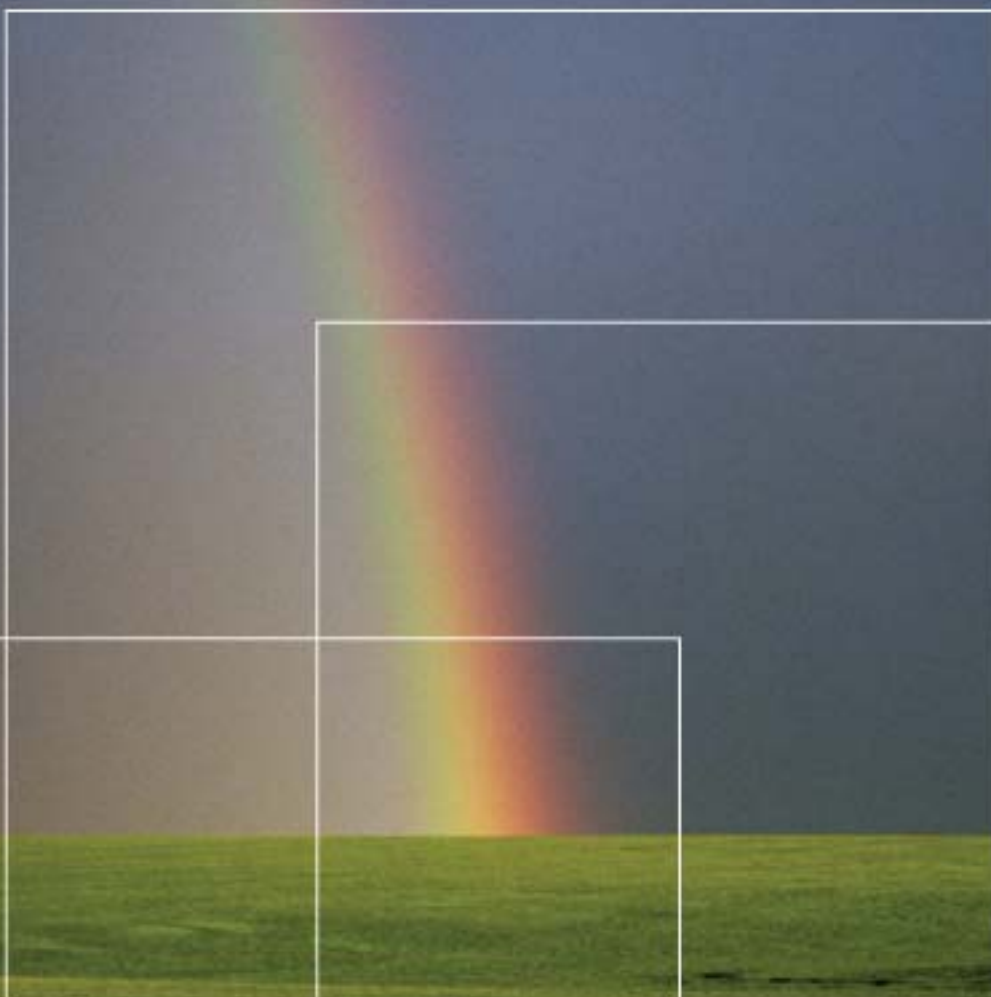




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Decent Work Country Programme
Tanzania



DECENT
WORK
COUNTRY
PROGRAMME



Decent Work



Tanzania

2006-2010

ILO's Country Programme for the United Republic of Tanzania

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ABBREVIATIONS	2
INTRODUCTION	3
RECENT NATIONAL DEVELOPMENTS	4
National frameworks for poverty reduction	5
UN Response	6
ILO Response	6
ILO mandate and past experience	7
ILO in the sub region	8
COUNTRY PROGRAMME PRIORITIES	8
Priority area 1 - Poverty reduction through creation of decent work opportunities with a focus on young women and men	9
Demand and potential support	9
Strategies for promoting Youth employment	10
Priority area 2 – Incidence of child labour and its worst forms reduced	11
Demand and potential support	12
Strategies to eliminate child labour, especially its worst forms	12
Priority area 3 – Socio-economic impact of HIV/AIDS at the workplace mitigated	13
Demand and potential support	14
Strategies to combat HIV/AIDS at the workplace	15
Cross cutting priorities	16
Strengthening the social dimensions of regional integration in East Africa for a fair globalization	16
Expanding the influence of Ministries of Labour, social partners, social dialogue and tripartism	17
DECENT WORK TANZANIA IN PARTNERSHIP – RESOURCE BASE, IMPLEMENTATION AND MANAGEMENT	18
Challenges and Risks	19
Sources of funds and Time Table	19
POSTSCRIPT	ERROR! BOOKMARK NOT DEFINED.

Abbreviations

ATE	Association of Tanzania Employers
CSOs	Civil Society Organizations
CLMS	Child Labour Monitoring System
CHLS	Child Labour Statistics
COBET	Complementary Basic Education in Tanzania
DWCP	Decent Work Country Programme
DWT	Decent Work Tanzania
GBS	Government Budget Support
GER	Gross Enrolment Rate
HBS	Household Budget Survey
ILFS	Integrated Labour Force Survey
ILS	International Labour Standards
IPEC	International Programme on the Elimination of Child Labour
JAST	Joint Assistant Strategy in Tanzania
LGAs	Local Government Authority
MDGs	Millennium Development Goals
MDAs	Ministries, Departments, Agencies
MKUKUTA	Mkakati Wa Kukuza Uchumi na Kuondoa Umaskini Tanzania
MKUZA	Mpango wa Kupunguza Umaskini Zanzibar
NACP	National AIDS Control Programme
NER	Net Enrolment Rate
NSGRP	National Strategy for Growth and Reduction of Poverty
PER	Public Expenditure Reviews
PHDR	Poverty and Human Development Report
PMS	Poverty Monitoring System
PRSP	Poverty Reduction Strategy Paper
SMEs	Small and Medium Enterprises
TACAIDS	Tanzania Commission for AIDS
TBP	Time Bound Programme
TUCTA	Trade Union Congress of Tanzania
UNDAF	United Nations Development Assistance Framework
WFCL	Worst Form of Child Labour
YEN	Youth Employment Network
ZAC	Zanzibar AIDS Commission
ZANEMA	Zanzibar Employers Association
ZATUC	Zanzibar Trade Union Congress
ZSGRP	Zanzibar Strategy for Growth and Reduction of Poverty
ZPRP	Zanzibar Poverty Reduction Plan

Introduction

The overall goal of the International Labour Organization is to promote opportunities for decent work for women and men in all countries. The International Labour Office provides technical and institutional assistance to constituents in member States to meet that goal. In accordance with the ILO Programme and Budget 2006-07, the primary means for the ILO to provide such assistance at the country level, are the Decent Work Country Programmes (DWCPs).

