



RURAL EMPLOYMENT

CASE STUDY SERIES # 3

FAO's Integrated Country Approach for promoting decent rural employment

Implementation in Malawi and Tanzania (2011-13)



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Table of contents

Acknowledgements	4
List of acronyms.....	5
Introduction.....	7
1 The Integrated Country Approach for promoting decent rural employment	9
2 Overview of decent rural employment in Malawi and Tanzania.....	13
3 Main activities and results achieved in the implementation of the approach.....	17
Component 1: Awareness raising and mainstreaming.....	20
Component 2: Capacity development.....	22
Component 3: Youth employment promotion	24
Component 4: Child labour prevention and reduction in agriculture.....	27
4 Lessons learnt: strengths and suggestions for improvement	31
Strengths.....	31
Suggestions for improvement.....	32
Annex 1	
Analysis of main policies and programmes in Malawi and Tanzania with regards to decent rural employment.....	36
Annex 2	
List of processes supported under the implementation of the approach in Malawi and Tanzania.....	44
Annex 3	
Main resources developed under the Integrated Country Approach in Malawi and Tanzania.....	46
List of references	46
Web references.....	47

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List of acronyms

AFDB	African Development Bank
ARD	Agriculture and Rural Development
ASDP	Agricultural Sector Development Programme
ASLMs	Agricultural Sector Lead Ministries
ASSP	Agricultural Services Support Programme (Zanzibar)
ASWAp	Agriculture Sector Wide Approach (Malawi)
AU	African Union
CAADP	Comprehensive Africa Agriculture Development Programme
CD	Capacity Development
CGIAR	Consultative Group on International Agricultural Research
CNA	Capacity Needs Assessment
CPF	Country Programming Framework
CUZA	Cooperative Union of Zanzibar
DRE	Decent Rural Employment
DWCPs	Decent Work Country Programmes
FAO	Food and Agriculture Organization of the United Nations
FMM	FAO Multi-Partner Programme Support Mechanism
FUM	Farmers' Union of Malawi
GDP	Gross Domestic Product
HDR	Human Development Report
IDS	Institute of Development Studies
IFAD	International Fund for Agriculture Development
IFAP	International Federation of Agriculture Producers
IFPRI	International Food Policy Research Institute
ILO	International Labour Organization
ILS	International Labour Standards
IPCCLA	International Partnership for Cooperation on Child Labour in Agriculture
IUF	International Union of Food workers
LGAs	Local Governmental Authorities
JFFLS	Junior Farmer Field and Life Schools
MAFC	Ministry of Agriculture, Food Security and Cooperatives
MDG	Millennium Development Goal
MGDS	Malawi Growth and Development Strategy
M&E	Monitoring and Evaluation
MLFD	Ministry of Livestock, Fisheries Development – Tanzania
MOIT	Ministry of Industry, Trade and Marketing – Tanzania
MoLVT	Ministry of Labour and Vocational Training – Malawi
MoU	Memorandum of Understanding
MKUKUTA	National Strategy for Growth and Reduction of Poverty – Tanzania
MKUZA	National Strategy for Growth and Reduction of Poverty – Zanzibar

MSME	Micro, Small, and Medium Enterprise
NASFAM	National Smallholder Farmers' Association of Malawi
NEPAD	New Partnership for Africa's Development
NPCA	NEPAD Planning and Coordinating Agency
NVF	National Village Fund
KILM	Key Issues in the Labour Market
OECD	Organization for Economic Co-operation and Development
OSH	Occupational Safety and Health
PELUM	Participatory Ecological Land Use Management
PO	Producers' Organization
REPOA	Policy Research for Development
SAGCOT	Southern Agricultural Growth Corridor of Tanzania
Sida	Swedish International Development Cooperation Agency
SF	Strategic Framework
TASAF	Tanzania Social Action Fund
TFC	Tanzania Federation of Cooperatives
ToT	Training of Trainers
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNRISD	United Nations Research Institute for Social Development
UNU-WIDER	United Nations University – World Institute for Development Economics Research
WB	World Bank
WMS	Welfare Monitoring Survey
ZSGRP	Zanzibar Strategy for Growth and Reduction of Poverty

Introduction

Poor rural people often lack gainful and productive jobs. Eight out of ten working poor – those earning less than US\$ 1.25 per day – live in rural areas, typically as subsistence farmers and in own-account or contributing family work (ILO, 2012a).

Through various programmes and initiatives, FAO supports Member Countries in enhancing rural livelihoods. The technical comparative advantage of the Organization builds on its historical support to the improvement of small-scale, self-employed and informal agricultural occupations where the majority of food insecure workers in developing countries are found.

In 2007, the Independent External Evaluation of FAO called for more emphasis on employment as a means of generating income and improving access to food. Since then, FAO has undertaken important steps to respond to this recommendation. There has also been growing recognition of FAO's important role in promoting the Global Employment and Decent Work Agenda. The Organization's work on employment promotion has received increased attention in terms of resources and visibility. In particular, FAO's activities on the promotion of youth employment, youth entrepreneurship and the prevention of child labour in agriculture have greatly expanded and diversified, and a considerable number of countries have been supported.

Meanwhile, FAO has developed a corporate conceptual framework on decent rural employment (DRE). Within this framework, **FAO has invested in the development of an Integrated Country Approach for promoting DRE, through which it provides holistic and strategic assistance to its Member Countries in this technical area.**

The Integrated Country Approach for promoting DRE is built around a set of FAO's core functions, namely knowledge generation, policy dialogue, capacity development and partnerships. Depending on the country context, the approach prioritizes themes such as youth employment promotion,

child labour prevention, migration and/or rural women's economic empowerment. Furthermore, gender equality and environmental sustainability are mainstreamed as cross-cutting issues.

From 2011 to 2014, FAO implemented the Integrated Country Approach in Malawi and Tanzania.¹ The implementation of the approach in these two countries contributed substantially to defining and field-testing the different methodologies and tools. This implementation also fostered long-term global and country-level partnerships, especially with the International Labour Organization (ILO).

Furthermore, the implementation of the Integrated Country Approach in Malawi and Tanzania has resulted in increased recognition of FAO's work on DRE within and beyond the Organization. This has had an important impact on the positioning of DRE within the reviewed FAO Strategic Framework, where it has been placed front and centre under Strategic Objective 3 "Reduce rural poverty", Organizational Outcome 2 "The rural poor have greater opportunities to access decent farm and non-farm employment".

In the future, the Integrated Country Approach for promoting DRE will support the implementation of FAO's Strategic Framework at country level as a programmatic tool for guiding FAO's assistance on the employment aspects in the areas of its mandate.

This paper first presents the conceptual logic behind the Integrated Country Approach for promoting DRE (Chapter 1). It then provides an overview of the employment situation in Malawi and Tanzania (Chapter 2), and describes in detail the implementation of the approach in these two countries, including the main deliverables and long-term results achieved (Chapter 3). Finally, it illustrates key lessons learnt: strengths and suggestions for improvement (Chapter 4) for adopting the approach within FAO corporate processes for policy and technical assistance at regional and country level.

¹ This was achieved through the programme entitled: "Policy support on rural employment and decent work for the promotion of equitable and sustainable livelihoods under conditions of climate change", funded by the Swedish International Development Cooperation Agency (Sida) through the FAO Multipartner Programme Support Mechanism (FMM). More information is available at <http://www.fao-ilo.org/ilo-dec-employ/ica/en/>.



Boys and girls at work in M'njolo Junior Farmer Field Life School, Kalumbu's area in Lilongwe rural east, Malawi.

1 The Integrated Country Approach for promoting decent rural employment

To fight rural poverty and food insecurity, more decent jobs are needed. Countries need to boost the creation of productive and gainful farm and non-farm employment opportunities. Hence, investments in agriculture, related value chains and rural infrastructure need to explicitly prioritize the creation as well as the quality of rural jobs.

Available jobs in rural areas are often characterized by very low returns, as well as precarious, hazardous, and occasionally exploitative arrangements (FAO-ILO, 2010). Rural work on small farms or enterprises is seldom covered by national labour legislation, both in law and in practice. This is due to its largely informal nature and the absence of a clearly recognized employment status. Overall, international labour standards (ILS) are often not applied in rural areas (ILO, 2012d). In particular – and perhaps most disruptive to long-term poverty reduction efforts – farming families may have no choice but to engage their children in hazardous work. Indeed, some 59 percent of child labour is concentrated in agriculture, where children mostly work as unpaid family labour (ILO, 2013). Both individually and collectively, these decent work deficits can trap rural households in a vicious cycle of low productivity, rural poverty and food insecurity.

Promoting decent jobs in rural areas is a priority but also a challenge. Multiple stakeholders need to be involved, as is the case for any truly integrated rural development approach. Labour and agriculture stakeholders need to join forces and engage in a dialogue with institutions responsible for investment, industry and trade, education and extension, as well as for gender, women, youth and children. Rural workers and their representative organizations need to actively engage in social and policy dialogue to defend their rights. Both limitations on the demand side (e.g. private sector development) and supply side (e.g. skills development) of the rural labour market need to be addressed.

To guide its support to Member Countries and manage the above-mentioned complexity, FAO has developed and implemented an Integrated

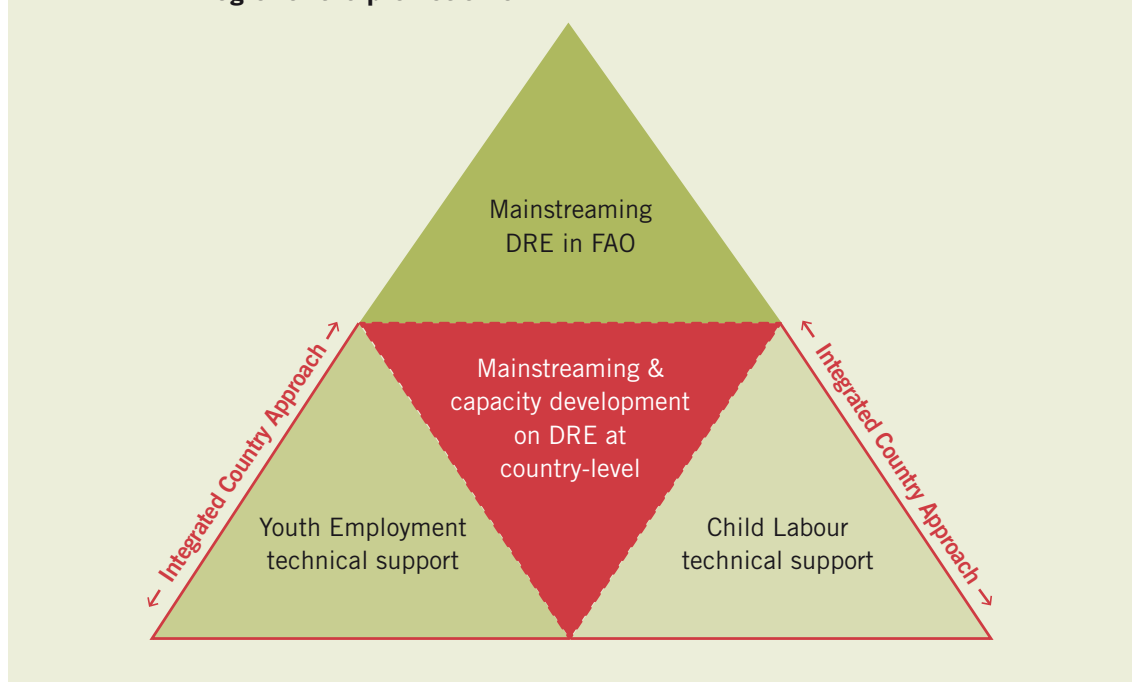
Country Approach for promoting decent rural employment (DRE). Its main purpose is to support the adoption of employment-enhancing policy frameworks and related implementation approaches in the agricultural sector. The approach combines the technical support provided by FAO on specific DRE thematic areas – including youth employment promotion or child labour prevention in agriculture – with assistance to strategic planning, policy formulation and national capacity development. **The strength of the approach lies in the combination of several core functions of the Organization with prioritised thematic areas for technical assistance.**

The thematic areas are selected on the basis of regional and country priorities with regards to DRE as well as FAO's comparative advantage. The implementation of the approach in Malawi and Tanzania identified youth employment promotion and child labour prevention in agriculture as the two technical entry points. According to the different country contexts and regions, other topics such as migration, social protection, women's economic empowerment, green jobs, or occupational safety and health could be prioritized.

The entire approach is characterized by efforts to strengthen the capacities of national stakeholders, and particularly rural institutions, to promote DRE. Strong emphasis is placed

The Integrated Country Approach is a conceptual and programmatic approach for promoting DRE at country level. It orients the provision of FAO's assistance on DRE to countries by leveraging several FAO core functions through a holistic and integrated approach. The approach aligns with national policy processes and ultimately aims to foster DRE-smart policy change in the agricultural sector.

FIGURE 1 The Integrated Country Approach as part of FAO's interventional logic for the promotion of DRE



on national ownership and nationally-driven processes of change. Furthermore, the approach is aligned with and contributes to the four pillars of the Decent Work Agenda:² employment creation, rights and standards at work, social protection and social dialogue.

The approach has been implemented for the first time in Malawi and Tanzania in the frame of a three-year programme (2011-13) funded by the Swedish International Development Cooperation Agency (Sida) through the FAO Multi-Partner Programme Support Mechanism (FMM).³

In this first implementation, the approach consisted of four components (see red area at the bottom of the triangle in Figure 1), namely: 1) Awareness raising and mainstreaming of DRE at country level; 2) Capacity development of national stakeholders; 3) Technical support on youth employment promotion; and 4) Technical support on child labour prevention and reduction in agriculture. Gender equality and environmental sustainability were mainstreamed as cross-cutting issues.

- The **awareness raising and mainstreaming component** of the approach covers advocacy on DRE challenges and potential for sustainable rural development. This component includes knowledge generation and dissemination, as well as direct advice on policy development and programme implementation. Agriculture and rural development (ARD) policies and strategies often do not include employment as an explicit objective, but rather regard it as an indirect effect of agricultural growth and value addition. In particular, the quality of rural jobs tends to be overlooked. This is often due to a lack of information regarding the severity of decent work deficits in rural areas (e.g. rates of child labour; occupational safety and health risks in subsistence agriculture; women's work burden and low access to inputs and training), as well as a lack of understanding regarding the negative impact of these deficits on agricultural productivity and the growth of the rural economy.
- The **capacity development component** of the approach aims to support the integration of employment issues into the preparation,

² The Decent Work Agenda was developed by the International Labour Organization (ILO) in 1999 and subsequently endorsed by the United Nations (UN) System. More information is available on the ILO webpage on the Decent Work Agenda at: <http://www.ilo.org/global/about-the-ilo/decent-work-agenda/lang-en/index.htm>.

³ The FAO Multi-Partner Programme Support Mechanism (FMM) was established in November 2010 as a new funding mechanism for partners willing to contribute un-earmarked or lightly earmarked pooled funds in support of FAO's Strategic Framework. To date, three resource partners (Sweden, Netherlands and Flanders) have joined the FMM and contributed approximately US\$ 34.8 million.

implementation, and monitoring and evaluation (M&E) of strategies, policies, investment plans and programmes. This includes support for institutional strengthening and human resource development. The approach places strong emphasis on national ownership and nationally driven change processes. For this reason, it attaches high importance to the identification and prioritization of capacity needs in collaboration with national stakeholders.

