

A GENDER ANALYSIS OF THE MAPUTO DEVELOPMENT CORRIDOR

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Commission on Gender Equality

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We hope that some of the findings in this report will provide the impetus for future activities which will support greater involvement of women in existing and future Maputo Development Corridor projects, as well as in the other Spatial Development Initiatives (SDIs).

ACRONYMS AND ABBREVIATIONS

♀	Women
♂	Men
BOT	Build, operate and transfer
CEDAW	Convention for the Elimination of All Forms of Discrimination Against Women
CGE	Commission on Gender Equality
CPPP	Community Public Private Partnerships
Commission	Commission on Gender Equality
Corridor	Maputo Development Corridor
Debots	Process used in Spatial Development Initiatives to remove constraints or bottlenecks – abbreviation for debottlenecking
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome
IDC	Industrial Development Corporation
IDT	Independent Development Trust
LED	Local Economic Development
MDC	Maputo Development Corridor
NABCAT	National African Building Contractors and Allied Trades
NACOSA	National AIDS Convention for South Africa
NAFCOC	National African Chamber of Commerce
NMA	Nomi Muthialu and Associates
OSW	Office on the Status of Women
PDI s	Previously disadvantaged individuals
P&DM	University of the Witwatersrand School of Public and Development Management
PPPs	Public Private Sector Partnerships
SADC	Southern African Development Community
SAHRC	South African Human Rights Commission
SALGA	South African Local Government Association
SBB	Joint venture company formed by Stocks & Stocks, Basil Read and Bouygues
SDIs	Spatial Development Initiatives
SEMP	Strategic Environmental Management Plan
SIDA	Swedish International Development Agency
SMMEs	Small, medium and micro-enterprises
SSA	Statistics South Africa (formerly Central Statistical Services)
STDs	Sexually transmitted diseases
TRAC	Trans African Concessions
WIC	Women in Construction Project

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1. INTRODUCTION

The Maputo Development Corridor is one of several Spatial Development Initiatives (SDIs) in Southern Africa, and at this stage, it appears to be the most advanced. One of the specific outcomes of the SDIs is intended to be local social and economic advancement. Moreover, in terms of the Constitution of South Africa, it is imperative that all socio-economic development, in all geographic areas, should have the promotion of gender equality as a central consideration.

Origins of this Study

In May 1997, the Commission on Gender Equality (CGE) organised a series of Information and Evaluation workshops in different provinces. One of these was held in Mpumalanga. During the course of the Mpumalanga workshop, the Maputo Development Corridor (MDC), and the various projects that have arisen from it, were discussed.

From the discussions emerged a general perception that women are receiving little benefit from the projects. Indications were that few female contractors or consultants were being awarded tenders, and the urban and rural women who live within the Corridor area were getting little or no benefit from the various development initiatives.

At the workshop, the then Premier of the province, Mr Mathews Phosa, challenged the CGE to look into the issue of gender equality in the Maputo Development Corridor. This study is a direct outcome of that workshop.

Scope of this Study

The study was undertaken to provide a more accurate assessment of the status of gender equality in the Maputo Development Corridor. It includes:

- A gender analysis of the awarded Maputo Development Corridor tenders;
- Interviews with key stakeholders which included:
 - Officials from government departments involved in the project;
 - The Project Manager of the Maputo Development Corridor;
 - Women living along the Maputo Development Corridor and their perceptions of impacts relating to the Corridor Development;
- Analysis of how the Maputo Development Corridor projects, tender processes and labour practices have affected the livelihood of women. This includes an evaluation of the increased HIV/AIDS status;
- Recommendations on how the lessons learned in the Maputo Development Corridor can be applied to other SDIs in South Africa; and
- Suggested interventions that can be undertaken by the Commission on Gender Equality to ensure that gender issues are addressed in other SDIs.

Overview of the Findings

Gender has not been a focus of the Maputo Development Corridor projects to date. In fact, the research revealed that there is **no mention of gender** issues at all. Related issues like women's empowerment are also not mentioned but are embedded by implication in words like "community participation".

If, as this study now clearly shows, there is little or no gender equality in the Maputo Development Corridor, it is very likely that, given the advanced stage that this SDI has reached, the same trend is being replicated in other SDIs.

Implications of the Findings

There is a clear need to **develop guidelines** for ensuring more equitable involvement of women and men in all existing and planned SDIs.

This then raises the issue of a critical need for well-planned and executed **interventions**, not only in the Maputo Development Corridor but also in other SDIs. Without such interventions, it is unlikely that SDIs will truly contribute to the socio-economic development of women in specific geographical areas, despite the unambiguous constitution provisions on gender equality.

The results of this study indicate, amongst other things, that there is an urgent need to gather more **qualitative** and **quantitative data**.

2. OBJECTIVES OF THE STUDY

In light of the information presented above, the following were seen as the broad objectives for this study:

- ***To assess the current level of participation of women in selected Maputo Development Corridor Projects, by examining amongst others:***
 - Level of involvement of women;
 - Number of women employed in relation to number of overall jobs created per project;
 - Average income generated per job category (male / female);
 - Sustainability after project completion;
 - Quality of life issues (health, food security, access to infrastructure such as roads and telecommunications, etc); and
 - Case studies of good and bad practice, success stories.
- ***Develop a methodology, which can be applied in other Corridor and SDI projects;***
- ***Assess whether specific criteria and guidelines exist*** for the involvement of women; and
- ***Develop guidelines for the (future) participation of women in development initiatives*** (Corridors and SDIs), including the development of criteria and indicators for monitoring future projects regarding women's participation.

3. PROJECT METHODOLOGY

3.1 General Approach

The study was undertaken during the period mid-January to March 1999 and was based largely on a range of interviews with key stakeholders. The approach took cognisance of perspectives from senior-level decision-makers as well as the communities who are involved in, and should be benefiting from the Maputo Development Corridor projects. The interviews therefore focused on three levels:

- High-level decision-makers (national and provincial government, SDI project managers, private sector);
- Successful contractors for Maputo Development Corridor projects; and
- Communities within the Maputo Development Corridor.

Questionnaires were designed to meet the different requirements for the three levels mentioned above. Samples are included in **Appendix B**. In many cases, these were used as a guideline only and were not followed strictly, since much of the available information was qualitative in nature. In total, the following level of participation was undertaken:

- 26 individual interviews;
- One workshop with 12 participants from the TRAC Community Forums. These were all chairpersons or deputy chairs. The interviews were conducted in the presence of the TRAC communications consultant, Ms Nomi Muthialu;
- 46 participants who were requested to complete questionnaires without an interview;
- Focus group workshop with about 25 women's groups from the Nkomazi West District; and
- Presentation and discussion on preliminary findings with the Maputo Development Corridor Technical Committee.

A detailed list of contacts is included in **Appendix E**.

Desktop research was also carried out to ascertain whether any additional quantitative data existed.

3.2 Assumptions

- Although the Maputo Development Corridor extends from Gauteng to Maputo, the emphasis in this study was on the South African side, from Witbank to Komatipoort/Ressano Garcia. Limited contact was made with Mozambican counterparts of Maputo Development Corridor projects.
- A contacts database was created to assist the Commission on Gender Equality in future awareness-raising activities.
- It was assumed that statistics would be available for this study. This was not the case, and the investigation could not identify one comprehensive source of baseline data to support future monitoring activities.

- Statistical information was gathered from the companies/institutions responsible for project implementation as well as from women's groups or businesses who have appropriate experience of Maputo Development Corridor activities.

3.3 Constraints

- The brief provided by the Commission on Gender Equality focussed on awarded contracts on the Maputo Development Corridor. Information and statistics were based on figures provided by the key players in the Maputo Development Corridor, and their identification of successful contractors. Some names may have been missed;
- The project has focussed on the road construction aspects, as well as research consultants involved in pre-implementation phases, since very few of the secondary development projects have yet been implemented;
- The size of the project and the length of time available to complete it did not allow in-depth fieldwork to be undertaken, nor could all possible leads be pursued;
- It was not possible to get interviews with all the key people, and some may have been missed. It is hoped that the Commission on Gender Equality will create opportunities for public feedback which will allow comment on the report to be consolidated at a later stage;
- To the researcher's knowledge, little quantitative data is available. Any future interventions will have to address the introduction of an appropriate monitoring mechanism and the collection of data; and
- Some of the information is not disaggregated by sex, which makes it difficult to give the context of women's involvement or participation.

4. RATIONALE / GUIDING PRINCIPLES

4.1 Introduction

A Gender Analysis seeks to identify and bring forth an understanding of the manner in which any proposed policy, plan or action is likely to impact on women and men, taking into account the diversity of their needs and experiences. The Maputo Development Corridor has the potential to act as a catalyst for the development of both women and men. The potential for equalising the opportunities is of interest in this study.

4.2 Rationale

A study such as this needs to be seen in the context of the ongoing transformation of South African society, now governed by a Bill of Rights and a Constitution which entrench the principles of equality and non-discrimination. Gender equality has been identified as one of the key instruments of change in this process, as it will provide the platform for both women and men to take ownership of their equal rights and responsibilities as citizens.

Gender equality refers to a situation where women and men have equitable conditions for realising their full potential and human rights. They would be able to contribute to and equally benefit from the results of national political, economic, social and cultural development. This would mean that the underlying causes of discrimination would be systematically identified and removed so that women and men have equal opportunities.

Generally, women occupy a subordinate position within social structures and relations. Achieving gender equality would mean restructuring society so as to eradicate male domination.

Gender inequality is about power relations between women and men. Any policy, plan or practice that seeks to achieve gender equality must, therefore, equalise those relations. Most importantly, this transformation process must begin at the level of initial decision-making. Unless women, in truly representative numbers, are included in the decision-making processes, we cannot begin to speak of true equality.

President Mandela alluded to this during his address to Parliament on 24 May 1994, when he announced that in addition to the establishment of a statutory gender commission provided for in the Constitution, the government intended to

"integrate the central issue of the emancipation of women in their programmes and daily activities...the RDP's activities will not have been realised unless we see in visible and practical terms that the condition of women has radically changed for the better and that they have been empowered to intervene in all aspects of life as equals with any other member of society"

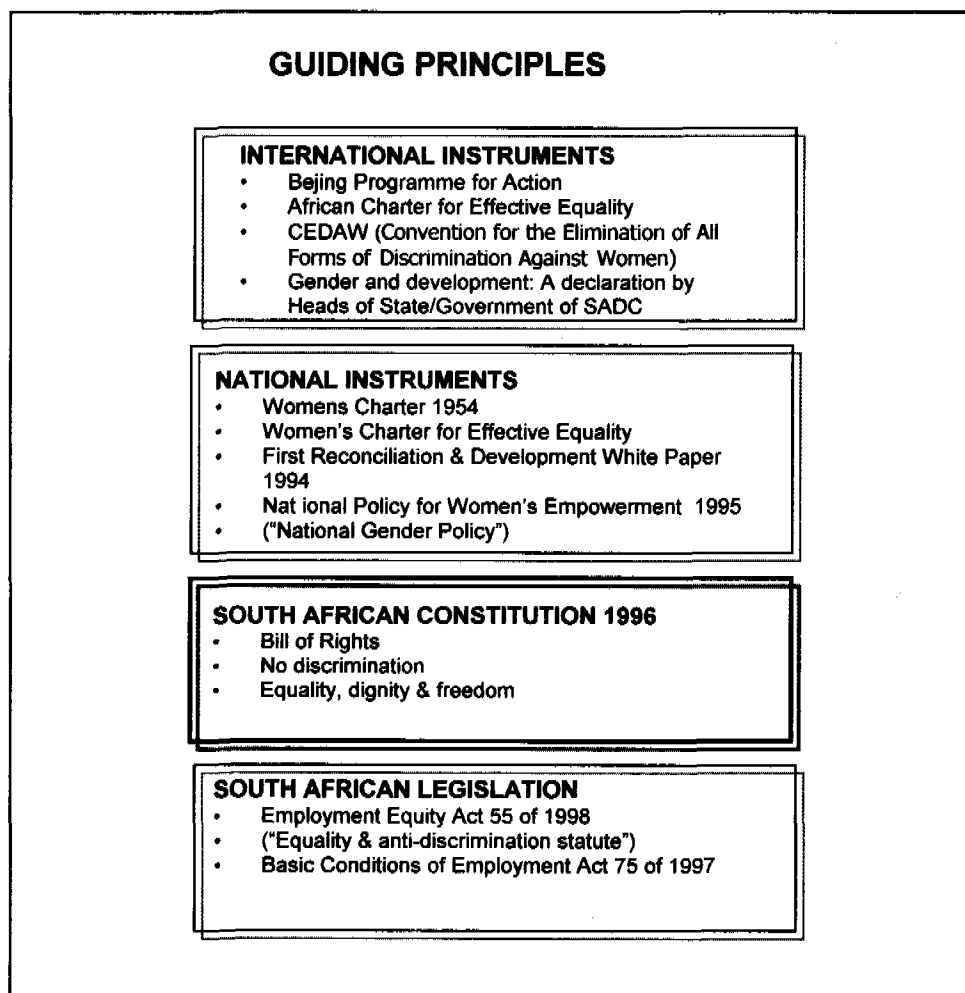
The SDI programmes were identified by the South African National Government as interventions which could *'unlock economic potential and facilitate new investment and job creation in a localised area or region'* (Jourdan, 1998:718). They seem, then, to be logical places to find broad gender equality opportunities, as many of the areas targeted for such interventions have large communities of women and, since heavy retrenchments in the mining

and industrial sectors, now also have men who have returned home hoping to obtain work. (It is estimated that approximately 500 000 jobs have been lost during the period 1994-99).