The Decent Work Country Programmes in the ILO – A Guidebook defines DWCP as “a programming tool to deliver on a limited number of priorities over a defined period” in order to “increase the impact of the ILO’s work” and to be “more visible and transparent”. Being developed with the active participation of the social partners, it is a programme “in support of constituents, national policy and institutions”.

A DWCP is therefore the ILO’s contribution to the shared concerns and emerging demands for “better alignment between national goals and international cooperation”, more effective aid and aid coordination reflected in the Paris Declaration on Aid Effectiveness, the Rome Declaration on Harmonization and the Millennium Declaration’s call for a global partnership for development. As stated in the guidebook, the DWCP should be “the best possible intersection between country characteristics and policies, constituents’ priorities and ILO objectives”. And as it is stated in the ILO Director-General’s Introduction to the International Labour Conference (ILC) 2005, “Consolidating progress and moving ahead”:

“[...] through decent work country programmes, the ILO should equip itself to contribute more effectively within its mandate to national sustainable development, as well as to the international policies giving it support.”

The ILO approach to poverty reduction is promoting decent work for all. This goal goes hand in hand with the pledges in the Millennium Declaration. The ILO Decent Work Agenda, which supports economic growth with equity, contributes to all the eight MDGs¹. It has four elements:

- Employment — the principal route out of poverty is productive work and income;
- Rights — without them, men and women will not be empowered to escape from poverty;
- Protection — social protection safeguards income and underpins health;
- Dialogue — the participation of employers’ and workers’ organizations in shaping government policy for poverty reduction ensures that it is appropriate and sustainable

The second generation of the United National Development Assistance Framework (UNDAF) for the United Republic of Tanzania was drafted just prior to the DWCP consultation in a process that embedded the UN’s support to national development processes and ongoing efforts to establish the framework for the implementation of the National Strategy for Growth and Reduction of Poverty (NSGRP) and the Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP).

¹ For more information, see the ILO information folder on Decent Work and the MDGs: <http://www.ilo.org/public/english/bureau/exrel/mdg/briefs/index.htm>

The DWCP for the United Republic of Tanzania, or, in short, “Decent Work Tanzania (DWT) translates these above-mentioned demands into a coherent country level response that is aligned with the NGRSP² and ZSGRP. The DWT is an integral part of the UNDAF. Not least, it is developed and will be implemented in close partnership with the ILO constituents; the Government, workers’ and employers’ organizations, the UN system, development partners and agencies in Tanzania Mainland and Zanzibar.

Recent national developments

Tanzania has experienced an average of 6 per cent GDP growth over the last six years. Inflation has remained single digit, Foreign Direct Investment (FDI) has increased, as well as domestic investment in infrastructure, telecommunication, mining and tourism. In Zanzibar, recent data show that the economic growth rate in real terms has been sustained, recording 8.6% in 2002, 5.9% in 2003 and 6.4% in 2004. Inflation has also remained single digit, albeit above 5%. However, the prevalence of income and non-income poverty is still high in Tanzania with a large disparity between urban and rural areas.

According to the Household Budget Survey (HBS) of 2000/01, the proportion of the population below the national food poverty line is 18.7 per cent and that below the national basic needs poverty line is 35.7 percent, indicating a small decline in the proportion of the population below the national poverty lines in the 1991/92 HBS. According to the Tanzania Poverty and Human development Report (PHDR) 2005, Tanzania is unlikely to achieve the national target of halving income poverty by 2010³ if current growth rates are sustained over the period to 2010. The challenge is to ensure that future growth is pro-poor and generating employment.

Tanzania has shown some progress in achieving the MDGs. The primary gross enrolment rates (GER) have increased with little gender difference following the abolition of school fees in 2001. 95 per cent of children aged 7 to 13 were enrolled in school in Tanzania Mainland in 2005⁴. The quality of education, e.g. high dropout rates at secondary school, remains a challenge. Children with disabilities are much less likely to be in school than other children. Continued efforts to eradicate the worst forms of child labour have had positive impact on sustained enrolment and completion rates, as demonstrated in research and practice. HIV/AIDS remains a serious problem even if prevalence levels have stabilized at around 7 percent. Life expectancy has fallen to around 44 years, and it is estimated that if transmission levels continue unabated, the Tanzania labour force will be reduced by 12 percent, compared to a situation without HIV/AIDS by the year 2020⁵.

An area of policy concern is that of high rates of unemployment and underemployment. Unemployment stands at 2.3 million (1.3 million women and 1.0 million men) equivalent to 12.9 percent of the labour force according to the ILFS 2000/01. On average, labour productivity and incomes are lower in the rural areas than in urban areas. According to the

² Mkakati Wa Kukuza Uchumi na Kuondoa Umaskini Tanzania (MKUKUTA): <http://www.tzdac.or.tz/MKUKUTA/MKUKUTA%20FINAL-June.pdf>

³ Using 2000/01 HSB data as a baseline.

⁴ There is increasing gender disparities over the years, with more over-aged boys retained in primary education, according to the PHDR 2005. According to the ZSGRP (June 2006 draft) the primary net enrolment rates in Zanzibar rose from 65 per cent in 1995 to 79 per cent in 2002, while the Primary Gender Parity (F/M in Net Enrolment) rose from 98 to 99 per cent in the same period. See more under DWCP Priority area 2: Incidence of child labour and its worst forms reduced.

⁵ World Bank.

latest ILFS⁶, the rate of underemployment increased to 11.2 percent in 2000/01 from 4.3 percent in 1990/91, and the situation has become worse in rural than in urban areas Zanzibar is also facing high unemployment rates⁷. The ILFS of 2000/01 indicates that the increase in the unemployment rate was much higher for males (135) than females (118), while the economically active population consist of 52 percent females and 48 percent males. 75 percent of the active women are in subsistence production. In addition, women are over represented in low-skilled jobs with precarious working conditions in the informal economy, which is ignorant of legislations protecting their rights and not covered by formal social security schemes and trade union representation. The 2000/01 ILFS also states that only 7 per cent of the Tanzanian labour force was engaged in formal wages employment, while 82 per cent was engaged in agriculture, followed by small business managers, street vendors, sales and other crafts.

Tanzania has ratified all eight ILO core conventions, which have been domesticated into new labour laws through a revision of its labour legislation.

National frameworks for poverty reduction

In 2004 the Poverty Reduction Strategy was revised through a wide participatory consultative process, which led to a second PRSP, the National Strategy for Growth and Reduction of Poverty (NSGRP) for 2005/6-2009/10. The MDGs are mainstreamed into the NSGRP, which is outcome focused and based on three clusters:

- Growth and Reduction of Income Poverty;
- Improvement of Quality of Life and Social Well-Being; and
- Governance and Accountability.