- **Youth employment promotion was one of the two technical components of the approach during its first implementation.** Boosting employment opportunities for young rural women and men is a top political priority in Africa. Youth under 24 years of age represent 61 percent of the entire population in Africa (UNDESA, 2012), and over 70 percent of them subsist on less than US\$ 2 per day (OECD, 2012). However, they are generally more educated than their parents and possess enormous potential for innovation, bringing energy and dynamism to rural economies. Under this component, FAO promotes and facilitates the creation and institutionalization of a rural youth employment model in partnership with the private and public sectors. It also supports the capacities of governments and producers' organizations (POs), federations and unions to enhance the technical and entrepreneurial capacities of rural youth, and facilitates their access to productive resources, markets and producers' organizations.

- **Child labour prevention in the agricultural sector was the second technical component of the approach during its implementation in Malawi and Tanzania.** In sub-Saharan Africa, more than one in five children aged 5-17 are engaged in child labour activities, with 10.4% in hazardous work where they are exposed to dangerous or unhealthy conditions (ILO, 2013). Child labour hampers rural development by preventing children from attending school and receiving an education, and often from becoming productive workers due to the risks to which they are exposed (e.g. injuries and occupational induced diseases). Decreasing child labour in agriculture and improving rural education is crucial for reducing poverty and increasing food and nutrition security. Under this component, FAO contributes to strengthen the enabling environment for child labour prevention and reduction in agriculture, including by enhancing the capacities of national stakeholders and partners, such as agricultural ministries, agricultural cooperatives, farmers' associations and unions, to prevent child labour.

The implementation of the approach in Malawi and Tanzania was embedded in FAO's broader intervention logic for the promotion of DRE. It benefited from methodologies and tools (e.g. on youth employment and/or on child labour) developed and tested in other countries. At the same time, the implementation in Malawi and Tanzania directly nurtured the normative work on DRE for which the Organization is responsible, such

BOX 1 FAO and ILO: a strategic collaboration

The ILO, as the leading UN agency of the Global Employment and Decent Work Agenda, represents the most natural and strategic partner for FAO's work on DRE. The collaboration between the two Organizations is based on a Cooperation Framework Agreement signed in 1947 and a Memorandum of Understanding (MoU) signed in 2004. On child labour specifically, in 2007 the ILO, FAO, IFAD, IFPRI/CGIAR, IFAP and IUF created the International Partnership for Cooperation on Child Labour in Agriculture (IPCCLA) to scale-up action to eliminate and prevent child labour in agriculture, including in fisheries, forestry and animal production.

During the first phase of implementation of the Integrated Country Approach in Malawi and Tanzania, FAO has systematically leveraged its partnership with the ILO, both at the strategic and implementation level. Selected activities have been implemented jointly and collaborative links established among responsible staff at country level as well as respective national partners. One of the main achievements in this sense has been the enhancement of dialogue between agricultural and labour stakeholders on DRE issues at country level.

FAO and ILO recently committed to further expanding their collaboration in the broader context of rural economies, poverty reduction and food security, while moving towards a more programmatic approach. In particular, ILO has renewed its commitment towards promoting "decent employment in the context of the rural economy", as it features high among its new proposed Areas of Critical Importance. This correspondence at strategic level provides scope for intensified and more strategic inter-agency collaboration at the implementation level.

BOX 2 Main tools, approaches and methodologies supporting the Integrated Country Approach: a Toolbox for promoting DRE

- Tool for DRE context analysis and stakeholder mapping;
- Tool for conducting a capacity needs assessment (CNA) on DRE at country level;
- Guide to integrate DRE in the strategic planning of agriculture and rural development, including respective M&E systems (forthcoming);
- List of suggested DRE indicators for agricultural and rural development M&E systems;
- Guidance and Quick reference on how to address DRE in FAO country activities (Second edition);
- Guidelines for addressing DRE in FAO's Country Programming Framework;
- Training tools, including presentations and set of exercises on DRE in agricultural and rural development strategic planning and monitoring and evaluation;
- Junior Farmer Field and Life Schools (JFFLS) methodology, including Facilitators' Guide and training manual;
- Child Labour advocacy and training materials, including presentations and training modules;
- FAO-ILO Guidance on addressing child labour in fisheries and aquaculture.

as the development of knowledge products and normative guidance. By providing good practices, lessons learnt and case studies, it also influenced the mainstreaming of DRE as a cross-cutting priority into the overall FAO work programme.

In addition to Malawi and Tanzania, partial implementations of the Integrated Country Approach are ongoing in other countries, such as Niger, Ethiopia and Zambia. Such partial implementations maintain an integrated logic by combining institutional capacity strengthening, policy support and technical assistance. However, they focus on only one specific thematic area such as youth employment promotion (e.g. in Ethiopia and Zambia) or child labour prevention and reduction in agriculture (e.g. in Niger).

Through all its components and implementations, an important characteristic of the approach is its capacity to leverage partnerships. Key partners are national and local government authorities, the UN, such as the ILO (see Box 1), International Financial Institutions, such as IFAD, the World Bank and regional development banks, other international organizations, such as OECD, research institutes such as IFPRI, IDS, UNRISD and UNU-WIDER, regional bodies such as the European Commission and NEPAD/NPCA, and finally the private sector, including POs, cooperatives and respective federations and unions.

So far, several methodologies and tools have been developed which represent the “normative” branch of the Integrated Country Approach and support the mainstreaming and capacity development functions (see Box 2). They constitute a Toolbox for promoting DRE.

Finally, the conceptualization and implementation of the approach was made possible by a specific mix of skills within FAO headquarters (HQ) as well as in FAO Decentralized Offices (DOs). In FAO HQ, the skills were covered by a pool of economists, labour economists, rural employment, child labour, gender and youth employment experts. FAO DOs were also instrumental in supporting field operations and logistics and providing inputs into the conceptualization of the overall approach. In the absence of dedicated DRE officers in the FAO country offices where the approach was implemented, National Coordinators were recruited.

In the future, the filling of existing staff gaps at FAO HQ (e.g. a youth employment officer and an occupational safety and health officer) as well as the establishment of output and delivery teams for the implementation of the reviewed FAO Strategic Framework will represent a precious opportunity for further broadening and strengthening the skills mix supporting the implementation of the approach.

2 Overview of decent rural employment in Malawi and Tanzania

Malawi and Tanzania were selected as the countries for the first implementation of the Integrated Country Approach for DRE. The selection considered the presence of severe employment challenges, the existing overall policy commitment towards employment as a driver of poverty reduction, as well as the presence of previous employment-related activities supported by FAO. The latter facilitated the analysis of the institutional environment and the mapping of potential partners.

Malawi and Tanzania are two growing but still very poor countries in sub-Saharan Africa. In spite of good average GDP growth during the last decade,⁴ extreme poverty, working poverty⁵ and decent work deficits have remained pervasive in both countries.

Malawi is one of the world's poorest countries, ranking 170 out of 187 on the Human Development Index (2013) with almost 73.9 percent of the population living below US\$ 1.25 a day (UNDP, 2013). The fact that 40 percent of Malawians lack the purchasing power to satisfy their daily needs (FAO, 2011c) indicates that most rural jobs are neither productive nor gainful. Working poverty is high (74% of total employment) also due to low wages – the minimum wage is less than US\$ 1.00 a day (OECD, UNDP, UNECA, and AFDB, 2012).

Tanzania still ranks 152 out of 187 countries on the Human Development Index (2013) with almost 68 percent of the population living below US\$ 1.25 a day (UNDP, 2013). In Tanzania Mainland, working poverty remains a significant challenge, with more than one third of workers living in poverty (ILO, 2009a). The situation is not different in rural Zanzibar where the main source of households' income is casual cash earning (25%).

Both Malawi and Tanzania are predominantly rural and their economies depend on agriculture. In both countries, the agricultural sector represents the main source of employment.

In Malawi, the majority of the rural workforce (86%) is employed in agriculture, especially as “mlimi”, subsistence farmers (79%). While the highest level of participation in agricultural activities is found among poorer households, non-agricultural employment is predominant among wealthier and male-headed rural households.

In Tanzania Mainland, in 2006, 87 percent of the rural working-age population was employed in the agricultural sector with self-employment in agriculture being the most common type of employment among rural people, in particular for rural women (81%, compared to 74% of men) (NBS, 2007). In Zanzibar, the situation is similar: the rural labour force participation rate is relatively high (89%), and the majority (63%) of the population works in agriculture, about a half of them as unpaid, contributing family workers. In Mainland, rural underemployment is 83 percent while in Zanzibar 63 percent of all underemployed reside in rural areas, 50 percent as unpaid family work in agricultural activities and 13 percent working on own farm or “shamba” (OCGS, 2006). In both Mainland and Zanzibar, the highest level of participation in agricultural activities is found among poorer households, while wealthier households, and more men than women, show higher levels of participation in non-agricultural activities.

Generally, in spite of many rural women and men holding multiple jobs, earnings are still inadequate for a substantial proportion of the rural population.

In both Malawi and Tanzania, a large proportion of the rural population engage in multiple livelihoods strategies, with many rural women and men holding multiple jobs. In Malawi, most subsistence farmers are engaged in wage employment as a second job. However, in the majority of cases, this does not offer a pathway out of poverty, since it is mainly seasonal, casual, and/or part time employment (“ganyu”) (FAO, 2011c). In both countries, women are over-

4 Tanzania, since 2000, has an average GDP growth of between 5 and 7 percent. In Malawi, GDP growth in recent years has been consistently decreasing reaching its lowest rate (1.9%) in 2012 (WB database: <http://data.worldbank.org/country/malawi> and <http://data.worldbank.org/country/tanzania>).

5 The working poor are those individuals who are (i) employed and (ii) living in households whose income or consumption levels fall below a poverty threshold. For more info, see also: “ILO, 2012. KILM 7th Edition. Working poverty in the world (<http://kilm.ilo.org/2011/download/Chap1AEN.pdf>) and ILO, 2012a. Decent Work Indicators in Africa. A first assessment based on national sources” (http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/publication/wcms_189222.pdf).

represented in unpaid employment, particularly in their second occupation.

Despite the crucial role they play as farmers, women are disproportionately affected by decent work deficits and constraints in agricultural production, especially when it comes to access to productive resources (FAO, 2011h). This is also due to their significant domestic work burden, since most women dedicate more time to unpaid domestic activities than their male counterparts.

In Malawi, the large majority of rural working men (88%) do not perform any domestic activities, while around half of rural working women devote between 11 and 30 h/week. Female-headed households and female operators have less land than their male counterparts, and only 32 percent of individual holders of agricultural land in Malawi are women.⁶ Women also have lower access to labour: female headed households have on average about one-third less working members than male-headed households.⁷ Finally, in terms of education, male heads of household have, on average, more than twice the number of years of education as female heads of households. One consequence of the various constraints that women face is that, for all maize varieties, plots operated by men have higher yields than those operated by women. Women are also particularly disadvantaged in wage employment: they are over-represented in jobs with low or no skill requirements and low wage categories, both in agriculture and non-agriculture sectors: 61 percent of female waged workers fall within the lowest wage category compared to 37 percent of their male counterparts (FAO, 2011c).

In Tanzania Mainland, 47 percent of all land holders are men, while only 15 percent are women (FAO, 2014b). In rural Zanzibar, 51 percent of the land for agriculture is owned by men and only 22 percent by women (OCGS, 2012). Also, reproductive activities such as cooking and childcare add to the already considerable time burden for rural women, especially those of working age, hampering their chances to access

productive work. In Tanzania Mainland, more than half of women's time is devoted to reproductive activities, compared to only 32 percent of men's time. A similar pattern is observed in Zanzibar. Furthermore, women self-employed in agriculture are more likely than men to hold more than one job, and they are almost twice as likely as men to have an unpaid family worker status in their second job. Around 50 percent of women self-employed in the agricultural sector have second jobs, as opposed to 35 percent of men (FAO, 2014b). Finally, rural women lag behind their male counterparts in education despite relative gender parity in access to primary schooling. In the rural areas of both Mainland and Zanzibar, women are twice as likely to be illiterate compared to men.

The population structure in both countries is very young. About two-thirds of the total population is below 25 years of age, most of whom live in rural areas.⁸ Unemployment and underemployment are major concerns for the rural youth. Unemployment affects more the urban⁹ and educated youth. However, even in the rural areas, employment opportunities are limited during the off-farming season (OECD, 2012). The major issue for rural youth is the serious lack of quality employment and decent earnings. The majority of young women and men engage in part-time, casual labour, often in unpaid, low-skilled, insecure and sometimes hazardous jobs, mostly in the informal sector and in low productivity / low-income agriculture activities. With little or no access to land, markets, finance and education, rural youth struggle to make agricultural activities profitable.

Child labour is widespread in both Malawi and Tanzania, especially in rural areas and mostly in the agricultural sector. While much research attention has focused on plantations and commercial value chains, the majority of children working in agriculture work in subsistence farming as contributing family workers.¹⁰ In addition, children perform domestic chores, working more hours per week than what may be considered compatible with their age and demands of their schooling.

6 FAO gender and land rights database <http://www.fao.org/gender/landrights>.

7 FAO RIGA database <http://www.fao.org/economic/riga/riga-database/en/>.

8 Malawi Population and Housing Census, 2008, and Tanzania Panel Survey, 2008-2009.

9 At national level, the unemployment rate of youth aged 15-24 years is the highest of all age groups, at 14.9%, compared to 10.4% for adults; the same rate for the Zanzibar archipelago is estimated at 20 percent (NBS, 2007).

10 Child labour has been reported in coffee, sisal, tea, timber, sugarcane, floriculture, biofuel (castor and jatropha), cloves, sisal, corn, green algae, pyrethrum, rubber, cotton and wheat production as well as in livestock keeping, fishing and fish processing. Child trafficking for exploitation in fishing and commercial agriculture has also been reported.

BOX 3 Quick snapshot on child labour in Malawi and Tanzania

- The majority of children in both countries work in subsistence farming, mostly as contributing family workers.
- In **Malawi**, among children's work categorized as child labour, agriculture accounts for 53 percent. (*Source: NSO Malawi, MLVT, and ILO, 2004*).
- In terms of educational attendance, 58 percent of child labourers have attended school only up to standard 5, while 29 percent of child labourers have never attended school (*ibid.*).
- In **Tanzania**, among children aged 5 to 14 undertaking economic activities, 85 percent of boys and 75 percent of girls work in agriculture (*Source: UCW programme*).
- While not all activities undertaken by children are considered child labour, given the ages of these children (most below the minimum legal working age of 14) as well as the number of hours worked, much of this activity would likely be categorized as child labour.

In both Malawi and Tanzania, one of the main bottlenecks for translating growth into adequate employment creation is on the demand side, and in particular in the poor capacity of the private sector to generate enough rural jobs.