4.3 Guiding Principles

Any gender-related study should be guided by certain international, regional and national instruments and machinery. It is not the purpose of this study to provide a full overview of all these elements, but it is necessary to at least illustrate the context within which the present study was undertaken. **Figure 1** below illustrates some of the guiding principles, which are of relevance to, and provide the context within which the Maputo Development Corridor Projects should be functioning. The Commission on Gender Equality has comprehensive material available on request.

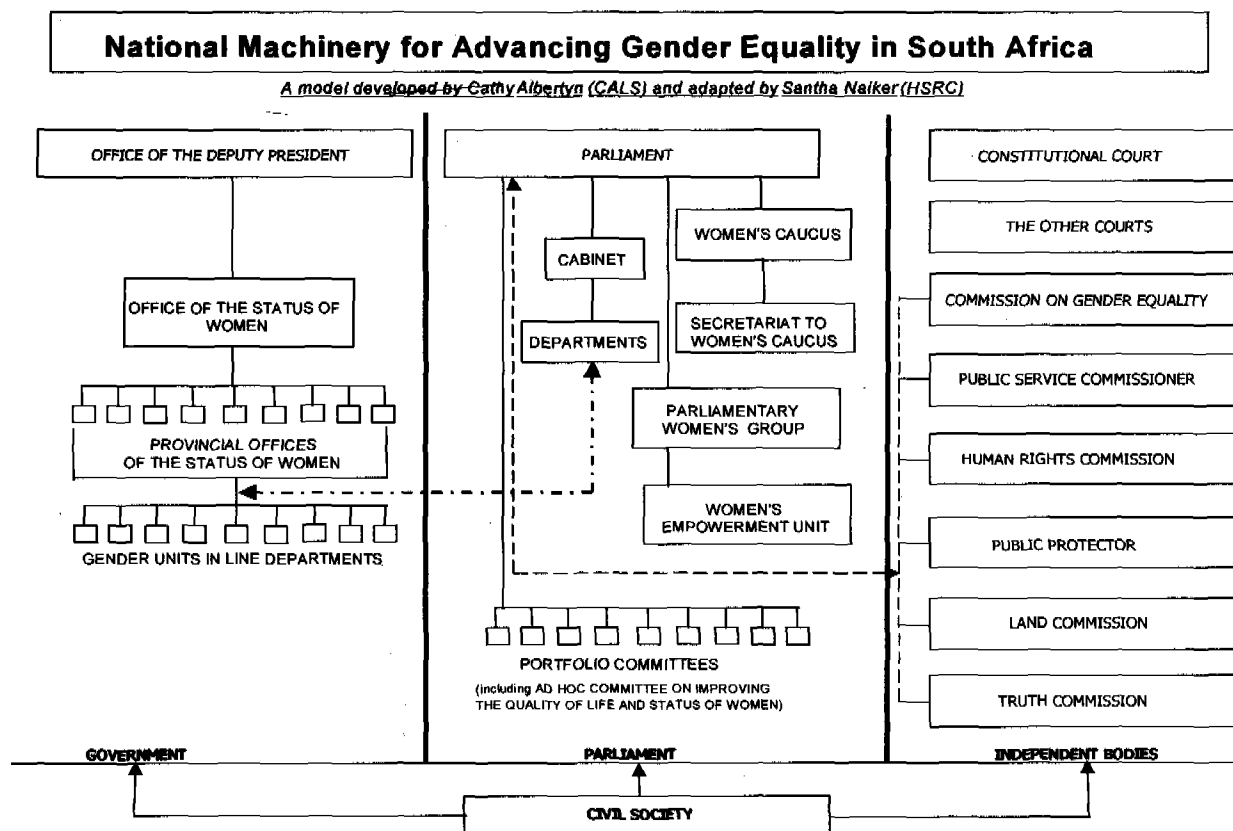
The WomensNet Website was used (<http://womensnet.org.za/links/genderpr.htm>) as a point of reference information contained in this section.



4.4 The National Machinery for Gender Equality

Post-apartheid South Africa has a number of bodies which address gender issues. These are often called the "national machinery" for gender equality. **Figure 2** shows how the different parts of the national machinery for gender equality fit together (Country Gender Profile: South Africa, SIDA – WomensNet Website)

Figure 2. South African National Machinery to support gender activities



4.4.1 The Commission on Gender Equality

The Commission on Gender Equality (CGE) is provided for in the Constitution of South Africa. It was established in April 1997 and is made up of eleven Commissioners, of whom half are part-time. The Commissioners are appointed by the President. However, the Commission is independent of government and commissioners are not civil servants.

The tasks of the Commission include:

- monitoring and evaluating government and the private sector;
- public education and information;
- making recommendations about laws, policies and programmes to government;
- resolving disputes through mediation and conciliation; and
- investigating inequality and commissioning research.

4.4.2 Government

The Office on the Status of Women (OSW) was established in early 1997, and resides in the President's Office. Its functions include:

- developing a national gender policy;
- promoting affirmative action in government;
- supporting government bodies to integrate a gender perspective in all policies and programmes;
- organising gender training for government departments; and
- assisting different government departments to work together on issues.

South Africa does not have a separate ministry for "women's affairs" as in many other countries. Instead, South Africa hopes that by having gender units in all government departments, it will ensure that each department takes responsibility for addressing gender issues in their policies and programmes. By May 1997, eleven of the 28 national government departments had gender units.

There is a gap in the national machinery at local government level. This is problematic since it is local government, which delivers many of the services for lessening the burden of women's household responsibilities. The South African Local Government Association (SALGA) brings together representatives of local councils from around the country. SALGA has established a Gender Working Group, which is at present concentrating on supporting women councilors in local government to perform their duties effectively.

4.5 The development of a South African gender policy

There is yet no South African Gender Policy in place, although policy development is underway and should be completed during 1999. Generally, a gender policy seeks to address the systemic inequalities between men and women in society. It also prioritises the specific empowerment of women as a way of achieving gender equality. It is premised on the fact that gender inequality is all about power relations, and that any policy, plan or practice that seeks to achieve gender equality must transform those relations. The purpose of a gender policy is to bring a gender perspective into all aspects of planning, policy, implementation, and transformation. This means looking not only at women alone, but rather at the relationship between women and men and how societies are structured along gender lines.

A gender policy should assist in eradicating sexist or gender discriminatory policies in the workplace. It will also provide a framework for the implementation of positive measures to advance women in order to achieve fair play between men and women. It attempts to address issues such as sexual harassment and affirmative action, among others.

4.6 Challenges for the national machinery addressing gender

South Africa's national machinery is very new and faces many challenges. Firstly, the OSW and the Commission on Gender Equality were only established three years after the 1994 elections. Some departments established gender units before this, but these units did not have the backup of the central bodies. Many departments only look at gender equality issues in terms of their personnel and internal workings. Many do not think about how their policies affect ordinary women and men.

While the OSW is tasked with supporting government bodies to intergrate a gender perspective in policies and programmes it is not automatically involved in the drafting of national policy. This is a limitation.

The national machinery has limited funds. Some provinces have not allocated any budget for their OSWs. Many departments rely on donor funds for gender-related activities, rather than allocating money from their main budget. The CGE received only R2 million in its first year of operation, while the South African Human Rights Commission (SAHRC) received R6 million. After protests and lobbying, the 1998/9 CGE budget was increased to R10,2 million.

Some of the people holding positions in the gender machinery do not understand gender issues well, although they know a lot about politics and sectoral issues. A number of women's and gender studies courses have begun to offer training for women and men in these positions. The South African Management and Development Institute is the official training institution for public servants, but it does not deal with gender in its courses.

Interventions can take place via both the formal legislated or government structures as well through broad or crosscutting initiatives being undertaken in the country. For instance, although the Poverty Alleviation Programme is managed by the Department of Welfare it operates on a collaborative basis.

This gives further impetus to the need for an integrated planning mechanism for all gender-related activities. There is a glaring case for gender mainstreaming. Redressing the existing gender imbalances is a development issue, and should be included in all development-related programmes from both a strategic and practical perspective.

5. THE MPUMALANGA PROVINCE

5.1 Background

In order to understand the significance of the Maputo Development Corridor in South Africa, it is necessary to provide a brief overview of the Mpumalanga province in terms of pertinent demographic and economic data. The Corridor, with its sub-Corridors, covers about two-thirds of the area of Mpumalanga and forms a crucial part of the Province's economic development.

The statistics quoted in this Section are derived largely from Statistics South Africa data on the province (<http://www.statssa.gov.za>, and available hardcopy on the State of the Province, 1995).

Population size:	2,6 million (7% of population of South Africa)
Total labour force:	Approx. 1 million
Growth rate of labour force:	About 3% per year.
Unemployment:	33% (expanded definition) total 24% males in Mpumalanga 48% females in Mpumalanga
Average income per capital:	R6 432 per year [1995 household survey]
SA Average Income	R8 056 per year [1995 household survey 1]

Source: Statistics South Africa: Mpumalanga Province

Several reasons have been quoted for the high unemployment in Mpumalanga. A large proportion of the population has limited access to the economy. This is due to a combination of technological and institutional factors, such as high capital intensity and historical restrictions on farming and other entrepreneurial activities. Structural changes in the Mpumalanga economy have led to major job losses in the agricultural sector, particularly in the forestry sector. This is particularly relevant when considering secondary developments on the Maputo Development Corridor.

A composite figure of employment and unemployment obscures the racial and gender differences that exist with regard to these two variables, as discussed below.

5.2 Employment and unemployment in Mpumalanga

To interpret the available statistics on Mpumalanga, the definitions in use by Statistics South Africa should be understood:

"At least two definitions of unemployment are used in South Africa, the strict and the expanded one. Both definitions include people who are aged 15 years or older, and who are not employed, but who are available for work. However, they differ from each other in the following way. A requirement of the first or strict definition is that a given individual has taken specific steps to seek

employment in the four weeks prior to a given point in time. The second or expanded definition focuses on the desire and availability for work, irrespective of whether or not the person has taken active steps to find work" (Hirschowitz and Orkin, 1996:15; from Statistics SA Website <http://www.statssa.gov.za>).

Figure 3 below compares the unemployment rates of males and females among African and white population groups in Mpumalanga, using both the strict and the expanded definitions of unemployment. The figure indicates that, among African women, 52% could be counted as being unemployed when using the expanded definition, compared with 27% when using the strict definition. Similarly, 15% of white women could be counted as being unemployed when using the expanded definition compared with 11% when using the strict definition.

Figure 3 also indicates that 27% of African males are unemployed, using the expanded definition, while 12% are unemployed using the strict one. Among white males, however, 4% of people could be classified as unemployed when either the expanded or the strict definition is used. White males are more likely to be able to seek work when unemployed.

Figure 3. Unemployment rates in Mpumalanga by race and gender. (Statistics SA Website)

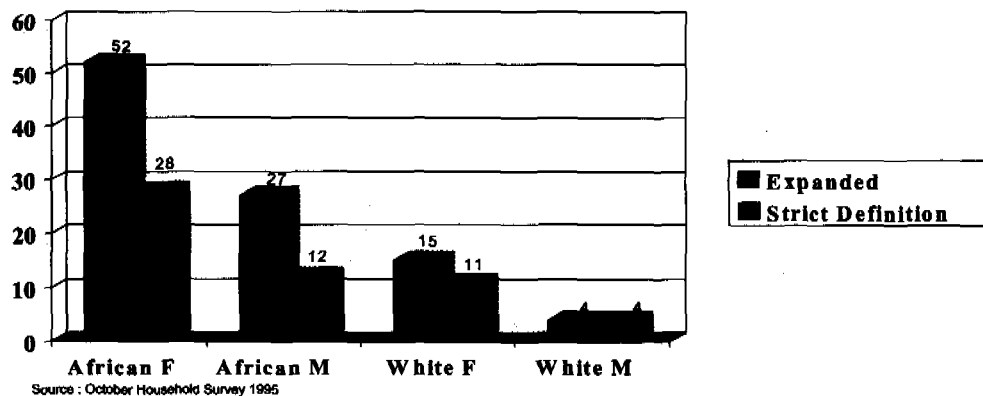
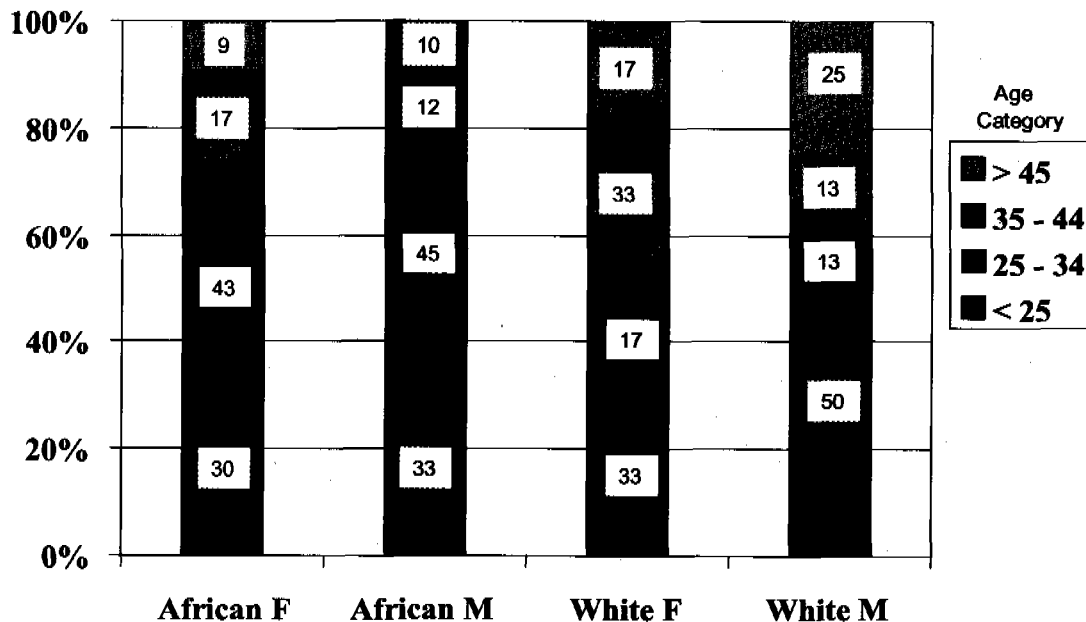


Figure 4 examines the distribution of unemployment in Mpumalanga by race, gender and age group. The results show that the highest proportion of the unemployed among the African population is found in the age category of 25-34 years (45% of males and 43% of females).