In the ZSGPR (June 2006 draft) the clusters are divided into the same themes, however with slightly different titles and numbering, namely:

- Growth and Reduction of Income Poverty;
- Social Services and Well-being; and
- Good Governance and National Unity.

The Joint Assistant Strategy in Tanzania (JAST), which is being developed by the Government in consultation with development partners, spells out the main principles for development cooperation in Tanzania and sets out the roles that the Government of Tanzania and development partners will play in funding and implementing poverty reduction activities in the country. The JAST aims to build an effective development partnership by strengthening national ownership and Government leadership of the development process; aligning Development Partner support to Government priorities, systems and procedures; harmonising Government and Development Partner processes; managing resources for development results; and ensuring mutual accountability. Development partners are expected to support the achievement of results on the NSGRP/ZSGRP and the further development of existing capacities in the country by providing financial and technical assistance to the GOT and non-state actors as well as advice in dialogue with the GOT and other domestic stakeholders. Government Budget Support (GBS) is the preferred long term funding avenue for all development partners, while sector and basket funding are regarded

⁶ 2000/01. A new ILFS is currently under work and expected in 2006.

⁷ Currently 7 percent of the working age population is unemployed, according to the ZSGRP (June 2006 draft). However, his figure might not take into account those that are currently under-employed, and this overall figure masks the large number of unemployed youth aged 15 – 24, which is estimated at 20 percent of the youth population

as a transitional mechanism. Direct project funds to the Government will be utilized for large-scale infrastructure investment, for piloting where particular service delivery innovations or policies need to be tested before being mainstreamed in the normal Government system and machinery, and for emergency aid where quick and localised service delivery is needed. The project approach will continue to be used in support the private sector and civil society, as well. Existing direct project funds that do not fit in these categories will be phased out over the medium-term.

UN Response

The UN system in Tanzania as a whole has aligned all its support to the NSGRP and the ZSGRP through the United Nations Development Assistance Framework (UNDAF) for 2007-10, which was signed by the UN and the Government in July 2006. The UNDAF identifies UN Agencies' joint contribution to each of the three MKUKTA and MKUZA Clusters through the following UNDAF outcomes:

- i. By 2010, increased access to sustainable income opportunities, productive employment and food security in the rural areas and urban areas;
- ii. By 2010, increased access to quality basic social services for all by focusing on the poor and most vulnerable);
- iii. By 2010, democratic structures and systems of good governance as well as the rule of law and the application of human rights, with a particular focus on the poor and vulnerable groups, are strengthened.

The UNDAF acknowledges the country's rapidly changing development management and aid model and provides a flexible and adaptable tool to effectively respond to Tanzania's development priorities.

ILO Response

The ILO has taken active part in the UNDAF process by ensuring that its DWT is part of the joint UN framework, hence contributing to alignment and harmonization of development cooperation. Initiatives for joint programme development with other UN agencies under the UNDAF have started.

While the development challenges for Tanzania are many and clearly outlined in the NSGRP/ZSGRP, the ILO offers a decent work approach to development, built around policies aimed at stimulating remunerative and productive employment, which cuts across all the MDGs. For the period 2006-2010, the ILO's work will focus on three priority areas in its support to the national development process. All three areas have been identified as strategic for ILO interventions at the country level based on the NSGRP/ZSGRP, the UNDAF, consultations with the constituents and the ILO 2006-07 strategic objectives and mainstreamed strategies.

These three selected priority areas are:

- Poverty reduction through creation of decent work opportunities with a focus on young women and men;
- Incidence of child labour and its worst forms reduced; and
- Socio-economic impact of HIV/AIDS at the workplace mitigated.

Moreover, within this framework and in line with MDG 8's call for a global partnership for development and fair trade, the ILO will continue to promote the mainstreaming of "a fair globalization" at the national and sub regional level in the global fight against poverty as a follow-up to the conclusions of the report of the World Commission on the Social Dimensions

of Globalization (WCSDG)⁸ and the Director General's Report to the ILC 2004. Tanzania is one of the selected pilot countries for national follow-up to the recommendations of the WCSDG's report.

ILO mandate and past experience

The Millennium Declaration and MDG 8 with its related Target 16 call upon the development and implementation of "strategies for decent and productive work for youth" done "in cooperation with developing countries"⁹. In cooperation with the World Bank and the UN the ILO is leading the secretariat of the Youth Employment Network (YEN), which was set down by the UN Secretary General in response to this call. The ILO in Tanzania is supporting several youth components in its current programmes, including gender sensitive skills development of young workers, employment creation for youth through SME in the informal economy, and research on youth unemployment in the area of globalization. The office is now aiming at increased and more focused interventions built on current expertise also in other areas with close links to youth employment, e.g. improved decent employment opportunities for informal workers through cooperatives. Experience gained in the implementation of the child labour Time Bound Programme (TBP) could also contribute to an integrated approach to youth employment, particularly highlighting the linkages of prevention and withdrawal of child labour to youth employment.

In support of MDG 2 on Universal primary education¹⁰ and the ILO Declaration on Fundamental Principles and Right at Work , the ILO promotes employment creation, skills development and extension of social protection¹¹ to poor families, not at least the families/households with child labourers, with a view to eliminate the worst forms of child labour. In Tanzania, the implementation of the ILO Time Bound Programme on the Worst Forms of Child Labour (TBP) dictates that the problem of child labour and its worst forms are mainstreamed in the programmes and activities of strategic partner agencies, which requires close engagement and networking with these partners. The second phase of TBP will also cover three districts in Zanzibar, where the interventions will focus on worst forms of child labour in the fishing sector.

Reduction of HIV/AIDS is among the MDGs for reduction of global poverty and cuts across the ILO Decent Work Agenda¹² . UNAIDS has appointed the ILO as lead agency for work place related HIV/AIDS interventions through its division of labour among UN agencies, globally, as well as in Tanzania. Over the last few years the ILO has collaborated with its tripartite constituents to promote workplace prevention, to combat discrimination and to mitigate the social and economic impact of the disease. One of main areas of action have been to raise awareness of the social, economic and development impact of AIDS through its effects on labour and employment to help governments, employers and workers support national efforts to control HIV/AIDS to fight discrimination and stigma related to HIV status. This has been pursued via advocacy and awareness raising, policy guidance and standard setting and strengthening the capacity of the social partners through technical cooperation.

⁸ Full WCSDG report on <http://www.ilo.org/public/english/fairglobalization/report/index.htm>

⁹ See more on the Decent Work Agenda, youth employment and the MDGS at <http://www.ilo.org/public/english/bureau/exrel/mdg/briefs/index.htm> .

¹⁰ See Information folder on linkages between the MDGs and the Decent Work Agenda, especially MDG 2 on <http://www.ilo.org/public/english/bureau/exrel/mdg/briefs/mdg2.pdf> .

¹¹ Through its *Global Campaign on Social Security and Coverage for All* in cooperation with community-based organizations, trade unions and civil society.