In Malawi, the formal sector of the economy is able to create only 30,000 positions a year while there are 130,000 new entrants (OECD, UNDP, UNECA, and AFDB, 2012). Furthermore, a large amount of Malawi's agriculture is based on tobacco and other seasonal crops, which generates mostly short-term, seasonal jobs. A shortage of skilled workers represents another serious obstacle to obtain better paid jobs. With a ratio of 35 per 100,000 inhabitants, Malawi has one of the lowest technical education outcomes in the SADC region (*ibid.*, p. 12). The 2012 Malawi financial scoping survey of micro, small, and medium enterprises (MSMEs) shows the importance but also the vulnerability of MSMEs in the country, of which about a third are agriculture based. The MSME sector creates employment for just over a million people, and yet only about three percent of MSMEs are registered. Small business owners in Malawi are relatively young with an average age of 31 years, but 70 percent of them have only primary education. 60 percent of MSMEs do not use financial services and risk and insurance coverage is also very uncommon, making them very vulnerable to shocks. Overall, the current economic policy does not yet provide enough incentives for youth entrepreneurship, while limited access to finance and land, poor tax incentives for on-the-job training and a lack of economic diversification represent other major obstacles (*ibid.*).

Until 2006, Tanzania appeared to be following a path in which labour was shifting from the

agriculture sector to services and industry but mainly in the informal economy. The potential gains from structural changes and movement of labour from low productivity sectors to higher productivity sectors have not been fully realized. The private sector is characterized by a large number of micro and small businesses and a smaller number of medium-sized enterprises. Although mainly operating in an informal economy, MSMEs are increasingly seen as pivotal players in generating the productive employment needed to achieve broad-based economic growth and poverty reduction in Tanzania. A recent survey of the manufacturing sector showed that out of the 25,000 manufacturing enterprises operating in the country, 88% are microenterprises that engage 1-4 persons (60.3% engage 1-2 persons and 27.7% engage 3-4 persons) (NBS, 2008). However, while recent reforms have contributed to achieving macro-economic stability and ushered in a period of high GDP growth since 2000, they have not helped to empower MSMEs to participate more actively in the growth process by tapping into supply chains, adding value, and increasing productivity to accelerate the creation of decent employment (REPOA, 2012, p. 134).¹¹ Six pressing issues facing MSMEs in Tanzania have been identified: i) legal and regulatory frameworks; ii) infrastructure; iii) registration of land; iv) access to finance; v) enterprise culture; and vi) support and development services (REPOA, 2012).

In both countries, overall policy commitment exists towards employment-centred growth for reducing poverty as well as gender and social inequalities. In Malawi, the government has established a solid policy framework for inclusive

11 Research and Analysis Working Group, United Republic of Tanzania. 'Poverty and Human Development Report 2011'. May 2012, Dar es Salaam, Tanzania (http://www.repoa.or.tz/documents/Poverty_and_Human_Development_Report_2011.pdf).

growth and employment generation, under the umbrella of the Malawi Growth and Development Strategy (MDGS) II. In Tanzania, agriculture and employment creation have been given a key role in attaining Tanzania's National Strategy for Growth and Reduction of Poverty II (MKUKUTA II) and the Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP). Moreover, the agricultural sector line ministries in Malawi and Tanzania seem to be aware of the centrality of employment for rural growth, and in particular of the need to make the agricultural sector more attractive for young people.

Yet this commitment has not been translated into the adoption of integrated approaches for DRE promotion. In most policies and strategies,

employment is seen as the effect of agricultural growth and value addition, while productivity is the result of increased land productivity, mainly through intensification. More detailed analysis of current policies and strategies is provided in *Annex 1*.

The implementation of the Integrated Country Approach for promoting DRE contributed to support national capacities in designing and implementing policies and programmes that have more positive effects on job creation in rural areas. Notwithstanding, a continued and protracted collaboration with national governments is required in order to support the establishment of adequate enabling environments and policy changes, as well as to support policy implementation for achieving relevant impacts.

BOX 4 Quick snapshot on rural youth employment in Malawi and Tanzania

- In both **Malawi** and **Tanzania**, youth unemployment and underemployment are major challenges, especially for youth seeking full-time, productive and decent employment opportunities (NBS, 2007; FAO, 2013b).
- In rural **Malawi**, youth unemployment is low at 1 percent; however, this may be camouflaged by high underemployment, which is particularly prevalent in the agricultural sector and in rural areas (FAO, 2013b).
- In **Tanzania Mainland** the rural unemployment rate for youth is 7.5%. Youth are mainly engaged in part-time, casual labour, mostly in the informal sector.
- While unemployment is more of a concern for urban and educated youth (OECD, 2012), the major issue for rural youth is the serious lack of quality employment and decent earnings (FAO, 2013b).
- In both **Malawi** and **Tanzania**, the overwhelming majority of young rural male and female workers have agricultural jobs, mainly in farming activities on their families' farms, often as unpaid contributing family workers (FAO, 2001c, FAO, 2014b).

3 Main activities and results achieved in the implementation of the approach

This chapter describes the implementation of the Integrated Country Approach for promoting DRE in Malawi and Tanzania, including the main deliverables and results achieved in the three years of implementation.

First, the main features of the approach's implementation are illustrated, including a synthesis of the results achieved. Then, a more detailed description of the activities undertaken under each one of its four components is provided, notably: 1) awareness raising and mainstreaming of DRE; 2) capacity development; 3) youth employment promotion; and 4) child labour prevention and reduction in the agricultural sector.

The main features of the Integrated Country Approach in Malawi and Tanzania were the following:

- **Women and youth were systematically retained as priority groups**, considering the youthful demographic profile of the two countries as well as the critical contribution of women to the rural economy despite facing gender-specific disadvantages.
- **Gender equality and environmental sustainability were considered crosscutting priorities** and systematically mainstreamed in all the activities.
- **As an operating method, the implementation provided constant support to local and national institutions**, including line Ministries, producers' organizations (POs) as well as local government authorities (LGAs) (Box 5). The method included strengthening their capacities by training and engaging them in the implementation of the activities proposed. This leads to strengthening national and local institutional capacity and ensuring the sustainability of the interventions realized, and enables the replication of the approach in other locations of the two target countries and future policy processes.
- **The implementation emphasized nationally-driven processes of change** by i) prioritizing

BOX 5 National stakeholders involved in the implementation of the Integrated Country Approach for DRE

List of national stakeholders and partners in Malawi:

Ministry of Agriculture and Food Security (MAFS); Ministry of Labour and Vocational Training (MoLVT); Ministry of Local Government and Rural Development (MLGRD); Ministry of Development Planning and Cooperation (MDPC); Ministry of Youth Development and Sports (MYDS); Ministry of Gender, Child Development and Community Development (MGCCD); Office of the President and Cabinet (OPC); National Statistical Office (NSO); National Smallholder Farmers' Association of Malawi (NASFAM); Farmers' Union of Malawi (FUM); Civil Society Agriculture Network (CISANET); Centre for Youth Empowerment and Education (CYECE); Delegation of the European Union to Malawi; World Bank Malawi; IFPRI Malawi; Chanchellor College; Donor Community on Agriculture and Food Security (DCAFS); Plantation and Agriculture Workers Union (PAWU); Sugar Plantation and Allied Workers Union (SPAWU); Tea Association of Malawi; Malawi Congress of Trade unions; and ILO Malawi.

List of national stakeholders and partners in Tanzania:

Ministry of Agriculture, Food Security and Cooperatives (MAFC); Ministry of Livestock and Fisheries Development (MLFD); Ministry of labour and Employment and Youth Development (MoLE); President's Office, Planning Commission (POPC); Ministry of Community Development, Gender and Children (MCDGC); Ministry of Industry, Trade and Marketing (MOIT); Prime Minister's Office Regional Administration and Local Government (PMO-RALG); Ministry of Information, Youth, Culture and Sport (MIYCS); National Bureau of Statistics (NBS); Agricultural Council of Tanzania (ACT); REPOA; ILO Tanzania; Tanzania Federation of Cooperatives (TFC); Zanzibar Ministry of Agriculture and Natural Resources (MANR); Zanzibar Ministry of Labour, Economic Empowerment and Cooperatives (MOLEEC); Zanzibar Ministry of Social Welfare, Youth, Women and Children (MSWYWC); Zanzibar Ministry of Livestock and Fisheries (MOLF); Cooperative Union of Zanzibar (CUZA); MVIWATA-Zanzibar; Kanyigo Development Association (KADEA); Youth Framers Network, Participatory Ecological Land Use Management (PELUM); UNIDO and Mikunguni Youth Development Organization (MYDO).

capacity needs in collaboration with national stakeholders and ii) accompanying ongoing policy processes.

- **Catalytic effects were generated**, leveraging further funds, especially in Tanzania, notably within the UNDP/One fund, which enabled the development and undertaking of specific interventions, e.g. JFFLS trainings and child labour prevention activities in Zanzibar archipelago.
- **Solid and lasting partnerships have been established with global, regional and national institutions, private sector and other relevant stakeholders.** The approach also enabled a more systematic collaboration with other UN agencies, specifically with the ILO. By strengthening partnerships with the ILO and other partners at country level, it contributed to improve the policy dialogue between agriculture and labour stakeholders in Malawi and Tanzania.

BOX 6A Synthesis of outputs produced through the implementation of the Integrated Country Approach for promoting DRE in Malawi and Tanzania

General

- i) Conceptual development and field-testing of the Integrated Country Approach itself, including the development of tools and methodologies;
- ii) Establishment of long lasting partnerships with international and national stakeholders, including the private sector;
- iii) Establishment of 9 DRE focal points in relevant institutions such as MoA, MoL, (including Zanzibar), based on formal FAO requests;
- iv) Development of or contribution to normative and knowledge products on DRE (e.g. Country profiles on gender inequalities in rural labour markets in Malawi and Tanzania);
- v) Provision of technical assistance on the integration of DRE issues into national policy processes (at least 34 processes supported);
- vi) Comprehensive Capacity Needs Assessments on DRE undertaken in collaboration with key national stakeholders in Malawi and Tanzania (2011) and development of a nationally owned long-term DRE capacity development vision formalized in capacity development roadmaps of prioritized short-term (up to 1 year) and medium-term (1-3 years) capacity development interventions;
- vii) Capacity development workshops, in collaboration with the ILO, and tailored training on DRE in agricultural and rural development strategic planning, DRE in M&E systems, and gender inequalities in rural labour markets for agricultural line ministries, academic and research institutions, private sector entities and civil society organizations, including POs and youth groups;
- viii) Development of guidance materials for policy-makers and technical staff on specific DRE aspects;
- ix) Integration of DRE modules in trainings and other nationally owned capacity development processes;

Youth employment and child labour technical components

- x) Training of national and local institutions (around 220 people directly trained; training assessments have proven a spill-over effect of 1:20) in the Junior Farmer Field and Life Schools (JFFLS) methodology within the frame of a youth employment model, including development of a curriculum development manual to assist technical officers and facilitators involved in JFFLS programmes in the development of JFFLS curricula;
- xi) Development and field testing of 5 new additional modules of the JFFLS on climate change, community seed banks, aquaculture, capture fishing, and post-harvest (fish products); the climate change module was field-tested in 2012, and the aquaculture module was field tested in 2012 and 2013 JFFLS training sessions;
- xii) Development of the national youth employment programme for Tanzania Mainland jointly with the government and ILO;
- xiii) Provision of support to the government in the design of the Zanzibar national rural youth employment programme;
- xiv) Facilitation and strengthening of nationwide partnerships with farmers/POs and local authorities (e.g. regional commissionaires) in the framework of a private-public sectors' partnership integrated model in collaboration with relevant ministries, e.g. MoA, MoL, etc.;
- xv) Institutional support on child labour prevention in agriculture through workshops and direct support to specific policy processes (e.g. in Malawi strategic support to the Ministry of Agriculture and Food Security led to the National Conference on Child Labour in Agriculture held in September 2012 and, consequently, to a national Framework for Action on child labour in agriculture endorsed by the highest level of government).

- **Emphasis was also placed on strengthening capacities of FAO country offices vis-à-vis the promotion of DRE** and improving overall collaboration between FAO headquarters (HQ) and decentralized offices (DOs).
- **Beyond the country level, the implementation in Malawi and Tanzania contributed to strengthen the links between the global, regional and country-level work of FAO.** The good practices and lessons learnt during the implementation at

country level were brought to the regional level through the African Union (AU) New Partnership for Africa's Development/Comprehensive Africa Agriculture Development Programme (NEPAD/CAADP) process.

The main outputs and long term results achieved through the implementation of the Integrated Country Approach for promoting DRE in Malawi and Tanzania are synthesized in the Boxes 6A and 6B.

BOX 6B Synthesis of long term results achieved through the implementation of the Integrated Country Approach for promoting DRE in Malawi and Tanzania

General

- Increased awareness among main agricultural and labour stakeholders in the two countries about the centrality of employment for rural growth, the need to render the agricultural sector more attractive for young people, the causes and risks of child labour in agriculture and the glaring gender inequalities affecting rural labour markets;
- Growing demand for support in the mainstreaming of DRE aspects into policies and programmes (e.g. 34 policy or programme formulations supported, with ca. 60% uptake of those approved)*;
- Increased familiarity and capacities of FAO Country Offices on DRE issues in Malawi and Tanzania (e.g. the new generation of Country Programming Framework (CPFs) in Malawi and Tanzania introduced DRE results and respective indicators);
- A suite of several approaches, methodologies and tools has been field tested and standardized, which will be useful for more cost-effective replications of the approach in other countries and regions;
- Strategic expansion of FAO's work on DRE, which directly influenced the increased recognition of DRE within the Organization and outside (e.g. impact on the positioning of DRE within the reviewed FAO Strategic Framework, specifically in its Strategic Objective 3 ("Reduce rural poverty") and the Organizational Outcome 2 ("The rural poor have greater opportunities to access decent farm and non-farm employment");
- Growth of FAO's corporate thinking on DRE promotion (e.g. the implementation in Malawi and Tanzania contributed to feeding the conceptual considerations presented in the Decent Rural Employment for Food Security: A Case for Action, published in 2012);

Youth employment and child labour technical components

- Increased awareness and commitment of key national stakeholders and partners on youth employment and entrepreneurship promotion (e.g. capacity development workshop with presentation on Regional initiatives and youth inclusiveness – CAADP and SAGCOT in May 2012, and high-level round table meetings in Tanzania Mainland and Zanzibar in January 2013);
- Important catalytic effects derived from the establishment of long-term partnerships and of a successful model for youth employment promotion (e.g. lessons learnt from the implementation in Malawi and Tanzania feed the development of several proposals on youth employment creation such as the Sida-funded ILO-FAO project on "Decent jobs for youth and improved food security through the development of sustainable rural enterprises in Zambia").
- Increased capacity and commitment of key national stakeholders and partners on child labour prevention and reduction in the agricultural sector (e.g. in Malawi a national Framework for Action on child labour in agriculture was endorsed as an outcome of the Malawi National Conference on Child Labour in Agriculture held in September 2012, with the support of the State President, and lays the ground for a coordinated long-term multi-sectoral approach). Government expressed interest in receiving FAO's technical support and collaboration for 10 of the 21 action areas that the Conference had urged the MoAFS to undertake;

* Uptake has been assessed on the basis of the latest version available of a given policy document.

