THE EMPLOYMENT OF WOMEN ON TERTIARY ROADS

Maputo February 2002
GLOSSARY

ANE – National Roads Administration
DEP – Roads and Bridges Department
DER – Directorate of Regional Roads
DET – Tertiary Roads Department
DNEP – National Directorate of Roads and Bridges
DPOPH – Provincial Directorate of Public Works and Housing
ECMEP – Roads and Bridges Construction and Maintenance Company
FRP – Feeder Roads Programme
HIV/AIDS – Acquired Immune Deficiency Syndrome
ILO – International Labour Organisation
MICOA – Ministry of Environment Coordination
MMCAS - Ministry of Women and Coordination for Social Action
MPF - Ministry of Planning and Finance
NORAD – Norwegian Development Agency
PACAG – Coordinating Panel for Gender Affairs
SIDA – Swedish International Development Agency
STDs – sexually transmitted diseases
UASMA – Social Affairs and Environment Unit
UNCDF - United Nations for Capital and Development Fund
UNDP – United Nations Development Programme
WFP – World Food Programme
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CONTENTS

Executive Summary
1. INTRODUCTION ........................................................................................................ 4

2. WORK METHODOLOGY ........................................................................................... 5
   2.1. DATA COLLECTION .............................................................................................. 6
   2.2. ORGANISATION OF THE STUDY AND SCHEDULE ........................................ 6

3. STUDY OBJECTIVES .................................................................................................. 7

4. INTEGRATING GENDER INTO THE FRP .................................................................... 9

5. FULFILMENT OF THE OBJECTIVES OF THE FEEDER ROADS PROGRAMME WITHIN A GENDER PERSPECTIVE ................................................................. 11
   5.1. CAPACITY BUILDING .......................................................................................... 11
   5.2. WORK MANAGEMENT IN THE BRIGADE ...................................................... 18
      5.2.1. Forms of recruitment, information and selection of workers .............. 18
   5.3. LABOUR MANAGEMENT ................................................................................. 19
      5.3.1. Time and organisation at work ................................................................. 20
      5.3.2. Safety at work ............................................................................................ 22
      5.3.3. Organisation of the various work operations ........................................ 24
   5.4. THE COMPOUNDS ............................................................................................ 25
   5.5. HEALTH AND HIV/AIDS ............................................................................... 28
   5.6. PRIVATE SECTOR PARTICIPATION ................................................................. 30
   5.7. LOCAL AUTHORITY AND COMMUNITY RESPONSIBILITY FOR RURAL ROADS .... 33

6. THE PROJECT .............................................................................................................. 35
   6.1. PHILOSOPHY ...................................................................................................... 35
   6.2. THE PROCESS OF PROVINCIAL PLANNING AND DEFINITION OF PRIORITIES ...... 36
   6.3. THE METHODOLOGY AND ADVANTAGES OF USING LABOUR BASED CONSTRUCTION 39
   6.4. FUNDING ........................................................................................................... 40
   6.5. ROAD FUND DISBURSEMENT PROCEDURES .............................................. 41

7. THE SOCIO-ECONOMIC IMPACT OF EMPLOYING WOMEN .......................... 43
   7.1. WOMEN IN EMPLOYMENT .............................................................................. 44
   7.2. INCOME AND WAGES ...................................................................................... 46
   7.3. WOMEN’S USE OF MONEY ........................................................................... 48

8. CONCLUSIONS ........................................................................................................... 52

BIBLIOGRAPHY

Annex:
Annex 1 - Study Itinerary (Field Work)
Annex 2 - Questions Raised In The Interviews
Annex 3 - Characterization Of The Areas Visited
Annex 4 - Terms Of Reference
Annex 5 - List Of People Contacted
1. INTRODUCTION

Since 1996 the gender strategy of the Feeder Roads Programme (FRP) has fallen within the framework of the Mozambique’s Government Programme. The FRP, using labour based construction, was launched in Zambezia and Maputo provinces (1981-1982 and 1983-1984 respectively) as an ILO/NORAD pilot project, but due to the war it was interrupted for security reasons and re-launched in Gaza, Inhambane and Manica provinces in 1985. These experiments proved the relevance of the programme’s policies and strategies for the rehabilitation and maintenance of rural roads.

A number of studies (see bibliography) have been carried out from differing standpoints with the aim of evaluating the extent to which the programme has achieved its objectives, and in particular the extent to which women integrated into the programme have improved their positions within the family and the communities in which they live.

In the light of its successes, an evaluation carried out by UNDP in 1989 recommended that the project should be gradually extended to the remaining provinces. It placed heavy emphasis on the issues of sustainable maintenance and encouraging female participation\(^1\).

The FRP, a labour intensive programme, is being implemented with positive results in various developing countries and in the North, mainly in Africa. It aims not only to contribute to the development of the rural areas but also to offer employment opportunities and inject cash into the rural economy.

The programme has had funding from the ILO for technical advisers since January 1981, and has also received assistance from SIDA, UNCDF and UNDP\(^2\).

\(^1\) UNDP, “Participação da Mulher no Programa de Reabilitação de Estradas Rurais em Moçambique”, 1996
\(^2\) Akesson, Gunilla, “Um estudo sobre o impacto sócio-económico do programa de reabilitação de estradas distritais”, DNEP/  SIDA, March 1995, Maputo
A consortium comprising donors from Sweden, Germany, Switzerland, the European Union, WFP, UNCDF and USAID has made financial contributions to the programme\(^3\).

The autonomising of the roads sector and the creation of the National Roads Administration (ANE) in 1999 gave the FRP a new dimension. The ANE integrated the Directorate of Regional Roads, and was given a mandate to advise the provinces on tertiary roads program throughout the country using labour based construction.

Almost ten years on, a prospective evaluation of lessons learned is essential. In addition, in 1995 the Scott Wilson\(^4\) company began a project in Zambezia province to support the training of private construction companies for tertiary road rehabilitation programmes: this was an innovative experimental project from which lessons were to be drawn for the future of tertiary road rehabilitation.

The FRP, using labour based construction schemes with the participation of women, is currently operating in every province. It is being developed by the Roads and Bridges Construction and Maintenance Company (ECMEP), by private construction companies in Zambezia, Nampula and Niassa, and by some NGOs that are funding the private companies directly or indirectly.

**2. WORK METHODOLOGY**

This study is not an evaluation in the traditional sense, which would require all the programme’s activities to be evaluated. It is essentially a prospective piece of work intended to evaluate the strengths, successes and constraints of the FRP within a gender perspective.

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\(^3\) Ibid

\(^4\) A British consulting company supporting the entry of the private sector into tertiary road rehabilitation.
This means that the study was designed in such a way as to focus more on the programme’s potential than on its achievements so far. At a time when other actors and private companies are becoming involved in the FRP, and when the Gender and Environment Unit also has the function of contributing to alleviating poverty, our approach is to look for ways of strengthening the programme.

The theoretical starting point of the methodology was a gender perspective in terms of reproductive and productive work.

2.1. Data collection

Data was collected using the following methods:

- Study and analysis of documentation provided by the DER and by provincial and district institutions;
- Interviews with people in leadership positions on the roads at various levels, administrative and traditional authorities, and individuals from the communities through which the roads under rehabilitation pass;
- Direct observation, through staying in the workers’ compounds, in order to gain a better understanding of the inter-action and dynamics between the workers and management, and between women and men.

2.2. Organisation of the study and schedule

The UNDP decided to carry out this study after funding the FRP for ten years. The following selection criteria for places to be visited were defined:

- Brigades with the largest and smallest numbers of women
- Brigades with difficulties in recruiting women
- Fairly successful FRP brigades
- Brigades in which the percentage of women workers has increased

5 Directorate of Regional Roads.
The provinces were selected with the support of the DER and the ANE Gender Unit, and the brigades to be visited were defined with the help of the provincial ECMEPs. The following provinces and brigades were thus selected:

- Inhambane – Brigades at Chicomo (ER 520) and Tavele (ER 422)
- Gaza – The Novela-Nhabanga brigade (ER 410)
- Zambezia - Brigades belonging to the private companies funded by DFID, on the Mocuba-Lugela-Tacuane stretch of road
- Nampula – The Mossuril-Matibane (ER 508) brigade
- Niassa – The Matcheje road brigade (cancelled due to the consultant’s illness); however, a brigade at Km 50 belonging to a private company was visited

The team composed of Terezinha da Silva, team leader and social scientist, and Iolanda Fortes, economist, prepared all the fieldwork and key interviews for each province.

The team began its work in October 2001 with the desk research and preparation of the fieldwork. Six weeks were spent in the field, following which the data was analysed and discussed with senior management staff, donors and professionals who are or have been directly or indirectly linked to the FRP.

3. STUDY OBJECTIVES

The general objective of this consultancy is to study the integration of women into the FRP and to present recommendations for improving forms of recruitment, working conditions and opportunities in the road building sector in cooperation with the government and other partners involved. The study should in particular propose ways of improving the FRP in a gender perspective⁶.

⁶ Terms of Reference.
The objective of this study is:

- To examine the opportunities and constraints facing women at all levels to participate in road construction
- To examine the impact of labour intensive work on men and women.

Suggested areas of study are:

- Wages, equal wages for equal work or work of the same value
- Equal access to work and promotion
- Equal access to training
- Identification of the family and social circumstances that interfere with the integration of women in road works
- Gender specific working conditions, child care, local recruitment, mobility and work management
- Evaluation of attitude changes among decision makers at various levels with regard to the employment of women in the road sector
- The range of tasks carried out by women

The study should likewise examine:

- The short and long term benefits at national level and for the individuals and groups involved
- Gender-based constraints and opportunities in road rehabilitation and development
- From a gender perspective, the inputs necessary and special technology, for efforts and actions to achieve a balanced impact and benefits from road development
- The positive and negative impact of involving women in road construction
- The implications of the growing involvement of the private sector.
In addition to these specific objectives set out in the TOR, the research team has also decided to investigate:

- The forms of intervention of the main stakeholders in the FRP, namely ANE, ECMEP, the Provincial Directorate of Public Works and Housing and private contractors
- The local gender units that implement gender policy in the brigades
- The best ways to respond to the practical and strategic needs of gender
- The involvement of the communities through which the rehabilitated roads pass

4. INTEGRATING GENDER INTO THE FRP

The objective of this study is to analyse the impact of employing women in the FRP, from a gender perspective. Using a gender and development (GAD) approach, this analysis is a systematic way of evaluating the impact of development on women and on men. It evaluates and analyses the relationship between women and men and does not look only at the woman’s situation. This relationship is constantly changing and may change society, even though, in groups or individually, it may resist change.