¹² See how the Decent Work Agenda related to MDG 6 on <http://www.ilo.org/public/english/bureau/exrel/mdg/briefs/index.htm>

ILO constituents have acknowledged the usefulness of the ILO Code of Practice on HIV/AIDS and the World of Work as a tool to guide workplace responses to HIV/AIDS. The significance of social dialogue as a conduit through which HIV/AIDS should be addressed has been amplified in all ILO fora. In Zanzibar, the ILO has taken active part in the joint UNAIDS programme on HIV/AIDS with a focus and on the development and effective implementation of sectoral plans.

ILO in the sub region

In 2001, the ILO signed a Memorandum of Understanding with the EAC to collaborate with it in planning and execution of programmes of common interest, particularly those within the EAC Labour and Employment Sector. Since then the ILO and the EAC have collaborated on harmonisation of labour legislations, employment policies, social security systems, as well as a number of joint activities, e.g. on occupational safety and health, joint preparation of the 2004 AU Extraordinary Summit on Employment and Poverty Alleviation, as well as the development of post summit strategies. At the sub regional level ILO is cooperating with the EAC in other areas such as migration and free movement of persons. Within this framework, ILO is supporting the Member states, including Tanzania, to their efforts to strengthen their economic integration and cooperation at the EAC level.

Country Programme Priorities

To address some of the above mentioned challenges, the expected outcomes and related strategies under the three selected DWT priority area are based on the following criteria: Alignment to the NSGRP and ZSGRP, the UNDAF, the Declaration of the 2004 Extraordinary AU Summit on Employment and Poverty Reduction and ILO Programme and Budget 2006-07. The table below shows the DWT in a nutshell, while the table in Annex 1 indicates the DWT's alignment to the national development frameworks and includes the outputs of the expected outcomes.

The Tanzania Decent Work Programme (DWT) in a nutshell

DWT priorities	<i>Poverty reduction through creation of decent work opportunities with a focus on young women and men</i>	<i>Incidence of child labour and its worst forms reduced</i>	<i>Socio-economic impact of HIV/AIDS at the workplace mitigated</i>
Expected outcomes	1.1. Employment and particularly youth employment issues are at the centre of national development policies	2.1. National and district development plans, policies and programmes addressing and sustaining gender focused child labour concerns implemented	3.1. Plans and programmes on HIV/AIDS at the workplace improved and implemented
	1.2. Young women's and men's entrepreneurial and SME activities enhanced	2.2. Household income of families of boy and girl child labourers increased	3.2. Sector policies and legislations that address HIV/AIDS at the workplace in accordance with the ILO Code of Practice and International Labour Standards adopted

	1.2. Young men's and women's entrepreneurship skills for self employment increased	2.3. Access to formal and non-formal education systems for boy and girl child labourers, other out-of-school children and those at risk increased	
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Priority area 1 - Poverty reduction through creation of decent work opportunities with a focus on young women and men

The NSGPR acknowledges that one of policy concern for the country is the high rates of unemployment and under employment. The stable economic growth has not yet generated adequate employment opportunities. The Government has committed itself to the creation of over one million jobs the next five years, including jobs for young women and men¹³.

The youth population in Tanzania is growing and remains high, constituting more than 30 per cent of the total population and 68 per cent of the national labour force. Rates of unemployment and under employment are quite high particularly for the youth, who also lack voice in decision-making bodies, making them vulnerable to social exclusion and poverty. According to the labour force survey from 2001, youth unemployment increased by 11 per cent from 1991 to 2001. In Zanzibar unemployed youth aged 15 – 24 are estimated at 20 percent of the youth population¹⁴.

Unemployed youth constituted 28.1 per cent of the urban youth labour force, 31.8 per cent of the rural unemployed population. It is estimated that approximately 57 per cent of the unemployed young Tanzanians in the mainland are women, who are facing greater constraints in joining the labour force compared to young men due to factors such as low education and skills, cultural attitudes and practices, discrimination, and limited opportunities to access productive resources. Hence young women fail to influence their lives and that of their daughters and sons, leading to vicious cycle of poverty from one generation to the next.

Unemployment and underemployment is also acute among young women and men who have completed secondary education. Of the 700 000 who annually graduate from primary, secondary and tertiary schools, in mainland Tanzania only 40 000 get absorbed into formal wage employment. In all, only 7 per cent of the labour force was engaged in formal wages employment, while 82 per cent was engaged in agriculture, followed by small business managers, street vendors, sales and other crafts. The majority of the persons in the informal sector are self-employed without employees. Young workers constitute nearly 50 per cent of the former and a majority of the latter, and they have typically low education levels (primary school) and 70 per cent have never attended skills training. The majority of young Tanzanians in both the mainland and Zanzibar end up in informal, low paid and low skilled activities with no social protection.

Demand and potential support

Globally, youth employment is acknowledged as an important avenue for poverty reduction through the Millennium Declaration and MDG 8. This is also in line with the decisions to make youth employment a priority taken at the 2004 Extraordinary AU Summit on

¹³ Chama Cha Mapinduzi (CCM) Manifesto 2005-10; KAFOI Online News, Aug 20, 2005.

¹⁴ ZSGRP (June 2006 draft).

Employment and Poverty Reduction that established. The Summit called for the "targeting and empowering of vulnerable groups, such as [...] youth [...]"¹⁵ .

The Issues Paper prepared for the AU Heads of State and Government Summit affirms that youth employment must be an integral part of national employment policy since young people bear the social cost of unemployment and poverty. Likewise, the 10th African Regional Meeting concluded that employment creation, entrepreneurship, employability (investing in education and effective vocational training) and equal opportunities for young women and men are key components to providing decent work for Africa's youth¹⁶. The meeting called upon governments and the social partners to support initiatives under the Youth Employment Network (YEN).

In Zanzibar, a youth policy and vocational training for youth were established during the first ZPRP implementation. Remaining challenges are curriculum not providing sufficient skills, lack of support systems for youth after completion of school, and low sensitisation to agricultural entrepreneurship. Promoting youth employment, enhanced entrepreneurial skills among youth, appropriate curriculum at all levels, increased gender balanced access to training, as well as vocational education opportunities are mentioned among the aimed strategies in the ZSGRP¹⁷.

The NSGRP identifies youth among crosscutting issues and as part of "lifecycle-linked conditions", a major category of impoverishing factors both in rural and urban areas. It acknowledges that unemployment is worse among the youth (compared to adults), including the educated, and calls for strategies to improve young people's ability to use productive assets, (including in Small and Medium Enterprises (SMEs) and small-scale agriculture), to increase their access to rural micro-finance services, and to improve their entrepreneurship knowledge and vocational training. Tanzania's Cooperative Reform and Modernisation Program is also giving attention to youth issues. .