COMPONENT 1 Awareness raising and mainstreaming

The Integrated Country Approach contributed to raising awareness and mainstreaming DRE issues in selected national policy and programmatic processes in Malawi and Tanzania. The initial assessment of the main agricultural and rural development policies, strategies and programmes (see *Annex 1*) had shown that they do not fully address their employment dimensions.

FAO simultaneously addressed several dimensions of DRE. First, the approach advocated for more job-intensive agriculture and rural development. Second, it focussed on the overall poor quality of rural jobs, thus promoting the application of International Labour Standards (ILS) in rural areas (Box 7). Special attention was given to eliminating discrimination, strengthening the employability of the rural workforce, preventing child labour in agriculture, promoting social protection and occupational safety and health (OSH), and the freedom of association. Third, **the approach advocated more intensely for policy changes in the selected thematic areas of youth employment and entrepreneurship and child labour prevention in agriculture.**

Among the channels used for awareness-raising were the provision of information to FAO's typical counterparts in the countries, for instance within workshops and trainings. Furthermore, FAO's technical officers in HQ and DRE National Coordinators based in the FAO country offices provided direct

support to the formulation of policies or programmes. Support missions from FAO HQ to the countries also contributed to increasing awareness on DRE and its dimensions, as well as the daily interactions of the National Coordinators with national stakeholders. FAO also identified and involved national DRE *champions*, such as FAO's local contacts and counterparts already aware of the topic, as well as proactive workshops' participants, in order to influence priorities and practices in key national institutions.

Furthermore, FAO developed or contributed to developing information and knowledge products on general employment issues, gender aspects, child labour and youth employment in Malawi and Tanzania (see Box 8). This includes mappings of DRE-relevant national policies and institutions, country profiles and policy briefs on gender inequalities in rural employment, case studies as well as information products on DRE in general, youth employment generation and child labour prevention (e.g. briefs, information and technical notes developed in support of concrete country events and policy processes).

The knowledge products were mostly developed in collaboration with several FAO technical units as well as with external partners, both at national and international level, such as the United Nations Research Institute for Social Development (UNRISD). In both countries, collaboration

BOX 7 What are International Labour Standards (ILS)?

ILS set out basic principles and rights at work. They are universal legal instruments drawn up by the ILO's constituents (governments, employers and workers) and adopted at the International Labour Conference. They consist in legally binding Conventions or Recommendations.

The **core labour standards** are a subset of ILS. They are: freedom of association and the effective recognition of the right to collective bargaining; the elimination of all forms of forced or compulsory labour; the effective abolition of child labour; and the elimination of discrimination in respect of employment and occupation. The ILO Declaration on Fundamental Principles and Rights at Work, adopted in June 1998, commits Member States to respect and promote them, whether or not they have ratified the relevant Conventions.

Regarding rural areas in particular, several ILO Conventions and Recommendations are specifically designed to protect rural workers, while many others that have general coverage also apply to rural workers.

The problem is that ILS are often not applied in rural areas and in the agricultural sector in particular. While FAO has a role in supporting ILO's efforts to rectify the exclusion of rural workers from the scope of national laws and regulations or the ratification of relevant Conventions, the Organization's main comparative advantage is in the extension of protection in practice, including by identifying innovative mechanisms (e.g. through codes of conduct and technical standards) and partnerships to extend the application of ILS to rural workers.

More at: http://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_182740.pdf and ILO, 2009b.

BOX 8 Main information and knowledge products developed (complete list in Annex 3)

- Development of two mapping reports (one per each country): “Mapping of strategies, policies, programmes and institutions relevant for decent rural employment”(2011) in collaboration with REPOA in Tanzania and Chancellor College in Malawi;
- Reducing Child Labour in Agriculture through good agricultural practices: FAO experiences. Prepared for the Malawi national conference on child labour in agriculture (2012);
- Contribution to the development of thematic studies and policy briefs including two country profiles on gender inequalities in rural employment in Malawi and Tanzania respectively, with accompanying policy briefs (2011 and 2014 forthcoming)*
- Development of a case study on FAO, private and public partnership model for rural youth employment creation (forthcoming in 2014);
- Development of country-focused argumentations as well as of a corporate FAO Case for Action on DRE for Food Security (2012).

* The activity was led by the gender team in FAO headquarters.



Launching Workshop in Malawi, 2011.

was established and carried out with national academic and research institutions (i.e. Policy Research for Development (REPOA) in Tanzania and the Chancellor College in Malawi), national statistical offices, as well as other UN agencies, especially the ILO.

The products developed were disseminated through national channels, primarily FAO country offices and their networks. Furthermore, dissemination to a wider audience was facilitated through the dedicated webpages on the Integrated Country Approach on the FAO-ILO joint website on “Food, Agriculture and Decent Work”.¹²

In addition to developing and disseminating knowledge products, **FAO provided strategic and technical assistance to policy makers and implementers on how to integrate employment**

issues into agricultural and rural development policies, strategies and programmes.

Besides the public sector, technical assistance was also provided to selected private sector stakeholders, such as the National Smallholder Farmers’ Association of Malawi (NASFAM), for the finalization of a child labour training manual.

The programme also supported existing national multi-stakeholder mechanisms to address DRE issues, such as the Agriculture Sector Wide Approach (ASWAp) technical working group on M&E in Malawi and the Agricultural Sector Lead Ministries (ASLMs) and Agricultural Sector Development Programme-II (ASDP II) working groups in Tanzania to address DRE issues in policy dialogue around agricultural development.

During the period 2011-13, under the Integrated Country Approach FAO promoted the integration of DRE issues in nearly 40 policy and programmatic processes (Details in Annex 2)

Advocacy, knowledge generation and active mainstreaming produced positive effects on increasing the awareness and commitment of national stakeholders, bearing concrete results in terms of putting knowledge into action within their work and activities. For example, based on FAO’s advocacy, the Ministry of Agriculture, Food Security and Cooperatives in Tanzania integrated a section on *Employment and decent work in agriculture* into its National Agriculture Policy (2013). In Malawi,

12 www.fao-ilo.org and www.fao-ilo.org/ilo-dec-employ/ica/malawi-and-tanzania/en/.

FAO provided technical inputs into the finalization of the *National Export Strategy (2012)* developed by the Ministry of Industry and Trade which prioritizes *Balancing competitiveness with economic empowerment of youth, women, MSMEs, farmers and the poor by incorporating them into Malawi's productive base*. This includes job creation and improving returns to the self-employed, such as smallholder farmers and micro entrepreneurs.

In conclusion, the implementation of the Integrated Country Approach created significant

awareness in Malawi and Tanzania about the challenges and major priorities associated with DRE, resulting in increased commitment and concrete policy change. Many rural stakeholders in the two countries are more knowledgeable today about the centrality of employment for rural growth, the need to render the agricultural sector more attractive for young people, as well as about the role they can play in reducing child labour in agriculture and in addressing the glaring gender inequalities affecting rural labour markets.

COMPONENT 2 Capacity development

The Integrated Country Approach directly contributed to strengthening the capacities of national stakeholders to formulate and implement employment-smart policies, strategies and programmes. It mainly benefited agricultural and labour ministries, POs, federations and unions, as well as national academic and research institutions.

The approach placed a strong emphasis on nationally driven processes of change. For this reason, in the first year of implementation, FAO coordinated comprehensive Capacity Needs Assessments (CNAs) on DRE (Box 9) in collaboration with national stakeholders. Based on the assessments, national stakeholders reached consensus on capacity development roadmaps for DRE to be supported by FAO and other national and external partners.

BOX 9 Capacity Needs Assessments and identification of national capacity development priorities

Capacity Needs Assessments on DRE were carried out in Malawi and Tanzania in the first year of implementation.

They built on the previously conducted national mappings of policies, institutions and knowledge gaps related to DRE. The assessment team held in-depth individual and group discussions with over 140 decision- and policy-makers from more than 50 institutions in both countries.

A methodology has been developed adapting the corporate FAO methodology for capacity assessment (FAO, 2012d). It focuses on the assessment of stakeholders' four functional capacities (policy, knowledge, partnering and implementation) in combination with their technical competencies on DRE.

The assessments identified capacity needs and strengths of key national stakeholders related to DRE promotion. Further, they facilitated the prioritization and agreement on a list of short-term (up to 1 year) and medium-term (1-3 years) capacity development interventions.

The final product of the assessment was a roadmap for the capacity development activities on DRE to be supported by FAO and other national and external partners.



Capacity Needs Assessment, Zanzibar, Tanzania, 2011.

BOX 10 Capacity development workshops

Once a year, during the period 2011-13, FAO organized DRE knowledge exchange or capacity development workshops.

The first workshop in 2011 presented the Integrated Country Approach, collected initial feedback on main bottlenecks and fostered national ownership. The second and third workshops, in 2012 and 2013, followed up on the activities identified in the Roadmaps for capacity development established during the first year.

In 2012, the annual workshop presented contextualized information and knowledge on DRE, and in particular on gender inequalities in rural labour markets, child labour prevention in agriculture and successful approaches for youth employment promotion in rural areas.

In 2013, the workshop focused on DRE in the strategic planning of agricultural and rural development, agreeing on a set of priority DRE indicators to be integrated into sectoral M&E systems.

All three workshops were attended by a wide range of policy makers and implementers, as well as senior technical staff from key national institutions in Malawi and Tanzania. In total, some 150 individuals have benefited from these activities. The selection of participants through the three workshops guaranteed the continuity in the participation of selected officers from the main partner institutions, thus optimizing the provision of capacity development support.



Capacity development workshop, Tanzania, 2012.

Following the agreed roadmaps, coherent sets of capacity development activities were carried out in the two countries. They were mostly performed through: i) knowledge exchanges, such as workshops; ii) hiring of international trainers (e.g. for training on the JFFLS) to provide in-country capacity development; iii) enabling national staff to attend training courses (e.g. ILO training in Turin on child labour in agriculture attended by the Malawi DRE National Coordinator); and iv) providing access to guiding and learning materials. The presence of dedicated National Coordinators in the FAO country offices of Malawi and Tanzania, as well as technical missions from FAO HQ, also provided systematic opportunities for direct exchanges of knowledge and coaching on DRE. Furthermore, the identification of national focal points and champions for DRE was leveraged for peer mentoring. Finally, the direct collaboration with national stakeholders in the

integration of DRE in real policies and programmes was also a strong aspect of capacity development, as “learning by doing”.

In addition to annual DRE exchange and capacity development workshops (Box 10), several dedicated workshops, high-level round tables and trainings were carried out to address more specific youth employment and child labour issues. More detailed information is provided under Components 3 and 4 respectively.

Activities were carried out in collaboration with other institutions, primarily agriculture line ministries and the ILO. Upon FAO’s official request, DRE focal points were nominated in key governmental institutions,¹³ which guaranteed continuity in capacity development and institutional strengthening, while also facilitating communication.

13 Focal points were nominated in MoAFS, MoL, MoYCS for Malawi, in MoAFSC, MoYS and ILO for Tanzania Mainland and in MoANR, MoLF, and CUZA in Zanzibar.

The implementation of the Integrated Country Approach in Malawi and Tanzania also contributed to developing and/or field-testing and finalizing many FAO guiding and learning materials on DRE.

In some cases, existing materials had to be adapted to the specific country context (e.g. national versions of JFFLS facilitators' manuals). Each time, the inputs and feedback received from participants contributed to fine-tuning FAO corporate materials. Overall, the first phase of implementation of the Integrated Country Approach has been crucial to equip the Organization with a coherent set of guidance, tools and training materials which will support the replication of the approach in other country contexts.

Besides developing national capacities, the implementation of the approach in Malawi and Tanzania strengthened the capacities of FAO country offices on DRE.

In addition to exchanges with and technical support from FAO HQ, this was mainly achieved through the recruitment of new staff. Two National Coordinators based in the FAO country offices were hired to support the delivery and coordination of activities at country level, and guarantee the continuous adjustment of priorities

In total, about 1,000 people were trained through workshops and training sessions, including representatives of at least 60 national institutions in both countries during the three years of implementation.

and responsiveness to ongoing policy processes. The staff in the country offices, aside from supporting the implementation of the programme, have liaised with UN agencies through the Delivering as One mechanisms in place and ensured alignment to the UNDAF/UNDAP programming cycles. In addition, in 2012, the UN Associate Professional Officers Programme brought to the Tanzania country office a *Rural Employment, Decent Work and Gender Equality Officer* (Sida-funded). Overall, the implementation of the approach greatly contributed to the unification of the work done at FAO HQ and in decentralized offices and also to articulate normative work and its application. FAO's country-based staff made a significant contribution to the outreach of FAO's work and materials, and enabled more systematic advocacy, coaching and peer-support to national stakeholders.

Component 3 Youth employment promotion

Within the Approach, FAO developed and implemented an integrated model to create productive and sustainable job opportunities in the agro-sector for rural youth. The long term objectives were to sustainably increase food and nutrition security and foster more inclusive rural growth by increasing youth's participation in specific value chains and promoting climate-smart agricultural practices.

The FAO integrated model for rural youth employment creation was piloted in a framework of collaboration between private and public sector actors. In particular, the model was facilitated in Tanzania Mainland and Zanzibar through high-level roundtables towards the development of Memoranda of Understanding aimed at enhancing joint efforts for decreasing unemployment, underemployment and working poverty rates.

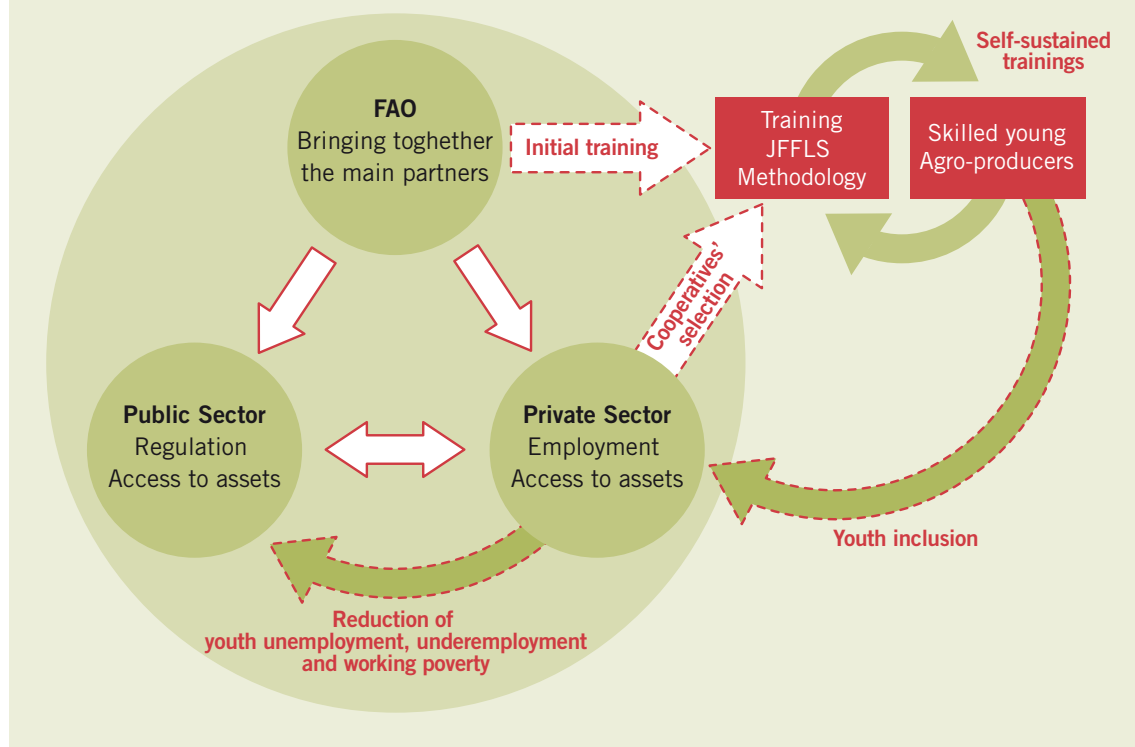
The private-public partnership model proposed is multi-dimensional in nature, and as such, entails a range of elements tailored to the specific needs of rural youth wanting to engage in agriculture. It

includes (i) capacity development adapted to rural youth's levels of understanding and labour market demands; (ii) facilitation of adequate access to land, credit and markets; and (iii) enhancement of the opportunities for inclusion of youth in policy debates concerning their wellbeing and national economic development (Figure 2).