The GAD approach argues that gender analysis constitutes an important step in development projects, since it:

- Helps to verify whether women and men participate in and benefit from development
- Seeks out and analyses the causes of gender inequality
- Seeks equality of impact
- Focuses on changing attitudes and practices in a positive way.

This is not a question of women’s affairs or problems, since the problem does not lie in women, but rather in the social relations between women and men, in
which women have systematically been subordinated. Gender equality is essential for development and is therefore a very important matter for society as a whole and requires the involvement of men. However, correcting gender inequality often means directing action specifically to women.

Evaluating the employment of women in the FRP is thus an evaluation of the role of gender and the sexual division of labour. Women and men in all societies carry out productive, reproductive and community work. A gender analysis studies women’s and men’s access to and control over resources and the benefits deriving from work done, as well as their participation in decision making.

The GAD approach is very new in Mozambique and the trend has been towards a view of women in development. The Department of Women’s and Gender Studies was set up in May 1991 in the Centre for African Studies of the Eduardo Mondlane University, with the aim of conducting research into social relations between men and women in the context of the country’s political economy. Training in Gender and Development began in Mozambique in 1993.

Women in general, and Mozambican women in particular, are not only responsible for biological reproduction, but also for social reproduction of the household (a series of activities to ensure the transmission of values, through the education and socialisation of children, for example), as well as being directly responsible for the production of food. There is evidence that women’s family responsibilities have increased because of socio-economic changes in the country and such consequences as family disintegration and urban drift. Women constitute over half the population in Mozambique and a similar proportion of the economically active population (EAP).

The incorporation of a gender perspective in development programmes in Mozambique is explicit in the Government’s 1996 programme. However, turning this perspective into practice is a major challenge for organisations, given that Mozambican society is essentially patriarchal and women’s position is influenced by this fact.
The FRP began in 1981 in some provinces in the north of the country. In light of the successes achieved, it was decided in June 1989 to broaden and gradually expand the programme, with emphasis on sustainable maintenance and the encouragement of women to participate.

Before the national programme was launched, training activities from a gender perspective were carried out at all levels, as well as on-the-job training for key persons for the creation of district brigades.

This gender policy of the FRP, which has been being implemented since 1992, and the effective participation of women, responds to Government policy and constitutes a challenge to women themselves, to men, to the family and to society in general.

5. FULFILMENT OF THE OBJECTIVES OF THE FEEDER ROADS PROGRAMME WITHIN A GENDER PERSPECTIVE

5.1. Capacity building

The main focus of the FRP’s gender strategy has been on implementing the Beijing Declaration recommendations concerning more equitable relations between women and men and equality in access to and control of FRP resources and benefits.

- In 1985 the main component of the pilot project implemented in Zambezia province was the gender component.

- In April 1996 a study aimed at extending this focus to all the provinces made the following recommendations:

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7 Fórum Mulher/UNDP "Participação da mulher no programa de reabilitação de Estradas Rurais em Moçambique", Maputo, April 1996
- Awareness-raising on gender issues for all MOPH senior staff.
- Increased participation of civil society, particularly the grassroots communities, in maintaining the rehabilitated roads.
- Establishing agreements with health structures on preventive health activities such as on STDs, HIV/AIDS, family planning and work accidents.

- In 1996 a 2-week intensive course on gender was organised at the Chimoio Training Centre for supervisors and heads of brigade, and a trainer was trained to continue training in this area. From then on a module on gender questions was introduced into the Centre's curriculum, based on a manual prepared by the gender trainers who gave the course.

- In 1997 the DNEP’s Gender Sector was established, with the following objectives:

  - Increase the women participation at the labour based construction.
  - Propose the unit’s internal organisation and action plan.
  - Raise gender awareness of all the FRP’s workers at all levels through talks and meetings on gender for DNEP staff.
  - Collaborate with the DNEP’s Training Department with a view to raising the academic level of women workers.
  - Capacity building to enable gender analysis in the design and implementation of the FRP.
  - Create a favourable work climate for gender issues.

Since then this sector has carried out training activities through specialist gender training organisations, aimed at various professional groups such as supervisors, heads of brigade and district tertiary roads managers.

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8 Social Affairs and Environment Unit – ANE regular reports for 1998, 1999 and 2000
• In 1998 the ex-DNEP and further on all ECMEPs introduced a gender component for the Feeder Roads Programme into its activities plan, establishing the percentage of female workers to be contracted for the labour based construction brigades. Thus each province (with the exception of Nampula, Zambezia, Sofala and Maputo) established its own target in accordance with its socio-cultural realities. The percentages fixed at the time ranged from 10% in Manica to 28% in Inhambane⁹.

The Gender Sector supported implementation of this strategy by developing its work in stages, from creating the Gender Nuclei in the provinces to training sessions for the decision-takers at different levels. Specifically, the Unit carried out:

• National Seminar on Gender issues with participation of all provincial gender nuclei members
• Supervision and monitoring to the provincial nuclei
• Training of first aid workers/ and those to work on prevention activities of STD, HIV/AIDS in all brigades
• Promotion of talks on Gender
• Promotion of gender conscientization seminars to all professionals working for FRP (private enterprises, professionals from ex-DNEP
• Dissemination and information on Road Programs at the technical schools in order to mobilize female students for high level training in road field

The team found that there is already general awareness, both in the ECMEPs and in the private companies, of the need to recruit women for the FRP brigades.

• In 1998 a Coordinating Panel for Gender Affairs (PACAG) was created in the DNEP, with the following objectives:

⁹ Ibid
- Raise the capacity of women to enable them to participate in the decision-taking bodies of the Ministry of Public Works.
- Introduce a gender component into the sector’s programmes at central and provincial level, so as to increase the value placed on the role of women in the roads sector.
- Introduce gender balance into the ministry’s institutional structures.

- In January 2000, in the light of the country’s socio-economic situation, the Gender Unit took on new functions and was transformed into a Social Affairs and Environment Unit (UASMA) focusing on gender, the fight against STDs/HIV/AIDS and the environment. It was integrated into the National Roads Administration.\(^\text{10}\)

Thus, although the sector in charge of the real integration of gender questions into the FRP was known as a “Gender Sector” in 1997, it changed as new areas dealing with the challenges of the moment were incorporated into it.

It is now called “Social Affairs and Environment Unit”. The concept “social affairs” is related to a social action approach of dealing with individuals, providing goods or services that satisfy their needs. This approach reflects a concern for achieving a reasonable level of well being, without considering economic issues.

The ANE’s Gender Unit, however, has as its main end objective the development of the community and society as a whole. By dealing with questions of gender, poverty and environment, it aims to transform relations between men and women, seeking social equity and modifying structural social processes in favour of change.

The FRP’s gender unit deals with economic processes and social integration in a dynamic way. And the results of its years of work are clearly visible. This unit, \(^\text{10}\) Ibid
in addition to doing training at all levels, has made field visits to support the Gender Nuclei and monitor activities, and to promote the fight against STDs/AIDS. It has sent out to the provinces items such as condoms, health education materials, kitchen equipment, etc\textsuperscript{11}.

- In 2000 a gender unit within the Ministry of Public Works and Housing was also established, and the ministry appointed a woman coordinator for AIDS-related activities and liaison with the National Aids Council.

With exception of Tete province there are Gender Nuclei in all ECMEP’s. The experiences of the Gender Nuclei vary from province to province: in Zambezia the ECMEP has a provincial nucleus that includes the head of DET, a female human resources worker and a DEP inspector; the nucleus at brigade level comprises the head of brigade, the first aid worker and a workers’ representative. In other provinces such as Gaza and Niassa a woman brigade member is the gender representative. In the companies supported by Scott Wilson in Zambezia a “monitoring group” was created in each brigade, made up of two workers and the company technician in charge of social questions\textsuperscript{12}.

In general the nuclei or gender representatives have the following responsibilities:

- register the number of women;
- analyse the reasons why women drop out;
- guarantee the resolution of conflicts and problems related to labour relations and sexual harassment;
- motivate women to participate in work on the roads;
- raise awareness in the structures and communities in order to facilitate the recruitment of female labour\textsuperscript{13}.

- In July 2000 a training course was held in MOPH for directors and those in charge of the gender nucleus, with a view to building and

\textsuperscript{11} Ibid
\textsuperscript{12} Scott Wilson – Regular reports on the functioning of the monitoring groups - 2001
\textsuperscript{13} Ibid
consolidating the MOPH gender nucleus and integrating gender into all the ministry’s programmes (gender mainstreaming).

The study team found that the ANE’s Gender Nucleus has taken significant steps towards increasing the number of women in the brigades and raising awareness among decision-takers on the need to recognise and place value on the role of women.

As a result there has been a substantial increase in the percentage of women working in most brigades. However, the team found that the gender activists in the ECMEPs and the private companies, where they are still just beginning, work in isolation and are not coordinating with the provincial gender nuclei in the Provincial Directorates of Public Works or those of the Directorates of Social Action.

So far, ANE gender policies have been concentrated at micro level, at road brigades level. From 2000 on, the Gender Unit developed its efforts at the “central” level for recruitment of professional women, besides information sessions at the technical schools in order to mobilize female students to candidate in courses related to road work.

The proposal for this strategy "gender mainstreaming" is to minimize the gender inequalities, at all levels, in labour participation, and at the decision making process at ANE. Therefore, at ANE there are 43 women, representing %, of which 12% are professionals and 4% are executive managers.
RECOMMENDATIONS

- Implementing the Feeder Roads Programme within a gender perspective is already an accepted fact – there is general recognition of the need and importance of integrating women into the brigades (a few cases of resistance to change excepted).

- The ANE Social Affairs and Environment Unit should extend its activities beyond the FRP, working on main and secondary roads.

- Notwithstanding the fact that the ANE is autonomous, the Social Affairs and Environment Unit should consider the possibility of working more closely with the MOPH gender nucleus, in order to mainstream gender throughout the Ministry and ANE action plans. Relations between these organs at provincial level would encourage mutual and joint learning.

- In order to increase its impact, the Social Affairs and Environment Unit should re-examine its role with regard to the road building companies and gender activities in this new phase, so as to maximise the effective use of its expertise. The most important question now is to guarantee respect for women’s rights in the brigades and create a healthy and harmonious climate between managers and workers and between women and men.

- Closer links with the local health structures would make education sessions on AIDS more effective and efficient.