Figure 4. Distribution of the unemployed in Mpumalanga by age and gender among Africans and whites (Statistics SA Website)



The most significant result shows that, in Mpumalanga, the majority of the unemployed (77%) had no previous occupation, indicating that it may be extremely difficult for people to enter the labour market. Once entry has occurred, however, the chances of becoming unemployed are decreased.

The type of work done by employed people in Mpumalanga varies by race and gender. The type of occupation, by race, is very similar to the country as a whole, for both Africans and whites. Mpumalanga is therefore a microcosm for the whole of South Africa.

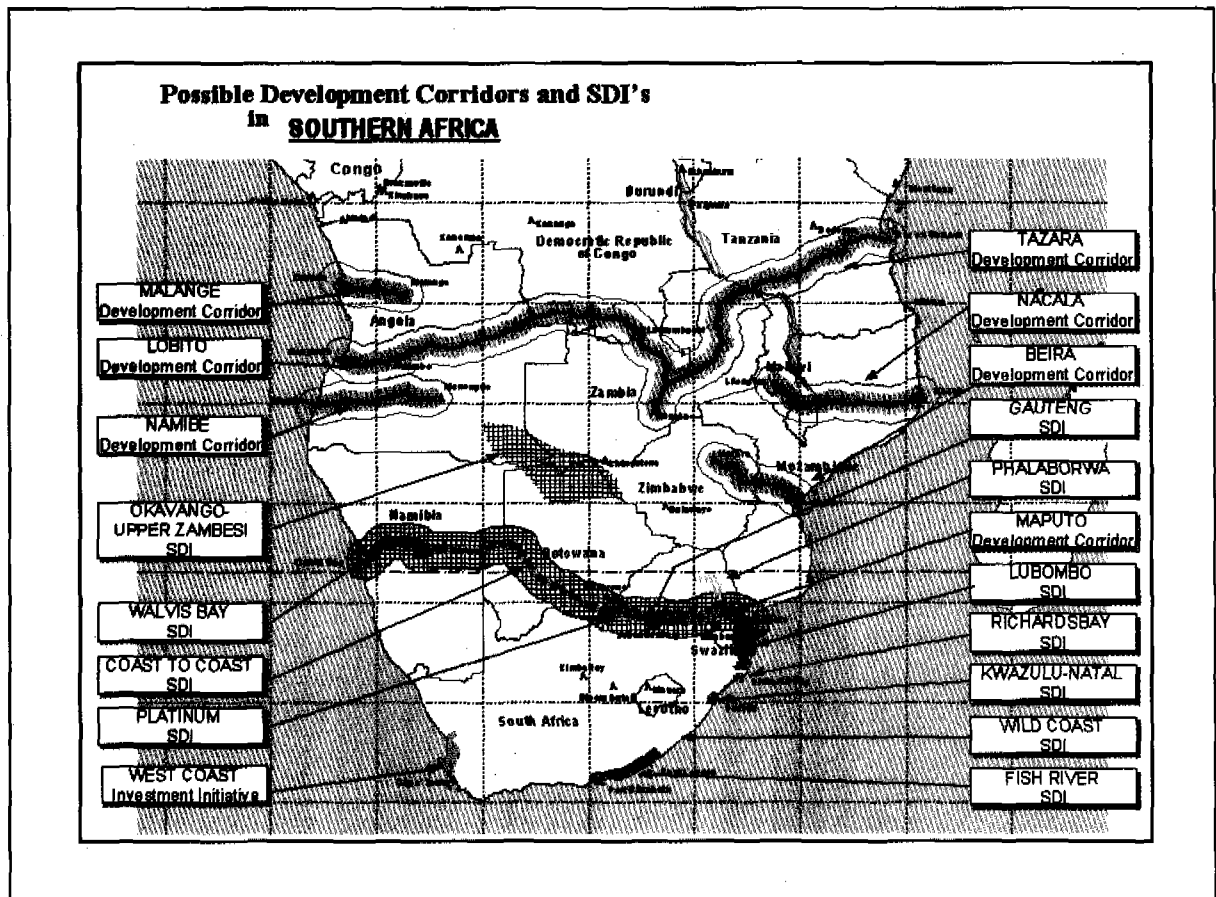
Amongst employed Africans, 35% of males and 68% of females are working in elementary occupations such as cleaning, agricultural labour and garbage collecting. Just over 30% of African males and 4% of African females are in operator, assembler and related occupations. Only 1% of males and 2% of females are in senior official or managerial posts. In addition, only 1% of Africans are professionals, and just over 5% are associate professionals or technicians.

6. SPATIAL DEVELOPMENT INITIATIVES

The Spatial Development Initiatives (SDIs) were initiated in Cabinet in 1995 and can be described as "targeted interventions by central government for helping unlock economic potential and facilitate new investment and job creation in a localised area or region" (Jourdan, 1998:718). After studies of similar initiatives in other countries, the development of SDIs was seen as the best mechanism to stimulate economic growth in South Africa. The SDIs are thus key developments in the South African Economy, with accountability being assumed by the Department of Trade and Industry. SDIs are also seen as critical in the changed policy direction from import substitution to export orientation.

Currently, 11 SDIs are under development in South Africa: Maputo Development Corridor, Phalaborwa, Platinum, West Coast Investment Initiative, Fish River, Wild Coast, Richards Bay, Lubombo, Durban and Pietermaritzburg nodes, and the Gauteng Special Economic zone.

**Figure 5. Development Corridors and SDIs in Southern Africa
(produced by the CSIR, South Africa)**



The SDI programme is approached through two mechanisms, the first being 'debottlenecking', also referred to as 'debots', in which constraints to investment are removed. These could be in the policy or infrastructure area. For example, when the N4 tollroad was in the planning stage, it was found that Mozambican legislation did not make provision for tolls. As part of the SDI programme, the legislation was amended (Van Wyk; Mmatli; *pers comm*).

The second mechanism identifies strategic investment opportunities in an identified SDI. These are identified through conceptual workshops, pre-feasibility studies and an appraisal of various opportunities. Three to four clusters are identified and packaged in such a way that they can be marketed to local and international investors (Martins, *pers comm*). All the SDIs operate on the BOT principle – Build, Operate and Transfer. SDIs also need to differentiate between labour-intensive and capital-intensive projects and the different character that this is likely to give to each of the SDIs in terms of participation of communities, SMMEs and empowerment groups.

Once SDIs have been identified, the appointed project manager (usually on a one-year term) assumes responsibility for developing the anchor projects within the SDI and ensuring that the appropriate debottlenecking processes are put in place. Projects are also packaged to attract investment. This is done with the assistance of a Technical Committee whose members are selected to bring in the required levels of expertise. The Committee is likely to consist of a mix of public and private sector members. The project manager also assumes responsibility for 'organising the required investors' conference/s to encourage investment into the key projects. The project managers are thus the prime entry points into any of the SDIs – this was confirmed in interviews with several SDI-appointed managers. This phase typically takes 12–18 months. ***The Maputo Technical Committee has 41 members (2 from Mozambique, 39 from South Africa). Six of these members are women.***

Once projects have been identified and investors are on board, the anchor projects are 'unbundled'. At this point, local and provincial institutions become critical players to drive the SDI programme forward. This can take, for example, the form of the instigation of tender processes such as the bid for the N4 tollroad, for which the thirty-year concession was awarded to Trans African Concessions (TRAC). Clustering of supply chains is also undertaken. More detail is provided in Section 6 on the Maputo Development Corridor.

Some problems are being experienced in the downstream activities, particularly those relating to SMMEs. A general complaint from many of those interviewed (communities, TRAC, SDI managers, SMMEs) has been the lack of appropriate support mechanisms to this group. This is particularly needed for scoping: Insufficient or inadequate training is provided, and SMME structures such as the Provincial SMME desks, Ntsika and Khula are not very successful in promoting SMME involvement in SDIs. Access to finance was also quoted as a major constraint in encouraging SMME participation in SDIs.

There is a fragmented approach to funding in government, which is perceived as a lack of funding for SMME support. Mention was also made of some institutional problems within the SDI structure. The use of consultants on annual contracts, but without a mechanism to ensure 'institutional memory', could impact on the rollout of more recently established SDIs (Mmatli, *pers comm*; Mitchell, 1998:760). This will be partially addressed through a newly introduced system to appoint understudies for all SDI managers. ***This may also present an opportunity to develop black managers and women (currently 5 of the 18 SDI managers are women).***

During the interviews, SDI coordinators and project managers emphasised that the SDIs should not be seen primarily as development projects, but as attempts to attract local and international private sector investment into key projects with high growth potential. As such, there are affirmative procurement policies in place, which are determined by government policy at national and provincial level.

There is, however, no specific reference to gender equality issues. There is a section in the business plan requirements to address community aspects but, once again, there is no particular emphasis on gender issues.

The SDI programme is largely dependent on existing government policy. If this is poorly defined, it is unlikely that SDIs will consider gender in their investment projects. In broad terms, the interviews indicated that it is unlikely that the SDI programme would be the appropriate place to create an intervention on gender policy, and that this would be more effectively addressed at government level. If however, lack of involvement of women should create a bottleneck for project implementation then it would be addressed during the programming phase of the SDIs.

The SDI programme does, however, support black empowerment initiatives, and SMMEs are encouraged to liaise with potential local and international investors. Jourdan (1998:719) states that,

"In addition, any infrastructure concessions made by government have black economic empowerment clauses built into contracts to ensure that local and small businesses derive substantial benefit from the project."

This statement was confirmed in interviews with TRAC and community representatives and there is a general awareness of the government point-allocation system for tenders. It was conceded though that encouragement of women SMMEs was minimal, and there is a perception among some local people that those that did participate tended to be Gauteng-based

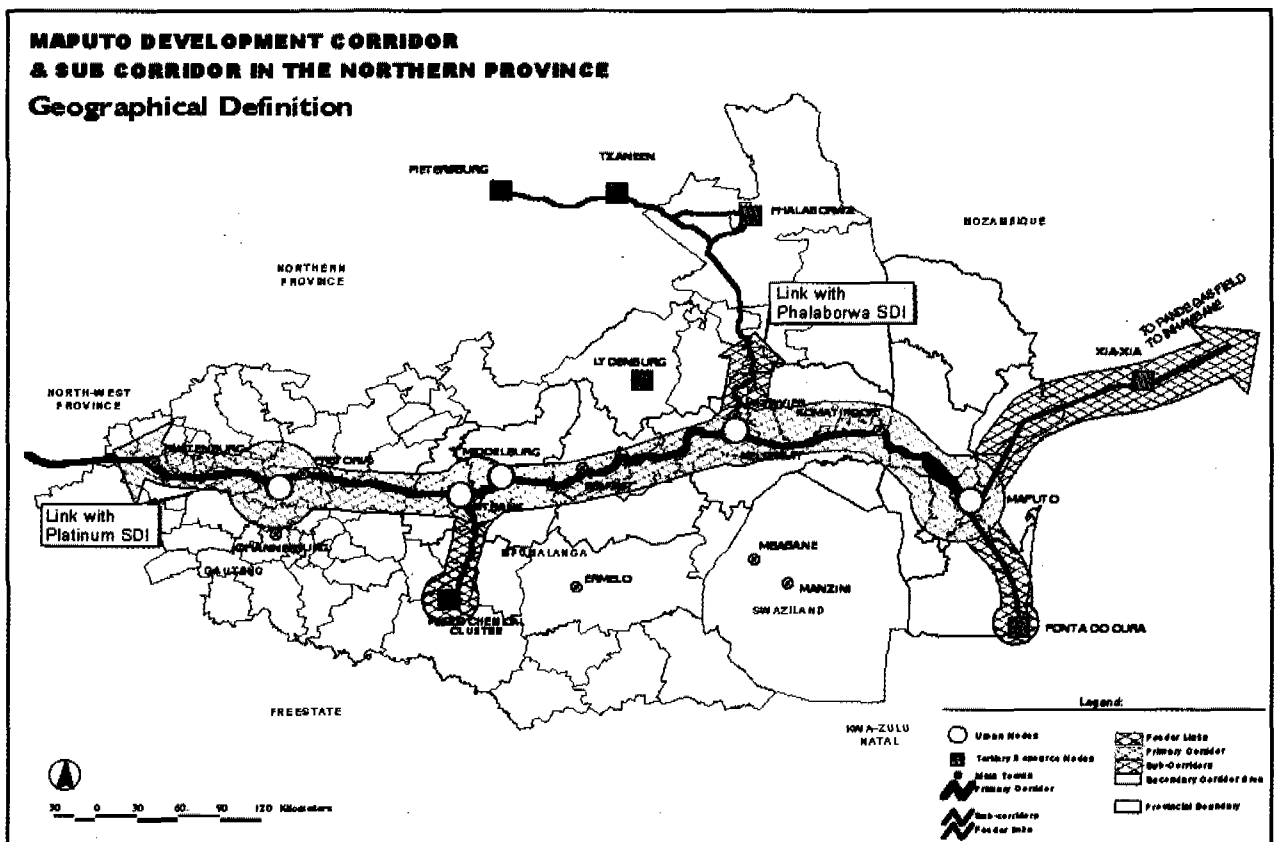
Since one of the major objectives of the SDIs is to stimulate economic growth and job creation, it is pertinent to look at the statistics currently generated. These are available on the SDI Website (<http://www.sdi.org.za>).