"Developing education and vocational training opportunities for young people is key to develop and promote employment opportunities in rural areas. Agriculture is central in both countries' economy, however, traditional teaching methods do not give opportunities at school to learn practical agricultural skills and the situation does not improve much with regards to vocational education".¹⁴

Within this private-public partnership model for youth employment creation, **the JFFLS methodology (Box 11) was applied to train young members of cooperatives and technical officers from both the private and governmental sectors.** Assessments of the specific needs of youth in targeted districts were conducted, and the JFFLS

¹⁴ FAO, 2014d.

FIGURE 2 FAO integrated model for rural youth employment creation

methodology was adapted to the national context (Box 12). In total, in each country, 4 training of trainers (ToT) sessions for cooperative members adopting the JFFLS methodology were conducted during the period 2011-13. These were held jointly with producers' associations, federations and unions, as well as local government authorities.

In a framework of enhancing knowledge and exchange opportunities within FAO, JFFLS trainings have also been attended by students coming from other countries of the region (including Ethiopia

and South Sudan), where related projects were ongoing. New modules of the JFFLS on specific themes – climate change, community seed banks, aquaculture, capture fishing, and post-harvest techniques (for fish products) – have been produced in collaboration with other FAO teams within the overall FFM programme, and were field-tested during 2012 and 2013 sessions.

Over the course of the programme, a total of 140 and 84 youths were directly trained in the JFFLS methodology in Tanzania and Malawi respectively.

BOX 11 Do you know the Junior Farmer Field and Life School methodology?

To address the multidimensional needs of rural youth, FAO has developed the youth friendly and gender sensitive Junior Farmer Field and Life School (JFFLS) methodology. **JFFLS supports rural youth in acquiring agricultural, business and life skills, while simultaneously promoting business development and access to markets** through the facilitation of youth inclusion in farmers' organizations, federations and unions. The capacities of local civil society organizations – cooperatives, producers' organizations, youth groups and youth farmers' associations – are also strengthened to help promote rural development that is more inclusive of youth.

The JFFLS are a concrete manifestation of the important linkages that exist between rural employment, poverty reduction, food security and nutrition. High adaptability of the learning approach to local needs enables the modular methodology to address different socio-economic contexts and populations. To date JFFLS methodology has been implemented in over 20 countries and reached 25 000 young women and men in Africa, Asia and the Middle East, as part of FAO's approach to youth development.

Additional info on JFFLS is available at: <http://www.fao-ilo.org/?id=20904>

BOX 12 The JFFLS curriculum adopted in Malawi and Tanzania

The development of a JFFLS curriculum is normally an integrated part of the JFFLS training for trainers/facilitators (ToT/F). During this training, facilitators learn to develop a JFFLS curriculum in a systematic way, following a standard process. The different steps in the JFFLS curriculum development process are:

1. Selection of main focus and economic activity of JFFLS;
2. Development of a cropping or activity calendar;
3. Development of a curriculum matrix;
4. Identification and integration of the theoretical (technical) topics into the curriculum matrix; and
5. Identification and integration of the “life” skills into the curriculum matrix.

Gender balance was taken into account when finalizing the trainings participants’ lists.

Evidence shows that in Malawi, Tanzania Mainland and Zanzibar, JFFLS graduates, of which about half females, contributed to informing their peers about the opportunities offered by the agro-sector, and to training them using the techniques learned during the FAO-initiated trainings, with major spill-over effects. As a result of the trainings, youth have also found it easier to join cooperatives, through which they get easier access to markets and credit, and are sometimes given access to land by the local governments, when requested.

Private-public partnerships are particularly important for economic and social development, especially for the replication and up-scaling of successful approaches. Hence, **FAO strived to involve a variety of partners from the private and public sectors in the facilitation of the JFFLS to add specific comparative advantage to the model.** In Malawi, a longstanding collaboration with the National Smallholder Farmers’ Association of Malawi (NASFAM) in the implementation of training activities, as well as in developing studies (e.g. JFFLS programme assessment)¹⁵, generated and strengthened its capacity and ownership. Strong efforts have therefore been made to establish private and public partnerships, while also strengthening partners’ capacities to effectively deliver services in line with their respective mandates. Multi-stakeholder cooperation has been recognized as instrumental sustainably incorporating the promotion of youth employment in national policy frameworks, and thereby decreasing youth unemployment, underemployment and working poverty rates in rural areas.

In Tanzania Mainland, FAO partnered with the Tanzania Federation of Cooperatives (TFC). In

Zanzibar, it partnered with the Cooperative Union of Zanzibar (CUZA) and the national Agricultural Services Support Programme (ASSP). In both Mainland and Zanzibar, FAO collaborated with the central and local governments, in particular with regional authorities as they are well placed, and directly accountable, to support youth in a specific geographical area in accessing land.

A total of 140 (in Tanzania Mainland and Zanzibar) and 84 (in Malawi) young cooperatives’ and associations’ members, including federations and associations’ officers, were directly trained.

In Malawi, main partners within the model were the NASFAM, the Farmers’ Union of Malawi (FUM), the Ministry of Agriculture and Food Security and the Ministry of Youth Development and Sports. Incentives have been identified to encourage all partners to effectively carry out their particular responsibility within the integrated model by which the private sector cooperatives gain new young and skilled members, while the public sector decreases the number of rural youth who are unemployed, underemployed and working in poor conditions. For the private sector to expand and be able to contribute more towards economic growth, it is pivotal to generate as many employment opportunities as possible, especially for youth.

In Malawi, Tanzania Mainland and Zanzibar, JFFLS graduates reported a significant improvement in economic activities and remuneration since joining the local cooperatives. All graduates reported an improvement of at least 60 percent in economic returns, with an increased access to markets and a fair negotiated price.

15 FAO-NASFAM, 2014.

Assessments show that JFFLS graduates have a more positive perception of agriculture compared to youth who have not participated in JFFLS, and consequently seize opportunities for potential employment and business ventures in the sector. They approach agriculture with enthusiasm, and bring innovation to the sector while being open to balancing the commercial and environmental aspects of agriculture. Experiences from Zanzibar have shown that most of the agricultural activities undertaken by trained young people are climate-friendly and organic, using natural pesticides like the “*neem tree*” seeds, which in turn widen their marketing opportunities by allowing them to supply the island’s hotel industry.

The rural youth employment model has become a win-win model for all institutions and actors

involved by increasing employment opportunities and enhancing food and nutrition security.

In addition to capacity development activities and trainings sessions, support was provided to the design of targeted development strategies, policies and programmes such as the National Agriculture Policy and National Youth Creation Programme in Tanzania, as well as the National Export Strategy and National Youth Policy in Malawi. Furthermore, in bringing together relevant public sector actors (from line ministries to local governments, including regional commissioners) and private sector actors (notably the TFC and CUZA), FAO promoted the finalization of dedicated MoUs as a modality of cooperation in the United Republic of Tanzania.

COMPONENT 4 Child labour prevention and reduction in agriculture

The FAO country-level interventions in Malawi and Tanzania promoted a holistic approach towards sustainably reducing child labour. This approach entails strengthening policies and institutional capacities, raising awareness in communities, facilitating access to relevant education for children, promoting decent employment opportunities for youth and supporting families to increase their incomes and food security without subjecting children to damaging work.

During the three years of implementation, FAO contributed to strengthening the enabling environment for child labour prevention and reduction in agriculture. In both countries, child labour concerns were integrated into national agricultural policies, programmes and strategies. There have been increased commitments by governments and partners to end and prevent child labour in agriculture, in part through increased inter-ministerial coordination. Throughout the implementation of the programme, FAO worked closely with the ILO and other partners and affiliates of the International Partnership for Cooperation on Child Labour in Agriculture.¹⁶

FAO has helped enhance the capacities of national stakeholders and partners, including agricultural and line ministries, POs and unions, to prevent child labour.

In Malawi and Tanzania, approximately 275 stakeholders received training on child labour as part of the DRE capacity development workshops and JFFLS trainings. An additional 860 stakeholders at the national and district levels then participated in dedicated trainings on child labour. To reach this scale, FAO (together with the ILO) not only supported the ministries to run in-depth capacity development workshops and trainings specifically on child labour prevention and reduction in agriculture, but also helped them integrate child labour sessions into ongoing trainings related to large-scale agricultural programmes. In Malawi, FAO engaged ministry directors and

In the framework of policy support on decent rural employment, child labour issues have been integrated into a number of policies, programmes and plans such as: the Malawi Fisheries Policy and the Malawi Fisheries Policy Implementation Plan, the Zanzibar Livestock Policy and the Tanzania Mainland Fisheries Sector Development Programme, the Aquaculture Development Strategy and the National Human Rights Action Plan.

¹⁶ ILO, FAO, IFAD, International Food Policy and Research Institute on behalf of the Consultative Group on International Agricultural Research, the International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers’ Associations. The World Farmer Organization and La Via Campesina are invited as observers to the regular meetings of IPPCLA.

technical staff at the national level. At the district level, FAO engaged agriculture extension staff (fisheries, irrigation, etc.) and labour inspectors, district education, health, social services and planning officers, as well as representatives of the ILO, UNICEF, relevant NGOs and farmers' organizations. In Tanzania, FAO responded to a specific request of the Ministry of Livestock and Fisheries Development (MLFD) by providing a series of trainings on child labour for the Ministry's directors and technical staff. Participants identified Beach Management Units as key partners at the local level, and FAO supported the Ministry to provide training to such units in five districts. Child labour sessions were also included in the trainings of district facilitation teams supporting farming as a business in collaboration with another FAO project and the Ministry of Agriculture, Food and Cooperatives. Furthermore, gender was taken into consideration in capacity development activities on child labour by comparing the rates of involvement in child labour among girls and boys, as well as gender-based differences in tasks performed, access to education and who in the household makes decisions on boys' and girls' participation in education and work tasks.

To further develop national capacities, FAO engaged ministry focal points and technical staff in the organization and facilitation of the child labour capacity development workshops and trainings. Repeated engagement of these partners meant that the final capacity development activities could be run by national stakeholders without the need for international trainers.

In Tanzania, awareness on child labour in agriculture was further raised through FAO's participation in diverse child labour fora and initiatives. For example, FAO gave presentations during the national multi-stakeholder event for the World Day Against Child Labour 2012 (photo), tripartite meetings on the implementation of child labour projects by other stakeholders, as well as the general assembly of the Participatory Ecological Land Use Management network, PELUM-Tanzania.

To develop capacities to address child labour in fisheries in Malawi, FAO and ILO supported the Ministry of Agriculture and Food Security and the Ministry of Labour in holding stakeholder consultations and capacity development workshops on Small Scale Fisheries Management. The main conclusions were used in developing the FAO-ILO document "[Guidance on addressing](#)



World Day Against Child Labour, Tanzania, 2012.

child labour in fisheries and aquaculture”, published in 2013. Moreover, these consultations, along with the national trainings on child labour, raised awareness on child labour among those working for the Department of Fisheries, and led the Department to include child labour concerns in its National Fisheries Policy and associated Implementation Plan.

The capacities of POs to address child labour in agriculture benefited from the partnerships established on decent youth employment promotion. In Malawi, agreements on youth employment with the National Smallholder Farmers' Association of Malawi (NASFAM) and the Farmers' Union of Malawi included aspects related to child labour prevention. Furthermore, FAO provided technical support to the “NASFAM Child Labour Training Manual: Towards the Elimination of Child Labour in the Smallholder Agriculture Sector.” As a follow-up to the National Conference on Child Labour in Agriculture in 2012, FAO and NASFAM also agreed to develop and broadcast a radio program geared towards reducing children's exposure to hazardous pesticides.

In both countries, FAO's support to child labour prevention produced some important catalytic effects.

In Malawi, FAO's work helped create the momentum and political will within the Government of Malawi to organize the National Conference on Child Labour in Agriculture in September 2012. While it has been a long process to achieve government buy-in and ownership of sensitive issues such as child labour, the Malawi government has now committed to reduce child labour in agriculture at the highest level through the Framework for Action endorsed at the National Conference. As a result of the technical support provided by FAO, the Ministry of Agriculture and Food Security has joined the

National Steering Committee on Child Labour and became its chair, while the Ministry of Labour will serve as the secretariat (Box 13).

In Malawi, the training workshops on child labour prevention for district extension agents also had important catalytic effects. After initial trainings in 3 districts, a nationwide rollout of trainings was undertaken in 2013 for all district agricultural offices, delivered jointly by the ILO, FAO, the Ministry of Agriculture and Food Security and the Ministry of Labour.

In Tanzania, the child labour session in the strategic planning on decent work for food security workshop led to a request by the Ministry of Livestock and Fisheries Development to undertake joint work

on child labour in fisheries. With the support of FMM funding and OneFund contributions, FAO was able to support trainings on child labour for the directors and staff of the ministries of fisheries and livestock in Tanzania Mainland and Zanzibar, and to support them to identify priority actions. As a follow-up, the ministries included child labour in their annual work planning, and FAO is supporting select activities, including engagement by the ministry on Tanzania Mainland with local Beach Management Units to raise awareness and report on instances of child labour.

BOX 13 Child labour prevention and reduction in agriculture: the Malawi National Conference on Child Labour in Agriculture and Framework for Action

FAO, in collaboration with the ILO, helped build the necessary political momentum and capacity for a national Framework for Action on child labour in agriculture in Malawi.

The Framework was endorsed in the presence of and with the support of Her Excellency, The State President of the Republic of Malawi, Madam Joyce Banda, and lays the ground for a coordinated multi-sectoral approach to eliminate child labour in agriculture in Malawi.