- The emphasis in the FRP on gender, and not on women, has to do with the perception that women’s problems are not primarily due to their biological differences to men, but to the culturally defined social interactions and differences. Inequality between women and men in the brigades and the power relations involved must be viewed in this light. Simply appealing for the number of women in the programme to increase is not enough; work must be done with women and men to ensure that there are no inequalities in labour or post-labour (in the compounds) relations.

Considering the functions of the gender unit, it should be called “Social Development Unit”.
5.2. Work management in the brigade
5.2.1. Forms of recruitment, information and selection of workers

The principles defined by ANE are observed in recruitment, namely doing it through administrative and traditional authorities, giving priority to women and selecting local people whenever possible\textsuperscript{14}. However, a number of constraints still hamper full implementation of these procedures:

- In some provinces villages were disbanded for various reasons and the people live in scattered settlements, which makes local recruitment difficult due to the long distances between home and the roadworks – even so we found women who walk around 30 kms daily to and from work when they cannot live in the compound due to their domestic childcare responsibilities. Other local workers stay in the compounds during the working week.

- Lack of identity documents, namely the identity card, which is an obligatory prerequisite for signing a work contract.

- When approval for a given job arrives late, and it has to be started quickly due to the scheduled deadlines, recruitment is done in an \textit{ad hoc} way, via word of mouth through the first workers or the moving of the permanent staff to the work site as a sign of the possibility of jobs (the arrival of machinery, building the compound). Recruitment then takes place as candidates appear.

- The integration of women depends on the time of year in which recruitment is done. Women’s participation during the agricultural season is poor. The FRP argues that workers should not abandon their agricultural production because it provides the base for feeding the family.

- Resistance to change is still a reality. Opinions such as “women make the brigades too slack”, or “women work slowly” are obstacles to recruitment.

\textsuperscript{14} DNEP- Normas para o recrutamento para as brigadas de uso intensivo de mão-de-obra – Maputo, Feb. 1997
- There is flexibility with regard to the profile defined for both male and female recruits – for example, a number of brigades include older persons and the vulnerable (people who have lost everything during the war or the floods). On the question of marital status, some studies argue that women living on their own are not always the most vulnerable; on the other hand the integration of married women depends on the cultural context. Nampula was the province with the highest number of married women in the brigades. In one of the brigades in Zambezia, 50% of the workers are women, which proves that the cultural context and the attitudes of the “recruiters” (*régulos* or the brigade itself) influence decisions.

**RECOMMENDATIONS**

- The draft ANE guidelines on the recruitment of women should be approved and more widely disseminated, in particular among the programme decision-takers.
- Insofar as possible, planning a roadworks should take into consideration the time and steps that must be taken for the recruitment of contract labour.
- Recruitment of women with some education should be continued (there is a big advance in relation to 1995) and they should be trained for leadership posts.

5.3. **Labour Management**

The project policy is to avoid the establishment of compounds with exception in cases where they are needs in recruiting casual labour force out of regions where the roads are being built.
5.3.1. Time and organisation at work

- ILO guidelines contained in the manual “Construindo Estradas a Mão” recommend that compounds should be built no further than 10 kms away from the site, and with potable water sources nearby. However, this is not always possible, and workers are forced to wake up at 3h00 in order to walk to the site and guarantee the fulfilment of work targets, usually returning to the compound around 16h00. When the work has to be speeded up because of equipment breakdowns, lack of fuel, etc, the number of hours worked increases in order to complete the works within the planned period, but this extra work is not compensated.

- The targets laid down in the ILO manual are often over-fulfilled – number of tractor loads, the opening of drainage ditches and gullies - and depend on the type and consistency of the soil.
THE WOMAN TRACTOR DRIVER

Julia Cebola is 30 years old, was born in Monapo district and completed 6th grade. She is now married and is also responsible for 3 brothers. She told us how she rose to the job of toolkeeper. She was living with her parents in Monapo and doing farming. She heard that there were vacancies in the Rapale-Mecuburi brigade and signed up, being given the job of cook as at that time the workers were paid in produce from the WFP. When there was no more food, Julia was assigned to other jobs.

In March 1993 an ECMEP engineer invited the women who were working on the road to take a cycling test, and Julia won (she used to go by bicycle at home, and sometimes on her father’s motorbike). She began to learn from a male colleague how to drive a tractor, and mastered it after two weeks’ training. Months later she was promoted to tractor driver. Julia said that overcoming the cultural aspects related to women’s traditional tasks was not easy – some people said that she was a man, others commented that she had two sexes because she was driving a tractor. She suffered a lot for facing up to her Macua society and following a non-traditional profession for women. As a consequence, she refused to have a boyfriend because she was afraid the men wanted to test her “sex”. On the other hand the administrator of Monapo district thought that it was an honour for the district to have a woman tractor driver. She has worked on many road rehabilitations in the province.

As with the other interviewees, Julia Cebola said that working on the roads is very hard – the workers get up at 3h00 and only stop work at 16h00. They would arrive at the compound so tired that they would often sleep without eating. She had little experience of leisure activities outside working hours. Another problem she raised was the total lack of safety equipment at work. Women working wearing capulanas are eyed by male colleagues with bad intentions.

According to Julia, the targets established for the various operations are exaggeratedly high. For instance, she had to bring 32 loads of sand daily. Married women were also working in her brigade.

In 1998 she was transferred to the ECMEP in Nampula, and took on the post of toolmaker as there is no work for a tractor in the city. She likes her work, though she still keeps up her large fields in Monapo. As her parents have died, she is responsible for her three brothers, who live with her in Nampula and do all the domestic work (fetching water, cooking, washing clothes, etc) while Julia is at work.

Julia is of the opinion that ECMEP should facilitate literacy classes in the brigades.
5.3.2. Safety at work

Building or rehabilitating tertiary roads can take place in areas that have been abandoned for many years, in a physical environment of dense forest, or of open spaces where the workers are subject to intense heat and have no shade in which to rest. The Chicomo works are an example of the latter case, with the workers going barefoot on baking hot earth under a burning sun; in some areas the grader operators breathe in dust with no protection. The Matibane brigade in Nampula is located in an area that was abandoned 25 years ago, full of trees and “monkey beans” (a wild bean, brownish when ripped, most common in certain regions of the country, whose external skin is covered with some hair which, in contact, adheres to the human skin and provokes intense itching and skin’s irritation): the workers cut down trees and clear bush with no protection of any kind, risking being bitten by snakes and attacked by wild animals. We saw workers with hands and feet cracked from their work on the road. We saw workers who had suffered work accidents and received no compensation other than being transferred to “light” jobs.

Because they are poor, the workers are dependent and submit to the tough working conditions and lack of protection.

Some workers manage with the help of relatives to get boots and helmets in South Africa, as no protection whatsoever is provided by the employers.

Clauses 7 and 11 of the work contract with the building company state the following:

“The contracted party shall contract a minimum of 25% women for the labour force.”

“The contracted party shall give equal job opportunities to women and men.”
“The contracted party must take measures to prevent sexual harassment.”

“The safety of staff and equipment at the building site shall be subject to the rules and laws in force in Mozambique.”

The Gender Unit has tried to ameliorate this situation, sending an inadequate supply of materials and kitchen equipment such as plates, cups, saucepans and buckets to the compounds. In 1999 it was sent safety equipment such as helmets, overalls, gloves which because it wasn't enough, were distributed to permanent workers.

The International Labour Organisation, of which Mozambique is a member, says that “the ILO’s main objective is to promote opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, safety and human dignity”\textsuperscript{15}. The question is not just to create work, but to create work of an acceptable quality, in acceptable conditions and respecting human rights.

The private companies and ECMEPs were unanimous in recognising the need for safety equipment for workers on the roads. Nonetheless they are not fulfilling the contractual clauses that guarantee safety and protection at work. They consider the clauses on social questions to involve them in additional expenditure, and they do not observe them.

\textsuperscript{15} ILO "Promoting the Declaration on Fundamental Principles and Rights at Work and its Follow-up", 2001, Geneva, UN
RECOMMENDATIONS

- Implementation in full of the obligation to ensure safety at work, with the building companies being held responsible and liable to punishment in cases of non-observance.
- Decentralisation of central level funds for social purposes (health, labour safety, HIV/AIDS, STD, kitchen material for the compounds) in a visible and transparent manner.
- Continue to train works inspectors to watch out for fulfilment of these clauses and not limit themselves to inspecting technical construction questions.
- Control and monitoring of the brigades.

5.3.3. Organisation of the various work operations

Daily, before leaving for work the head of brigade distributes the tasks by group. The distribution of women workers depends on his or her concept of women’s work and gender relations. Some take the EQUITY approach in which women’s productive role is recognised and emphasis is placed on promoting equality between women and men. Tasks are thus distributed without reference to sex – women do all types of work and are integrated into mixed groups. There is now recognition that women are more assiduous, more responsible and more dedicated to their work.

Other heads of brigade (in some brigades in Zambezia and Niassa) conceive of a division of labour according to sexual difference and the tasks that, culturally or traditionally, fall to women in the reproductive sphere. Thus, in three of the four brigades visited in Lugela, the type of task executed by women was related to their domestic responsibilities – jobs such as water carriers (providing water for the workers), cooks, clearing long grass, cleaning, or cooking for the “chiefs” in the compounds.
The team found that in general the relations between those in charge and workers was good, but there was a general complaint about the lack of regular meetings between management and workers, not only for planning the daily work but in particular for discussing and exchanging information about various social issues.

The number of women rising to management positions or technical work in the brigades has increased considerably. Positive experiences that should be replicated and disseminated could increase recognition of the role played by women (there are interesting examples in Gaza, such as the 12 female tractor drivers trained with support from the FRP, and in Nampula, Zambezia and Inhambane).

Mutual support among workers – between men, between women and men and between women – is an undeniable fact, though there are sometimes hidden agendas in the support.

**RECOMMENDATIONS**

- The heads of brigade and supervisors should be monitored more closely in order to bring more balance into their work, raising awareness of human rights, social action and gender issues.
- Exchanges of experiences between heads of brigade and women workers from brigades in different provinces.

**5.4. The compounds**

As the Programme’s policy is to recruit locally, compounds are only built where this is impossible. They comprise a space where permanent staff and workers live together outside working hours and where human inter-action and relations
take place. They are the places where, after long hours of work, every brigade member has space for leisure. It is therefore essential that the space should possess the conditions for these dynamics. In its document “Construindo Estradas à Mão” the ILO sets out how to plan an compound and the basic conditions required, such as:

- being close to the worksite
- being close to a potable water source
- being close to a village or settlement
- having easy access
- having sanitary conditions (latrines at least 3 metres deep and 25 metres from the compound)

According to this document, the compound should be transferred regularly so as to stay close to the worksite.

