilitate active participation of women, men and youth in the formulation, implementation and monitoring of district strategic plans.
- Promote women's and youth's participation in labour intensive infrastructure activities including construction of classrooms, dispensaries, road maintenance and rehabilitation.
- Promote and encourage women, men and youth to strengthen networks at village, ward, district, regional, national and international levels to address issues of technological advancement, production and marketing to protect local producers and local markets
- Organize adult training in the principles of the market economy.
- Support and facilitate villages to create linkages with researching institutions and individuals on the needs of rural women, youth and community development as a whole.
- Assist the groups (women, men and youth) to identify priority areas and problems in rural areas and bring them to the attention of leaders at all levels.
- Facilitate creation of Community Based Organizations (CBOs) to undertake gender and employment creation initiatives.
- Encourage and promote self-employment for women and youth through promotion of micro and small enterprises.

GUIDELINE 10: Support implementation and monitoring of the district and village action plans for gender-responsive employment creation

GOAL: Effective implementation, monitoring and evaluation

- Support food and cash crops production through increased land under cultivation, use of improved seeds, pesticides and market support.
- Provide technical support for improved livestock production.
- Support off-farm activities including small-scale mining; hand crafts; horticultural crops, agro-processing industries for domestic and external markets.
- Support market linkages and formation of strong farmers associations.

GUIDELINE 11: Support innovative learning systems for improved products and markets

GOAL: Enhanced productivity and market linkages

- Support establishment of practical learning system such as study visits to neighbouring countries on export promotion.
- Facilitate women and youth groups to access financial services, including ways of increasing capital for new investment, loans for upgrading of existing small businesses and export financing.
- Encouraged financial institutions to participate in the District Productive Capacity Facility.
- Support innovation and learning systems in food-processing sector and links with Higher Academic Institutions to pursue researches that will create commercial network between the district, the rest of the country and world production through provision of learning systems for agro-food processing.
- Support and promote market and value chains for agricultural products in line with the recommendations of the conference of ministers of industries.

GUIDELINE 12: Build the capacity of community groups to own and manage their development initiatives

GOAL: Community participation and ownership of gender-sensitive employment creation interventions

Given the importance of business in the current world of globalization and technology which is dominated by market economy, there should be a comprehensive programme to enable women, men and youth participate in business development initiatives and sustain them. The programming can be pursued within the following framework:



- Build the capacity of women and youth groups to assess their needs and priorities and impact of the proposed business initiatives targeted to them.
- Support creativity and innovations to the proposed businesses for women, men and youth as well as facilitating self assessment of innovations in the businesses, product design and development, market access etc.
- Support and facilitate women's and youth's access and control to productive resources
- Analysing resources utilization and optimization capacity of the beneficiaries
- Promote entrepreneurial culture among women and youth groups through the 4Ps (Product, Production, Pricing and Promotion)

Note: Ensure organizing is one of the key strategy for helping women and youth groups to have access to resources

Guideline 13: Promote contracting and short term employment in rural-infrastructure development

GOAL: Public infrastructure development provide women and youth with increased work opportunities

- Conduct sensitization to the key actors including contractors and community leaders on the need to provide equal employment opportunities for women, men and youth in infrastructure works i.e. through facilitating women and youth to win contracts in the construction sector.
- Build the capacity of women and youth groups to undertaking sub-contracts in the construction sector
- Determine the impact at family/household and community levels in terms of health, quality of life, economic growth and organizational capacity as a result of adult and young women engagement in the construction sector

CHAPTER FOUR: TOOLS FOR IMPLEMENTING THE GUIDELINES

Introduction

The tools underlined in this chapter are aimed to facilitate implementation of the guidelines elaborated in the previous chapter. Each tool contains simple explanations and leading questions. A list of reference materials is also provided for more information and knowledge.

Tool 1: Gender analysis

- Raise awareness of the mutually influencing relationship on gender, poverty and employment.
- Raise awareness on the importance of sex disaggregated data and information for project/programme planning, implementation and monitoring
- Identify socio-cultural issues that can have effect on the effectiveness and efficiency of the implementation of the gender-responsive action plans for employment creation.
- Make adjustments needed in the district/ward/village plans to have desired gender effect.
- Raise awareness on different gender analysis framework and their purposes.

Framework for gender analysis at the micro level¹

Use **Harvard Analytical tool to assess** activity profile for women and men, girls and boys; access and control profile; influencing factors; checklist for programme/project-cycle analysis.