Tanzania has ratified several of the many international labour conventions that are applicable to young workers and job seekers, including conventions on Minimum Age (1973, No. 138), the Worst Forms of Child Labour (1999, No. 182), Forced Labour (1930, No. 29), Freedom of Association and Protection of the Right to Organise (87, No. 1948), Discrimination (Employment and Occupation), (1958, No. 111). A number of important conventions remain to be ratified, including the Employment Policy Convention (1964, No. 122), the Vocational Rehabilitation and Employment (Disabled Persons) Convention, (1983, No. 159), the Occupational Safety and Health Convention (1981, No. 155). Still, challenges remain in terms of domestication, institutional capacity and youth participation in decision-making bodies.

Strategies for promoting Youth employment

Placing productive and decent employment at the centre of national development policies, notably the NSGRP and ZSGRP, requires improved and more informed policies on youth employment. The new labour laws enacted in 2005 and the second phase of the labour law reform provides the legal framework and institutions for the promotion of decent work.

Technical advice to and capacity building of the constituents for their active engagement in the NSGRP/ZSGRP process - including its costing and linkage to the national budget process, implementation and monitoring will be strengthened. This will also apply to the revision and implementation of the relevant policies and strategies, including the National

¹⁵ See more on <http://www.africa-union.org/home/Welcome.htm>

¹⁶ See more on <http://www.ilo.org/public/english/standards/relm/gb/docs/gb289/pdf/gb-5.pdf>

¹⁷ June 2006 draft

Employment Policy and the National Employment Creation Strategy Framework. Increased attention will be given to support youth participation in these development processes, as well as further engagement of Tanzania with the ILO/UN/World Bank Youth Employment Network (YEN), and its cooperation with youth led initiatives, such as the Youth Employment Summit (YES).

In order to guide policy with more informed labour market information, the programme will include supporting the expansion of the knowledge base on national employment and youth employment issues to ensure good quantitative and qualitative data disaggregated by age and sex. This will be done through continued support and technical advice to the undertaking of regular, national ILFS and other relevant national surveys, as well as capacity building of the constituents for their active engagement in such surveys. Employment and labour market research, focusing on the link between globalization, employment/youth employment and poverty reduction, and support the dissemination and awareness of research results, will be carried out. The inclusion of Zanzibar into ongoing labour market information system studies will be facilitated, while the ministry of labour on mainland and Zanzibar will strengthen their partnership in this area of work.

Support for downstream pilot activities that strengthen the access of young men and women to credit, savings and micro-insurance through SMEs will be strengthened. This includes technical assistance to institutions for the facilitation of start up of small businesses for young women and men through in terms of increased access to finance, but also through provision of a minimum of social protection in terms of micro-insurance, reducing their vulnerability and thereby promoting decent work for youth. The interventions will be gender sensitive and undertaken in close cooperation with the workers' and employers' organisations, with a view to upscale, if successful, the pilot interventions and give social partners capacity building in implementing such strategies.

Interventions will focus on the most vulnerable, poor young women and men; especially rural youth; young women and men in the urban, informal economy; youth at risk for HIV/AIDS transmittance and disabled youth. Special attention will be given to the informal economy, where a majority of young, urban workers end up due to lack of opportunities and face barriers in setting up businesses, especially in access to financial services. The support will build on and combine the best experiences from current ILO programmes and best practices. The interventions will also reach out to informal, young workers through Cooperatives, including capacity building, training on organizing and creating decent employment opportunities for informal workers and establishing mechanisms for micro credit services through cooperatives.

Support will be provided for improved and adequate entrepreneurship training initiatives and career counselling for young working men and women. Interventions will be geared towards existing, effective market opportunities. The purpose of such training is to enhance young workers' productivity, competitiveness and income generation through skills development, while strengthening youth awareness of core ILO labour standards, viable social protection solutions (including micro-insurance), HIV/AIDS and safety at the workplace.

Priority area 2 – Incidence of child labour and its worst forms reduced

In spite of international conventions and programmes, child labour and its worst forms, still persist, especially in the agricultural rural sector. According to the findings of the Child Labour Survey 2000/01, 1.2 million children in mainland Tanzania are involved in exploitative and hazardous Labour. The main economic sectors associated with the worst forms of child labour are agriculture; mining and quarrying; domestic service, and commercial sex.

Zanzibar has not had a thorough child labour survey. Still, child labour is spelled out among the challenges in the Synthesis Report for the second round consultations of the ZPRP Review. A 2002 rapid assessment study carried out in Zanzibar is not conclusive, but provides proxy indicators on child labour. High incidence of child labour in fishing and tourism in Zanzibar has been reported.

Child labour increases vulnerability of children and their families and thus calls for strengthened social protection interventions aimed at improving the lives of families through increased access to financial support for income generation and by withdrawing the children in worst forms of child labour and providing them with education alternatives. At the same time it is important to campaign for decent working conditions for those above the legal minimum age working in acceptable sectors and conditions of work. Child labour often remains due to traditional and cultural factors and approaches. Therefore, continuous awareness raising is also needed in addition to the economic empowerment and social protection of families.

The United Republic of Tanzania has ratified and is implementing Convention 138 and 182 on child labour. Issues related to child labour have been included in the Child Development Policy; Employment and Labour Relations Act No.6 2004; and the Labour Institutions Act No. 7 2004, the Children's Rights Statute, the draft Orphans and Vulnerable Children Policy.

Demand and potential support

Child labour is a key obstacle to the achievement of MDG 2, given the fact that a child who is not educated cannot be empowered to escape from poverty. The problem of child labour in the United Republic of Tanzania is linked to poor living conditions occasioned by the weak economic system, a weak social protection infrastructure and limited coverage of social services such as education as well as the impact of HIV/AIDS, which has left orphaned children without sufficient support for survival.

The need for protection of children in child labour and its worst forms is addressed by the NSGRP as part of its overall social protection strategy and mentioned as a priority in the ZPRP review. NSGRP's operational target for adequate social protection and rights of the vulnerable and needy groups covers among others Child protection and Rights, and aims at the reduction of the proportion of children in labour country-wide from 25 per cent to less than 10 per cent by 2010 and to offer children prevented or withdrawn from worst forms of child labour, appropriate education and training alternatives.

Strategies to eliminate child labour, especially its worst forms

Support for the mainstreaming of child labour in national and district policies and programmes will be key in achieving this outcome. The aim is to consolidate the progress made over the past years of ILO's experience in implementing child labour programmes, including the first phase of the TBP. It will also support the translation of the NSGRP framework into concrete and effective action against child labour at central, sectoral and local government levels. It will also focus on linking child labour to decent employment for youth, men and women above the minimum working age.

Efforts will also be strengthened to ensure that specific measures for child labour issues are reflected in and linked to the NSGRP/ZSGRP. Support will be provided for child labour concerns to be incorporated into budgeting, implementation, monitoring and evaluation plans and processes of MDAs and LGAs in both mainland and Zanzibar.