The compounds visited have improved considerably since 1995, some with resources that are not in use (non-functioning solar equipment and television), others organised with green spaces, tables, meeting places and social centres. However, in all the compounds visited the conditions of the latrines continue to be poor.

At the initiative of some heads of brigade (as in Matibane) informal schools have been established and are run by women workers to support the women workers children. There is inter-action between the compound staff and the local communities.

One of the questions raised in reports is that of sexual harassment in the compounds, leading to women dropping out of their jobs on the roads. Opinion is unanimous that the compounds should be mixed and not sexually segregated. Rules and disciplinary procedures are not clear and social conflicts

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16 ILO/UNDP “Construindo estradas à mão” Grafimat Ltd, Maputo, 1990, a translation of “Building Roads by Hand”
17 Sustém Consultores Lda – Report on visit to ANE/DFID-FRP-2, Maputo, 2000
are resolved subjectively, so every worker has his or her own point of view on life in a compound.

The question of sexual assault has been raised in many studies and reports on gender in the FRP, as one of the problems arising in the road camps. There are differing concepts of sexual assault. In the present case, demanding sexual favours on the basis of a relationship of power constitutes sexual assault. In the labour sector, in this case in road works, these instances normally take place in the road camps, when a boss, under threat of penalties, forces a subordinate to take part in sexual activity against her will. From this perspective, the aggressor has power and the victim is unable to resist. If she refuses, she may be transferred to heavy work or sacked in an underhand way. If she consents, she is transferred to lighter work. In the brigades, the foremen or technicians hold the power to obtain sexual favours and/or help with individual domestic tasks in the camps (housework).

At the same time, a workman insisting on an amorous relationship with a female colleague, despite her refusal, is regarded as "a man’s prank". There are even cases where affairs between workmates who have left partners at home, based on mutual interest (e.g. help from the colleague to complete the daily workload), could be regarded as sexual assault.

Both women and men often believe that women who are the target of sexual assault are also the instigators, since they provoke the men. The interviews conducted at various levels, from the residents of the camps to the contractors, suggested the expulsion/sacking of the boss as the aggressor in cases of sexual assault and the need for education/information on family planning to avoid unwanted pregnancy.

One positive aspect is that staying in compounds leads to changes in gender roles and the tasks traditionally allocated to women. In all the compounds we saw men fetching water, cooking, cleaning their houses, etc. This could result in positive changes to gender relations and roles at family level.
The team further noted that kitchen materials for the compounds in the districts have only been supplied sporadically and with difficulty, due not only to transport problems but also to problems with storage, misappropriation, losses, etc.

RECOMMENDATIONS

- Study the economic feasibility of using tents, given that the compound may be transferred (costs and length of life).
- Introduce clear rules on discipline and living together: as a way of minimising sexual harassment all the construction companies contacted mentioned that managers are forbidden to have sexual relations with women workers, on pain of immediate expulsion.
- To strengthen the information/education on reproductive health (family planning) at the compounds.
- It is in the compounds that good habits of hygiene, diet and health care can be learned and transferred to family life and the community. Advantage should be taken of the existence of large groups of workers to increase individual and community health education.
- The experience of the informal school in the Matibane brigade could be replicated in other compounds at no cost. This could help women to stay in the brigades.

5.5. Health and HIV/AIDS

The operational difficulties of the national health network are reflected in the inadequate health care provisions for workers on the roads. The most frequent illnesses are malaria, aggravated by poor diet; diarrhoeas due to drinking unclean water; and sexually transmitted diseases. There is no data on AIDS, as workers’ lives after conclusion of their contracts are not monitored.

First aid workers are integrated in all brigades and they provide the first aid with the support of the Gender Unit, through first aid kits during the first two years.
With regard to the fight against HIV/AIDS, the team also noticed that the use of condoms is very limited, even though they are available at no cost. In Chicomo, for example, the health post had them available in the entrance, but consumption levels were low. Despite the training of health activists, there are no regular sessions of education and information on STDs and HIV/AIDS in the brigades.

A recent study carried out by the Centre of African Studies and the Ministry of Social Action – “The Socio-Economic Impact of HIV/AIDS in a gender perspective” – showed that AIDS should not be dealt with in purely medical terms, but that socio-economic and cultural questions which mean that AIDS victims have less access to information, choices and health services, and in particular less rights to take vital decisions, should also be looked at. The study also recalled the fact that women lack the power to exercise their sexuality, not just because they have been socialised only to accept and obey but also for economic reasons\textsuperscript{18}.

Due to the varying behaviours with regard to AIDS, the study recommended permanent and insistent health education. Lack of real information and resistance to behavioural change are the main obstacles to fighting this disease.

Workers on the roads should be a target group for the anti-AIDS campaign, as a means towards preventing AIDS at individual level, in the family and in the community.

The same report wrote that “to speak of AIDS is to speak of sex and sexuality, of how social, moral and ethical norms regulate the sexual behaviour of men and women of different classes, religions and cultures, and of how people live and feel in their sexuality”. And it went on to say that speaking about sexuality, even at an intimate level, is taboo.
Reproductive health, including family planning, is another important area for health education. In one compound in Inhambane there were 6 unwanted pregnancies in a year. The Gender Unit has given training on AIDS to around 90 first aid workers, but many of them have already finished their contracts and been released.

**RECOMMENDATIONS**

- Those giving health education must be sufficiently aware and capable of discussing sexual behaviour and STDs/AIDS with workers on the roads from various cultures, as just making condoms available is not enough.
- There should be closer links with the health structures so that AIDS education sessions are effective and efficient.
- Seek, whenever possible, to keep on the workers who have been trained (eg the first aid workers).

5.6. Private sector participation

Until very recently road rehabilitation under the FRP was the responsibility of ECMEP, the state enterprise supervised by MOPH, and its guideline was to implement the programme within a gender perspective. The involvement of the private sector in rehabilitating and maintaining tertiary roads was advocated as part of the road system decentralisation policy, and it is worth highlighting the positive experiences that have taken place in some provinces under the auspices of ANE and with the support of international organisations.

One experience in particular is that of the Scott Wilson consultancy company[^19], which has its headquarters in Mocuba district. It began its activities in 1996, with the goal of rehabilitating approximately 800 kms of tertiary rural roads in 10

[^19]: CEA/MMCAS "O impacto sócio-económico do HIV/SIDA numa perspectiva de género. Agregados Familiares e Comunidades nas Cidades de Maputo e Quelimane, Maputo, September 2001
districts, using labour based construction. The project is being implemented by ANE, through DEP, with technical assistance and financial support from DFID.

The project has contributed to the development of small private construction companies using a locally contracted labour force, 25% of which are women (according to the contract) for labour based construction schemes. It is also involved in anti-AIDS activities.

Before starting building works the project carried out research to choose the areas, and to find out about the cultural dynamics, the traffic on the selected roads, the administration systems and community representation where the roads would be passing.

Initially two workers were hired to participate in data collection for the research, and they are still doing so, as well as:

- supporting the local structures when recruiting personnel for the works
- monitoring health questions, including the fight against AIDS
- supporting the resolution of social conflicts at work and in the compounds
- providing training for gender activists in the brigades

Scott Wilson, in addition to technical assistance, facilitates training for builders and other staff (heads of brigade, supervisors and timekeepers) in financial management, human resources, bidding for tenders and the principles and policies of the FRP²⁰. As well as promoting the formation of a business middle class and the creation of more jobs, in the opinion of the beneficiaries Scott Wilson has been a training school.

²⁰ Ibid
THE CASE OF A PRIVATE BUILDER

When the Scott Wilson company invited people to compete for training as private builders Mr Parafino enrolled and received some training for his building activities – courses in management and supervision.

In 1998 he won his first building contract, having established a company with an inspector. Later on this company fell apart and he established his own company, PACON – Parafino Construções. He selected young people with 10th grade to be his supervisors, both men and women, since he believes that women are capable of exercising the same activities as men.

Concerning the question of contracting 25% women for his brigades, Parafino says that the percentage of women recruited depends on the zones through which the road passes. The women abandon work on the roads to dedicate themselves to farming during the agricultural season. Husbands often refuse to authorise their wives to work on the roads.

Concerning the continuity of his business after the Scott Wilson project closes down, Parafino says that he will be able to continue on his own, since Scott Wilson has created the necessary conditions by providing technical assistance, equipment and training in the area of roads and bridges, and the builders trained by Scott Wilson stand out due to their higher quality.

As for the difficulties, he stresses that “friends and business should be kept separate”: in the beginning he recruited friends to his company, which resulted in serious problems of getting into debt, from which he learned that family questions should not be mixed with business.

Having contacted various private builders in the three northern provinces, the team noted the importance and positive impact of the private sector in implementing the programme. However, some builders still need to be made more aware of the value of integrating women into the brigades, and of the obligatory nature of the contractual clauses concerning the social area (safety at work, anti-AIDS work and the environment).
RECOMMENDATIONS

- Disseminate the experience of the Scott Wilson Company in implementing the programme, mainly in the southern provinces where there has been some resistance to private sector participation in this sector.
- The Social Affairs and Gender Unit should study the possibility of extending its activities to the private companies.

5.7. Local Authority and Community Responsibility for Rural Roads

The ANE/DER annual meeting on the Feeder Roads Programme in 2000 highlighted the need for community involvement in rehabilitating and maintaining rural roads\(^{21}\).

We mention in an earlier section of this report opinions from various levels on the ways in which the survey, selection of the road to be rehabilitated, recruitment and links with the local authorities take place.

“This road doesn’t go anywhere” – local traditional healer
“I wasn’t consulted about the priorities for roads in my region; they only asked for help with the recruitment” – Post Administrator
“It’s not up to me to inform the administrator about the state of the works; it’s up to my superiors to give reports” – a manager of a construction company
“Contracts are often drawn up in the office and don’t match the reality on the ground. We aren’t consulted, we who know all about the practical local situation” – a head of brigade

\(^{21}\) ANE, Feeder Roads Programme – Annual Donor Review Meeting, Maputo, January 2001
A number of existing studies point out the potential benefits of genuine participation by the beneficiaries, among them the following:

- The beneficiaries see the relevance and advantages of the FRP.
- Increased commitment to and appropriation of the project, a desire to share the work and an interest in conserving the benefits.
- A better fit between human capacity and investment.
- Increased transparency and accountability.
- Increased equity, through the involvement of the poor and marginalised.
- Increased beneficiary capacity, as a consequence of their involvement in the development process\(^\text{22}\).