The Framework, which gives significant attention to the role of agricultural stakeholders and the need to address root causes of child labour such as poverty and food security, is an outcome of the Malawi National Conference on Child Labour in Agriculture held in September 2012. FAO strategically influenced the conference through active participation in the preparation task force and the delivery of a presentation and paper on good agricultural practices to reduce child labour. FAO also supported the development of work plans that fed into the Framework of Action, which were developed by public and private sector stakeholders at national and district capacity building workshops organized by FAO and the ILO in 2011.

The FAO-ILO collaboration on child labour in agriculture in the country created much of the momentum and political will within the Government to organize the Conference, which was attended by 290 senior delegates from government ministries, business, trade unions, agricultural producer associations, non-governmental organizations, civil society networks, other United Nations agencies, children and international supporters and development partners. The Conference has created significant momentum for a coherent and coordinated approach to eliminate child labour in agriculture in Malawi. Following the Conference, the Government expressed interest in receiving FAO's technical support and collaboration for 10 of the 21 action areas that the Conference had urged the MoAFS to undertake.



On the way back to Lilongwe from M'njolo Junior Farmer Field Life School / Lilongwe, Malawi, 2008.



A local market scene with a view of Mountain Kilimanjaro / Moshi, Tanzania, 2012.

4 Lessons learnt: strengths and suggestions for improvement

The implementation of the Integrated Country Approach in Tanzania and Malawi has enabled FAO to define and field-test a conceptual and programmatic approach for promoting DRE at country level. In particular, the implementation allowed FAO to field-test and customize methodologies and tools, as well as to establish long-term partnerships at the country, regional and global levels.

Several lessons have been drawn from this experience, and will be applied to future replications or adaptations of the approach in different countries and regions. These lessons are presented below as strengths and suggestions for improvement.

Strengths

- **Holistic and integrated nature of the Integrated Country Approach for promoting DRE.** The approach simultaneously leverages several of FAO's core functions (policy and strategy advice, technical support and capacity development, knowledge generation, partnerships, as well as advocacy and communication). The exact combination depends on specific country demands and available entry points, and is revised throughout the implementation. In addition to advocating for DRE within the agricultural and rural development discourse at country level, FAO also provides technical support on specific issues such as youth employment promotion and/or child labour prevention. By showing concrete options in such specific areas of work, the approach enables FAO to position its advocacy and policy-level work, thereby gaining greater commitment from national stakeholders. Furthermore, by providing simultaneous policy and technical support on specific DRE issues (such as youth employment promotion), successful models of the latter (such as FAO's JFFLS methodology) can be more easily institutionalized by integrating them into broader policy frameworks for agricultural and rural development.
 - **Strong partnerships on DRE at different levels and among diverse stakeholders.** The approach serves to establish and strengthen partnerships on addressing DRE concerns at global, regional and national level while supporting inter-
- ministerial and multi-stakeholder mechanisms. Although the ILO represents the most natural and strategic partner for FAO's work on DRE, several additional partnerships are built for each DRE thematic area with national actors. Important partners include both central and local government authorities, as well as a country's main producers' organizations (POs). Working through partnerships is crucial to foster dialogue between agriculture and labour stakeholders, as well as among different Ministries, to ensure that the many constraints faced by rural workers are addressed simultaneously. The involvement of private sector actors is particularly important to create new employment opportunities for youth, improve access to markets and financial services, as well as foster linkages between education and business through mentorships and on-the-job-training.
- **A network of committed DRE champions in key institutions.** The identification of champions in relevant institutions is important for driving the desired policy change. Simply providing information and conceptual arguments in support of DRE is insufficient. Different priorities compete for visibility in the agriculture and rural development agenda, and the importance of employment is often overlooked; it is typically seen as a product of growth, rather than one of its key drivers. Furthermore, issues related to labour and human rights that are inherent to the DRE discourse – child labour is a prominent example – risk encountering resistance or the feeling that outside values are being imposed. Identifying and empowering enthusiastic national champions for DRE can make an important contribution to overcoming this resistance, and ultimately helping put DRE front and centre in the agricultural and rural development discourse.
 - **Capacity development as “modus operandi” of the approach.** Enabling capacity is a critical aspect of development and is one of the FAO core functions. Subsuming the entire approach for promoting DRE under the broader lens of capacity development helps emphasize national ownership and nationally-

led change processes, thus guaranteeing long-term sustainability. Country capacity needs assessments are conducted during the first year of implementation and enable an informed prioritization of capacity development actions, as well as their formalization into national roadmaps in collaboration with relevant stakeholders. Strong involvement by national stakeholders from the very beginning is crucial to ensuring greater national ownership of the process. This in turn increases the likelihood of decent work being incorporated as a key component of a country's long-term vision for development.

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Malawi

Suggestions for improvement

- **Build evidence to further engage rural stakeholders and improve understanding on DRE.** The overall concept of decent rural employment continues to face resistance among some national stakeholders, in part because it embodies delicate topics such as child labour prevention. In general, many rural stakeholders do not recognize the importance of decent jobs for increasing agricultural productivity and ensuring the sustainability of agri-food systems.

Changes to *the status quo* are often resisted. Such skepticism typically originates from the view that DRE approaches are not economically viable in low-productivity and stagnant sectors. Does the application of labour standards further disincentive investments and private sector development? To what extent can alternative livelihoods be guaranteed for families whose subsistence depends on unpaid children's work? These are some examples of issues raised during the three years of implementation. More quantitative evidence, analysis, case studies and good practices are needed to provide strong and evidence-based answers to these questions. Meanwhile, efforts to promote youth employment and reduce gender inequalities are generally well reflected in national priorities. However, evidence regarding which approaches work and which do not is still lacking. As a result, there is a pronounced need for impact assessments and improved analysis of agricultural programmes aimed at facilitating youth's and women's access to decent employment opportunities, especially in low-income areas.

- **Systematically apply an evidence-based approach to DRE mainstreaming.** FAO's interventions on DRE need to be based on sound and reliable information and data. During the implementation in Malawi and Tanzania, FAO's mainstreaming work was occasionally based on generic references and conceptualizations rather than empirical analysis of the DRE situation in the respective country. This was due to a lack of resources and significant knowledge gaps related to rural labour markets. In particular, solid gender- and age-differentiated statistics and analysis of rural labour markets are largely unavailable, as are in-depth empirical analyses of specific employment issues (e.g., hidden unemployment, under-utilization of skills, multiple job-holding, informal recruitment practices and networks, child labour). To some extent, the first phase of implementation of the approach contributed to this objective through the development of country profiles on gender inequalities in DRE. However, these knowledge and evidence gaps cannot be remedied through individual programmes. Going forward, FAO will play a more systematic role in helping generate global and sector-specific knowledge on DRE, as addressing these knowledge gaps is a priority in FAO's reviewed Strategic Framework.

17 See list of available ILO Decent Work Country Profiles at <http://www.ilo.org/integration/themes/mdw/lang--en/index.htm>.

In the more limited frame of programme implementation in specific countries, FAO should proactively support countries in gathering available DRE data and information as a basis for policy planning. In the absence of a Decent Work Profile that adequately covers rural areas,¹⁷ it would be prudent to conduct a DRE assessment at the beginning of programme implementation to establish a baseline to measure progress and support evidence-based policy advice. Considering resource limitations, these assessments could be limited to particular value chains, crops or geographical areas, depending on the country's needs. Such DRE assessments should be done in collaboration with, and preferably led by, a national partner to guarantee ownership and help strengthen national capacities. Furthermore, it should foster inclusiveness, ensuring that the most vulnerable and underrepresented groups are included in the different phases of the assessment.

- **Better assess the scope and depth of the Integrated Country Approach's implementation in line with resource availability.** One of the strengths of the Integrated Country Approach lies in its comprehensiveness. However, implementation must also minimize the risk of spreading resources too thin across the various interventions, which can jeopardize the likelihood of achieving impact. This was one of the challenges encountered during the implementation in Malawi and Tanzania. In view of future implementations, **the Integrated Country Approach needs to be equipped with a "scoping tool" for prioritizing country's needs with regards to DRE.** The "scoping tool" should comprise a set of agreed criteria to guide the choice between widening and deepening the different components of the approach in a given context. For instance, in a country where DRE issues are not yet reflected in the overall enabling environment for agricultural and rural development, informed advocacy on DRE and systematic policy mainstreaming could be the main need. Meanwhile, in a country where DRE is well reflected in the main policies and programmes for rural development and where DRE-relevant priorities (e.g. youth employment) have been identified, adopting a more thematic angle would be preferable. Furthermore, this prioritization should enable FAO to focus in detail on particular sub-sectors or value chains, or on the development, implementation and monitoring of a select few



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Tanzania

policies, strategies and/or programmes. This will allow FAO to create stronger working relationships with selected national partners and invest more in their institutional strengthening. The choice of the adequate scope and number of priorities to be retained will ultimately depend on the resources available, FAO's comparative advantage, existing interventions and any other criteria to be defined in advance.

- **Adopting less resource-intensive methods for capacity development.** The capacity development approach adopted in Malawi and Tanzania was quite resource intensive. Going forward, more cost-effective ways of strengthening national capacities should be explored. In particular, FAO intends to provide access to e-learning courses or self-directed learning modules on DRE. FAO is already developing an e-learning course on child labour prevention in agriculture in collaboration with the ILO, as well as a Guide for mainstreaming DRE in agricultural and rural development strategies and programmes (forthcoming in 2014). Finally, the approach should look more systematically at increasing synergies with existing partners and initiatives at country level on capacity development, including the ILO.

- **Coherence with existing FAO programmes and processes at country level.** The implementation of the approach in Malawi and Tanzania sought to reflect DRE in the respective FAO Country Programming Frameworks (CPFs). It also sought to establish collaboration with existing FAO programmes in order to have them integrate specific decent work aspects into their activities (e.g. conditionality of child schooling in food security programmes). However, this was not done in a systematic way, and was not part of a strategic agreement with the respective FAO country offices. Any future implementation of the approach should: (i) promote the integration of DRE within the CPF of the countries in which the approach is going to be implemented and, if a CPF is already in place, align with DRE priorities already explicit in the CPF and/or make explicit the DRE dimensions of other CPF priorities; ii) map and systematically screen ongoing FAO programmes and processes at country level to create synergies and identify opportunities for mainstreaming employment considerations; and iii) align with and contribute to whatever extent possible to any forthcoming “FAO corporate policy intelligence and policy assistance system”.
- **Mobilizing formal commitments on DRE from main national counterparts.** At the start of implementation and right after the inception phase, a formal agreement should be signed with the main national counterparts on the selected priorities for DRE promotion and on a sustainable strategy for their achievement, building on the capacity needs assessment conducted in the initial phase. This would ensure mutual accountability as well as ownership from the government partners. This agreement could also include an integrated budget showing financial contributions from both FAO and the government, and would guarantee that top-level decision-makers are on board and eliminate the need to re-negotiate due to a lack of in-house support. This would also make it easier to co-host trainings and co-publish policy briefs and other strategic documents, as well as jointly monitor impact. Such an agreement should be aligned with the current FAO CPF and, if relevant, also with the ILO Decent Work Country Programme. Depending on the specific country context, the agreement could also be opened to the ILO or other key international DRE players in

the country. This would contribute to increase aid coordination and foster a more programmatic approach to DRE.

- **Drawing more on the Ministry of Labour and Employment in the provision of technical advice.** Just like the Ministry of Gender, which supports gender mainstreaming in all sectors, it is in the mandate of any Ministry of Labour and Employment to address employment issues in all sectors, including agriculture and rural development. Supporting the capacities of the Ministry to conduct policy analysis of the agriculture sector or address specific employment issues in rural areas would enable them to take a leading role, together with the Ministry of Agriculture, in promoting DRE. Furthermore, this may improve government-wide buy-in, since technical advice would be coming from an internal actor rather than from an external partner like FAO.

In conclusion, the Integrated Country Approach for promoting DRE has proven to be a powerful instrument to orient FAO's assistance and support to countries on decent rural employment issues by leveraging several of FAO's core functions through a holistic and comprehensive approach. The approach enables a broad assessment of the capacity development needs of a country with regards to DRE promotion. Furthermore, it assists countries in the prioritization of specific DRE interventions by supporting the identification of pressing challenges and feasible options for action. Finally, the approach eases the establishment of connections between operational DRE activities supported by FAO in the country and FAO's upstream policy work.

The Integrated Country Approach for promoting DRE has tremendous scope for supporting the implementation of FAO's reviewed Strategic Framework at country and regional level. Its flexible nature adapts well to the newly developed FAO Regional Initiatives as well as to the CPFs. By advocating for assigning priority to job-smart growth in agriculture and rural development, and by supporting the consequent provision of policy and programmatic assistance, the approach enables FAO to adequately play a central role in promoting the Global Employment and Decent Work Agenda.



Launching workshop, Tanzania, 2011.



Capacity development workshop, Tanzania, 2012.

Annex 1

Analysis of main policies and programmes in Malawi and Tanzania with regards to decent rural employment

POLICY DOCUMENTS	DRE RELEVANCE
MALAWI	
<p>The Second Malawi Growth and Development Strategy (MGDS II 2012-16)</p>	<p>The MGDS II is the overarching operational medium-term strategy for Malawi.¹⁸ The Ministry of Development Planning and Cooperation (MDPC) is responsible for its development and implementation. The Strategy is organized into six thematic areas: (i) sustainable economic growth; (ii) social development; (iii) social support and disaster risk management; (iv) infrastructure development; (v) improved governance and; (vi) cross-cutting issues of gender and capacity development. Compared to the MGDS I, the MGDS II made big progress in explicitly recognizing labour and employment as an important issue, listing it as a sub-theme under the sustainable economic growth thematic area. The sub-theme on labour and employment seeks to achieve, among others, increased labour productivity, increased gainful and decent employment for all, and elimination of worst forms of child labour.¹⁹ One of the mid-level goals of the Strategy is to ensure productive and decent employment for better standards of living for the Malawi population.</p> <p>The Strategy does recognize the importance of agriculture in respect to overall national economic growth and food security, acknowledging that the vast majority of the national work force (80%) is employed in this sector. However, employment in the agricultural sector (Sub-theme 1 on Agriculture) is not addressed explicitly. The strategy recognizes the role of youth as the future and growing national labour force and emphasizes the need to address the needs of youth, including the enhancement of effective youth participation in economic activities. Thus, youth employment is indirectly tackled in sub-theme 5 “Youth development and empowerment” within theme 2 “Social development”, in terms of improvement of youth’s technical, vocational, entrepreneurial and life skills and increased access to credit (i.e. YEDF). However, some key employment dimensions remain unaddressed, such as: rural employment, rural youth employment or employment in the informal economy.</p> <p>The “Labour and Employment” sub-theme recognizes the importance of employment as a cross-cutting issue. However, the adequate integration of employment/labour issues is not evident from the descriptions of the other themes and key priority areas of the Strategy, not even those focusing specifically on rural development and agriculture.</p> <p>Child labour is addressed both in the sub-theme on “Child Development” of the same Strategy theme as well as in the sub-theme on “Labour and Employment”. The latter explicitly aims at the elimination of the worst forms of child labour as a medium-term expected outcome by integrating child labour issues into development initiatives and interventions and reviewing, and harmonizing and enforcing existing legislation on child labour.</p>

18 The MGDS II is the third national development strategy, following the Malawi Poverty Reduction Strategy (MPRS) and the MGDS I.