The enabling framework strengthened through the upstream strategies will provide the basis for expanding downstream targeted interventions from the 11 districts covered under TBP Phase I to new districts across the country, including three districts in Zanzibar. The ILO's strategy at the downstream level will focus on the development and dissemination of

standardized procedures, guidelines and protocols for dealing with selected Worst Forms of Child Labour (WFCL), in order to promote replication and scaling up of effective interventions. The ILO will contribute also to gender focused labour market information with the objective of contributing to sustainable policies and knowledge base on linkages between effective employment and labour market policies in Tanzania Mainland and Zanzibar.

Support will also be provided to families of withdrawn children to reduce their dependence on children's earnings and train them on links between HIV/AIDS, poverty and child labour (using ILO developed tools). The understanding of linkages between HIV/AIDS and child labour is essential in mitigating the spread of the disease and thus in reducing the number of working children. Economic empowerment of poor families is essential for the withdrawal of children from WFCL, as well as to prevent the withdrawn and other at-risk children from entering or reverting into WFCL. Continuous awareness raising among families in response to cultural and traditional attitudes concerning child labour is also essential.

The ILO strategy will capitalize on the national availability of considerable resources and services for assisting poor households in breaking out of poverty and vulnerability through income generation and other economic empowerment schemes. In this area, assistance will be focussed to targeted beneficiaries to access and make good use of existing credit and income generation schemes and complementary support services, particularly through the provision of information and training in small-scale entrepreneurial and management skills. International and national enterprises will be collaborated in managing social issues and developing their social policies in order to extend social protection responsibilities to the private sector.

Technical support will be given to provide tripartite constituencies with the aim to improve national education and training policies and programmes together with a range of employment related support services. In line with the Human Resources Development Recommendations¹⁸, the key objective of this outcome is to strengthen national training policies and practices, particular with a focus on skills that are appropriate to children withdrawn or being prevented from entering into WFCL in order to give them access to decent employment. Interventions will focus on improved access to primary education by children in WFCL.

Stakeholders in the area of education and vocational training will be brought together to review and draw lessons from experience gained in transitional education, vocational and skills training under TBP phase I, and to underline approaches for making vocational and skills training programmes available and accessible as an alternative to child labour. Further, a study to update and review the labour market information will be mainstreamed in policies and policy dialogue with relevant institutions in Tanzania Mainland and Zanzibar.

Priority area 3 – Socio-economic impact of HIV/AIDS at the workplace mitigated

Following the recognition of the first Tanzanian AIDS case in 1983, reported cases rapidly escalated. According to recent household survey data around 1 million adults in mainland Tanzania have HIV/AIDS, which represents about 7 per cent of the adult population. Women are more likely to be infected than men and prevalence peaks between 30 and 34 for women and 40 to 44 for men. Prevalence rates in urban areas are twice those in rural areas. Even if prevalence rates have begun to decline, HIV-related deaths are likely to continue to rise for at least another ten years, according to the PHDR 2005.

¹⁸ <http://www.ilo.org/public/english/employment/skills/recomm/main.htm>

Zanzibar is reportedly not as severely affected by the HIV/AIDS pandemic as Tanzania mainland. HIV prevalence in the general population aged 12 to 59 years was estimated at 0.6 per cent in 2002¹⁹, while a more recent survey conducted in randomly selected high risk areas showed a prevalence of 4.7 per cent. Infection for women is 4 to 6 times higher than men. 86 per cent of the transmissions take place in the age group between 20-49 years, peaking in the 35-39 years category.

The NSGRP acknowledges that an increase in HIV/AIDS has aggravated the health status, which impacts on poverty and the economy. The workforce is bearing the brunt of the impact of the epidemic. The impact of both morbidity and mortality is especially severe in the agricultural sector, where labour is fundamental. Although the labour force is still expected to grow significantly, it is estimated that by 2015, Tanzania mainland will experience cumulative labour force losses of nearly 11 per cent as a result of HIV/AIDS. Sectors that are generally labour intensive, such as agriculture, will be most highly affected in terms of production. Mortality is rising faster for women than men. In the world of work, HIV/AIDS has manifested itself into discriminatory practices leading to unfair dismissals, unequal opportunities to advance, stigma, etc.

HIV/AIDS is putting immense pressures on households and communities, in some cases leading to an increase in child labour. This is having an impact on the social protection initiatives that were already weak in some areas. This is negatively impacting the ongoing efforts by government to reduce poverty in the United Republic of Tanzania. Although there is increasing awareness about HIV/AIDS, minimizing the risk of transmission requires that the poor status of men and women, including those with disabilities be addressed and elevated by making it easier for them to access useful advice and services on how best to protect themselves against infection.

Demand and potential support

As the global MDG 6 calls for reduction of HIV/AIDS, the devastating socio-economic impact of HIV/AIDS has been acknowledged in the United Republic of Tanzania, . The country's response has gone through phases of programme activities, first led by the National AIDS Control Programme (NACP), then succeeded by the Tanzania Mainland Commission for AIDS (TACAIDS).

The Government of Tanzania, in collaboration with various stakeholders and partners, continues to mobilise its resources to curb the spread of the disease and mitigate its impact. The NSGRP includes the mitigation of HIV/AIDS in its 5 year planned priorities by the development of programmes to fight its spread in all workplaces: public and private. The government's National Multi-Sectoral Strategic Framework on HIV/AIDS specifically targets workplaces – including the informal economy – for purposes of increasing public/ private and informal sector interventions against the disease. Some private sector enterprises have been keen on strengthening the social protection component of their programmes by up-scaling health coverage through private insurance programmes that bear the full financial risk in exchange for a monthly premium.

In Zanzibar, HIV/AIDS has been an integral part of the first ZPRP. The Zanzibar National Strategic Plan (ZNSP, 2003-2007) intends to provide focused and effective multisectoral response to reduce the number of new infections and the risk of vulnerability to HIV/AIDS. Strategic plans and sectoral plans have been developed and operationalised during the first ZPRP implementation. The epidemic is captured among the challenges to be addressed by the ZSGRP, especially in relation to young people.

¹⁹ Ministry of Health and Social Welfare (MOHSW), HIV population based survey, 2002, and ZSGRP (June 2006 draft).

Furthermore, the United Republic of Tanzania has ratified Conventions 100 and 111 on Equal Remuneration and Discrimination respectively that take into consideration issues such as discriminations at the workplace.

Strategies to combat HIV/AIDS at the workplace

HIV/AIDS still being perceived as more of a health issue, the ILO's strategy will continue raising awareness, mobilizing support and more political commitment from the government, social partners and all stakeholders concerned with HIV/AIDS at the workplace.