7. THE MAPUTO DEVELOPMENT CORRIDOR

7.1 Background

The Maputo Development Corridor was the first of the Corridors to be developed and is the most advanced of the SDIs in Southern Africa. It was initiated in August 1995 by the Ministers of Transport of Mozambique and South Africa. The investors conference took place in May 1996, at which key projects were identified. The Maputo Development Corridor Company, based in Nelspruit (Mpumalanga), was proposed as the implementing body but has subsequently been scrapped. Dave Arkwright has been managing the MDC programme since inception.

Figure 6: The Maputo Development Corridor and its sub-corridors (produced by the CSIR, South Africa)



The Maputo Development Corridor extends from Balmoral (20 km west of Witbank) to Maputo, includes a strip of 50 km on either side of the N4 highway, and covers about two-thirds of the Mpumalanga Province (Mitchell, 1998:757).

Four key objectives for the Maputo Development Corridor

Objective 1: *To rehabilitate the core infrastructure along the Corridor with minimum impact to the fiscus (road, rail port, dredging of port and the border post) and with participation of the private sector.*

Objective 2: *To maximise investment in both the inherent potentials of the Corridor and in the added opportunities, which the infrastructure rehabilitation will create.*

Objective 3: *To maximise the social development impact, particularly to disadvantaged communities. Changing the ownership base.*

Objective 4: *To ensure environmental sustainability by developing policy, strategies and frameworks that encompass a holistic, participatory and integrated approach.*

(MDC Summary Report, November 1998; Mpumalanga Technical Committee Report, 10 February 1999)

Extensive information on the Maputo Development Corridor can be found on the Websites of the Department of Trade and Industry (<http://www.wdti.pwv.gov.za>), and the Development Bank of Southern Africa (<http://www.sdi.org.za>). The Corridor projects database has not been updated since April 1998 and there is no accurate indication of project status, a cause for concern within the SDI project team. This has however been raised and is receiving attention (Arkwright, Mitchell, Martins, and Mmatli, *pers comm*). Quarterly updates on the Maputo Development Corridor can be found in the Mpumalanga Report (See *Appendix A: References*).

The conceptualisation of the first 180 Maputo Development Corridor projects was completed in six weeks. The Industrial Development Corporation (IDC) has commissioned consultants to review all of these concept proposals – this is being undertaken at present. ***To date, an amount of R25 billion has been committed to 15 projects and about 3 000 jobs have been created. A further 26 projects are in the final feasibility stage. No further information is available on the involvement of women.***

This is a positive aspect in terms of this project since gender guidelines and action plans can still be incorporated into implementation projects, particularly those relating to Objectives 3 and 4.

The Maputo Development Corridor has been criticised for being defined too narrowly in terms of its geography. This is felt to restrict the general potential economic impact outside the area. However, with the inclusion of the two sub-corridors, it covers about two-thirds of the Mpumalanga province.

In order to overcome the slow changing of the colour of ownership, the Maputo Development Corridor is now seriously investigating the restructuring of State assets.

In all of the Maputo Development Corridor initiatives, gender issues are not included or addressed. This was raised during interviews with the MDC, and there was willingness to pursue this further with the Commission on Gender Equality.

7.2 Current major projects on the Maputo Development Corridor

This study is focussed on the South African Corridor developments, but a brief overview of developments in Mozambique is included. These large projects tend to obscure the development of smaller projects such as the cultural centres at Matsulu and Machadodorp.

Infrastructure (Objective 1)

The focus in South Africa has been on the construction of the N4 toll-road linking Gauteng and Mpumalanga with Maputo in Mozambique. This is a US\$400 million project undertaken by Trans African Concessions (TRAC) on a 30-year concession (see Section 8.1 for more details). It is estimated that about half will be spent in Mpumalanga (Mitchell, *per comm*). To date, about R500 million has been spent within 12 months of inception. The project is scheduled for completion in about two years' time. In addition,

Additional projects on the Mozambican side are:

- Upgrading of the railway network of Maputo (US\$70 million)
- Rehabilitation of the Maputo Port Harbour (US\$85 million)
- Creation of a one-stop border post at Ressano Garcia / Komatipoort (US\$33 million)
- Establishment of a cellular phone network between Maputo and southern Mozambique, which is now complete (US\$10 million).
- Development of the Mepanda-Uncua hydroelectric scheme on the Zambesi River to supply major cities in Mozambique (US\$200 million).

Most of the implementation of primary infrastructure projects is underway such as the N4 toll-road, and attention is now starting to focus on the secondary developments such as tourism development.

In maintaining perspective on the Maputo Development Corridor, it must be remembered that most of the visible activities in Mpumalanga are focused on the N4 tollroad – this may explain to a large extent some of the problems being experienced by communities and SMMEs in terms of non-delivery and false expectations. A quote by Mitchell (1998:760) is significant here:

"In Mpumalanga there has been limited communication about the MDC between the provincial government and local government, communities, the private sector and organised labour. It is a paradox that, although the corridor is well known nationally and internationally, many local communities, which will be directly affected by the development, have very little information on the project. This is now recognised as a serious deficiency and a comprehensive communication strategy, together with an innovative community tracking system, is being developed."

Key investment projects (Objective 2)

The major focus areas include:

- Development of the Mozal aluminium smelter near Maputo (US\$1,3 billion) which is now under construction

- Various petrochemical projects in the Highveld ridge (South Africa), which have either been commissioned or are under construction, in design, in planning or in pre-feasibility stages (US\$800 million)
- Four irrigation schemes to support agricultural development (particularly sugar cane) and rural water supply have been completed in the Nkomati area. Nearly 300 small farmers have been established in new sugar cane development.
- Various tourism initiatives are underway:
 - three casinos (US\$170 million)
 - six tourism projects have been packaged (> US\$12 million)
 - development of Transfrontier parks.

From November 1998 Summary Report from the Maputo Development Corridor Company: Objective 3 (social development impacts):

- *Firstly, in all concessions involving state assets or in which the state has a role, contracts contain a defined minimum proportion (value) of contract to be given to emerging contractors / emerging business.*
- *Secondly, cluster processes have been initiated in the key clusters in the corridor (Sugar, Petro-chemical, Tourism, Steel, Agro-processing) in which core firms network into wider suppliers, contractors, communities etc.....*
- *Thirdly, there are targeted interventions to support Small, Medium and Micro-enterprises (SMMEs). Examples include proposals to establish a regional (corridor) equity fund to assist emerging small business.*

Development Projects (Objective 3)

- Cluster processes have been initiated in key sectors, within which economic development will be focused through the establishment of a wide network of suppliers, contractors and communities. These are the sugar, petrochemical, steel, agro-processing, and the tourism industries.
- Targeted interventions will support SMMEs, including the establishment of a Corridor Equity Fund.
- A Policy Research programme has been initiated (see also De Beer et al., 1998).

Sustainability (Objective 4)

- A local economic development (LED) programme has been established which supports local government in maximising Corridor opportunities. Other initiatives include
- The development of a Strategic Environmental Management Plan (SEMP) for the Maputo Development Corridor
- A programme to support SMME activities
- A Tourism study to develop strategic direction and identify projects
- An Agricultural study to develop strategic direction and identify projects
- An operations room to coordinate information and to facilitate strategic and spatial development frameworks

- A communications strategy including media, radio, community theatre and a photographic exhibition
- A community-based interactive tracking system producing quantitative and qualitative information flows from communities.
- A three-year management-training programme across sectors and projects has also been put into operation. The University of the Witwatersrand's School for Public and Development Management (P&DM) is running this as well as a project management course, training on business planning, and assessment of training needs. A gender training course has also been offered and gender is a priority research area (Christo de Coning, *pers comm*). See Section 8.3.2 for more details.

7.3 Research contracts

The involvement of women in many of the research contracts awarded by the Maputo Development Corridor is encouraging (See insert below). This may be due to the affirmative weighting which was given to historically disadvantaged consultants (anyone of colour, and white women) and which was emphasised when the request for proposals was advertised. It is significant that there was an almost total absence of black males in the bidding as well as the consulting stages. Black women in both the Strategic Environmental Management Plan (SEMP) and the local government study were responsible for the social survey, but it is significant that four of the five studies were projects managed by women. Mitchell (*pers comm*) indicated that the inclusion of affirmative action criteria was effective in the awarding of these studies, and that white women generally benefited more. Black women were still included mainly in the social science aspects of the studies.

It is relevant to include a comment from Jonathan Mitchell's written response to the project team's request for further information:

I see no valid reason why women should not participate fully in all MDC projects, whether the work under question is consultancy studies or physical works contracts.....

I do believe that the MDC has the potential to create development opportunities for very large numbers of people in the Corridor area. I accept the findings of the SMME study that most of these opportunities will be beyond simply working on the N4 roadworks.

I think it is valid to say that, for many corridor projects underway, insufficient attention has been placed on empowerment beyond a rhetorical commitment. This chasm between policy and practice is very marked in many areas in South Africa.....

The state sometimes appears to be reluctant to monitor the implementation of contracts to enforce compliance with empowerment commitments – however weak or imperfect they are. Examples of this could include the casinos and the N4 tollroad where, in both cases, government was in a potentially very strong position to enforce empowerment.

RESEARCH CONTRACTS AWARDED ON THE MAPUTO DEVELOPMENT CORRIDOR

Strategic Environmental Management Plan (SEMP) – R 1,2 million

Consultant: Loxton Venn, CapeTown

Project manager was, for most of the study, a woman. 65 – 70 % of consultancy undertaken by women.

SMME Involvement of women in awarded / contracted projects study – (R350 000)

Consultant: Simeka Consultants

Project manager was a woman. Other consortia were members also women. At least 50% of consultancy undertaken by women.

Tourism Study (R800 000)

Consultant: Kessel Feinstein

Project manager was a woman. Kessel Feinstein team is 100% women, the consortium partners 100% men. At least 50% of the work was carried out by women.

Agricultural study (R500 000)

Consultant: Agricultural Research Council

Project manager was a man. It is estimated that at most 20% of the study was carried out by women, this being the social survey in the study.

Local Government Study (R1 million)

Consultant: National Business Initiative

Project manager is a woman. The economic planning component was predominantly dealt with by women, the packaging of the anchor project in the Trout triangle was undertaken by predominantly male consultants.

7.4 The Borderlands Commission

The planned Maputo Development Corridor Company will not happen in the short to medium term, if ever. The reasons for this are not of real consequence for this study. However, there has been a concerted effort to investigate other types of structures through which the countries surrounding the Maputo Development Corridor can cooperate and establish joint projects.

After visiting "Borderlands" in other countries, the concept is now being tested along South African borders with Mozambique and Swaziland. It is probably more of an attempt at provincial cooperation than national in that the Mpumalanga and Maputo (Mozambique) provinces are driving this initiative.

A number of meetings have been convened and during April, the first project was put on the table; a tourism corridor which includes all of the three participating countries. Approximately 10 working groups have been formed, representing various sectors such as tourism, agriculture, infrastructure and SMMEs. The question of gender has been raised but has tended to be embedded in general community issues.

8. MAJOR PLAYERS IN THE MAPUTO DEVELOPMENT CORRIDOR

It is necessary to include a brief overview of the major players who have been involved in contracting and subcontracting relationships in the Maputo Development Corridor, and those who have been involved in providing support to women and SMMEs. These players could be critical in the formulation of an action plan to ensure that gender is addressed in the Maputo Development Corridor.

8.1 Trans African Concessions (TRAC)

TRAC was granted a thirty-year concession to build, operate and transfer (BOT) the 400-kilometre N4 tollroad between Witbank and Maputo. The project is estimated ultimately to be worth US\$600 million (Statement by Minister of Transport, Mac Maharaj, The Lowvelder, Aug. 28, 1998). TRAC was required to raise the capital needed without the government providing any guarantees. At the time, the Rand value of the project was R1, 5 billion, of which R1,17 billion was borrowed from local commercial banks and R330 million in equity. Equity is shared between the three sponsors (40%), an empowerment group, Vulakabusha Joint Venture (10%), a Mozambique consortium (10%) and other institutions (50%). Dividends only expected in Year 6 or 7.

TRAC estimated in August 1998 that about 1 000 jobs would be created by the N4 tollroad (out of an estimated possible 40 000 on the Maputo Development Corridor's secondary projects). The construction of the N4 tollroad is the responsibility of SBB (see Section 8.2 below for details), which will dissolve after three years.

TRAC has established a system of community forums in eight centres in South Africa and four in Mozambique. In South Africa they are located in:

- | | | |
|------------------|------------------|---------------|
| - Witbank | - Middelburg | - Nelspruit |
| - Malelane | - Belfast | - Machadodorp |
| - Waterval Boven | - Schoemanskloof | |

The Working Groups are all run on a volunteer basis, with only travel compensation.