19 Key strategies to achieve the said outcomes include: establishing an effective and efficient labour market information system (LMIS); promoting occupational safety and health (OSH); integrating child labour issues into development initiatives and interventions; reviewing, harmonizing and enforcing legislation on child labour; reducing all forms of labour market discrimination; promoting skills development; establishing a robust database of labour and employment statistics, and finally, promoting labour administration systems.

POLICY DOCUMENTS	DRE RELEVANCE
<p>The draft National Agricultural Policy (NAP, 2011-16)</p>	<p>The NAP aims to contribute to the attainment of national food security, poverty reduction and national development objectives as outlined already in the MGDS I. Specifically, the NAP is geared towards enhancing agricultural production and productivity, and related value chains in order to internalize sustainable utilization and conservation of the country's genetic resources to meet the needs of the immediate to medium terms as well as those of future generations. The draft NAP has 7 thematic areas: i) inputs use and markets, ii) agricultural production, iii) food and nutrition security, iv) agricultural markets development, v) gender, HIV and AIDS and agricultural development, vi) climate change and environment, and vii) bio-fuels and agricultural development. In terms of agricultural production and development as well as gender equality, the Policy recognizes the importance of smallholder farmers who comprise the majority of the rural and agricultural workforce in Malawi. Policy actions related to employment and income generation include: development of programmes that reduce dependency on rain-fed agriculture; promotion of the production of high value crops amongst smallholder and estate farmers; provision of support to vulnerable households with production enhancing technologies; strengthening farmer organizations; and integration of smallholder farmers into domestic and international markets. The policy will contribute to rural employment mostly through skills training and helping smallholders in identifying markets for their produce. However, there is not any specific focus on employment (employment is not explicitly addressed in the NAP, but seen as the outcome of increased production and incomes of the farmers and inclusion of farmers into agro value chains) nor are employment issues mentioned among the crosscutting issues. Gender is mentioned instead and the NAP recognizes among its Guiding Principles the need for gender equality as a fundamental value in the provision of agricultural services to ensure equal participation of all gender categories.</p>
<p>The Malawi Agricultural Sector Wide Approach (ASWAp 2011-15)</p>	<p>The ASWAp was endorsed by the GoM in August 2010 and operates as Malawi's prioritized and harmonized agricultural development plan for achieving agricultural growth and poverty alleviation goals of the MGDS I and MGDS II.²⁰ As such, it aims at supporting priority activities in the agricultural sector to improve food and nutrition security, increase agricultural productivity and enhance the contribution of agro-processing to economic growth. ASWAp has three focus areas: a) food security and risk management, b) agri-business and market development and c) sustainable land and water management; as well as two key-support services: a) technology generation and dissemination and b) institutional strengthening and capacity building. Whilst gender equality and HIV and AIDS are identified as the cross-cutting issues within the document, employment is not. There are some employment/labour-related elements present in the ASWAp, however, its focus is primarily on the agricultural production side. The ASWAp is lacking an integrated approach for strategic decent rural employment promotion and does not try to harness the linkages between labour/employment, food security and agricultural production.</p>

²⁰ The implementation and management of the ASWAp aims to support the Comprehensive Africa Agriculture Development Programme (CAADP) Compact Agreement which was signed by the Government of Malawi (GoM) in April 2010. The ultimate goal of the CAADP process in Malawi is to improve agricultural development through a coherent long-term framework that guides the planning and implementation of priority development and investment areas of the national agricultural development and food security strategy. Among other, it will help to identify strategic options and sources of pro-poor growth for the agricultural sector through the increase of planned 6% average growth rate which will contribute to the increase of agricultural productivity, food and nutrition security and agricultural incomes of rural households.

POLICY DOCUMENTS	DRE RELEVANCE
<p>The National Employment and Labour Policy (NELP 2011-16)</p>	<p>The NELP which is currently waiting for the Cabinet approval, aims to stimulate the creation of full, free decent and productive employment, to reduce unemployment, underemployment and enhance labour productivity. It has 12 policies areas which include: rural-urban migration; employment in the agriculture sector; gender and employment; youth employment, HIV and AIDS and the workplace, and micro, small, and medium enterprises. The policy covers most of the relevant areas, however, it should be highlighted that a rural and pro-poor focus is missing, e.g. the specific challenges of youth employment in rural areas are not stated. Youth employment and gender and employment are identified as separate policy areas, whereby child labour is treated within the policy area on Labour administration and labour standards.</p>
<p>The Child Labour National Action Plan (NAP 2011-16)</p>	<p>The Plan was launched in May 2011 and its goal is to eliminate the worst forms of child labour by 2016. The NAP has 7 priorities: development and improvement of the policy and legislative framework; building the capacity of the education sector; creating awareness on child labour; bridging the information gap in child labour; building the institutional and technical capacity of service providers; provision of services to withdrawn and prevented children to enable them achieve their education objectives; and mitigate the effects of HIV and AIDS on working and at risk children. The NAP highlights that the vast majority of children aged between 5-14 years engaged in economic activities are based in rural areas and recognizes the severity of the child labour prevalence in agriculture with the majority of child labourers working in this sector. However, the Plan does not explicitly address this particular category of child labourers in its strategic framework's interventions aside Output 1.1.2 of the Strategic Objective 1 aiming at the development of agriculture policies that improve food security for the vulnerable families. The Ministry of Agriculture is not stated among the institutional framework setup which is regarded as a limitation.</p>
<p>The National Youth Policy (NYP 2007)</p>	<p>The Policy has the overall goal of providing a framework which guides youth development and implementation of all youth programmes. Its key focal areas are: education; science, technology and environment; health and nutrition; social services, recreation, sport and culture; youth participation and leadership; and youth economic empowerment. Owing to the fact that Malawi's population is predominantly young, especially in rural areas, the NYP recognizes the priority of reducing youth unemployment and underemployment. However, despite this, the policy is not rural/urban sensitive and does not provide specific strategies to promote rural youth employment. The overall objective of the key focal area on youth economic empowerment is to improve the socio-economic status of youth through increased incomes by improving the enabling environment for youth employment both in the formal and informal economy, with a strong emphasis on gender equality.</p>
<p>The National Gender Policy (NGP 2007-11)</p>	<p>The NGP is in the final stage of review at cabinet level. The Policy is focusing on the empowerment of women, i.e. social (education, health); economic (capacity to engage in non-traditional economic activities); and political (participation of women in decision making positions, including politics). The Policy is complemented by an action plan, and specifically in relation to employment, provides strategies that will increase women's economic rights, resources and opportunities; create a favourable environment for equal employment opportunities and benefits for women, men, girls and boys;</p>

POLICY DOCUMENTS	DRE RELEVANCE
	<p>and integrate gender issues into overall national development strategies and support from development partners. In line with the Policy, the Gender Equality Bill emphasizes on women's rights, including the economic empowerment of women.</p>

TANZANIA MAINLAND	
<p>National Strategy for Growth and Reduction of Poverty in Tanzania (NSGRP II, 2010-15) MKUKUTA II</p>	<p>In MKUKUTA II, rural/urban differentiation is present, while the transformation and modernization of the agricultural sector is put back on the political agenda. Reduction of rural poverty and rural underemployment are explicitly mentioned among the operational targets of MKUKUTA II and reference is made to the multi-pronged approach for agricultural growth as articulated in the Agricultural Sector Development Program (ASDP) and Kilimo Kwanza.</p> <p>The focus is on modernization and commercialization of small, medium and large scale agricultural enterprises for increased productivity, employment creation, profitability and increased incomes, especially in rural areas. Apart from access to non formal education and training, less attention is given to the need to improve the productivity of farmers in a socially sustainable way (preventing child labour, reducing women's burden, etc.) and to the need to improve decent working conditions for smallholders and agricultural workers.</p>
<p><u>National Agriculture Policy 2013 (NAP 2013)</u></p>	<p>As a result of macro, regional and global economic changes on the development of the agricultural sector, the National Agriculture Policy 2013 (NAP 2013) aims to the goals of developing an efficient, competitive and profitable agricultural industry that contributes to the improvement of the livelihoods of Tanzanians and attainment of broad based economic growth and poverty alleviation. Two policy themes of the NAP relate to youth in agriculture and decent work. Theme 3.19, Youth Involvement in Agriculture, has the objective of "Enabling environment to attract youths in agricultural production created" and includes the following policy statements: i) Access to productive resources including labour saving technologies (mechanisation equipments), surveyed land, irrigation infrastructure shall be facilitated; ii) The Government in collaboration with the private sector shall create conducive environment for youths to settle in rural areas through promotion of rural development; iii) In collaboration with the Ministry responsible for Education and Vocation Training the incorporation of agriculture in the education and VETA curricula shall be promoted; and iv) The Government in collaboration with the private sector, civil societies, youth organizations and business community shall promote the culture of entrepreneurship among youths. Theme 3.28 is dedicated to: "Employment and Decent Work in Agriculture". Its main objective is to promote opportunities for men and women to obtain decent and productive work in agriculture. The related Policy Statements read: "i) Up-to-date age and sex-disaggregated information on employment and labour productivity related issues in rural areas shall be promoted; ii) On-farm and non-farm rural activities shall be promoted as engines of growth and innovation in terms of attractive jobs for both women and men, in line with decent work concepts; iii) Junior Farmer Field and Life Schools (JFFLS) and Young Farmers' Associations (YFAs) shall be promoted; iv) Awareness on the benefits of productive youth employment and child labour prevention in agriculture shall be created; v) Business models that provide opportunities for small-scale producers towards aggregation of produce and developing backward and forward</p>

POLICY DOCUMENTS	DRE RELEVANCE
	<p>linkages shall be promoted, targeting in particular rural women and youth; vi) A labour and legal enforcement framework for protection of workers and employers in the agricultural sector and the informal rural economy shall be enhanced; and vii) Employment and decent work in agriculture shall be mainstreamed and integrated into agriculture sector development strategies and programmes". Gender is among the cross-cutting issues with the following objective: "Equitable participation of men and women in the production of goods and services in agriculture promoted while ensuring that benefits are equitably shared". It is important also to mention that Chapter Five of the NAP, regarding the Institutional Framework for Policy implementation, has articulated several key DRE aspects from the need to facilitate an environment for the growth of private sector activities, to the involvement of other line ministries, such as: "the ministry responsible for Community Development and Gender shall promote aspects of community empowerment and gender mainstreaming; and the ministry responsible for Education and Vocation Training shall facilitate the incorporation of agriculture and entrepreneurship skills into the curricula of all levels of academic and vocational education;" in addition "the ministry responsible for Labour and Employment shall sensitize, attract and empower youths to undertake rural jobs, establish rural-based agribusiness so that they become farming entrepreneurs."</p>
<p><u>Kilimo Kwanza (Agriculture First) (2009)</u></p>	<p>Kilimo Kwanza was launched in Dodoma on 3rd August 2009, as a central pillar in achieving the Tanzania Mainland's Vision 2025 and a force to propel the realization of Tanzanian socio-economic development goals.²¹ Accent is on private sector involvement, green revolution and productivity for poverty reduction and growth. There is not a specific pillar on labour among the 10 Pillars of a Green Revolution in Tanzania. The ten pillars aim to reinvigorate market led growth and stimulate agro-industrial investment with a focus on human resources development.²²</p> <p>This strategic vision focuses on productivity to increase food security, not on labour issues and employment. The linkage between food security/ growth and employment is indirect. Intensity of job creation plays a role in the selection of priority crops and there is a focus on youth/women/smallholders, also to reduce rural-out migration.</p> <p>Labour skills are mentioned in the process of agricultural transformation and Kilimo Kwanza identifies the limited access to productive resources for women and youth as one of the major constraints for agricultural transformation in Tanzania.</p> <p>There is no mentioning, however, of occupational safety and health, child labour, types of employment and employment vulnerability. On the website of the TNBC, under which auspices the initiative was formulated, the agricultural sector potential and characteristics are analyzed with no mention of employment considerations.</p>
<p><u>Agricultural Sector Development Strategy (ASDS, 2002)</u></p>	<p>The primary objective of the Strategy is to create an enabling and conducive environment for improving profitability of the sector as the basis for improved farm incomes and rural poverty reduction in the medium and long-term. Employment issues are mentioned in terms of need to increase on-farm productivity as well as off-farm employment opportunities for poverty reduction and reduction of rural out-migration. The analysis does not go into more detailed and data based disaggregated information on employment issues in rural areas.</p>

²¹ Kilimo Kwanza was formulated under the auspices of Tanzania National Business Council (TNBC), which is a forum for public/private dialogue with a view to reaching consensus and mutual understanding on strategic issues. The Kilimo Kwanza is supposed to increase/ catalyze support to the ASDP.

²² Agricultural Council of Tanzania, Kilimo Kwanza Resolution 2009.

POLICY DOCUMENTS	DRE RELEVANCE
	<p>In Chapter 2, on the status of agricultural sector, the analysis of labour force looks only at the constraint of the slow rate of growth of the agricultural labour force, resulting from the drudgery of rural life which causes migration of youth from rural to urban areas. Among Agriculture's Weaknesses and Threats the first mentioned is low productivity of land, labour and other inputs. This is considered as caused mainly by inadequate finance to obtain productivity enhancing inputs or capital, limited availability of support services and appropriate technologies forcing the majority to produce only for subsistence. Low rates of return in agriculture compared to other sectors of the economy also result in low levels of commercial private investment in agriculture. Creating the requisite environment for raising productivity and also increasing agriculture's profitability to attract private investment is fundamentally critical to the design of the ASDS.</p> <p>Gender inequalities are not taken into account, neither child labour or decent work concerns. In the section listing the agricultural-related policies linking with the Gender Policy of 2000 is explicitly mentioned, but not with the employment-related ones. Within the log frame, explicit employment-related indicators are limited (adoption of labour saving technologies, creation of employment opportunities for youth). The entire extent of employment implications embedded in agricultural growth is not exploited, neither are its gender implications.</p>
<p>Agricultural Sector Development Programme (ASDP I, 2006-13)</p>	<p>The ASDP I²³ does not address employment explicitly and focuses on increased agricultural productivity towards increased incomes. Employment is not explicitly mentioned neither among the objectives and main intervention areas, nor among the cross-cutting issues for which 5% of budget is allocated.²⁴ Employment/labour/jobs are hardly mentioned explicitly in the document (once or twice). Employment/labour force considerations do not figure among strengths or constraints²⁵ of agricultural production in Tanzania.</p> <p>According to the 2011 ASDP evaluation, in general, all cross-cutting issues seem to have received little focus in ASDP implementation (ex. gender) while important outcomes and impact level result, such as rural poverty and agricultural growth, are still off track. The conclusion of the evaluation was that ASDP's outputs are yet to fully mature into all the intended outcomes and impacts foreseen. The next phase of ASDP will also strengthen the value chain approach and will have a specific farmer empowerment strategy. Given the straightforward and widely recognized casual relation between employment and poverty reduction, strengthened capacities to support a better reflection of DRE concerns have been recognized by the majority of the stakeholders interviewed as a crucial dimension of the ASDP implementation.</p> <p>Clearly defined DRE baselines and indicators are also missing, as an obvious consequence of the absence of direct employment related objectives/areas of intervention in those programmes. For instance, employment does not figure explicitly in the shortlist of 20 headline indicators of the ASDP, even if some indicators could certainly be also employment-relevant. Indicators on gender equality in employment, migration, youth employment and child labour are completely absent.</p>

23 The ASDP is the programme framework for the agricultural sector and for operationalizing the ASDS until 2012/13. Implementation commenced in Financial Year 2006/2007 and thus 2010/11 marks the fifth year of implementation. About 75 % of basket fund resources are allocated to the Local Support component through a competitive, performance-based local government grant mechanism to support District Agricultural Development Plans (DADPs) in 132 LGAs in Tanzania Mainland.