Activity profile

Example of Harvard framework on activity profile		
Activities	Women/girls	Men/boys
Productive activities - Agriculture <ul style="list-style-type: none"> o Food crops o Cash crops o Livestock o Natural resources - Income generating activities <ul style="list-style-type: none"> o Food vending o Brick making o Hair plating o Bicycle repair 		
Reproductive activities - Water related - Fuelwood - Food preparation - Child care - Looking after sick family members - Cleaning - Going to market		

Adapted from Overholt, Anderson, Cloud and Austin; Gender Roles in Development, Kurmanian Press Inc. Connecticut, 1985 (Source: Match 1991, 31)

¹ The gender analysis frameworks were taken from the gender budgeting training materials by Nathalie Holvet, University of Antwerp, Belgium, November, 2007

Access and control profile

Example of Havard framework on access and control profile				
	Access		Control	
	Women	Men	Women	Men
Resources: - land - equipment - labour - cash - education and training - other				
Benefits - outside income - assest ownership - basic needs (food, shelter, clothing) - political power - other				

Adapted from Overholt, Anderson, Cloud and Austin; Gender Roles in Development, Kurmanian Press Inc. Connecticut, 1985 (Source: Match 1991, 31)

Influencing factors

Example of Havard framework on influencing factors		
Influencing factors	Opportunities	Constraints
- community norms and social - demographic factors - institutional structures - economic fcators - political factors - legal parameters - training - attitude of community to development workers		

Adapted from Overholt, Anderson, Cloud and Austin; Gender Roles in Development, Kurmanian Press Inc. Connecticut, 1985 (Source: Match 1991, 31)

Use Moser framework for gender needs assessment

Example of Moser framework for gender needs assessment	
Women's practical gender needs	Women's strategic gender needs
i) Access to farm inputs i.e. seedlings, capital ii) Specific training iii) Access to water, firewood iv) Access to paid work/income-generating activities v) Access to improved technology i.e. cooking stoves	* collective organization * the right to speak * skills in leadership and leadership positions in the project/programme/intervention/community * access to education and training

Reference materials

- ILO gender training materials
- Women and Gender Development Policy

Tool 2: Assessment and Identification of Economic Opportunities

Guiding questions

- What businesses women, men and youth are engaged in, what skills they have, what obstacles exist? What market opportunities exist for business start up and growth?
- Assess businesses that are doing well in the area and why? **retail**-business owner buys goods from producers and wholesalers and resell them to end-users: market stalls, grocery shops, household items; **service**- activities which use a personal skills, possibly with the aid of equipment, to meet specific customers needs and, in exchange, realise income i.e. transport of goods, food vending, repair of bicycles etc; **wholesale**-goods are bought in bulk from a producer and resold in volume to retailers; **manufacturing**-process of directly producing goods by converting raw materials into finished products i.e. production of chairs, beds etc
- What agricultural activities women, men and youth are engaged in (food and cash crop production), livestock and natural resources (timber, honey production etc), what are the current levels of production, are they consistent with national levels? What are the constraints limiting production?
- What specific constraints facing women and men, girls and boys in their small scale businesses? Categorize them in terms of behavioural, roles, socio-cultural, educational, occupational, infrastructural, legal etc.
- What are the existing gender relations and how do they affect women's access to resources, mobility and decision making powers?
- Help villagers to carry out stakeholders analysis and ask them how they could strengthen the commitment of stakeholders for their enterprises/common goal.
- Help women and men, girls and boys to assess the environment to better understand and find out what types of raw materials are available and what products are made or brought in from other areas. This will also boost villagers/women's/youth's self-confidence and enables them to better manage their individual or group enterprises. A participatory approach is recommended. It is important to build communities/women's/men's/youth perception of their environment and on the knowledge that they already have of their environment. The groups should themselves collect all missing information that is needed for different stages of the analysis.

Reference materials

- ILO guide for training women economic groups (2003)
- ILO guide for identification of economic opportunities (2002)
- ILO training materials on start and improve your business
- Training materials compiled by ILO-UNIFEM initiative

Tool 3: Development of entrepreneurial skills

- Train women, men and youth groups to become entrepreneurs for enhanced business opportunities and income
- Train community trainers and grassroots animators for sustained interventions and follow up
- Provide opportunities for women and youth groups to exhibit and participate in local, national and international trade fairs for market accessibility.