Though there may be professionals in the roads sector who argue against community participation, because it requires more time in the various planning stages, other technicians recognise that lack of community participation can lead to higher costs, due to the following:

- Indifference of local inhabitants to the road to be rehabilitated.
- Non-participation in maintenance.
- A certain resentment at the way in which “that road to be rehabilitated” was decided on with no consultation.
- Difficulties in identifying permanent local maintenance hands (for 2 km stretches).

The 1996 FRP evaluation report\(^\text{23}\) recommends links with the communities so that they become actively involved in sustaining the project, rather than just passive beneficiaries.

\(^{22}\) The World Bank - The World Bank and Participation, Washington, USA, 1994
\(^{23}\) Fórum Mulher/UNDP “Participação da mulher no programa de reabilitação de Estradas Rurais em Moçambique, Maputo, April 1996
Road maintenance could thus be guaranteed through real local participation, particularly that of women.

**RECOMMENDATIONS**

- Awareness-raising among decision-takers as to the importance of involving the local authorities and the community (and indeed the implementers) in all the stages of planning a road.
- Regular progress reports to the local authorities.

**6. THE PROJECT**

**6.1. Philosophy**

The roads strategy defines the main goal of the roads sector as being to increase the number of roads in a good or reasonable state of preservation, guaranteeing routine and regular maintenance of increasing quality\(^{24}\).

The FRP’s priority is the ongoing maintenance and rehabilitation of the tertiary roads with the heaviest traffic, through the use of labour based construction.

The following objectives were defined for the first phase of programme implementation:

- Establishing rehabilitation and maintenance brigades in 22 priority districts;
- Rehabilitation of 2,400 kms of secondary and tertiary roads;
- Introducing maintenance systems based on local resources and participation;

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\(^{24}\) Política Nacional de Estradas, Decreto 50/98 de 28 de Julho.
- Building capacity at central level in the DNEP and at provincial level in the ECMEPs.

6.2. The Process of Provincial Planning and Definition of Priorities

The planning, management and supervision of activities related to regional roads – tertiary, unclassified and urban – is a provincial responsibility.

Priorities are defined by the Roads and Bridges Department of the Provincial Directorate of Public Works and Housing, which receives methodological support for this task from ANE-DER. However, the responsibility for planning and implementing the rehabilitation and maintenance of major works falls to ANE-DER.

The planning process at provincial level begins in September/October, with a survey of the state of the roads to identify rehabilitation and maintenance needs. The survey and pre-defined criteria such as roads physical conditions, traffic volumes, population density and socio-economic interest provide the basis for selecting the roads to be included in the draft provincial plan. The stages of the planning process are shown below:
Table 1: The planning process for rehabilitating/maintaining tertiary roads

<table>
<thead>
<tr>
<th>Stage 1</th>
<th>September/October</th>
<th>DPOPH/DEP makes a survey of the state of the roads in the province.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Stage 2</td>
<td>November</td>
<td>Based on the survey, DPOPH/DEP selects the roads to be rehabilitated and/or maintained and prepares the budget proposal</td>
</tr>
<tr>
<td>Stage 3</td>
<td>December</td>
<td>The budget proposal is analysed at Provincial Government level. Following provincial approval it is sent to central ANE for approval.</td>
</tr>
<tr>
<td>Stage 4</td>
<td>March/April</td>
<td>ANE informs the DPOPH of the total amount allocated to the province for road rehabilitation and maintenance, after approval of the State Budget. If there is a difference between the provincial proposal and the budget approved by ANE, DPOPH adjusts its plans.</td>
</tr>
<tr>
<td>Stage 5</td>
<td></td>
<td>In the provinces where private construction companies are participating, the next stage is the preparation and launching of tenders to select the company for each building project. The works are adjudicated directly to ECMEP in all the provinces.</td>
</tr>
<tr>
<td>Stage 6</td>
<td></td>
<td>Preparing the conditions for starting the works (including building a compound for the workers).</td>
</tr>
<tr>
<td>Stage 7</td>
<td></td>
<td>Starting the building works.</td>
</tr>
</tbody>
</table>

The time from beginning planning activities to the start of building works is usually 9-10 months. However, the rehabilitation and regular maintenance works visited had started in August 2000, with preparations having begun only in June-July.

25 In the provinces visited, the ANE approval process usually takes until March.
Although the planning methodology and criteria for defining priorities are well defined at provincial level, they are not always taken into consideration during decision-taking, and they allow for little or no involvement of local structures.

The Novela-Nhabanga road ER 410 in Gaza is an example of where the study team failed to understand the priority criteria used. The rehabilitated stretch of road, 40 kms long and costing around 3,148 million MT (approximately USD 141,000), was funded by the poverty alleviation programme and ends at a private cattle farm. Though the road could be continued to link with existing poles of tourism development in the district and province, this is not currently the case. The community’s opinion on the road was exemplified by the local traditional healer, who said: “This road doesn’t go anywhere”.

Interviewees from the communities were also of the opinion that the rehabilitation should be extended further, so as to guarantee that agricultural produce from the administrative post – bananas in particular – could reach the market.

Some administrators of Administrative Posts said that they are only contacted during the phase of recruiting workers.

**RECOMMENDATIONS**

- Greater transparency when choosing priorities and greater involvement of local structures in the decision-taking process are required.
- It is important to accelerate the planning process and the involvement of the local administrative authorities in stage 2.
6.3. The Methodology and Advantages of using Labour Based Construction

The FRP’s main goal is to increase and improve access to the rural areas.

Employment programmes using labour based construction have been the most effective mechanism for establishing a safety net in transitional situations of hunger and poverty, and simultaneously contribute to building the infrastructures needed for economic development.

The use of labour based construction in Mozambique’s roads programme, in addition to being economically viable, has contributed to creating jobs and alleviating poverty in the rural areas, particularly in zones where there is little farming or other economic activity. At the same time, this method ensures the transfer of skills to the local communities from which the labour force is recruited.

On top of these benefits, using this methodology for building and rehabilitating roads has environmental advantages, as it uses less fuel and produces less fumes and less dust.

In Massinga and Xai-Xai districts (Inhambane and Gaza), the team noted that agricultural production is still incipient and income obtained from it is low or non-existent. The other income-generating activities in these districts do not go beyond the sale of homemade alcohol and informal commerce, both of which are restricted to small groups within the communities.

The tertiary roads projects using labour based construction guarantee excellent income-generating opportunities in the rural areas away from the fields, and could stimulate trade and other business opportunities. For the poor the tiniest bit of income makes a big difference\(^\text{26}\).

The advantages of the use of labour based construction include:\textsuperscript{27}

a) The absorption of a large proportion of unskilled labour, with labour costs representing up to 60\% of total investment expenditure;

b) The positive impact of income distribution to the disadvantaged, and the important multiplier effect of the wages at community level;

c) The contribution towards saving foreign exchange;

d) Its efficiency and appropriateness in a situation where there are few job opportunities, as is the case in rural Mozambique;

e) Lack of negative impact on the environment, given that the use of heavy machinery is avoided;

f) It promotes the participation of poor people in the work.

g) Provides to rural population a cash income.

In Mozambique the usual working conditions offered by the programme include payment at the level of the national minimum wage, non-discrimination and basic health care.

It is estimated that labour based construction methods are normally 25-30\% cheaper than mechanised methods\textsuperscript{28}, though this cannot be verified in Mozambique due to lack of systematic data, taking into account the difficulties in comparing both alternatives, because the results are different.

6.4. Funding

Funding for the Feeder Roads Programme is mainly guaranteed by the Roads Fund and ASDI Fund.

The Roads Fund (FE) was created in December 1989 (Decree 45/89) with the aim of generating revenue to fund the roads sector. Its main sources of revenue are road taxes and the fuel tax.

\textsuperscript{27} Islam, R, Decent Employment through Labor-Based Technology in Infrastructure, Reconstruction Department, ILO

\textsuperscript{28} Ibid
The fuel tax and its assignment to the FE were defined in 1990, by Decree 22/90. The tax rates have changed over time, with the following currently in force (fixed by Decree 31/97):

**Table 2:** Fuel tax rates

<table>
<thead>
<tr>
<th>Fuel Type</th>
<th>Tax Rates</th>
<th>% assigned to the FE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gasoline Normal</td>
<td>1.178,00 MT/L</td>
<td>671,40 MT/L</td>
</tr>
<tr>
<td>Gasoline Super</td>
<td>3.307,80 MT/L</td>
<td>1.100,00 MT/L</td>
</tr>
<tr>
<td>Diesel</td>
<td>1.825,00 MT/L</td>
<td>1.460,00 MT/L</td>
</tr>
</tbody>
</table>

10% of the fuel tax assigned to the FE is used to finance urban road maintenance (Decree 4/97).

### 6.5. Road Fund Disbursement Procedures

Each year a provincial bank account is opened to receive the funds for carrying out the works approved for that year. This account is kept topped up from the Road Fund’s central account, on the basis of reports on the state of the works.

The builders (including the ECMEPs) submit a full report on all the works for which they are responsible to DPOPH/DEP by the 5th of each month, including individual information on each project.

DPOPH/DEP analyses the reports and prepares a single summary of all the works under way in the province, which it sends to ANE. This is done by the 15th of each month.

ANE pays for the works by means of a bank transfer to the DPOPH provincial account. These funds are then used to pay the builders.

In general ANE’s process of analysis and payment takes around a month, but it can take longer depending on the Road Fund’s state of cash flow. In some cases, when the Ministry of Planning and Finance (MPF) delays in assigning
the funds, there can be a gap as long as six months between submission of the progress report and payment of work done.

Tardy payments of invoices combined with management problems in some ECMEPs have been the main cause of delays in paying wages. Delays of from 1-3 months were found in Gaza, Zambezia and Nampula.

In the opinion of the Gaza DPOPH, the ECMEP does not always produce enough to be able to pay its workers, or its production is low quality. Another possible cause of the problem in Gaza is the company’s high fixed costs, which are not covered by the unit prices (per km) charged for the building works.

In the case of Nampula, the ECMEP management says that the situation results from a specific problem of this year, namely that the company had no production between January and June 2001, and has been covering all its costs from its own funds.

The FE’s difficulties and delays in making payments have been causing problems ever since the Fund was created. The MPF and MOPH have recently agreed on actions to improve this situation, with a plan for monthly transfers. According to the DER the situation has improved considerably.
RECOMMENDATIONS

- MPF should release the Road Funds timely.
- In addition to ensuring regular transfers of the FE’s assigned resources, capacity must be strengthened in the DPOPH-DEPs so as to guarantee greater speed in the analysis and approval of the situation reports.
- Study the viability of decentralising the FE allocation in accordance with the approved annual budget, or of making advances to the provincial accounts, with the aim of resolving the problems caused by late arrival of the ANE funds. This advance would be managed by the DET and used to pay the workers.
- Training the DPOPHs and ECMEPs in how to prepare budgets, so that they acquire the necessary expertise for drawing up budgets for building works based on realistic unit prices.
- Create conditions for extending the positive experience in the area of training of the World Vision and DFID/Scott Wilson projects in Zambezia.
- Reduce the fixed costs in the companies.