24 ASDP's cross-cutting issues are: Rural infrastructure and energy; Civil service and LGA reform; Land Acts' implementation; Health (HIV/AIDS, Malaria); Gender; Education; Environmental management; Forestry and fisheries; Water.

25 Constraints refer mainly to lack of infrastructure, access to technology and R&D and poor policy development and coordination capacity.

POLICY DOCUMENTS	DRE RELEVANCE
	<p>This could potentially represent a constraint when M&E system of ARD sector will have to be monitored against MKUKUTA II operational targets (E.g. iii. Unemployment reduced from 10 percent in 2008 to 5 percent by 2015; iv. Working poor reduced (from 36 percent in 2007 to 20 percent in 2015).</p>
<p>TAFSIP</p>	<p>Employment concerns have been incorporated rather explicitly in the TAFSIP/CAADP (Final Version Oct 2011), formulation of which was supported with technical inputs provided by FAO. Even if employment is not mentioned in the Overview of the TAFSIP Framework and it is not a main objective/outcome of the programme or a cross-cutting issue, several employment considerations appear throughout the document. Value of production per unit of land and labour is considered a Milestone Indicator showing progress towards <i>Improved agricultural productivity</i>. “<i>Increased incomes through more efficient utilisation of labour</i>” is another outcome of TAFSIP. A note indicates that indicators will be gender (but not age) disaggregated where possible, while decent working conditions are mentioned in the text of the TAFSIP but not in any indicator. In conclusion, the effective centrality of employment concerns in planning seems to be still very cautious and would benefit from concrete support to implementation and planning capacities.</p>
<p>The National Employment Policy (NEP, 2008)</p>	<p>The NEP links economic growth, poverty reduction and employment under decent work lens. Rural labour markets specificities are described and the policy emphasize the need to encourage faster economic growth in sectors with high employment potential including agriculture and non-farm activities in rural areas; it identifies areas for rural jobs creation, including the establishment of agri-business and farming enterprises in order to curb urban-rural migration. When coming to the specific policy issues, the policy addresses many of the issues which are relevant for DRE promotion even if their cross-cutting nature is not always systematically taken into account, e.g. (3.6) <i>Enhancing the promotion of YE</i> (however, it is gender and rural/urban neutral) and (3.8) <i>Reducing Rural Un/Underemployment and Rural to Urban Migration</i> (however, it is age/gender and DW neutral).²⁶</p>
<p>The National Youth Development Policy (2007)²⁷</p>	<p>The policy focuses on employment promotion for young people. Conducive environment for youth involvement in agriculture and mechanism to promote labour intensive infrastructure (linking with ASDS) are among the policy statements.</p>
<p>The Agricultural Marketing Policy (2008)</p>	<p>The policy has been developed under the Ministry of Trade, in collaboration with all the ASLMs. The policy does not address employment as a cross-cutting issue, but the relevance of marketing for youth employment promotion is explicitly stated and youth and women specific empowerment policy statements are under the cross-cutting section on gender. In general the policy strongly supports entrepreneurship and marketing skills development and group cooperation. Child labour or decent work issues are not mentioned.</p>

26 When coming to the policy issues, enhancing the promotion of youth employment is one of them (3.6 gender and rural/urban neutral) while Reducing Rural Un/Underemployment and Rural to Urban Migration (3.8) is another one. Emphasis is on employment creation (both farm and non-farm, but age and gender neutral) more than on the other pillars of the DW agenda. 3.11 Mainstreaming employment as a cross-cutting issue is a specific point and 3.22 eliminating CL another one (rural/urban neutral and without addressing the specificity of the agricultural sector even if the section mentions that the worst forms of CL are found in four major areas, first one: commercial agriculture). 3.24 Mainstreaming Gender in Employment (no link to RE or agricultural employment).

27 The Action Plan for the implementation of the Youth Development Policy is still in the formulation stage.

POLICY DOCUMENTS	DRE RELEVANCE
ZANZIBAR	
<p>The Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP II, 2010-15) MKUZA II</p>	<p>MKUZA II (2010-2015) lists i) the improvement of the quality of the workforce and working conditions in key growth sectors, and ii) the implementation of Zanzibar employment policy, job creation programme, and youth employment action plan among the key cluster strategies to increase the annual economic growth rate in Zanzibar and contribute to the promotion of sustainable and equitable pro-poor growth. This also explicitly entails the growth of the agricultural sector and transformation of smallholder-based agriculture. Labour related aspects (including working conditions) features among the constraints for increased productivity/food security.</p>
<p><u>The Zanzibar Agricultural Transformation Initiative 2010-20 (ATI)</u></p>	<p>The ATI emphasizes the importance of agriculture as one of the main supporting sectors for achieving economic growth and food security and means of livelihood in both urban and rural areas, clearly stating that the sector employs, directly or indirectly, about 70 percent of the total labour force. Creating employment and wealth is one of ATIs overall objectives while <i>Promotion of youth involvement in agriculture</i> is a cross-cutting issue. The document is gender blind. The action plan proposed does not foresee explicit outputs/actions/targets referring to employment, decent work, youth or women.</p>
<p><u>The Zanzibar Agricultural Policy 2002</u></p>	<p>The policy links poverty reduction with low productivity and lack of off farm income generating activities. Women and youth empowerment and employment are mentioned among the specific objectives of the policy and the gender gap in agriculture is dealt with. A specific focus is on support to POs, including targeting youth and women members.²⁸ An integrated approach on how to promote DRE in the agricultural sector is however missing. The Policy is planned to be revised, but the time frame has not yet been set.</p>
<p><u>The Zanzibar Food Security and Nutrition Policy (2008)</u></p>	<p>The policy highlights that inadequate employment (high unemployment) and lack / seasonality of income generating activities are among the main contributing factors to food poverty both in rural and urban areas. Thus, the policy explicitly addresses on- and off-farm employment and income growth, particularly for rural poor, smallholders, women and youth as one of the main strategies for food security. Rural employment is addressed as a cross-cutting issue. Less emphasis is put on decent work aspects. There is no mentioning of child labour, occupational safety and health and working conditions.</p>

28 Among the strategies for involving the youth in agriculture, the policy mentions: (i) improving standards of living in the rural areas through increased income generation from agricultural production, marketing and processing; (ii.) promoting and facilitating active participation of NGOs in establishing agriculture related projects for the youth, and; (iii.) preparing and implementing primary, secondary and post-secondary curricula that emphasizes relevant aspects of agriculture, livestock, fisheries, agricultural, marketing and environmental conservation.

Annex 2

List of processes supported under the implementation of the approach in Malawi and Tanzania

MALAWI	
PROCESSES SUCCESSFULLY INTEGRATING DRE	INSTITUTION
<u>National Export Strategy</u>	Ministry of Industry and Trade
<u>National Fisheries Policy</u>	MoAFS – Ministry of Agriculture and Food Security – Fisheries Department
<u>National conference on child labour in agriculture</u>	MoAFS, MoLVT and NASFAM among other institutions
<u>National Fisheries Policy Implementation Plan</u>	MoAFS – Ministry of Agriculture and Food Security – Fisheries Department
<u>Country Programming Framework</u>	FAO MW
ADDITIONAL PROCESSES SUPPORTED (STATUS OF INTEGRATION STILL UNCLEAR)	INSTITUTION
<u>National Youth Policy</u>	Ministry of Youth and Sports
<u>ASWAp M&E indicators list</u>	MoAFS et al.
<u>Agricultural Sector Wide Approach – ASWAp for Malawi</u>	DCAFS-Donor Community of Agriculture and Food Security
<u>DWCP 2011-2016</u>	ILO
<u>Draft Malawi Labour Force Survey 2011</u>	MOLVT-Ministry of Labour and Vocational Training
<u>MGDS II (Contribution on Employment and labour section)</u>	MOLVT-Ministry of Labour and Vocational Training
<u>Private Sector Development Programme</u>	UNDP MW
<u>UNDAF II (2012-16)</u>	FAO MW
<u>National Employment and Labour Policy (NELP)</u>	MOLVT-Ministry of Labour and Vocational Training
<u>Malawi Country Assessment (UNCA Malawi)</u>	UN Malawi
<u>Global Agriculture and Food Security Programme – GAFSP</u>	African Development Bank – AfDB
<u>Child Labour Training Manual</u>	National Smallholder Farmers' Association of Malawi – NASFAM
<u>Draft Malawi NECCCS 2012-16</u>	Ministry of Natural Resources, Energy and Environment

TANZANIA MAINLAND AND ZANZIBAR

PROCESSES SUCCESSFULLY INTEGRATING DRE	INSTITUTION
<u>Tanzania Agriculture and Food Security Investment Plan (TAFSIP)</u>	Broad based collaborative process involving key ARD stakeholders
<u>ILO research paper “How women fare in East African Cooperatives: the case of Kenya, Tanzania and Uganda”</u>	ILO
<u>Securing productive and sustainable livelihoods for women and men in Tanzania</u>	UN IAGG
<u>National Human Rights Action Plan (NHRAP)</u>	Ministry of Constitutional and Legal Affairs (MCLA)
<u>National Agricultural Policy</u>	Ministry of Agriculture, Food and Cooperatives (MAFC)

ADDITIONAL PROCESSES SUPPORTED (STATUS OF INTEGRATION STILL UNCLEAR)	INSTITUTION
<u>The Tanzania Five Year Development Plan 2011/12-2015/16 (Part of TZ Vision 2025)</u>	Presidents Office, Planning Commission (POPC)
<u>UNDAP 2011-2015 (List of RE related key activities to be included into the UNDAP Annual Work Plan Matrix for 2011)</u>	UN Tanzania
<u>DWCP 2011-2015 (DWCP II)</u>	ILO
<u>Fisheries Sector Development Programme</u>	Ministry of Livestock and Fisheries Development (MLFD)
<u>National Aquaculture Development Strategy</u>	Ministry of Livestock and Fisheries Development (MLFD)
<u>Zanzibar Livestock Policy</u>	Ministry of Livestock and Fisheries (MoLF)
<u>Zanzibar Cooperative Development Policy</u>	Ministry of Labour Economic Empowerment and Cooperatives (MoLEEC)
<u>Tanzania Climate Change Strategy</u>	Vice President Office
<u>CEB Toolkit Domestication</u>	Ministry of Labour and Employment (MoLE)
<u>National Youth Employment Creation Program (NYECP)</u>	Ministry of Labour and Employment (MoLE)
<u>Zanzibar Policy on Occupational Safety and Health, 2013</u>	Ministry of Labour Economic Empowerment and Cooperatives (MoLEEC)

Annex 3

Main resources developed under the Integrated Country Approach in Malawi and Tanzania

- FAO, 2011a. Capacity Development on Child Labour in Agriculture, Salima, Malawi, 22-27 May 2011 (Report)
- FAO, 2011b. District Capacity Development Workshop on Child Labour in Agriculture, Kasungu, Malawi, 11-15 July 2011 (Report)
- FAO, 2011c. [Gender Inequalities in Rural Employment in Malawi. An Overview](#)
- FAO, 2011d. [Gender Inequalities in Rural Employment in Malawi. Policy context](#)
- FAO, 2011e. [JFFLS facilitators' training manual Malawi and Tanzania \(in Kiswahili\)](#)
- FAO, 2011f. [Malawi Capacity needs assessment \(CNA\)](#)
- FAO, 2011g. [Tanzania Capacity needs assessment \(CNA\)](#)
- FAO, 2011h. [The State of Food and Agriculture 2010-11. Women in agriculture closing the gender gap for development. Rome](#)
- FAO, 2012a. [Reducing Child Labour in Agriculture through good agricultural practices: FAO experiences. Prepared for the Malawi national conference on child labour in agriculture](#)
- FAO, 2012b. [Child Labour Prevention in agriculture \(Mogororo, TZ, May 2012\) presentation 1, presentation 2](#)
- FAO, 2012c. [Decent rural employment for food security, Malawi, Tanzania](#)
- FAO, 2012d. [DRE presentation \(Malawi , Tanzania\)](#)
- FAO, 2012e. [FAO Approaches to capacity development in programming: processes and tools, Rome.](#)
- FAO, 2012f. [Decent rural employment for food security: A case for action](#)
- FAO, 2013a. [DRE CNA methodology \(Malawi, Tanzania\)](#)
- FAO, 2013b. [JFFLS curriculum development manual, Malawi, Tanzania Mainland and Zanzibar](#)
- FAO, 2013c. [Information note on FAO's Integrated Country Approach in Malawi and Tanzania](#)
- FAO, 2013d. [Quick overview of the Decent Rural Employment situation in Malawi](#)
- FAO, 2013e. [Quick overview of the Decent Rural Employment situation in Tanzania Mainland and Zanzibar](#)
- FAO, 2013f. [FAO, private & public sectors' cooperation on rural youth employment creation integrated model. High Level Round Table Meetings Report, Tanzania Mainland and Zanzibar. Dar es Salam, Rome.](#)
- FAO, 2014a. [DRE M&E Technical note \(Malawi, Tanzania\)](#)
- FAO, 2014b. [Gender Inequalities in Rural Employment in Tanzania Mainland. An Overview \(forthcoming\)](#)
- FAO, 2014c. [Private and public partnership model for rural youth employment creation \(forthcoming\)](#)
- FAO-NASFAM, 2014. [JFFLS Assessment report \(forthcoming\)](#)

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- FAO, 2014b. [Gender Inequalities in Rural Employment in Tanzania Mainland. An Overview \(forthcoming\). Rome](#)
- FAO, 2014c. [Private and public partnership model for rural youth employment creation \(forthcoming\). Rome](#)
- FAO-ILO, 2010. [Guidance on how to address decent rural employment in FAO country activities. Rome](#)
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- FAO Rural income generating activities (RIGA) database: <http://www.fao.org/economic/riga/riga-database/en/>
- ILO webpage on Decent Work Agenda: <http://www.ilo.org/global/about-the-ilo/decent-work-agenda/lang--en/index.htm>
- ILO webpage on Decent Work Country Profiles: <http://www.ilo.org/integration/themes/mdw/lang--en/index.htm>
- Understanding Children's Work (UCW) programme: <http://www.ucw-project.org/>
- World Bank country database
- Malawi: <http://data.worldbank.org/country/malawi> and Tanzania: <http://data.worldbank.org/country/tanzania>



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