The purpose of the community forums is to give the community a voice on the N4 tollroad Project, and to act as a watchdog in terms of social development issues such as local labour practices, involvement of SMMEs, training and development initiatives, and the awarding of tenders. One representative from each working group is elected, by the working group, to the adjudication committee for tenders. None of these representatives is a woman.

The percentage of women represented on each of the Working Groups varies. Some numbers quoted during interviews with the TRAC Community Forums were:

- | | |
|----------|--|
| Witbank: | More than half are women (12/20) but no women leaders; |
| Nkomazi: | Composed of 25% (10 / 40) women but no women leaders. |

Through the Working Groups, tender advice mechanisms have been set up:

- Witbank set up a train-the-trainer course for tender assistance. To date, one contract has been awarded, and this was to a woman. Success was attributed to this training;

- Belfast has set up a local SMME desk. Tenders have been entered from Belfast but lost on price in most cases. Some tenders would have lost money and allowed no profit margin. The appointment of a full-time consultant to assist in tender preparation has been most successful, and resulted in 20 contracts, whereas none had been awarded before that date. *Three out of twenty women **were awarded contracts;***
- Middelburg also implemented training, but this caused problems in terms of raised expectations and non-delivery;
- Nkomazi contractors have undertaken their own initiatives and are not using the Working Group. Meetings with the Nkomazi Women's Groups raised a different and opposing perspective. Most had heard of the Maputo Development Corridor, and of the availability of tenders, but had no knowledge of how to access this information;
- Nomi Muthialu and Associates, of whom the director is a woman, was appointed on a three-year basis by TRAC to undertake the communications programme for the N4 tollroad Project.

Table 1. TRAC Employment Statistics – South Africa (March 1999).

	MALE	FEMALE
Senior management (seconded)		
White	5	0
Black, Asian, Coloured	0	0
Total per gender	5 (100%)	0 (0%)
Middle management and Supervisory		
White	9	4
Black, Asian, Coloured	6	14
Total per gender	15 (45%)	18 (55%)
Skilled / Semi-skilled and Administrative		
White	0	0
Black, Asian, Coloured	4	29
Total per gender	4 (12%)	29 (88%)
Unskilled		
White	0	0
Black, Asian, Coloured	0	1
Total per gender	0 (0%)	1 (100%)
TOTAL per GENDER	24 (33%)	48 (67%)

Source: Hannes van Wyk, TRAC

**TRAC : Sex disaggregated statistics
March 1999**

158 community meetings

R2 285 000 spent on community participation, training and development in 1998.

Jobs created

49 / 72 (68%) female permanent (excluding subcontractors)

55 (76%) from local communities

54 are PDIs (75%)

SMMEs

11 packages awarded to SMMEs for road cleaning

(3/11 to women-owned businesses; 1 in joint partnership)

Acona Cleaners – Witbank R132 000

Matsulu Top Centre General - Matsulu R132 000

Kenneth Cleaning Services – Matsulu R132 000

Mita Mariri Construction – Nelspruit R132 000

1 package for patrolling, accident response and maintenance

67% of operations and maintenance done by SMMEs

Sources: Ingrid Verwey, Women in Construction Project; Hannes van Wyk, TRAC

8.2 SBB

SBB is the major road construction contractor for the Maputo Development Corridor and is the result of a joint venture formed by Stocks & Stocks, Basil Read and Bouygues. The company will cease to exist after a three-year period. SBB is responsible for all the road construction on the N4 tollroad and is a major source for SMME contracting opportunities.

Some statistics on SBB (March 1999)

Jobs created

10 / 240 (4%) contracts awarded to, and all managed by, women:
Total value of 240 contracts = R 45 million

Soshanguve Bakgoni (4 contracts for road studs, kerbs, prime coats)	R400 000
Phambili Women in Construction (clothing)	R 33 310
Vula Masango (kerbs, fencing)	R149 117
Zimele Clothing (overalls)	R 36 000
Gugulethu (kerbs)	R 45 000
Ymaka (blockpaving)	R 24 000
Le Nash Road Signs (male/female partnership)	R 2 million

60 / 993 (6%) permanent and temporary jobs awarded to women (excluding subcontractors)

529 (33%) from local communities:

873 (88%) from previously disadvantaged communities

508 packages identified in SA:

181 (36%) awarded in South Africa (no sex disaggregated data available)
(researchers informed verbally that 11 awarded to women)

Training

2 Development Centres managed by SBB (Machadodorp / Matsulu)

Sources: Ingrid Verwey, Women in Construction Project; Hannes van Wyk, TRAC; Chris Kwazi, SBB

Communities and the SMME desk participate in the tendering process. This was corroborated by members of the TRAC Community Forum leadership.

No child-care facilities are provided at either of the training centres.

8.3 Training institutions

8.3.1 TRAC / SBB

Two training centres, at Matsulu and Machadodorp, were established by TRAC and are managed by SBB. Training at both centres is offered in construction skills such as shuttering, roadworks, water reticulation, drainage and services, and entrepreneurial development. In addition, community courses are also offered in ABET, basic health care, life skills, business skills, etc.

Tables 2, 3 and 4 present a gender analysis of the courses offered at both training centres. It is significant that most of the job-related training is predominantly offered to men whereas the life skills courses show a predominance of participation by women. The business workshops do however, show a significant attendance by women.

**Table 2. Gender analysis on training offered at the Machadodorp Development Centre
(Jan – April 1999)**

Month	Type of Training	Male	Female
January 1999	Steel fixing	9	0
January 1999	Shuttering	13	0
February 1999	Drains	23	0
February 1999	Crash barrier installation	10	0
March 1999	Guard rail erection	11	0
March 1999	Installation of road studs and road sig	7	6
March 1999	Installation of guard rails	9	0
March 1999	Installation of kerbs and channels	8	1
March 1999	Understanding business principles	4	1
March 1999	Entrepreneurial development	7	0
March 1999	Understanding contracting principles	3	1
April 1999	Entrepreneurial development	7	0
April 1999	Installation of guard rails	18	0
April 1999	Installation of kerbs and channels	18	0
TOTAL:		147 (94%)	9 (6%)

Source: Machadodorp Development Centre

Table 3. Gender analysis on training offered at Matsulu Development Centre: Life Skills (Jan – April 1999)

Month	Type of Training	Male	Female
February 1999	Numeracy	4	35
	Road safety	3	10
	Business workshop	81	78
	Siswati	1	69
	English	8	73
	You and your health	0	45
March 1999	Numeracy	0	59
	Business	9	26
	Road safety	4	54
	Business workshop	0	115
	Siswati	0	111
	English	0	70
	Commercial English	0	50
	Computer	48	12
	Catering	4	72
	You and your health	5	27
	First Aid	2	30
	Oral numeracy	0	28
	April 1999	You and your health	8
English		4	25
Commercial English		0	6
You and your money		3	10
Computer		13	12
Oral numeracy		0	20
Numeracy		0	15
You and your environment		5	12
Siswati	0	36	
TOTAL		33 (15%)	182 (85%)

Source: Matsulu Development Centre

Table 4. Gender analysis on training offered at TRAC Development Centres Matsulu Construction Training (Jan – April 1999)

MATSULU DEVELOPMENT CENTRE Construction training (Prodev)			
Month	Type of Training	Male	Female
January 1999	Stone pitching /Laying of concrete pip / roadwork's artisan	41	0
February 1999	Install kerbs	10	0
	Minor chip and spray	15	4
	Block paving installation	34	6
	Install gabion and reno mattresses	5	1
	Crash barrier installation	14	0
March 1999	Basic concrete skills	11	0
	Operation of light roller & plate vibrator	3	0
	CET (Prodev)	8	4
	Setting out	10	0
April 1999	Basic concrete skills	51	0
	Concrete v-drains	44	1
	CET (Prodev)	11	7
TOTAL:		216 (90%)	23 (10%)

Source: Matsulu Development Centre

8.3.2 University of the Witwatersrand School for Public and Development Management (P&DM)

Mpumalanga has no anchor university in the province that could assist in capacity building. For this reason, two initiatives were introduced:

- The University of the Witwatersrand's School for Public and Development Management (P&DM) was requested by the Premier to participate in the province's Capacity Building Plan, and more particularly the five-year plan of the Mpumalanga Management Programme which commenced in 1997. Courses such as Gender and Governance as well as the Gender Program Certification course have been conducted to target gender issues.
- UTECH Collaborative Initiative, a venture between universities and technikons, has done formal research on the development of a university in this province. A report has recently been given to the Premier. P&DM is part of this initiative.
- The University of Witwatersrand P&DM runs various training programmes through its Nelspruit office. **Four staff members, of whom two are female, run courses.** Staff from the Johannesburg campus is also used e.g. Lillian Kimani who heads the gender unit. P&DM has an active gender programme and has identified this as a priority research area.

Women often do not meet the experience and/or formal education requirements for entry to courses (in this case the P&DM project managers course). For this reason P&DM has revised entry criteria to take into account gender and disability. In this way a better gender balance should be, and has been achieved. In addition, step-on courses are offered. This has been reasonably effective in increasing the participation of women in the project managers' course.

For example, in 1997, 5 out of 32 women (16%) graduated, as compared to 1998 when 12 out of 43 women (28%) graduated. This is a significant increase considering that project management is traditionally a male-dominated area of expertise.

P&DM was requested by the Maputo Development Corridor Company to undertake various joint initiatives with the Eduardo Mondlane University (UEM) in Mozambique. These include such activities such as:

- Joint strategic planning and capacity building in Mozambique
- Speakers programme on the Borderlands
- Research on the Borderlands tourism opportunities and
- Joint training programmes.

Table 5. Wits P&DM activities relating to the Maputo Development Corridor (Funded by the Maputo Development Corridor Project)

Activity	Value of Contract
Joint strategic planning with UEM (P&DM allocation)	R250 000
Training Needs Assessment (for Maputo Development Corridor)	R 80 000
Project Managers Course (Maputo Development Capacity Building)	R320 000
Resources Centre (for all P&DM participants, and managers)	R300 000

P&DM has also been involved in gender sensitivity training for the Mpumalanga government. In 1998, the Mpumalanga OSW arranged for 40 participants to be trained. According to De Coning (*pers comm*), attitude changes have been noticeable although no formal research has been carried out on the effectiveness of this training. Comment was also made that, within the Mpumalanga government, significant progress has been made on increasing the number of women in senior management. Although this may impact on Maputo Development Corridor projects from a gender perspective, the impact has not, to our knowledge, been quantified or surveyed.

P&DM is in the planning stages for a three-year project to develop a tracking system for the Maputo Development Corridor. The purpose of the tracking system will be to monitor economic and social development indicators.

8.4 Provincial SMME desk

The Mpumalanga SMME desk has played a significant role in supporting SMMEs in Mpumalanga. This unit is situated in the Department of Economic Affairs, which co-ordinates the Mpumalanga MDC Technical Committee. During most interviews, the role of the SMME desk was mentioned and their activities were perceived by those interviewed as relevant and visible.

An independent Consulting Engineer has been brought into the SMME desk to assist SMMEs

with tendering and contracting support. He has compiled a list of SMMEs, which has been forwarded to SBB and TRAC. Once again, women-owned businesses are encouraged informally, but no plan is in place to provide specific support for them. The engineer commented that women have expressed a desire to do roadwork, but presently do not have training or financial backing. In fact, he has had to assist women who have approached moneylenders to try and raise the necessary capital.

He referred the researchers to The Mpumalanga Enterprise Managers (Pty) Ltd, a company set up during March 1999 to supply services to SMMEs. It is interesting to note that they have included women in their target market. SBB has contracted this company to supply the following services to SMMEs:

- SMME tender advice services
- general counselling and mentorship services
- access to Finance, and
- reporting to SBB on a monthly basis.

Their company profile is included, as this is the type of organisation that should be encouraged and guided with regard to private sector support for women entrepreneurs.

THE MPUMALANGA ENTERPRISE MANAGERS (PTY) LTD. ('MEM') COMPANY PROFILE

WHAT ARE WE ALL ABOUT?

Our mission is to provide specialised support services to assist small to medium-sized companies (SME) in the Mpumalanga Province, through a hands-on approach to access appropriate and relevant resources.

WHAT IS OUR BUSINESS?

Our business is to provide:

- **Private Equity Fund management**

We initiate, raise capital and manage private equity funds. Investors are approached to invest in a Fund. As managers, we re-invest these funds into viable small and medium-sized businesses by way of acquiring minority shareholding. Through a two-pronged strategy, we maximise returns for our investors whilst at the same time we add value to small and medium-sized business by providing management support. We are currently the managers of the Mpumalanga Equity Fund.

- **Management Consulting Services**

Due to the vast experience and information we gather through our daily interaction with small and medium-sized enterprises, we believe that we should share this knowledge with the small business fraternity. For this reason, we subcontract for consulting and research assignments, which involve aspects of small business promotion. We provide local knowledge and expertise about small and medium-sized enterprises to national and international organisations.

- **Project Facilitation Services**

We also provide business linkages between small and medium enterprises and the corporate sector. In this regard, we have recently been appointed small business mentors in the Maputo

Development Corridor's N4 tollroad. We provide advice on managerial and administrative issues for all SMMEs working in the project. We (are also planning to)* provide financial assistance to entrepreneurs who win tenders from the Maputo Development Corridor, government and from the general corporate sector. A Revolving Credit Facility (RCF) has been set up for this purpose.

One of the primary targets of the RCF is women entrepreneurs. The entrepreneurs who obtain contracts to provide services such as cleaning, gardening, maintenance, etc. are catered for. Women in Construction, an organisation of women interested in civil works, is a typical example of the target market. In addition to financing equity for women in empowerment deals, MEM also facilitates their participation in empowerment consortia.