7. THE SOCIO-ECONOMIC IMPACT OF EMPLOYING WOMEN

The socio-economic impact of the roads programme may be analysed from short and long term points of view. In the short term, the employment generated by the FRP contributes towards improving food security and alleviating poverty. In the long term (following conclusion of the project), improved access to basic social services – health and education – is a key aspect of poverty alleviation among the communities that benefit from the roads.
According to the reports made available to the team, in addition to improving access to health and education services the long term effects also include the increased circulation of people and goods, better agricultural marketing and the strengthening of rural trade.

The information gathered for this report serves only for an analysis of the short term effects.

Although there is a clear need to evaluate the impact of the programme in terms of the cost of alternative technologies, due to the lack of information this chapter will only analyse the impact of jobs and wages.

7.1. Women in Employment

During 2001 the Feeder Roads Programme generated 6,000 jobs nationally.

In the five provinces visited, a total of 57 labour based construction brigades were/are involved in the programme. These brigades have a total of 2,830 workers, of whom 507 are women.

Considering that the immediate goal of labour based construction methods is alleviating poverty in the communities, the correct selection of the target group is an important aspect of the programme.

The participation of women in the FRP varies from 9-23%, with the following average participation per province:

<table>
<thead>
<tr>
<th>Province</th>
<th>Participation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Niassa</td>
<td>9%</td>
</tr>
<tr>
<td>Nampula</td>
<td>15%</td>
</tr>
<tr>
<td>Zambezia</td>
<td>16%</td>
</tr>
<tr>
<td>Inhambane</td>
<td>23%</td>
</tr>
<tr>
<td>Gaza</td>
<td>21%</td>
</tr>
</tbody>
</table>
Within each province the percentages also vary from brigade to brigade. In Zambezia, one brigade has 48% women; in Nampula the Moma brigade has 515 women; in Inhambane the brigade rehabilitating the Massinga-Pomene road is 49% female, possible due to men migration to South Africa.

In areas where there are few job opportunities and agricultural income is low – eg Chicomo and Tevele in Inhambane – work on the roads is the only secure source of income. Women’s participation is higher in these regions, even though there is greater competition between men and women for jobs.

In areas where agricultural activity is more profitable and women have alternative sources of income (plantation farm, ganho-ganho) – eg Lugela in Zambezia – women’s participation in the programme is lower and more variable, or for shorter periods.

In these areas, women’s participation depends on the time of year when recruitment is done. It varies according to season, but can be higher from December to February – the so-called time of hunger – given that in that period employment on the roads is the only source of income\(^\text{29}\).

Wages from work on the roads is the only source of income for most of the women heads of household participating in the programme.

For most of the target group, the only alternative to employment is usually work on the family fields.

The relationship between wages and maize was calculated on the basis of producer prices for white maize in the provinces visited\(^\text{30}\). It varied from around 240 to 325 kgs, which means that for this population group to obtain the same income from agricultural work it would have to sell that amount of white maize per month (5-6 sacks).

\(^{29}\) Scott Wilson, Género e Emprego, March 2000

\(^{30}\) SIMA prices of September 2001. The Monapo market was considered for Nampula province, and the Mocuba market for Zambezia. In the other provinces the markets in the districts visited were considered.
7.2 Income and Wages

There is no difference between the wages paid to men and women workers on the roads programme. The wages paid to contract workers on the FRP vary from province to province, as can be seen in Table 3:

<table>
<thead>
<tr>
<th>Province</th>
<th>Salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Niassa</td>
<td>650.000,00 (ECMEP)</td>
</tr>
<tr>
<td>Nampula</td>
<td>670.000,00 (ECMEP)</td>
</tr>
<tr>
<td>Zambezia</td>
<td>565.400,00 (Private Cos.) 692.500,00 (ECMEP)</td>
</tr>
<tr>
<td>Inhambane</td>
<td>742.000,00 (ECMEP)</td>
</tr>
<tr>
<td>Gaza</td>
<td>655.000,00 (ECMEP)</td>
</tr>
</tbody>
</table>

The wage rates are one of the factors determining the viability of using this type of programme, given that it is through them that the integration of the poor is guaranteed. Poor people have a better chance of obtaining work when the wages are less attractive to higher income population groups.

The national minimum wage has been 668,707.00MT since April 2001. With the exception of the Scott Wilson project, which is paying 15% less, the minimum wage is being paid at all the building works.

Delays in paying wages

In addition to reducing productivity and encouraging workers to drop out, delays in paying wages reduce the impact of the income on improving living standards for the programme participants.

Late payments were found in Gaza, Zambezia and Nampula provinces. In Nampula the wages for June to August were paid in September, and the October wages in November. These delays forced the workers to buy food on
credit in shops or at informal market stalls in the Administrative Post centres (eg Zongoene/Gaza and Lugela/Zambezia), or with support from the company (ECMEP social centre in Nampula). Whichever the case, the late payment is detrimental to the worker not only because of the negative effect on planning his or her expenditure but also because it reduces the impact of the cash in making small investments to improve living standards, given the rising prices of the goods.

The delays are explained not only by poor management capacity in the companies (eg CEPOL in Zambezia) or low capacity of the provincial directorates/DEPs (eg DPOPH Gaza) but also by the delays in assigning resources to the Roads Fund, which causes cash flow problems.

**RECOMMENDATIONS**

- Better management, both in quality control of the works and in the timely sending of progress reports to the supervising body.
- Clear definition of powers and the horizontal chain of command:
  Builder→Provincial Directorate→provincial ANE→DER
- In view of the entry of private companies into the programme, the prices used by the ECMEPs for the unit costs of rehabilitation and maintenance should be reviewed.
- Raise the capacity of the DPOPH/DEPs to determine the costs of the works, so as to ensure that up to date prices adjusted to the market are used.
- A closer technical relationship between the ECMEPs, which until now have held a monopoly on building tertiary roads, and the private companies, as recommended by ANE.
- Building capacity in negotiation and cost analysis in the provincial construction companies.
7.3 Women’s Use of Money

The main motivation for women to participate in tertiary roads programmes is the wages. The workers interviewed consider the wages to be low, and say that they are not enough to be able to make big investments.

Women spend their wages on satisfying their own and their families’ basic needs: food, clothing, and kitchen equipment. In Inhambane the proportion of wages spent on food in the compound was around 50%, and in Gaza 45%. This is one of the reasons to avoid the establishment of compounds.

According to the Scott Wilson study on socio-economic impact in Zambezia, women’s priorities in using their wages include clothing (70%), building a house (10%), domestic items (10%) and a bicycle (10%).

Some women, particularly in Gaza and Inhambane, reported that they spend a considerable portion of their salaries on education for their children.

Single women with no children contribute to family expenses, in addition to spending on clothing and personal items.

There were differing opinions about family production: for some women, work on the roads has a multiplier component, enabling other people to be hired to work in the field, take care of the children, etc. For others, the wages are too low to be able to pay other people.

For male heads of household the wages serve as a complement to agricultural work, given that their wives ensure that production continues.
For women, the longer the period worked the greater the benefits in terms of making lasting investments. Women who work for more than a year have already been able to make larger investments, such as rehabilitating or enlarging their houses or even building new ones.

**CASE STUDY – MARIA CULPETE**

We met Maria Culpete in the ECMEP guesthouse where she works as a cleaner. When we found out that she had worked on the roads we asked for an interview. She was born in Lugela on 18 October 1947, married at the age of 15 and has 5 children.

Due to the war, Maria and her family took refuge in Mocuba in 1985, and she enrolled in ECMEP. She started work as an unskilled worker on the road rehabilitation project using labour based construction in Lugela, funded by ILO/NORAD. At the time she was the only woman in the compound, but later on three more were recruited. She worked at various sites such as Maganja da Costa, Milange and Negomano. Her sister took charge of her children while she was working on the roads.

Maria told us how she carried out a range of activities, from clearing the long grass to levelling sand, digging gullies, making ditches and cambering. She was criticised constantly by family and friends, who would say that this wasn’t a job for women. But what to do? asks Maria. It was the only job she managed to get in order to be able to support her family. Other people said: “Maria has found a place where she can play around with men”… but she didn’t listen.

At that time she was given boots, gloves and a helmet, and her first wage was 200,000 MT. Even so she managed to buy a house for her family.

Her husband died and her responsibilities with the children and other relatives increased. She remarried, this time a work colleague who didn’t want her to work outside the home, but Maria never gave up. After a year, during which time her husband never even gave her a piece of cloth to wear and “ate” her money … she decided to separate and make her life on her own, having lost her trust in men. Even during the war she worked on the roads for 12 years, and for obvious reasons there were no compounds then.

Thanks to her efforts she was able to invest her savings in educating her children. One of them already has guaranteed employment as a teacher, and the others are still studying.

In 1992 the ECMEP management decided to promote her to become a messenger in the company office. In the light of her good performance, in 2000 she was appointed to be in charge of the ECMEP guesthouse in Mocuba.

Maria recalls the toughness of work on the roads, the long working hours when she would wake at 3h30 to start work at 4h00 and go on until 15h30. As she never had the chance to study, the job was her only possibility, though she never stopped farming, hiring people whenever necessary to work on her fields.

She worked on the roads continuously for 12 years.
The economic empowerment of women based on economic activities is a step towards gender equality, but is not synonymous with it. A number of studies have shown that the results of economic activity vary in accordance with the type of activity and the circumstances of the woman’s household\textsuperscript{31}.

Thus a job with a contract that is stable, regular and well paid has a better chance of guaranteeing increased independence for women. The case of Maria Culpete is one example.

In general there are no great variations in patterns of consumption between beneficiaries in the provinces visited. Most of the income is spent on immediate consumption.

\textbf{7.4 Satisfaction of Strategic Gender Needs}

Gender equality is a multi-faceted concept that implies equality of opportunity in its legal, political, social and economic dimensions, and also equality in interpersonal relations between women and men.

The evidence shows that employing women on the Feeder Roads Programme has improved their social condition, ie through their wages their material conditions, such as precarious health, poverty, workload, etc, are gradually being resolved. Most of the women interviewed were unanimous as to the positive impact of their wages (7.3). The Project’s intervention has thus provided an answer to women’s practical needs.