Reference materials

- ILO training materials on Start and Improve Your Business
- Training materials compiled by ILO-UNIFEM initiative

Tool 4: Building Groups/Association of Women and Youth Entrepreneurs

- Support formation of producers associations, marketing and supply chains to enable framers obtain greater value for their produce
- Strengthen the existing associations/groups in leadership, business development and management, financial management etc. in line with identified needs
- Facilitate the exchange of business and technical production skills

Reference materials

- ILO training materials on Start and Improve Your Business
- Training materials compiled by ILO-UNIFEM initiative

Tool 5: Training Groups/Associations on Savings and Credit and link them with Existing

Micro - Finance programmes

- Encourage establishment of savings groups for women, men and youth
- Establish linkages with micro finance institutions and attract microfinance providers to rural communities
- Facilitate access to flexible micro finance services through cash guarantees and other mechanisms

Reference materials

- Materials compiled by ILO-UNIFEM initiative
- Cooperative Act No. 20 of 2003
- SACCOS Monitoring Tool

Tool 6: Developing Linkage to Budgets and Budgetary Process

- Gender analysis is needed at various levels of the budget cycle through identification & selection of priorities and strategies: on the basis of diagnosis and analysis; beneficiary needs assessment; outcomes, indicators and targets
- Budgeting, planning, implementation and monitoring through MTEF
- Evaluation & monitoring in terms of relevance, effectiveness, efficiency, impact and sustainability.

Reference materials

- Gender budgeting training materials
- Budget guidelines
- Obstacles and Opportunities for Development (O & OD) guidelines
- Mid-Term Expenditure Framework (MTEF)
- District Strategic Plan
- Local Government Monitoring Database

Tool 7: Building ownership and sustainability

- Build the capacity of community groups/associations to carry out gender-responsive employment creation interventions.
- Facilitate establishment of sustainable structures for project/programme planning, implementation and monitoring and evaluation.

Reference materials

- Training materials compiled by ILO-UNIFEM initiative.

CHAPTER FIVE: ENHANCING THE GENDER MAINSTREAMING AND MANAGEMENT SYSTEMS

Strengthening Gender Mainstreaming Systems

A key issue in this chapter is a clarification that the responsibility for women and men involved in or affected by employment creation is a responsibility of every staff of each sector in collaboration with Gender Desks and committees at the District, Ward and Village levels. The role of the Gender Desks are to coordinate, provide technical support, and make follow up on the gender mainstreaming processes and results through established benchmarks. Specifically the following is mandatory:

- Strengthen/establish gender desks and committees in the council and ward administrative structure with customized duties and responsibilities.
- Build individual competencies in gender-mainstreaming as a means of contributing to strengthening of district capacity in this area.
- Reinforce district monitoring of gender-responsive employment creation interventions at all levels.
- Establish organizational responsibilities for gender-mainstreaming at the District, Ward and Village level making it mandatory for every staff to create and nurture a gender-responsive organizational culture.

Key actors and responsibilities

Position	Responsibility
District Commissioner and District Executive Director	Provide leadership in implementing the district's mainstreaming policy, develop district strategies and policies as appropriate, monitor overall implementation and facilitate the effective operation of Gender Focal Points at district and ward levels
Sector units/ departments heads	In cooperation with District Gender Desk and Gender Committees monitor the application of gender mainstreaming principles and stimulate the wider inclusion of gender concerns and intensified responses to women's and youth needs in the sector/unit plans
District Gender Desk	<ul style="list-style-type: none"> • provide technical support in gender analysis of sector/unit specific plans • elaborate gender strategy for the district in cooperation with district departments • organize and conduct gender awareness training for district and ward staff • assist and advice all sections to incorporate gender perspective in their personal work plans • provide technical support to planning department to identify gender indicators, to include sex/gender-disaggregated data in the district database and to incorporate gender considerations in the budgeting and impact evaluation studies • stimulate the wider inclusion of gender concerns and intensified responses to women's and youth needs • maintain linkages with Gender Desks at ward levels and facilitate implementation of their work plans • collect and disseminate Good Practices and relevant information that can enhance gender-responsive employment creation initiative.