The knowledge base on HIV/AIDS at the workplace will be strengthened through more research. Further assistance will be provided for the development of HIV/AIDS training modules at the workplace, as well as their dissemination. The programme will include the provision of policy guidance and technical support to the Association of Tanzania Employers (ATE), Zanzibar Employers Association (ZANEMA), Trade Union Congress of Tanzania (TUCTA), Zanzibar Trade Union Congress (ZATUC) and their affiliates to address issues such as non-discrimination in employment and occupation for people living with HIV/AIDS, job security and support to AIDS prevention programmes in both the public and the private sector. The same will be extended to associations of informal economy operators. Particular focus will concentrate on operationalising gender-sensitive workplace interventions, through social dialogue, so as to promote and support concrete measures in enterprises and the public sector regarding prevention, protection of rights, and care and support for people living with HIV/AIDS (PLWHA).

Increased support/collaboration will be forged with constituents' coalitions to promote advocacy among peers and establish workplace programmes based on the ILO Code of Practice on HIV/AIDS and the World of Work. They will be trained to implement and monitor these policies and programmes, including the informal economy.

Technical assistance will be provided for the development and/ or the effective implementation and enforcement of national policies and legislation on HIV/AIDS having integrated/ domesticated international norms governing HIV/AIDS-related rights at the workplace. The ILO will work with the relevant authorities in promoting access to anti-retroviral treatment through OSH services, where possible.

Ratification of the Convention of Workers with Family Responsibilities will be promoted with the view of alleviating the plight of affected workers, especially women, who have to care for the ill and dying family members. Assistance will be provided in drafting Policies/ regulations/ legislation that reasonably accommodates workers with family responsibilities of caring for infected family members. This will also include the promotion of integrating of HIV/AIDS workplace policy/programme indicators into the PMS. Technical assistance will be provided for drafting policy/legal drafting advice and guidance, eventually resulting in the explicit reference to HIV/AIDS in the new regime of labour laws. It will also promote the development and mainstreaming of the informal economy into national endeavours. The domestication - including translation of the ILO Code of Practice into Kiswahili - will also be pursued giving wider dissemination and relevance to national situation. Generic training tools adaptable to any workplace in any sector are underway, and this will contribute to the knowledge base enhancement.

The office will continue to promote the implementation of ILO Standards on equal treatment and non discrimination of all kinds including HIV/AIDS victims through amongst other, sensitising magistrates/ industrial court judges on HIV/AIDS at the workplace related issues that will encourage jurisprudence development by handling cases expeditiously.

Cross cutting priorities

Strengthening the social dimensions of regional integration in East Africa for a fair globalization

In 2001, the ILO signed a Memorandum of Understanding with the EAC with an agreement to consult each other on planning and execution of programmes, particularly those within the EAC Labour and Employment Sector. Since then the ILO and the EAC have had a number of joint activities, e.g. the recent joint preparation of the AU Extraordinary Summit on Employment and Poverty Alleviation, as well as post summit strategies. ILO is providing support in related areas, such as migration and free movement of persons, social protection and employment issues in general.

The Workers' organizations of the three, namely TUCTA/ZATUC the Central Organization of Trade Unions (Kenya) (COTU (K) and the National Organization of Trade Unions (Uganda) (NOTU (U) reactivated, with ILO assistance, the East African Trade Union Confederation, EATUC, in September 2005. This provides a forum for the workers to contribute to the decision making process of the EAC, ensuring that the social dimensions of globalization are taken into consideration.

Similarly, the employers' organizations in East Africa agreed to form a regional body that would be the conduit through which they would integrate employer issues within the East African integration process. The East African Business Council (EABC) was inaugurated in August 2004 in Arusha, during which work plan was discussed and agreed upon. Amongst the agreed priorities was the need to speed up harmonization of the labour/ employment regimes and regulatory framework

At the AU Summit the Heads of State committed themselves to enhancing the capacities of the Economic Communities, Including the EAC, to promote the productive employment dimension within the framework of regional and inter regional cooperation. In this regard, the EAC is expected to establish within its own structure a Regional Follow-up Institution to the Summit that will be responsible for the coordination of the Declaration and Plan of Action in East Africa

Strategies

The development strategy of the EAC already acknowledges economic co-operation and development with a strong focus on the social dimension. As part of the AU Summit follow-up strategy, EAC also intends to make Employment and poverty eradication central in its projects/programmes and agenda. Further research and advocacy will be undertaken on placing employment at the centre of economic and social policies in East Africa. Building on the work ILO has undertaken with the Community, assistance will be provided in strengthening the mechanisms for dialogue and networking among social partners. Further, the ILO will provide support to institutionalize employment and labour issues into the EAC work. This calls for expanding the influence of social partners at the Sub regional level, strengthening social dialogue and tripartism. Gender mainstreaming and representation of women in the decision making bodies of the social partners at the EAC level will be highlighted.

With the free movement of persons in the East African sub-region, ILO will provide capacity building to social partners on the role of international labour standards as means of developing the legal and policy frameworks guiding free labour movement. The ILO will support the implementation of the new labour laws, which all three countries have recently adapted or are in an advanced stage of adopting, and particularly advise on enforcement and effectiveness of implementation. Focus will be on the harmonization of the labour legislations, investment codes, fiscal and monetary policies, as well as negotiations on the Free Movement of Persons, Labour, Services, Right of Establishment and Resident protocol.

In the discussions and implementation, the capacity of social partners will be strengthened to ensure that the social dimensions of globalization and regional integration are taken into account.

The ILO's mainstreamed strategy in support of "A fair globalization", will take a three pronged approach, focusing on support to research on globalization issues, dissemination of the research and developing capacity of local institutions to manage the process. There is a general problem on data adequacy and reliability. Most of the impacts of globalization are not measured by conventional data/tools e.g. how globalization affects peoples' lives. Lessons from the Tanzania research and institutional set-up in the globalization follow-up is taken into account at the sub-regional level and mainstreamed in EAC processes. Capacity building initiatives will be mainstreamed into actual intervention and research agenda. This will be achieved by enhancing policy coordination as part of institutional framework. ILO will assist in developing indicators on globalization related issues.

In order to reach all the communities in Tanzania with the message on globalization, ILO will support government and social partners disseminate simple messages related to Globalization and key findings at the national level from some of the research areas mentioned above. Clear and easy to understand messages are needed to enable communities at local level to take appropriate and informed actions and benefit from the process.

Expanding the influence of Ministries of Labour, social partners, social dialogue and tripartism

While the centrality of employment and labour issues have long been recognized by African countries as one of the major means to alleviate poverty and empower people to be part of the social, economic and political processes, global development partners are now gradually taking a similar position. Until recently, Ministers of Labour, employers' and workers' organizations had not been successful in influencing national, sub-regional and regional agendas such as PRSPs and the NEPAD, as well as other global agendas and debates to mainstream employment as a key objective.