Contact person: Gay Mokoena Tel: (013) 752 2300 Fax: (013) 752 3496 E-mail: gaymokoena@icon.co.za

*A loan has been secured from Khula. The terms and conditions are presently being negotiated.

8.5 Independent Development Trust (IDT)

The IDT is involved in ensuring that affected communities have a stake in the Maputo Corridor projects. This is achieved through:

- Job creation for women at various levels e.g. involvement of professional women in projects, SMME projects, crafts, increased productivity through agricultural opportunities, factory jobs, construction work;
- Increased skills development and capacity building for women; and
- Sustainability issues for women after project completion.

The IDT has a twelve-month contract with the National Department of Welfare to act as Project Managers for the Poverty Alleviation Programme. This is their major focus, but the Executive Director does sit on the MDC Technical Committee.

8.6 NAFCO

NAFCOC seems to have played a supportive role but only recently has begun to make links with its Mozambican counterparts. The role of women in the NAFCO structures seems to be minimal although there is a women's section with its own President and committee. The provincial Vice-President is a well-known local businesswoman with interests in the marketing of trucks. She concurred with the perceptions that women have been denied opportunities in the past and have largely become economically dependent on men. This impedes their decision-making capabilities and unless they become involved in economic activities, their personal growth will always be impeded due to their lack of self-reliance.

8.7 Empowerment Groups

8.7.1 Women in Construction (WiC)

"Women in Construction; supported by Men in Construction!"

This initiative started in April 1997 and was launched at a national workshop in June 1997, organised by the Development Bank of Southern Africa (DBSA) jointly with the University of Pretoria's Gender Resource Centre (UPGRC). The need for the WiC Interest Group to intervene, facilitate and negotiate on behalf of the women on issues such as access to jobs, training (tendering and management mainly) and finance, was confirmed. Twenty percent of the 300 delegates were men who also committed themselves to the WiC initiative. A decision was made in April 1999 to register WiC as a business trust, with six trustees.

Since the national workshop, provincial workshops have been held in the Free State, Mpumalanga, Khayalami, (Gauteng), Alberton/Thokoza (Gauteng), Soshanguve (Gauteng), Durban and Richards Bay in KwaZulu-Natal.

Membership is voluntary and does not preclude women from belonging to any of the existing emerging contractor associations or councils. Because of WiC women are taken up for the first time, into the managerial levels of some of these emerging contractor associations. At the November 1997 NABCAT national meeting, five of the interest group women were taken up at the executive level. In August 1998, BCI appointed two WiC members to their board. Further to this, Khanyi Mlambo (Khethe) of Corobrik, founder member and member of the WiC steering committee, was awarded the title 'Business Women of the Year' in November 1998.

On the N4 Maputo Development Corridor project, women negotiated successfully to secure some of the packages, matching their skills. Eight contracts have so far been awarded to WiC members. Currently the interest group is negotiating with bidders to participate in the N4 Platinum tollroad to Botswana and the N3 to Durban.

8.7.2 Vulindlela

Nokwethu is an Mpumalanga-based investment group with 98 women members, headed by Charmaine Mabuza. Nokwethu formed a joint venture with ABCAT, the Vulindlela Consortium, which was one of the shortlisted bidders on the BOT. ABCAT was the significant shareholder. This bid was unsuccessful (TRAC was awarded the bid).

The perceptions raised during the interview were that the protocol followed during the bidding was flawed, and there was uncertainty within the Consortium on what exactly the protocol was. The comment was also made that the evaluation panel was composed only of men.

This Consortium contained a strong component of previously disadvantaged individuals (PDI's), and according to Mabuza, the perception was that this would count strongly in their favour in the bid. It was stated that TRAC had no equity partner at that point.

Nkomazi Women's Groups (Margaret Chembeni)

Margaret Chembeni, the mayor of Komatipoort, coordinated the catering for the launch of the Maputo Development Corridor at Komatipoort / Ressano Garcia. She has since established a women's empowerment initiative in the Nkomazi East District. The mechanism used is to use communities to undertake catering assignments which are used to raise funds. Once enough funds are raised, a close corporation (cc) is created involving ten women. Opportunities are then explored to seek business opportunities for the cc. In this way, the women have a legal entity, create employment for themselves, and share whatever profit is generated. This process is repeated for groups of ten women at a time.

Chembeni has also brought in an independent, locally based consultant to assist these women's corporations in the tender bidding process. The first tender bid has recently been submitted.

This initiative may provide a model for other women's empowerment initiatives in the Maputo Development Corridor.

8.7.3 Sihlangene Consortium

This Consortium is composed of Kgapa Ya DikGapa (KYD) and Inhlelento Women's Investments, and was formed in 1997 as an organisation looking at a variety of investment opportunities. More than 5 000 women are involved, mainly from rural areas. Their intention was to bid on guard-rail tenders in the Maputo Corridor. They facilitated the provision of training to 45 rural women to manufacture these guard-rails. To date, none of these women has been employed in this capacity.

Bidding for the erection of guard-rails on the N4 tollroad

The Gender Analysis study was launched on 10 February 1999 in Mpumalanga. At the Press briefing, a Mrs Matsimela was introduced to the researchers as the representative of a group of women who had "tendered" on a guard-rail contract.

Mrs Matsimela and her colleague, Mrs Sibhoza from Sihlangene Investments cc were subsequently interviewed. During the interview it was reported that they were confused because they had been asked to form part of the KYD empowerment group, but they did not know what their percentage shareholding was and that a Mr Morna was their consultant. "He knows everything and we trust him." Mr Morna's contact particulars were provided and he supplied the researchers with certain information to try and clarify the situation.

Mr Chris Kwazi from SBB was interviewed further enlightened the researchers as to the process that was entered into over the guard-rails.

The following information attempts to explain that process:

A discussion between Chris Kwazi (SBB) and businessman Dr George Msibi, led to a special arrangement being made with Sihlangene Investments cc to quote on the supply of guard-rails, rather than going through the normal tendering procedures. The researchers were supplied

with information from Sihlangene and have included it in this study so that any misperceptions can be cleared away.

A proposal attached to a letter from Mrs E N Sibozza of Sihlangene to Mr Luc Messier, SBB's Project Manager, dated September 28, 1998 is quoted. The letter relates to a meeting held between Sihlangene and SBB on 8 September 1998 in Nelspruit. SBB was represented by Messrs Bramhall and Kwazi.

PROPOSAL

"Yinhlelento Club, is a women's empowerment group based primarily in Mpumalanga Province. It was founded in 1992 and has an affiliation of forty-four clubs throughout the province. Our membership, which currently stands at 5000, includes among the most disadvantaged in the Province. Yinhlelento aims to empower and uplift our members by mobilising financial resources for commercially viable projects undertaken by them.

Late last year we were invited to participate, along with other empowerment groups, in the purchase of a stake in a group of construction supplies companies unbundled by Murray and Roberts. Consequently we now have a shareholding in a manufacturer of guard-rails, a key component in the construction of the N4 Witbank-Maputo Tollroad. To take advantage of the unique opportunity offered by our affiliation to this company and to create job opportunities for our members, we set up an operating company, Sihlangene Investments, to undertake the erection of guard-rails. We have the commitment of the guard-rail manufacturer to provide training and technical support to our members to undertake this venture. Given the dearth of women in the construction industry in general and in guard-rail erection in particular, we have a unique opportunity to create a sustainable entity, controlled by women, that can take advantage of opportunities in other road construction projects countrywide.

While the SMME Programme of SBB Joint Venture has sought to enhance participation of emerging enterprises by breaking down the entire guard-rail programme into 73 small packages, the small size of the packages has made it not viable for us to acquire the necessary equipment to participate in the programme. We require vehicles, safety equipment, accommodation units and tools to undertake any contract that we are awarded and with an average package size of about 400 metres of guard-rail per month, we are unable to capitalise our company.

We would like to propose that SBB consolidates the guard-rail programme into a single supply-and-erect contract to be undertaken by our members. Attached please find a financial proposal supporting our request. *(Limani Consortium was not supplied with the financial proposal)*

If our request is approved we shall set up two or three guard-rail erection teams (depending on the programme's requirements), staffed primarily by our members drawn from the zones where operations are taking place. We shall draw on technical support from the guard-rail manufacturer to ensure that the necessary skills are transferred to our members and that our contractual obligations are met. By the end of the programme we would have created the first guard-rail contractor, owned and managed by disadvantaged women, with the skills and experience to take advantage of opportunities elsewhere in the country. Our membership will benefit from the employment opportunity and the financial returns from the contract shall be used to support other commercially viable ventures by our members.

The participation of women in the N4 Witbank-Maputo Tollroad will be a measure of the gender equality of mainstream economic projects. As our Premier said in remarks while opening the Mpumalanga Information and Evaluation Workshop organised by the Commission on Gender Equality on June 2nd this year, the involvement of women in the Maputo Development Corridor '...is a practical way of proving our bona fides to women's economic empowerment.'

We believe that our proposal is in line with the SMMEs and the labour Enhanced Content of Works aspects of your Programme and trust that you will support us in realising this exciting opportunity our members."

Following this proposal, 45 women were trained in guard-rail erection. It was reported to the researchers however, that Paul Bramhall, SBBs production manager, did not accept the pricing structure in the initial proposal.

A further letter from Sihlangene was sent to Bramhall dated 18 January 1999, from K Morna (Consultant). The letter reads as follows:

"I would like to express my apologies for the delay in reverting to you with our revised quotations following our meeting at your office on 09/12/1998. ...Please find attached our revised quotations for your consideration. As we indicated during the last meeting, we expect our P&G costs to be substantially higher than established operators because of our capitalization and training costs. However, we hope you will take into account the significant socio-economic benefits of our offer in arriving at your decision."

Mr Kwazi informed the researchers that he was really surprised to read in a newspaper report after 10th February 1999, that these women had not been successful in their tender, as he was never approached by Mrs Matsemela to try and facilitate the process.

In fact, the tender process had been delayed by SBB in attempting to put a deal together with Sihlangene. As this was not forthcoming, the guard-rail contract was put out to tender during March 1999. Mrs Matsimela said that they were not sure whether they would or not.

This case study has been documented in a fair amount of detail so that both sides of the story are put forward. It seems as though an attempt was made by SBB to assist this women's group, but communication problems have led to misperceptions and perhaps slightly incorrect newspaper reporting. One hopes that structures will be established so that these kinds of misunderstandings do not occur on the project again.

8.8 Agencies involved in HIV/AIDS monitoring

Most of the available statistics on HIV/AIDS are being gathered by the National and Provincial Departments of Health. Generally it is believed that about 1 in 8 South Africans are now infected with HIV (Department of Health, 1999). A recent survey on HIV prevalence in pregnant women was conducted by the National Department of Health (Department of Health, February 1999). Figures show that Mpumalanga is the province with the second highest incidence of HIV/AIDS in South Africa and that about 30% of pregnant women in Mpumalanga are infected.

Table 6 below indicates that there has been a definite increase in the incidence of AIDS in the Mpumalanga province, but as yet no research has been done about the possible increase of HIV/AIDS due to increased truck traffic and the resulting increase in sex workers. Nor are any figures available for movements of Mozambicans and / or South Africans who may contribute to the increase of HIV/AIDS.

Table 6. Incidence of HIV/AIDS infections in pregnant women in the provinces with the highest incidence (including Mpumalanga): 1997 and 1998.

Province	Est (HIV+) 95% CI	Est (HIV+) 95% CI
Kwazulu-Natal	32.5 (29.3 – 35.7)	26.9 (24.9 – 29.0)
Mpumalanga	30.0 (24.3 – 35.8)	22.6 (20.5 – 24.8)
Free State	22.8 (20.2 – 25.3)	20.0 (17.1 – 22.2)
Gauteng	22.5 (19.2 – 25.7)	17.1 (15.1 – 19.2)

Source: Government Aids Action Plan, Department of Health, 1999

The true limit is estimated to fall within the confidence limits (CI)

Discussions with the Chairperson of the National AIDS Convention for South Africa (NACOSA), Dr Ashraf Grimwood, indicate that there are no available statistics on the incidence of HIV/AIDS on the Maputo Development Corridor. The Departments of Health have been collecting data from pregnant women who attend government clinics, but accurate statistics do not exist for men and non-pregnant women, nor is aggregated data available for the Maputo Development Corridor. It would be possible to extrapolate data from existing data sources e.g. data from health clinics in the vicinity of the Maputo Development Corridor, but some primary research would have to be conducted on truck drivers, movement patterns of people along the Corridor, etc. This falls outside the boundaries of the present study.

The Bhumgees project referred to below is one attempt to quantify HIV/AIDS incidence, and educate local communities.

The Bhumgees Project: A SAPPI supported HIV/AIDS prevention project

Bhumgees is an informal settlement in the vicinity of the SAPPI Ngodwana Plant, situated on the N4 tollroad between Waterval Boven and Montrose in Mpumalanga. This small community of about 464 people consists largely of women (86%), 14 children (3%) and 52 men. Its proximity to the N4 tollroad, and the lack of opportunity for alternative work in the area, has resulted in a high proportion of sex workers within the community. Current estimates indicate that there are 95 full-time sex workers, 120 night workers, with an increase to about 500 over weekends.

Currently there are no accurate statistics on the actual numbers of trucks, which stop at Bhumgees, nor whether there has been any change over a period of time. What is known is that the influx of traffic on the N4 will have an aggravating effect on the spread of HIV/AIDS, particularly in light of estimates that about 60% of all truck drivers are HIV positive. This reality resulted in the Ngodwana community initiating the Bhumgees project, a joint initiative between SAPPI, local farmers, Unitrans, the Bhumgees community, the Mpumalanga Department of Health and private doctors of Ngodwana. This project is under the leadership of Ellenore Melrose, who is the Health Officer at SAPPI Ngodwana.