CHAPTER SIX: GENDER-RESPONSIVE IMPLEMENTATION, MONITORING AND EVALUATION OF ACTION PLANS AT DISTRICT, WARD AND VILLAGE LEVELS

6.0

Action plans on gender-responsive employment creation

There is need to develop specific District, Ward and Village level action plans for gender-responsive employment creation. Specific District action plans for gender-responsive employment creation should be developed in a participatory manner involving all stakeholders at different levels. For effective implementation and monitoring, the action plans should be widely disseminated to key stakeholders including primary beneficiaries. The purpose is to create ownership and awareness on the planned targets and their roles in the implementation. Specifically, women, men and youth should be involved in all stages of implementation and monitoring.

Monitoring and evaluation

District, ward, village officials and beneficiaries need to be involved in routine monitoring of activities and their impact, in order to provide early feedback of lessons learned during implementation. Such feedback should influence internal planning of the activities by identifying constraints hindering effective implementation and potential ways of increasing impact. It should also inform district and ward decision-making.

The local government monitoring database should be engendered to provide for collection and analysis of gender disaggregated data and information for planning and monitoring. In principle, data should be disaggregated by sex, age and location in issues such as village population including female and male headed households; employment by sex and age; producer's associations and groups; village leadership and various committees i.e. water user committees, development committees etc.

Box 1.2 Action plans on gender-responsive employment creation

The ILO-UNIFEM project for "Supporting Employment Dimensions in the PRS Process Through Mainstreaming Gender Equality in Employment Policies and Programmes" was implemented in Morogoro District (July 2007 - April 2008). The project supported the development of District and Ward level action plans on gender-responsive employment creation. The key issues identified in the agriculture (farming, livestock and natural resources) were access to farm inputs, extension services, capital; micro enterprise development and market linkages through value chains..

Monitoring and evaluation will serve the following purposes:

- provide gender-sensitive baseline information that can be used to assess changes that will occur;
- establish progress, to be described in regular reviews and reports;
- establish the need for adapting plans and additional activities or modification of on going activities;
- identify problems and constraints obstructing implementation;
- establish impact; and
- ensure accountability and transparency.

Gender Responsive monitoring indicators

The following gender specific indicators can be used to measure changes in position of women and men, girls and boys with respect to social-economic, political and decision-making:



Expected outcome	Gender-related issues and indicators
Enhanced food and cash crop production	<ul style="list-style-type: none"> • increase in land cultivation by women, men and youth • food and cash crop production per acre by women, men and youth • food availability at household level • increase in income
Improved livestock production	<ul style="list-style-type: none"> • % or proportion of households with improved livestock sheds • increase in number of local chicken and goat per household • % or proportion of women and youth involved in local chicken production • availability of animal protein in diet • increase in income
Enhanced access to training and financial services	<ul style="list-style-type: none"> • % or proportion of women, men and youth forming groups and contributing regular savings • % or proportion of women, men and youth receiving loans • % or proportion of women, men and youth receiving repeat loans • improvement in cash and food crops, livestock production and small-scale income generating activities
Social and physical well-being is improved	<ul style="list-style-type: none"> • % of population with access to water within 400 km • % of population with access to fuel and improved stoves • % of population with access to healthcare • division of labour in fuel and water collection by sex • fertility rate (average number of births per woman) • HIV prevalence • Under-five mortality rates, females and males • Malnutrition prevalence (number by sex)
Gender equity and equality is fostered	<ul style="list-style-type: none"> • % or proportion of women and youth with access to productive resources • Reduction in gender gap in ownership of agricultural land (% of farms in individual ownership owned by women and youth) • Access to loans for women, men and youth (average size of loans to women, men and youth) • Women's roles in cooperatives (in planning and decision making) • % or proportion of women, men and youth engaged in non-farm income-generating activities • Types and level of non-farming employment for women, men and youth • % or proportion of women's and men's time use in 24 hours in reproductive and productive activities • Women's and men's access to technology and support services in agriculture • Women's and men's capacity to adopt improved farming methods and technology • Women's role in decision making in the family and community • Women in leadership positions in the village/ward/district levels • Women's control over income and other household resources • Employment in agriculture-ratio of females as a % of female labour force to males as % of male labour force • Contribution of different household members to the household economy • Level of income by women and men

Strategies for ensuring participatory implementation, monitoring and evaluation:

- a) District staff, field workers and ward/village leaders should raise awareness of community members on the existence of action plans for gender-sensitive employment creation and the medium term strategic plan.
- b) Enable women, youth and general community to articulate their priorities and needs, understand their role in the implementation.
- c) The thirteen (13) guidelines are geared towards enhancing participatory analysis and planning initiative for agriculture development, micro and small-enterprise development and its subsections including microfinance', 'business development services', 'start and improve your business' and 'women/youth entrepreneurship development'. The guidelines concentrate on building and sensitizing for sustainable self-employment and on micro and small-enterprise support and development. They also act as general strategies to promote local economic development.