But it is not likely that the solution to practical gender needs will in itself alter the inequalities in gender relations, with the workload in the family increasing.

The most important future steps would be towards meeting women’s strategic needs, so as to improve their social, political, economic and cultural position in

relation to men in the same group, overcoming problems caused by their subordinate social position.

The project is already considering some interventions along these lines, aimed at reducing discrimination at work (women in technical jobs, as tractor drivers, graders, etc).

In focus group meetings the women raised the need for literacy classes, which could take place outside working hours, and for information on questions related to reproductive health.

Chicomo compound has a positive experience of holding women-only meetings to discuss questions that worry them, with the result that they feel more protected against threats around them (domestic violence, sexual harassment, unjustified dismissal). It is easier to resolve the problems collectively. This type of meeting can inspire self-confidence and self-respect.

In one compound in Lugela there was a conflict between some women in the compound, which was causing increasing divisions. We facilitated a women-only meeting to analyse their problems, which helped to improve the atmosphere and create group solidarity.

**RECOMMENDATIONS**

- Continue to train women workers (eg the funding of training 12 women tractor drivers)
- The heads of brigade could contact local schools to ask them to give functional literacy classes
- The heads of brigade could facilitate the holding of informal regular meetings among women, for discussion and problem solving at the worksite without affecting the fulfilment of work targets.
8. CONCLUSIONS

The goal of this study was to carry out an exploratory exercise seeking to improve the FRP within a gender perspective.

Our stays in the compounds and consequent opportunities for lengthy discussions with the beneficiaries and those in charge, outside the formal meetings, gave us the chance to deepen questions raised in various reports and studies. Thanks to this, many of the recommendations are based on discussions with and proposals from the workers.

The team was able to exchange information about the functioning of brigades in other provinces, which helped give some brigades a wider view, beyond their immediate work environments.

Given the intervention of various donors, various institutions and indeed of various actors, the Feeder Roads Programme needs effective coordination and a clear definition of tasks and responsibilities at every level to help minimise “power” interests and differing agendas.

The work with the private construction companies shows that a better relationship with the ECMEPs is both possible and necessary, and that the possibility of developing a type of relation that will benefit both parties should be explored.

The labour based construction methodology is now associated with the government’s poverty reduction strategy, which could help guarantee its sustainability so long as the activities are well defined in practice – selection of the road to be rehabilitated, forms of recruitment and a correct approach to gender questions.

To integrate gender issues in development programs means to deal with inequality problems, it means to work, in a very simple way and without great
costs, for the human relations be based in a mutual respect and consequently to struggle for a more just society.
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## STUDY ITINERARY
(Field work)

<table>
<thead>
<tr>
<th>DATE</th>
<th>Area of study</th>
</tr>
</thead>
<tbody>
<tr>
<td>1/ November/2001</td>
<td>Departure for Inhambane</td>
</tr>
</tbody>
</table>
| 2/ November | - Interviews in Maxixe  
- Departure for the Chicomo brigade compound |
| 2-6 November | Work in Chicomo  
- Visit to road works  
- Health post  
- Administrative authorities  
- Individual interviews  
- Traditional authorities  
- Focus groups  
- Members of the village through which the road passes |
| 6/ November | Tavele brigade, work at the road works  
- Tavele compound  
- Individual interviews  
- Return to Maxixe  
- Meeting with the Inhambane Provincial Director of Public Works and Housing |
| 7-9/ November | Work with ECMEP - Inhambane  
- Work in Gaza  
- Interviews in ECMEP, DPOPH, Social Action  
- Stay at Navela brigade compounds  
- Visit to the road works  
- Interviews with workers |
| 13/ November | Arrival at Mocuba  
- Work with ECMEP - Mocuba |
| 14-16/ November | Arrival at Lugela district, stay at the Mocuba-Lugela-Tacuane road compounds  
- Visit to the road works  
- District Administrator  
- Individual interviews and focus groups |
| 17-19/ November | Mocuba City  
- Scott Wilson company  
- DPOPH & DEP |
| 20-22/ November | Work in Quelimane  
- Provincial Governor  
- World Vision  
- Private construction companies  
- (flight to Nampula delayed for 2 days) |
| 23-28/ November | Nampula Province  
- Work with ECMEP  
- Work in Mossuril district – stay in Matibane compound  
- Administrative authorities  
- Traditional authorities |
| 28 November - 05 Dezembro | Niassa Province  
- Work with ECMEP and DEP  
- Visit to a private company’s road works - km 50 |
| 05 December | Return to Maputo |
QUESTIONS RAISED IN THE INTERVIEWS

A. MEETINGS WITH WOMEN

- Basic data – time of work, age, marital status, education, whether training has been received or not, household.
- Integration in the brigade, how recruited, husband’s authorisation or not, type of work done, composition of respective sub-group, feelings about things, relations with male colleagues.
- Compound and its atmosphere – distribution of houses, internal relations, sexual harassment.
- Health – uses family planning or not, AIDS/STDs, traditional medicine.
- Benefits of the project – detailed use of wages, who makes expenditure decisions, individual and family improvements achieved.
- Practical and strategic gender needs – how they are satisfied – in the compound and at home.
- Women in leadership positions and skilled jobs – relations with subordinates/colleagues, perceptions of colleagues and family about their position.
- Questions about reproductive health.

B. MEETINGS WITH MEN

- Basic data.
- Advantages/disadvantages of having mixed teams in the various work operations.
- Questions related to recruitment.
- The difference between working with male-only brigades and with mixed brigades.
- Use of wages.
- For the men with women superiors in the brigade – their vision and feelings about female leadership.
CHARACTERISATION OF THE AREAS VISITED

1. Gaza Province

Gaza Province has a surface area of 75,709 km2, and an estimated population of 1,173,000. It has a 64.7% poverty rate, which means that around 690,547 of its inhabitants live in poverty.

Basic infrastructures are in short supply – education and health services, roads and potable water. According to data from 1997, the province has 557 educational institutions and 85 health units served by 581 health professionals, including 23 doctors. Around 38% of the population has access to the health services and 10% to piped water.

The main food crops are maize, cassava and rice on the coast and maize, millet, sorghum and cassava in the interior.

The main sources of family income for poor families are the sale of traditional drinks, firewood, charcoal or cashew nuts and work on the fields.

The shortage of commercial establishments leads to marketing difficulties – of 1,228 retail establishments only 282 (23%) are operational.

Xai-Xai District

Xai-Xai district contains three Administrative Posts (PA) – Chicumbane, Zongoene and Chongoene – and covers an area of 1,745 km2. It has 130,000 inhabitants, who live mainly by agriculture.

The district produces the following crops: maize, cassava, rice, beans, groundnuts, cashew nuts, tobacco, cotton, sugarcane and fruit. There is considerable banana production in Zongoene PA.

In terms of infrastructures, the district has the following:

- 64 schools and 8 adult education centres;
- 1 rural hospital, 1 health centre and 6 health posts. These latter units cover a range of 5-10 kms.

Zongoene Administrative Post has 7 shops, of which 4 are operational.

2. Inhambane Province

The estimated 1,100,000 inhabitants of Inhambane province are mainly engaged in agriculture. Principal crops include maize, cassava, groundnuts, nhemba beans, coconuts, citrus and cashew nuts. The latter three are cash crops for many families.
83% of the total population is estimated to be living in poverty.

Massinga District

Massinga has an area of 5,324 km2 and a population of 182,000. Its main food crops are maize, cassava, millet and sorghum.

In addition to their agricultural income, family income derives from migrant worker remittances. Another important source of income for poor families is selling traditional drinks.

The families living in this Administrative Post have difficulties in selling their produce due to the lack of markets and marketing mechanisms. Although the district capital has a well developed trading network, the locality visited – Chicomo – has only one shop and little informal trade. The PA’s income is essentially from the informal market (tax on stalls) and bicycle taxes.

The major difficulty is the lack of water. People have to walk 5-7 kms to fetch it.

3. Zambezia Province

19% of Mozambique’s total population lives in Zambezia province – 3,200,000. 68% are estimated to be living in poverty.

In 1998/99 the province possessed the following health and education infrastructures:

- In education: 1357 1st level primary schools; 5 basic secondary schools and 1 pre-university secondary school; 4 basic level technical schools and one new higher education institution (opened in 1999).

- In health: 4 hospitals, 24 health centres and 138 health posts.

In terms of roads, in 1997 Zambezia had a road network around 5,240 kms long, about 60% of which was made up of tertiary and unclassified roads. About 8% was in good condition, 21% in reasonable condition, 32% in bad condition and 17% intransitable.

Zambezia has three major agro-ecological regions: Lower Zambezia and the Coast; Middle Zambezia and Upper Zambezia.

Lower Zambezia and the Coast occupies around 40% of the total land area. Its main crops are rice, sweet potato, maize, cassava and nhemba beans. It has great potential for reviving and developing the planting of coconut palms and cashew trees.
Middle Zambezia also occupies around 40% of the land area. It produces cassava, maize, sorghum, groundnut, *nhemba* and *boer* beans, rice, cotton and cashew nuts.

Upper Zambezia covers the remaining 20% of land area, and its main crops are cassava, sweet potato, sorghum, maize, rice and *boer* and *nhemba* beans.

Family sector cash crops in the province are coconut and cashew nuts on the coast and cotton in the interior.

**Lugela District**

Lugela district is situated in northern Zambezia and has 118,000 inhabitants. It is one of the districts that suffered most from the effects of the armed conflict, with most of its commercial infrastructures still awaiting rehabilitation.

The district’s main economic activity is agriculture, with the main crops being maize, cassava, sorghum, rice, beans, cotton, sunflower and cashew nuts.

The people living beside the road produce maize, cassava, pineapples and oranges, but have difficulties in marketing their produce due to the lack of marketing infrastructures.

The district has the following infrastructures:

- 81 1<sup>st</sup> level primary schools and 1 2<sup>nd</sup> level primary school;
- 2 health centres and 8 health posts: people have to walk from 17-50 kms to reach their nearest health unit.

**4. Nampula Province**

Nampula province covers an area of 81,606 km<sup>2</sup>, and has 3,200,000 inhabitants. The main economic activity here is agriculture.

The province has 1,117 schools, of which 1,106 are 1<sup>st</sup> or 2<sup>nd</sup> level primary schools and 11 are lower secondary or pre-university. The health network comprises 107 units: 2 general hospitals, 90 health posts and 15 health centres.