The purpose of the project is to prevent the spread of HIV/AIDS through safe sex and is based on the 'Project Support Group' approach effectively used in Zimbabwe, Zambia and Uganda, and supported by the World Bank. This approach is based on peer group education, which assumes that knowledge will change attitude, which in turn will change behaviour. Trainers from Zimbabwe were asked to train 13 sex workers over a 10-day period on condom use, sexually transmitted diseases (STDs), general hygiene, HIV/AIDS. Over a three-month period, these peer educators held 118 meetings and trained 2 220 people. 443 440 condoms have been distributed. The education process has also resulted in 416 people being treated for sexually transmitted diseases (STDs). SAPPI has made its health facilities available, in addition to the mobile facilities from the Department of Health who are also providing a full-time coordinator. Further community involvement has been initiated through the training of 11 peer educators in the employ of SAPPI and transport operators.

Information is being collected on the number of truck stops as well as HIV-statistics and the results should be available within six months. The Bhumgees Project is a good example of a collaborative effort between local communities, health workers and the private sector to tackle HIV/AIDS in a small Maputo Development Corridor community, and could provide a model for future preventive actions in similar communities along the Maputo Development Corridor.

Source: Ellenore Melrose, SAPPI Ngodwana

9. FINDINGS

This section presents the findings that emerged during the study. They are based on interviews with key stakeholders, a survey of questionnaires completed by participants on a Maputo Development Corridor business-training course, a focus group workshop with rural women in the Nkomazi area, and desktop research. Findings have been grouped according to the following categories:

- Policy and Institutional Framework
- Planning
- Implementation
- Social aspects (including HIV/AIDS), and
- Monitoring and Evaluation

9.1 Policy and institutional framework

9.1.1 Government Policy

- Policy interventions can and need to be addressed at various levels if gender equality is to be achieved. The study found that:
 - A national gender policy is under development and will be ready later in 1999. Since no such policy was in place at the time of writing, there has obviously been little evidence of implementation.
 - There was little or no awareness amongst those interviewed, of the existence or the functions of either the Commission on Gender Equality or the OSW in relation to gender policy.
 - There is little or no awareness of the status of legislation and policy relating to gender, or of requirements which will need to be met to comply with such frameworks.
 - Many government departments have created gender desks, or are in the process of doing so. There was little or no awareness of the existence of a gender desk (OSW) in Mpumalanga.
- All provincial tender processes run according to the criteria laid down by the government, in which points are awarded as follows:
 - 2/100 (2%) points for gender representivity.
 - 10/100 (10%) points for involvement of black empowerment groups, and PDIs
 - 44/100 (44%) for quality of the tender
 - 44/100 (44%) for price.

Awareness of the point system was confirmed through the TRAC Community Forum Leaders. The two points awarded for women's participation are regarded as insignificant and will do little to promote higher participation levels of women. This is an area of concern which has been raised by the Commission on Gender Equality.

- The existing policies to qualify for tender bidding give too little direction and guidance – there is not enough understanding on what is required to qualify for participation.
- To the researchers' knowledge, there is no mention of gender in the policies established

for the SDI programme. It is assumed that gender issues are addressed via the broader objective to ensure that "***the development impact of this investment is maximised, particularly to disadvantaged communities. Changing the ownership base***". (Summary report: Maputo Development Corridor, November 1998). No specific mention is made of the increased involvement of women.

The summary document refers to various interventions to support the abovementioned objectives, but again no particular mention is made of promoting women's participation. These include use of the state-determined point system for tenders, establishment of a network of downstream suppliers, contractors and communities, support systems for SMMEs and the establishment of a regional (Corridor) equity fund, and the establishment of a policy research programme to promote equality empowerment and general SMME development.

General comment from SDI managers was that a gender policy is not likely to be introduced at the SDI level. Unless government policy is in place, which will impact on PPPs and SDI developments, it is unlikely that gender issues will be addressed in SDI projects.

- There is an affirmative procurement policy included in the SDI policy, but gender is not mentioned. A section in the SDI business plan requires information on community involvement but there is no specific mention of the involvement of women.
- The SDI structures make use of existing institutions, as far as possible, to implement identified projects. If such institutions do not have gender policies in place, it is unlikely that gender issues will be addressed during implementation. This indicates that government structures need to play a much stronger role in advocating and setting guidelines for gender inclusion.
- The study showed that national and provincial policies are not synergised and that gender policy elements are not consistently addressed through both. The integration of policy, across and within government, is a critical issue that will have to be addressed if gender is to be effectively included in Corridor projects.
- The integration of policy will also form a critical component in the proposed Borderlands developments, where the need to integrate country policies will have to be addressed. Gender issues are no exception.
- Whilst specific effort is being made by National Government to produce the National Gender Policy, it will be difficult to implement in major development initiatives such as the SDIs if no effort is made to set up institutional memory mechanisms through which gender issues can be developed, implemented, monitored and evaluated.
- To the researchers' knowledge, there is no gender policy at the local government level. This implies that in the development of LED policy, gender is unlikely to be addressed by the Mpumalanga Government Departments e.g. Economic Affairs, Tourism, etc.

9.1.2 Private sector policy

- There is currently no gender policy in place in either TRAC or SBB. TRAC is currently developing a social development policy that will apparently include gender as an

objective, but this is not yet available for scrutiny. There may be an opportunity to include gender in this policy, and to monitor whether this is operationalised.

- Communities perceive that the policies of TRAC and SBB are 'empowering only to the empowered'. SBB and TRAC have been asked, by the Community Forums, to demonstrate their commitment and to monitor the implementation of their policies to ensure that Mpumalanga communities benefit.
- Tenders stipulate that subcontractors must be resident in the areas where the contract is to be implemented. Although the intentions were good in terms of protecting and promoting local economic development opportunities, it is creating some negative social impacts. Relatives intent on tendering for local contracts are 'descending' on local residents, and are thus creating additional financial burden on already-stretched families. This comment was made by a woman who has already experienced this personally, but the problem was also raised by other community members.

9.1.3 Legal framework

- The founding principle of South Africa's Constitution is Equality. This has led to the formulation, in the Bill of Rights, of an outright prohibition of any form of discrimination on a number of listed grounds. These include gender and sex. In terms of the Constitution the prohibition on discrimination operates in two ways :
 - vertically, i.e. between the state and its citizens
 - horizontally, i.e. between citizens and organisations themselves

To give effect to the Constitutional provisions, organisations have been established to ensure the realisation of gender equality:

The Commission on Gender Equality was created to, amongst others:

- be a watchdog for gender equality
- provide public education and information
- keep a check on laws passed by parliament
- investigate inequality
- carry out research
- work with other organisations, and

The Office on the Status of Women (OSW) was set up to ensure full state compliance with the principle of gender equality within government. One of the primary aims of the OSW is to ensure that all state institutions abide by the principles of gender equality.

In addition to the creation of organisations to promote gender equality, the government has embarked on a legislative programme to give practical effect to the principle of gender equality. The Employment Equity Act and the Anti-Discrimination Bill have been or are in the process of being enacted.

It is alarming to note that, although embedded in the Constitution and supported by legislation, there is no evidence to suggest that any policy framework was put in place with regard to gender, either by government or the private sector in the Maputo Development Corridor process.

9.2 Planning

- The researchers found no evidence of gender planning and gender mainstreaming throughout the study.
- When the SDI programme was conceptualised in 1994-95, very little legislation had been passed to enforce the equality clause in the Constitution. It should be kept in mind that, when TRAC was awarded the BOT concession, the environmental clause in their agreement was governed by the legislation at the time. However, in practice they have subsequently agreed to abide by the new legal framework (Van Wyk, *pers comm*). There is no evidence yet of knowledge and compliance with legislation relating to gender.
- Comments from community leaders were that communities had not been involved in any planning activities, and that there was a need to do so for future projects;
- Concerns were expressed about future developments on the Maputo Development Corridor, once the N4 tollroad is complete. Perceptions are that SBB and its workers will not stay in the area, and that little will be left behind. If more local contractors had been used, more local economic benefit would be derived from the Maputo Development Corridor over the longer term.
- Social impact studies are common practice in major development initiatives globally. To the researchers knowledge, such studies were not put in place during the planning phase of the N4 tollroad of the Maputo Development Corridor. Gender issues would probably have emerged, and received more attention if this had been the case.

9.3 Implementation

9.3.1 Communications

- High expectations were created by the establishment of the Maputo Development Corridor, which was extensively promoted by the Mpumalanga Department of Economic Affairs. This was done without consultation with the main contractors, SBB and TRAC, and without putting in place a monitoring process. Community reaction has been that false promises were made. Women's issues were also not given specific attention.
- To date, many of the expectations around job creation and economic growth have not materialised and there is a sense of frustration at the present lack of opportunity. The general perception is that the secondary developments may provide some opportunities but these are not yet evident, nor is there certainty that they will ever materialise.

In 1995/96, champions were elected at national and provincial level to promote the establishment of the Maputo Development Corridor. Minister of Transport, Mac Maharaj, and the Premier of Mpumalanga, Mr Mathews Phosa, undertook this task and the Maputo Development Corridor was identified as a major job creator. This is probably where the perceptions and expectation were created – this aspect has been one of the more difficult aspects to manage at community level.

- The existing Maputo Development Corridor activity is focussed primarily on the development of the N4 tollroad, with many other projects still in the conceptual and

planning stage. This needs to be emphasised in dealing with affected communities at large, and is probably contributing to some of the raised expectations. The Mpumalanga Department of Economic Affairs has not developed an effective communication strategy to keep communities informed of the status of projects on the Maputo Development Corridor.

- The existing communications strategy for TRAC and SBB has had limited success in penetrating through to communities on what the Maputo Development Corridor is, what it sets out to achieve, and the benefits which will accrue for communities. This has been corroborated by interviews with community leaders, women's groups in the Nkomazi area and contractors.

9.3.2 Women's participation in the Maputo Development Corridor

- In rural areas, social structures will frequently mitigate against women participating in Maputo Development Corridor projects. Against the background of high unemployment figures in Mpumalanga (between 45-50% in rural areas), the perception is that men should have first access to available jobs. Household and child rearing responsibilities also deter women from travelling to other areas, or being away from home for extended periods.

♂ "Men will benefit more because some women are married and have families to look after, so they cannot continue until Maputo but men can"

- Some very relevant statistics emerged from the questionnaires, which were completed by the Maputo Development Corridor business-training participants. The perceptions and reflections indicate the extent to which social aspects will be a major constraint in the development of women entrepreneurs. **Appendix C** provides a full list of quotations from the questionnaire, and **Table 7** below presents an analysis of the responses. This group is generally positive about the opportunities, which the Maputo Development Corridor may present, not a surprising result considering the fact that training is being offered to improve their chances of finding business. The qualitative data which emerged reveals:

- a good general understanding of the Maputo Development Corridor, by both men and women, but with high expectations that many jobs will be created;
- women and men differ in how they perceive equal opportunities;

♀ "Most of the job[s] they advertise is for men; because men get better job[s] than women"

♂ "[More opportunities for men] because there are many thing[s] that men can do and there is fewer thing[s] that women can do"

♀ "98% men / 2% women; more opportunities for tenders are for men not for women"

♂ "[Fewer opportunities for men] because the MDC employment priority procedure is more concentrated to the discriminated women, both blacks and whites"

♀ "Men do not get better jobs – because the MDC is trying by all means to make the gender equality thing [to] work"

- women are still stereotyped in more traditional roles such as catering, selling vegetables, and the production of crafts. More women are, however perceiving a change in roles for themselves as bricklayers, fence makers or entrepreneurs.

♀ "Women have been discriminated [against] for so long, now they are forward to make sure that this changes and they can't prove themselves capable if they are not given a latitude. So it's about time that such opportunities be redirected towards them for a change. So I think this project is possible so as to show that we are not exactly weak as men like to believe. And because already men have lots of chances in other projects so at least let this one be ours"

♂ "... nowadays you can find a woman bricklayer like men"

- Understanding of the tender process, what it was and how to bid, received mixed reactions.

♀ "Is the small contract taking part in the big contract"

♂ "tender means your own job or work or contract"

♀ "is to carry out work at a stated price. Put work out to tender and ask for such effort"

- Women are currently involved in the informal curio and food-vending business. This is done through informal stalls along the N4. Although this was not part of this study, mention was made by several people interviewed that the Maputo Development Corridor should look at establishing markets. These women do see themselves becoming more visibly and formally involved in the Maputo Development Corridor as part of this sector. This needs to be recognised and encouraged more strenuously.