CHAPTER SEVEN: CONCLUSION

Realizing women's empowerment and gender equality does not mean only increasing the number of women in poverty reduction efforts but also integrating gender perspectives in all policies, programmes and strategies. These Thematic Guidelines for "Gender-Responsive Employment Creation" sets out basic policies for Districts in ensuring gender mainstreaming in the district plans and strategies for poverty reduction. They present basic approaches and areas of concern for employment creation and gender equality. To this end, the Guidelines first begin by clarifying the concept of gender. The basic facts about employment situation in Tanzania is provided based on the Integrated Labour Force Survey of 2006, the National Strategy for Growth and Poverty Reduction (NSGRP); the national Employment Policy and Job Creation Programme; the Morogoro Rural District Strategic Plan and reports of the situational assessments and capacity building conducted in the district, thirteen sub-sets of guidelines have been identified as the main areas of concern with corresponding tools for facilitating gender-sensitive employment creation.

References

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UNESCO (2003); Gender Mainstreaming Implementation Framework (GMIF), Paris, 2003

World Bank (2001); Integrating Gender Dimension into the Monitoring and Evaluation of Rural Development Projects, Washington DC, 2001

Annex 1: A framework for stakeholders' interviews

A: National Level Policy makers

- 1) Level of awareness of gender in relation to employment
- 2) Existence and level of conceptual clarity of a Policy guiding gender mainstreaming in the sector/ministry
- 3) Existing of Initiatives and Linkage to employment creation
- 4) How is gender integrated into the Initiative
- 5) What are the challenges in mainstreaming gender in addressing issues of unemployment
- 6) How is the sector/ministry collaborate with councils to address issues of unemployment and underemployment
- 7) Personal recommendations

B: Council/district level selected key actors (Morogoro district Council)

- 1) Awareness on International and national policy context in relation to gender and employment
- 2) Conceptual clarity of sectoral Policies guiding gender mainstreaming in relation to employment creation
- 3) Existing of Initiatives and Linkage to employment creation (women and youth projects)
- 4) How is gender integrated into the Initiatives
- 5) What are the challenges facing the council in gender mainstreaming gender to address issues of unemployment and underemployment
- 6) How is the council linking with ministries to address issues of unemployment and underemployment (Ministry of Planning, Economy and Empowerment, Finance and Labour, Employment and youth development)
- 7) Personal recommendations
- 8) What are the comparative areas for development of women and youth employment
- 9) Existing women and youth organizational capacity
- 10) Existing economic development activities in the district
- 11) Existing Business services and constraints
- 12) Social status of girl child in accessing education and pursuing.

Annex 2: Logframe Approach (LFA)

Stakeholder Analysis - identifying & characterising major stakeholders, target groups & beneficiaries, defining whose problems will be addressed by a future intervention, and which potentials can be used

Problem analysis - identifying key problems, constraints and opportunities; determining cause and effect relationships

Analysis of objectives - developing objectives from the identified problems; identifying means to end relationships

Strategy analysis - identifying the different strategies to achieve objectives; selecting the most appropriate strategy (ies); determining the major objectives (overall objectives and project purpose)

Logframe - defining the project/ programme structure, testing its internal logic, formulating objectives in measurable terms, defining means and cost (overall)

Activity scheduling - determining the sequence and dependency of activities; estimating their duration, setting milestones and assigning responsibility

Resource scheduling - from the activity schedule, developing input schedules and a budget

Annex 3

Example of Havard Tool 4: Checklist

The following sets of questions are the key ones for each of the four main steps in project/programme cycle: identification, design, implementation and monitoring and evaluation:

WOMEN'S DIMENSION IN PROJECT/PROGRAMME/INTERVENTION IDENTIFICATION

Assessing Women's needs

1. What needs and opportunities exist for increasing women's and youth productivity and/or production?
2. What needs and opportunities exist for increasing women's and youth access and control of resources?
3. What needs and opportunities exist for increasing women's and youth access and control over benefits?
4. How do these needs and opportunities relate to MKUKUTA, employment policy, district, ward and village development plans?
5. Have women and youth been directly consulted in identifying such needs and opportunities?

