



Tanzania: Gender-responsive public works as a key building block of social protection for all

1. PROJECT SUMMARY

The “Productive Social Safety Net” (PSSN) programme implemented by the Tanzania Social Action Fund (TASAF) was established in 2013 as part of the government’s commitment to human capital development and poverty reduction, in line with the National Five Year Development Plan II (2016–2021) and the 2025 Development Vision. The project relies on three key components - Conditional Cash Transfers, Labour Intensive Public Works, and Livelihoods Enhancement – to reach the poorest 1 million households (15% of the total population) and contribute to the reduction of extreme poverty in Tanzania.

With regard to the public works component, the PSSN has linked cash transfers to the participation in public works in order to allow households to earn additional income to meet their basic needs during the lean agricultural season from September to December. The types of sub-projects implemented under the public works component of the programme are in the areas of watershed management, forestry, soil conservation, land use management, environmental management including cleaning activities, community infrastructure and agriculture and livestock activities.

To date, a total of 267,560 households have participated in the implementation of public works activities and 5,000 sub-projects have been successfully completed. The ILO provides technical assistance to enhance the impact of the programme’s public works and livelihood components, including through support on the planning, implementation and monitoring of interventions.



2. GENDER COUNTRY CONTEXT

While some gender gaps have been shrinking, Tanzanian women still face inequalities in various aspects of life and work. Overall, Tanzania ranked 71 out of 148 countries in 2018 in the *Global Gender Gap Report* of the World Economic Forum, and in terms of economic participation and opportunity, its rank was 72, with several indicators revealing continuing gaps between men and women.¹

60% of Tanzanian women live in extreme poverty, and the situation of women in rural areas is particularly dire, as poverty is a predominantly rural phenomenon in Tanzania.²

Box 1: Examples of persisting gender gaps in relation to work and employment

While the disparity between women and men’s labour force participation rates, 81.1% and 88.3% respectively, is not as pronounced in Tanzania as in many other countries, inequalities continue to exist in, for example:

- Wages and income, with women’s estimated earned income rising to only 72% of men’s.
- The type of work women and men are involved in, with a higher share of women than men in informal employment (76.1% of women and 68.3% of men), among contributing family workers (60.3% of women, compared to 21.1% of men) and in part time work (36.3% of women, while for men the share is 24.9%).

Source: World Economic Forum, *The Global Gender Gap Report 2018*, World Economic Forum, Geneva, 2018.

1 World Economic Forum, *The Global Gender Gap Report 2018*, World Economic Forum, Geneva, 2018.

2 Ministry of Health, Community Development, Gender, Elderly and Children, United Republic of Tanzania website: <http://www.mcdgc.go.tz> (accessed January 2019).

While the government has introduced measures to support the economic empowerment of women, including through the reform of landownership laws as well as practical assistance such as entrepreneurship training, women continue to be disadvantaged in terms of their access to and control over productive resources. Women's livelihoods are also negatively affected by their time poverty: women spend 3.7 times more time on unpaid care and domestic work than men, and have less time at their disposal to engage in productive work, as shown by the fact that women spent on average 195 minutes per day on production activities in 2014, while the average for men was 342 minutes per day.³

3. ACTIVITIES TO PROMOTE GENDER EQUALITY

The programme has designed and implemented a series of measures⁴ in order to support women's participation in public works:

- The guiding documents of the programme (such as the Public Works Handbook) specify that public works sub-projects should target the most economic and social insecure households in the communities such as female headed households, the elderly and children, and a mechanism for registering women headed households has been set up.
- In order to ensure women participate in the programme, a provision that at least 40% of temporary employment created is reserved for women beneficiaries has been adopted, and the eligibility of sub-project proposals is subject to this percentage being satisfied and gender concerns being taken into account generally speaking.
- Gender is considered a core safeguards policy issue, and women-headed households are included as one of four "vulnerable groups" to be targeted. Provisions to ensure that these safeguards are adequately reflected in programme implementation have been introduced, including training and information dissemination and sharing.
- Measures such as flexible working hours and differentiated tasks are being promoted to enable women to participate in the programme.
- The programme states that priority will be given to works which reduce women's regular work burden, with women engaged in the planning of public works.
- The programme has created conditions for women with special needs, such lactating or pregnant women, to participate in public works through providing them with the possibility to perform lighter work. It also promotes health check-ups for pregnant women.
- In some project areas, child care arrangements have been put in place, with elderly women taking care of children while mothers participate in the public works programmes.
- The programme has also introduced provisions to allow women to collect cash transfers on behalf of their households.
- A specific study on gender was carried out by TASAF and UNDP in order to assess the work done in this area and its effectiveness so as to inform the planning of the programme's future interventions.