**Mossuril District**

Mossuril district covers an area of 3,441 km<sup>2</sup>, and has 163,000 inhabitants. The main economic activities are farming and fishing. The main food crops produced are cassava, sorghum, maize, rice, beans, groundnuts, sweet potato and fruit. Cash crops are cashew nuts, cotton and sisal.

The district possesses the following infrastructures:

- 64 schools and 8 adult education centres;
- 3 health centres and 4 health posts: people have to walk from 2-30 kms to reach their nearest health unit.

One of the main causes of the district’s low level of development is considered to be the intransitability of the roads linking Mossuril district capital to the various Administrative Posts.

Matibane and Lunga, around 30 kms from the district capital, were inaccessible until recently. The road now under rehabilitation is seen as the backbone of the district, given its strategic importance in transporting cashew nuts from these two Administrative Posts.

This district’s main concern apart from the roads is the development of social and economic infrastructures, shops in particular. In Matibane Administrative Post people have to walk around 14 kms to get to the nearest health post.

5. Niassa Province

With a surface area of 118,000 km2 and a population estimated at 756,287, Niassa has a population density of around 7 inhabitants per km2. Around 71% of the population is poor, and most people live in the rural areas.

The main economic activity is agriculture. Principal food crops are maize, sorghum, cassava, beans, groundnuts, rice and sweet potato. Cash crops include cotton, tobacco, sugarcane and banana, and some districts also grow sunflowers, potatoes and beans.

The province possesses the following infrastructures:

- 439 1st level primary schools, 14 2nd level primary schools, 4 basic secondary schools, 1 pre-university secondary school;
- 2 hospitals, 15 health centres and 90 health posts, staffed by around 368 health workers.

The roads are bad, particularly during the rainy season. In 1997 2,242 kms of road were classified as being in only reasonable or bad condition.

The commercial network is underdeveloped, with the exception of Lichinga, Cuamba and the border districts.
Annex 4

CONSULTANCY STUDY ON EMPLOYMENT OF WOMEN IN FEEDER ROAD PROGRAM USING LABOUR-BASED METHODS

Terms of Reference

Background
Human development is a process of enlarging the choices for all people, not just one part of society. Woman must be regarded as agents and beneficiaries of change and afforded the possibility to contribute to and benefit from economic opportunities and overall development. This applies to labour-based construction as to all spheres of economic and social activity in Mozambique. ANE are contributing to redressing the imbalance through positive efforts to increase women’s participation in the roads sector, as well as other areas of operation.

The Feeder Roads Programme (FRP) was initiated in 1992, and has now been incorporated within ANE’s Directorate of Regional Roads, funded by a number of donor agencies. It had a mandate to rehabilitate and maintain tertiary roads nationwide using labour-based methods.

The objectives of this programme were not only, to develop the rural areas of Mozambique, by rehabilitating and maintaining tertiary roads and institutional development, but also generation of temporary employment opportunities during rehabilitation and permanent posts in routine maintenance. The programme promotes labour based methodologies with participation of women and rural disadvantage as the only economically viable methodology for rehabilitation and maintenance of rural roads which also provides job opportunities and injection of cash into the rural economy.

In this programme, women are expected to have direct socio-economic benefits of their own apart from improved road network in their communities.

Objectives of the Study
Main objective of this study is to provide practical recommendations for increasing women’s opportunities in the road construction sector in co-operation with government and all partners involved in the construction process.

With the increasing use of the private sector it would be valuable to carry out the research both for the ECMEP brigades and those of the private contractors engaged in labour-based works. It would also be beneficial to have comparison with a small sample of more conventional road construction sites.
Scope of Services

The purpose of the study, is to examine the opportunities and constraints woman face in participating in road construction at all levels of occupation and the impact of labour intensive methods on woman and men. Suggested areas of study include:

- Wages, equal pay for the same work or work of equal value
- Equal access to jobs and promotion
- Equal access to training
- Identification of family and social circumstances that interfere in integrating women into road works
- Gender specific conditions of work, childcare, local recruitment, mobility, labour management
- Assessment of changes of attitudes of decision makers at various levels, to the employment of women, in the road sector
- Range of tasks undertaken by women

Approach to be taken

The consultants, in close co-operation with the Social Development and Environment Unit of ANE, will carry out the study and build on information already gathered by the unit. The programme of field work and format for the report shall be agreed with the Social Development and Environment Unit.

1. The short and long term national benefit and the individuals and groups involved.

2. Gender based constraints and opportunities in road rehabilitation and development.

3. Necessary inputs and special technology, efforts and action needed to achieve, from a gender point of view, balanced impacts and benefits of road development.

4. Positive and negative impacts of the involvement of women on road construction.

5. The implications of an increased involvement of the private sector.

Methodology

The consultant will be required do carry out the following tasks:

1. To take part in to site visits to get a picture of how the work is carried out, who is involved, etc.
2. To provide FRP with information on current procedures of recruitment and work on practice on the sites.
3. To discuss, elaborate and propose any changes considered necessary to the methodologies of employing women.
Contract Period

The contract period for carrying out the service specified in this TOR shall be 4 months, phased as follows:

1. 2 weeks for documentary research and initial contacts with ANE personnel and other institutions in Maputo.
2. 6 weeks for fieldwork; site visits should be done in four suggested provinces (Gaza, Inhambane, Sofala, Niassa).
3. 3 weeks for preparation of draft report and presentation at a national seminar.
4. 1 week for production of final report.
5. The team of consultants should include a sociologist (12 week input) and a socio-economist (10 week input).
6. The sociologist shall be the team leader with responsibility for the management of the study and production of the reports.
7. The consultants start not later than 1st October, and complete the assignment not later than 2 weeks after receipt of comments from ANE.
8. The consultants shall be responsible for making all travel arrangements.
9. The expenses for travel, accommodation, vehicle hire, translation, printing and others must be included in the proposal.

Presentation of Work

The draft and final versions of the report shall be submitted in the English (10 copies) and Portuguese (30 copies) languages. Electronic copies of all submitted documents shall be made available in MS Word or other agreed format.

All documents and reports developed by the consultant and paid for under these services shall become the property of ANE upon completion of the services.
LIST OF PEOPLE CONTACTED

MAPUTO

• Mabombo – Director General of ANE
• Atanásio Munguambe – Director of Regional Roads Directorate, ANE
• James Markland – Technical adviser, head of FRP, ANE
• Angélica Aguilera – Head of Social Affairs Unit, ANE
• Julia Compton – DFID, British Embassy
• Isabel Casimiro – Researcher, African Studies Centre, UEM
• Ana Chichava – Permanent Secretary – Ministry of Public Works and Housing

INHAMBANE

• Carlos Chissano – Provincial Director of Public Works and Housing
• Zacarias Zita – Head of Social Action Department, Provincial Directorate of Social Action
• Telmina Pacule – Social Action Representative in Massinga
• Alberto Moreira – Head of Chicomo Administrative Post
• Alfredo Carava – President of Chicomo Locality
• Marrengule Elias – Head of Technical Department, ECMEP
• Mouzinho Nhalungo – Head of Tertiary Roads Department, ECMEP
• Luís Chocolate – Technician in Tertiary Roads Department, ECMEP
• Higino José – Technician in Technical Department, ECMEP
• Romeu – Head of Chicomo Brigade
• Joao Nguenha – Head of Tevele Brigade
• Rafael Orlando – Supervisor in Chicomo Brigade
• Rogério Mavivanhane - Supervisor in Chicomo Brigade
• Lino Tinga – First aid worker in Chicomo Brigade
• Teleciosa - Grader operator
• Adélia Ernesto – Unskilled worker, women’s trade union representative
• Julai Damião – Traditional healer, Chicomo
• Felismina – Mother and child care nurse, Chicomo Health Post

GAZA

• José Eduardo Mahumane – Provincial Director of Public Works and Housing
• Moisés Tembe – Head of Technical Department, ECMEP
• Maurício – Head of Technical Department, ECMEP
• Filipe Sitole – Engineer for the Northern Region, Department of Roads and Bridges Provincial Directorate of Public Works and Housing
• Vasco Mula – Régulo of Zongoene locality
• César João – Head of the office, Zongoene Administrative Post
• Custódio Mabote – Head of Civil Registry, Zongoene
• Salomão Cumbi – Head of Novela Brigade
• Maria de Fátima Selimane – Supervisor in Novela Brigade
• Bernardo Paulino Dias - Supervisor
• Marta Tembe – Tractor driver
• Celestina Moiane – Traditional healer
ZAMBÉZIA

- Eufrasia Jaksonė – Administrator, Lugela District
- Santos Alberto Manuel – Provincial Director of Public Works and Housing
- Ossumane Amade – Technician, DEP
- João Armando – Director, ECMEP
- Walter Almeida – Head of DET, ECMEP
- Maria Gouveia – Member of gender nucleus
- Manuel Noronha – Manager of Infrastructures, World Vision
- Gabriel Opincai – Representative of DEP in Scott Wilson
- Arcane Ndikumagenge – Monitoring Officer, Scott Wilson
- Rosita Ruco – Social researcher, Scott Wilson (gender)
- Bai Mucatai Marceta – Private builder – EREPTZ
- Francisco Parafino – Private builder – PACON
- Ernesto José Lequechane – Private builder – CEPOL
- José Ossifo – PACON, in charge of Tacuane works
- Joaquim Amado – ECC, in charge of Nigau works
- Lucas Novais – CEPOL, in charge of Tadane works
- Julius Julius – ECOR, in charge of Lugela works
- Momade Amisse – ECC, Human Resources
- Franzelina Fulamo – ECC, Head of Human Resources
- Maria Culpete – former worker on the roads
- ... – official from Madal

NAMPULA

- Alfredo do Carmo Mussa – Administrator, Mossuril
- Alexandre Nhaca – Delegate, ANE
- Manuel do Rosário Andrade – Director, ECMEP
- Arnaldo Tomas – Head of DET
- Bento Muchanga – Head of Administrative Department
- Carlos Namatine – in charge of Matibane works
- Adamo Ali – Head of DEP, DPOPH
- Abdul Nacir – Régulo
- Saide Leveque – Traditional healer
- Teresa – Timekeeper in the Matibane brigade
- Natália – Supervisor in the Matibane brigade
- Fatu – First aid worker in the Matibane brigade
- Julieta – Educator at the informal school in the Matibane brigade
- Júlia Cebola – Toolkeeper
- Rosália Tembe – Head of the gender nucleus

NIASSA

- ... – Director of ECMEP
- Elídio Parruque – Head of DEP
- Pius Obcello – Head of DET
- Jamário Nhassavi – Private builder
- Leonor Bila – Private builder