Social partners call for employment focused macroeconomic policies to be integrated in the PRS as adopted by the AU Summit. While participating in the PRS process, there is need to strengthen the capacities of social partners to effectively communicate the decent work message. With the new labour laws that are more in line with ILS, there are inadequate governmental, institutional and human capacities in the prevention and settlement of disputes in the three countries, as well as the enforcement of the new labour laws. The Ministries of Labour in East Africa, are relatively marginalized when it comes to adequate budgetary allocations, or the provision of external aid. Accordingly, the Ministries have inadequate staff strength, inadequately trained staff and insufficient equipment and material to perform their duties.

As a result of ongoing economic reforms and restructuring in East Africa, trade unions are fast losing membership with retrenchments and reduction in the size of formal sector employment. A weakened membership base is therefore partly eroding the power of trade unions to bargain effectively. The need to strengthen their capacity to organize and increase their membership is widely felt. The need for increased gender equity implying an increase in women trade union membership especially at leadership levels is also widely acknowledged.

While large modern sector employers, especially multinationals, are in step with modern human resources development techniques, as well as conflict resolution and collective bargaining procedures, this is not the case for all employers in East Africa. In the small and medium scale enterprises, these practices are less well accepted, especially in the large informal economy. Employers' organizations therefore face a challenge of spreading the best

practices observed among some of their members to others. Uganda and Tanzania, have recently introduced the employer of the year award, as a way of promoting standards.

Coverage of formal social security schemes has been declining as a result of the retrenchments and reduction in size of the formal sector. This concern is part of the ongoing social security reforms in the country.

Strategies

The main actors in the prevention of labour disputes, their resolution and their enforcement are the Government as represented principally by the Ministry of Labour, the Employers and Workers, and their respective organizations. For an effective and equitable negotiation and bargaining process, balanced strength and powers of the negotiating parties is needed.

The institutional and human capacity limitations of the Ministries will be addressed by supporting training programmes for labour officials at all levels, in the prevention and settlement of labour disputes. Training will also be extended to industrial court judges and their supporting panellists or assessors. Training programmes will also be mounted in negotiation skills, in collective bargaining, and in the gathering of appropriate information; and in socio-economic and labour market data to support collective bargaining for employers and workers' representatives.

Capacity building programmes in organization skills will be developed to leaders of workers' and employers' organizations and the Government. On the workers' side, the training will be given extension of trade union membership, especially among women and in difficult sectors, such as agriculture and the informal economy and in small and medium scale enterprises, as well as in export processing zones. Central trade unions will be assisted to establish web sites, and relevant staff trained in their development and management. Key trade union officials will be trained in computer skills and the use of the Internet, to facilitate networking with trade union officials in the country, within East Africa and around the world.

Priority will be given to the contributing to the appropriate training programmes of employers' organizations in human resources development and management especially for small-scale entrepreneurs and women entrepreneurs. This will also include partnering with employers' organizations in their campaign to extend the respect for Conventions No. 87 and 98 among their membership. Efforts will be made to develop services, which meet the needs of SMEs, women and young entrepreneurs.

Efforts will be made to provide services for workers and employers to ensure that areas such as competitiveness, productivity, social protection, equal opportunities for men and women are key in the PRS. ILO experience in the implementation of Sub regional projects on labour based technologies, infrastructure and service delivery, labour reform process and HIV/AIDS will contribute towards this outcome.

Capacity will also be strengthened to other line ministries involved in employment promotion and creation including those in sectors such as agriculture, infrastructure and service delivery, health, education and training, mining, and tourism.

Extension of social protection to workers in the informal sector will be a priority. Initial work will involve a review of social protection schemes and their institutions. The support will include actuarial evaluation of social security institutions.

Decent Work Tanzania in Partnership – Resource Base, Implementation and Management

The key institutions with which the ILO will strengthen its partnership under each of the DWT priority areas are as follows:

- Ministries, Departments and Agencies (MDA)
- Local Government Authority (LGA)
- Employers' organisations
- Workers' organisations
- UN Agencies
- Other stakeholders

Various sources of funding will be solicited to contribute to achieving one output or expected outcome (See annex 1). In addition to regular technical cooperation funds from the ILO budget, which do not suffice in light of the increasing demand for support, the ILO is working to ensure a resource base for all planned DWT activities through extra-budgetary funding from donors globally and locally, through the UN system at the country level as part of the UNDAF implementation, from multi-lateral firms in Public Private Partnership approaches, other global funds, as well as through the government system through bids and, where feasible, the private sector. The scale of a proposed ILO response to the identified problems will be in proportion to the resources available.

Challenges and Risks

The further development of the DWT faces a number of challenges, including the changed approach to projects under the JAST framework, particularly with regard to financing mechanisms. Furthermore, the need to focus on a limited number of priorities, which unlike in the past, will require appreciation and prioritisation from both the ILO and its tripartite partners. JAST further reinforces this concept by the division of labour proposals and its focus on budget support could imply that traditional resources for projects support may be limited.

Still, the ILO is taking active part in discussions on development assistance and doing its best to adapt to the new aid modalities. This is not only done through a DWCP that is aligned to national development frameworks and focusing on areas where it has a clear mandate and comparative advantage. By working in close partnership with the Government of Tanzania, the UN, its social partners and development partners, the private sector and civil society, the ILO will strengthen its efforts in increasing its financial and technical resources for sustainable development of Tanzania through decent work and conditions for its people in areas where there is a stated need for assistance.

Sources of funds and Time Table

The resources for Decent Work Tanzania will be raised from the following sources:

- The tripartite constituents: Government, employers' organizations and workers organizations;
- ILO Regular Budget in Dar es Salaam, SRO Addis Ababa, RO Addis Ababa and headquarter departments;
- Regular Budget for Technical Cooperation (RBTC) through global resource mobilization by headquarter units, such as ILO/AIDS, Social Protection Sector, Sectoral Activities, Cooperative Branch, Small Enterprise Development Team, etc.;
- Global resource mobilization: Resources raised by ILO headquarters in support of the DWT;
- Local resource mobilization:

- UN System in Tanzania (e.g. UNDP funding to employment policies and youth development policy);
- Government through bidding channelled through the budget support system;
- Donor community (e.g. African Development Bank and IFAD).

A table quantifying the various commitments and earmarking by the different stakeholders over the entire DWT period will be developed by the ILO and the constituents during the first six months of programme implementation. This will be completed by a time table that shows how the different activities will be implemented over time.

Postscript

We, social partners from Tanzania mainland and Zanzibar, have agreed on this Decent Work Country Programme as our common strategy to provide our fellow Tanzanians with decent and productive work, in conditions of freedom, equity, security and human dignity. We believe that decent work is the main route out of poverty, and are therefore convinced that this Country Programme will contribute significantly to the goals of MKUKUTA and MKUZA.

Zanzibar, 10 August 2006:

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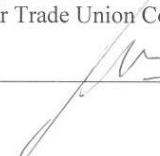
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