³ National Bureau of Statistics (NBS) Tanzania, *Tanzania Integrated Labour Force Survey 2014*, NBS, Dar es Salaam, 2014.

⁴ This section, the results outlined in section 4, and recommendations contained in section 5 are based on project staff inputs and the following written sources: UNDP, *Social Protection through a Gender Lens - A Gender Assessment of Tanzania's Productive Social Safety Net*, UNDP, Dar es Salaam, 2018; ISPA Team, *Assessment of TASAF PSSN in Tanzania Using the ISPA-PWP Tool*, February 2017; aide-mémoires from project review and implementation missions from 2016, 2017 and 2018.

4. RESULTS AND IMPACT OF GENDER INITIATIVES

The project has thus far achieved the following results and impacts in relation to improving women's participation and ensuring gender-equitable outcomes:

- Women's participation has exceeded the minimum target of 40%, with women making up approximately 70% of those engaged in public works.
- Women are active in public works design and in ensuring that the selection of sub-projects responds to their needs (women have advocated, for instance, for the selection of sub-projects to ease their routine water fetching tasks).
- Most of the public works sub-projects of the programme have successfully aligned themselves with the "Environment and Social Management Framework" (ESMF), with 80% of sub-projects having been satisfactorily screened using the ESMF checklist in 2017.
- While the implementation of requirements such as the provision of light work for pregnant or lactating women varies across project locations, the implementation of additional positive practices beyond what is strictly required by the programme - such as child care arrangements - in some programme localities also demonstrates that a strong commitment to advancing women's participation in the programme has been achieved among some key stakeholders.
- At the beneficiary level, positive impacts have already been noted in terms of the expansion of women's livelihood options and an improved asset base. Positive social impacts have also been generated, with women beneficiaries reporting an increased bargaining power and participation in decision-making, reduced marital conflicts and divorce, and an improved access to and uptake of health and educational services for women, men, girls and boys.

Box 2: Views of male beneficiaries on measures to enhance women's participation

"PWP guidelines state that the elderly, pregnant women and the sick get light duties (...). We advise technicians supervising the PWP to abide by the rules and even allow flexible times for breastfeeding mothers who do not have representatives to come on their behalf."

(Male TA, Pemba)

"In PWP, each person can do something. We do not force them to work. The elderly, women with disability, and lactating mothers are advised to bring a representative. If they do not have one then they can bring two buckets of water and they earn a day's pay*, otherwise they just receive cash transfers (...) that have conditions for health and education."

(Male CMC member, Pemba)

*Note: The daily pay for public works programme work is TSH 2,300 (USD 1) for a beneficiary who participates in the public works programme for a maximum of 15 days a month, with a maximum of 60 days in a year/four months in a year. For cash transfers, the basic pay of TSH 20,000 (8 USD) is paid bimonthly, six times in a year.

Source: UNDP, *Social Protection through a Gender Lens - A Gender Assessment of Tanzania's Productive Social Safety Net*, UNDP, Dar es Salaam, 2018.



5. LESSONS LEARNED AND RECOMMENDATIONS

The approaches tested and assessed in the course of implementation have provided valuable insights into what has worked well, and what could still be improved.

The *Interagency Social Protection Assessment* in 2017 noted that while women's participation is very high, this could in part be attributable to the fact that women receive the benefits from the programme, and households therefore select female rather than male household members to work in the programme. Among other negative impacts, such a decision-making rationale may add to women's already disproportionate workload.

Positive practices such as that of providing light work and flexible working hours for pregnant, lactating and elderly women as required by the programme, or additional initiatives such as the provision of child care support in some localities should be scaled up and promoted in order to enable women to participate on an equal basis and in a sustainable manner in all project localities.

In terms of capacity building, the programme has supported the training of Project Area Authority facilitators, Community Management Committee members and local service providers on gender mainstreaming; however, a more comprehensive targeting other key stakeholders with capacity development support would be beneficial for ensuring gender issues are systematically taken into account and addressed in the programme.

While positive results have been achieved with regard to the "Environment and Social Management Framework", further steps are required to ensure full compliance, including awareness raising and the provision of training on the procedures to ensure all stakeholders are conversant with it.

In order to build gender systematically into all project components, an action plan will be developed and included in the design document of the programme.

The 2017 *Interagency Social Protection Assessment* also recommended considering the expansion of the scope of public works sub-projects to cover social protection and health services, in order to improve women's employability.



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