Defining general project/programme/intervention objectives

1. Are project/programme/intervention goals explicitly related to women's needs?
2. Do these objectives adequately reflect women's and youth needs?
3. Have women and youth participated in defining those objectives?
4. Have there been any earlier efforts?
5. How has the present project/programme/intervention built on earlier activity?

Identifying possible negative effects

1. Might the project/programme/intervention reduce women's and youth access to and control of resources and benefits?
2. Might it adversely affect women's and youth situation in some other way?
3. What will be the effects of women and youth in the short and long term?

WOMEN'S AND YOUTH DIMENSION IN PROJECT/PROGRAMME/INTERVENTION DESIGN

Project/programme/intervention impact of women's and youth activities

1. Which of these activities (production, reproduction, and maintenance, socio-political) does the project/programme/intervention affect?
2. Is the planned component consistent with the current gender denomination of the activity?
3. If it is planned to change the women's/youth performance of the activity i.e. locus of the activity, remunerative mode, technology, mode of activity, is this feasible and what positive or negative effects would there be on women?
4. If it does not change it, is this a missed opportunity for women's/youth role in development process?
5. How can the project/programme/intervention design be adjusted to increase to increase the above mentioned positive effects, and reduce or eliminate the negative ones?

Project impact on women's/youth access and control

1. How will each of the project/programme/intervention components affect women's/youth access to and control of the resources and benefits engaged in and stemming from the

- production of goods and services?
2. How will each of the project/programme/intervention affect women's/youth access and control of resources and benefits engaged in and stemming from the reproduction and maintenance of the human resources?
 3. How will each of the project/programme/intervention affect women's/youth access and control of resources and benefits engaged in and stemming from socio-political functions?
 4. What forces have been set into motion to induce further exploitation of constraints and possible improvements?
 5. How can the project/programme/intervention design be adjusted to increase women's/youth access and control of resources and benefits

WOMEN'S AND YOUTH DIMENSION IN THE IMPLEMENTATION

Personnel

1. Are project/programme/intervention aware of and sympathetic towards women's/youth needs?
2. Are women used to deliver the goods or services to women beneficiaries?
3. Do personnel have the necessary skills to deliver to provide any special inputs required by women/youth?
4. What training techniques will be used to develop delivery systems?
5. Are there appropriate opportunities for women to participate in project/programme/intervention management positions?

Organizational structure

1. Does the organization form enhance women's/youth access to resources?
2. Does the organization have adequate power to obtain resources needed by women from other organizations?
3. Does the organization have the institutional capability to support and protect women during the change process?

Operations and logistics

1. Are the organization's delivery channels accessible to women and youth in terms of personnel, location and timing?
2. Do control procedures exist to ensure dependable delivery of the goods and services?
3. Are there mechanisms to ensure that the project resources or benefits neither are nor unsurpassed by males?

Finances

1. Do funding mechanisms exist to ensure programme continuity?
2. Are funding levels adequate for proposed tasks?
3. Is preferential access to resources by males avoided?
4. Is it possible to trace funds for women from allocation to delivery within a fair degree of accuracy?

Flexibility

1. Does the project/management/intervention have a management information system which will allow it to detect the effects of the operations on women?
2. Does the organization have enough flexibility to adapt its structures and operations to meet the changing or new-found situations of women and youth?

WOMEN'S DIMENSION IN PROJECT/PROGRAMME/INTERVENTION EVALUATION

Data requirements

1. Does the projects monitoring and evaluation system explicitly measure the projects'/ programme's/intervention's effect on women and youth?
2. Does it also collect data to update the Activity Analysis and the Women's/youth Access and Control Analysis
3. Are women/youth involved in designating the data requirements?

Data collection and analysis

1. Are the data collected with sufficient frequency so that necessary project/programme/ intervention adjustments could be made during implementation?
2. Are the data fed back to the project/programme/intervention personnel and beneficiaries in an understandable form and on a timely basis to allow adjustments?
3. Are women involved in the collection and interpretation of data?
4. Are data analyzed so as to provide guidance to the design of other interventions/ programmes?
5. Are key areas of WID/GAD research identified?

Source: Adapted from March et.al 1999