♀ "Yes, more women will benefit by selling food and clothes to members of the MDC"

♀ " More opportunities, by installing market to sell vegetables"

♀ "Better because many tourists will come and visit"

♂ "Women may sell some small goods like cold-drink and craft"

♀ "Men do not get better jobs – because the MDC is trying by all means to make the gender equality thing [to] work"

Table 7. Analysis of questionnaires from the Maputo Development Corridor business training group

Total Questionnaires: 46			
		Males: 14	Females: 32
<i>What is your level of education?</i>	Men: Gr 8: 0 Gr 9: 0 Gr 10: 2 Gr 11: 1 Gr+ 12: 10 Not specified: 1 1 Diploma 1 B.A. student	Women: Gr 8: 1 Gr 9: 0 Gr 10: 1 Gr 11: 8 Gr 12+: 20 Not specified: 2 1 B.Ed	
<i>Occupation:</i>	Employed: 7	Unemployed: 39	
<i>Does the phrase Maputo Development Corridor meaning anything to you?</i>	Yes: 37	No: 0	Not specified: 9
<i>Did you receive any training from the MDC before taking up your present job?</i>	Yes: 9	No: 25	Not specified: 12
<i>Do you think men get better jobs than the women on this project?</i>	Yes: 18	No: 15	Not specified: 13
<i>Do you think that there are more, the same or fewer opportunities for men than women on the MDC?</i>	More: 13 Don't know: 6	Same: 12	Fewer: 4 Not specified: 11
<i>Do you think women have equal rights with men on the job?</i>	Yes: 25	No: 5	Not specified: 16
<i>I believe the opening of MDC has improved my quality of life.</i>	Yes: 30	No: 9	Not specified: 7
<i>I believe the opening of MDC has improved the quality of life of people in the area.</i>	Yes: 39	No: 1	Not specified: 6
<i>I believe the opening of the MDC will benefit my family in the future.</i>	Yes: 38	No: 5	Not specified: 3
<i>I believe that the opening of the MDC has lead to a deterioration in the environment</i>	Yes: 26	No: 11	Not specified: 9
<i>Women will benefit from the opening of the MDC?</i>	Yes: 37	No: 2	Not specified: 7
<i>Men will benefit more than women from this project.</i>	Yes: 24	No: 22	
<i>Have you tendered for any contracts on the corridor?</i>	Yes: 0	No: 36	Not specified : 10
<i>Do you feel that you have been discriminated against by the tendering process?</i>	Yes: 2	No: 21	Not specified: 23
<i>In the next two years do you think:</i>	More people will get Aids/ become HIV		

	positive = 27 It will stay at the same rate as now = 1 Fewer people will become HIV positive/get Aids = 13 Not specified = 5
<i>I think that the opening of the MDC has/will lead to more people becoming HIV positive/Getting AIDS</i>	Yes: 20 No: 2 Not specified: 7
<i>Do you think the opening of the MDC will lead to more people getting Aids/becoming HIV positive?</i>	Yes: 15 No: 15 Makes no difference: 1 Fewer people: 4 Not specified: 11
<i>Since the project began have you noticed/become aware of a.more b.fewer c. same number of women becoming HIV positive/ Developing Aids?</i>	More: 4 Fewer: 4 Same: 5 Not specified: 33

- Women's groups in the Nkomazi area were unaware of any opportunities, besides roadwork on the Maputo Development Corridor projects. They also saw no direct benefit to themselves from the Nkomazi Irrigation Scheme and believed that white farmers were the only ones who had benefitted from the scheme. Water rights were also perceived to be a problem. Detailed feedback is provided in **Appendix D**.
- Rural women are undertaking some self-initiated projects such as fencemaking and brickmaking, but generally are not as technically skilled as men. This excludes them from many economic opportunities, and reinforces the lowered status of women. There are also few women's groups in place to create critical mass in tackling traditionally male-dominated sectors. This is seen as an inhibitor in advancing broader women's participation in Corridor projects. This should however also be seen in context in that the formal construction industry world-wide is male-dominated, and South Africa is no exception. There may in fact be better opportunities for women in some of the secondary Maputo Development Corridor developments. This will however involve more foresight, planning and community involvement to ensure that the right skills mix is available in women to allow active economic participation.
- Both rural and urban women expressed their eagerness to participate in Maputo Development Corridor projects, but the perception is that this is likely to meet with little success. Women's groups have been forming alliances to bid on Maputo Development Corridor projects. To date, these activities, with the exception of the Women in Construction initiative, have not resulted in successful bids. The perceptions are that bids are awarded to the lowest-cost bidder only, and that it is not possible for women to compete successfully in future bids. For example, in many cases women do not have the required equipment and thus have to include it in the bidding price.
- Unsuccessful bidders are reluctant to talk about their negative experiences. When expectations were raised in the early stages of the Maputo Development Corridor roll-out, there was a rush to establish companies by expectant entrepreneurs. Some of those companies were never activated due to lack of understanding of the process and the delayed timelines. This has added to the demotivating experience of SMMEs, many of which included women members.

- The need for women role models was raised. The professional women already involved in Maputo Development Corridor projects are not perceived as realistic role models, since their achievements were out of reach for many rural women. The need to highlight success stories of women in local communities was mentioned on several occasions.
- There are distinct cultural differences in how women are involved, in the Maputo Development Corridor:
 - The Afrikaner women are very active in a number of areas e.g. crafts, sewing, and baking, etc. This is due to the historic culture in Mpumalanga. This is likely to continue.
 - English-speaking women do not have this culture. New arrivals from the higher income groups tend to be involved in other activities such as tourism- and investment-related ventures.
 - Women in black communities are excluded from these activities. Therefore they are marginalised and mainly involved in hawking, giving rise to the term 'the Mango Highway'.
- In terms of organisational structures on the Maputo Development Corridor:
 - 5 women (18%) are represented on the Maputo Development Corridor Technical Committee (out of a total of 28).
 - There is a very limited presence of women in the TRAC community forums (Witbank and Nkomazi have the highest representation at about 50% and 25% respectively).
 - 1 woman (14%) out of a committee of 7 chairpersons is represented on the TRAC Community Forum. (1 woman deputy chair, who now holds the chair position due to the resignation of the Chairperson).

9.3.3 Awarded contracts

- There have been successful women contractors who were awarded contracts through the tender bidding processes established as part of the Maputo Development Corridor activities, but overall the percentage is very low. **Table 8** below gives a summary of awarded contracts on the N4 tollroad.
- The TRAC communication participation contract for the N4 tollroad (R4 million over a three-year period) was awarded to ***Nomi Muthialu and Associates (Pty.) Ltd.***, previously Thebe Development Consultants. The purpose of the exercise is 1) to ensure that the long-term socio-economic benefits outweigh the social costs of the project and 2) the identification and mitigation of social impacts. On the N4 tollroad project, capacity building is being undertaken by two local community members (both males) who are being trained to carry out work with the TRAC Community Development Forums. The possibility of full-time employment after termination of the TRAC contract is a possibility.

NMA has a core professional team of six staff members and two administrative support staff, all of whom come from previously disadvantaged communities. The Director is female, as are 50% of the staff. NMA provides specialist consulting, research and project management services in the areas of community participation, institutional transformation, conflict resolution, stakeholder empowerment and capacity building.

Table 8. SUMMARY OF AWARDED CONTRACTS ON THE MAPUTO DEVELOPMENT CORRIDOR N4 TOLLROAD AND RELATED CONTRACTS

Total TRAC Road Cleaning contracts = 11 (36%) Number awarded to women = 3 + 1 partnership

Total Patrolling and Accident Response = 1 Number awarded to women = 0 (0%)

Total SBB contracts = 240 Number awarded to women = 10 (4%)

Awarded contracts	Contractor	Contract details	Women's involvement
Road Cleaning	Acona Cleaners Witbank	R132 000	Owned and managed by a woman
Road Cleaning	Matsulu Top Centre Gene	R132 000	Owned and managed by a woman
Road Cleaning	Kenneth Cleaning Services	R132 000	Owned and managed by a woman
Road Cleaning	Mita Mariri Construction	R132 000	Joint male: female partnership
Clothing	Zimele Clothing Phambili Women in Construction	R36 000 R33 310	Owned and managed by a woman
Kerbs / fencing / road studs	Soshanguve Bakgoni (SOBAWOG) – 4 contracts Vula Masango Gugulethu	R400 000 R149 117 R45 000	Owned and managed by a woman
Block paving	Ymaka	R24 000	Owned and managed by a woman
Road signs	Le Nash Road Signs	R2 million	Joint male-female partnership

- **SOBAWOG (Soshanguve Bakgoni Women's Group)** was awarded a contract for four projects valued at R400 000. These were all construction contracts awarded by SBB. SOBAWOG is one of the members of the Women in Construction initiative.
- **Three women subcontractors** were awarded subcontracts for road maintenance by TRAC, which involve cleaning of the road reserve. Only one of the contractors is a resident within the Maputo Development Corridor. All these contracts included subcontracting arrangements with local labour. It is not known how many men and women are employed on these contracts. A fourth contract involved a male-female partnership.
- A general perception is that women are being contracted in as subcontractors. The statistics do not entirely support this perception, but perhaps indicates the need for communication on what contracts have been awarded, and to whom. Women have

indicated that they would prefer to be considered as direct contractors with some scope for decision-making and equity participation. It is believed that women could be involved as entrepreneurs if they were supported and assisted, and not viewed as labourers.

- Several research contracts have been awarded through the Maputo Development Corridor project office. These are listed in **Table 9** below.

Table 9. SUMMARY OF AWARDED CONTRACTS ON THE MAPUTO DEVELOPMENT CORRIDOR RESEARCH CONTRACTS

Awarded contracts	Contractor	Contract details	Women's involvement
Strategic Environmental Management Plan	Loxton Venn	R1,2 million	Female Project Manager 60 - 70% women consultants
SMME involvement women	Simeka Consultants	R350 000	Female Project manager > 50% consultancy by women
Tourism study	Kessel Feinstein	R800 000	Female Project manager 100% women's team 100% strategic aspects about 50 % done by women
Agricultural study	Agricultural Research Council	R500 000	Male Project manager Social survey (20%) conducted by women
Local government study	National Business Initiative	R1 million	Female project manager Economic planning: mainly women Packaging: mainly men
Joint strategic planning with Eduardo Mondlane University	Univ of Witwatersrand School of P&DM	R250 000	Not known
Training Needs Assessment (for Maputo development Corridor)	Univ of Witwatersrand School of P& DM	R80 000	Not known
Project Managers Course	Univ of Witwatersrand School of P&DM	R320 000	2 women; 2 men
Resources Centre	Univ of Witwatersrand School of P&DM	R320 000	Not known

9.3.4 The Tender Process

- The tender process is problematic at various levels:
 - Perceptions are that leaders in community forums and other community structures are not feeding information down into the communities but are themselves benefiting from tender contracts. Since there are few women in leadership positions it, by implication, excludes women;
 - The tender process is not well understood by potential tenderers, which precludes them from bidding;
 - Tender notifications are not reaching communities through existing channels. Tender advertising is done in English through the TRAC community forums

and in local papers. In the case of Nkomazi, the tenders are also advertised through local municipalities, and regional development councils. Political parties are also used to disseminate information NMA faxes out tender notifications;

- Documentation is not produced in user-friendly language, and is too technical. This excludes broader local participation, and particularly participation by rural women. Since rural communities are rarely fluent in English or Afrikaans, this is a major barrier;
 - Contract details are not understood – particular mention was made of the clause on risk;
 - There is not enough emphasis on local economic empowerment – local residents should be given preference.
- Throughout the interview process, the major constraints for community participation in tenders were quoted as being lack of finance (or access thereto). There are efforts underway to develop the microfinance environment, through the Mpumalanga Development Trust, Khula, the Provincial SMME desk, as well as collaborative efforts between TRAC and other private sector institutions such as Alpha and the banks.
 - Some tenderers complained about payment schedules, which were not maintained, therefore causing cashflow problems, and an inability to deliver on contract outputs. An example was quoted where SBB delayed payment for four months – this was not substantiated with SBB, but similar comments were made elsewhere.

9.3.5 Community Participation

- TRAC has appointed Nomi Muthialu and Associates to run a three-year communications programme, at community level, in all the major centres along the Maputo Development Corridor. It is commendable that community participation mechanisms have been implemented. What is evident though, is that gender issues are, at this stage, embedded in the general approach to ensuring broader community participation. This means that no particular effort has been made to encourage women's participation. Community leaders were also not aware of the contents of the social development contract, which formed part of the Concession Agreement between Government and TRAC.
- The TRAC Community Forums have varied in their level of success from good (Machadodorp) to problematic (Belfast), for a variety of reasons.

In a workshop with the TRAC Community Forum leaders, a number of issues (and lessons) emerged:

- Only one woman serves in a leadership position, and has recently moved to the Chairperson's position due to the resignation of the (male) Chairperson.
 - The Middelburg Forum has a number of women participating in the Forum. This has provided support (emotional and in numbers) for the appointment of a female Chairperson.
 - Women's participation is viewed, by men, as low. Women are not forthcoming and are unwilling to participate. No reasons were given.
- ASCH Engineers have been appointed by the National Roads Agency to monitor and evaluate the social environmental activities, amongst others, of TRAC. The social

specialist has been given observer status at the TRAC community forum meetings. There was confirmation of the fact that gender equality and equality issues are not a high priority in these activities.

- There have been occasions where SBB and TRAC staff have not arrived at community meetings, the result being that no decisions could be made. This is perceived by communities as lack of commitment on the part of TRAC/SBB and also an unwillingness to address community concerns.

9.3.6 Sustainability

- NAFCOC undertook an initiative to support prospective contractors. According to their information, R15 million was allocated for women SMMEs and PDIs. For reasons unknown, this has not yet been contracted out. NAFCOC believes that it will be difficult for SMMEs and PDIs to get contracts because SBB and TRAC want subcontracted subcontracts. What this means is that the sub-subcontractors are operating on a survivalist level, and in some cases even at a loss should they accept such contracts. This was raised with SBB/TRAC, but there has been no response about these conditions and suggested alternatives. This initiative has now disappeared. SMMEs are subcontractors and the feeling is that this is not acceptable.
- Several mentions were made of predominantly white companies being fronted by black empowerment groups to win contracts. This is driven by the tender process where 10 out of 12 points are awarded to black affirmative action.
- Concerns were raised about the future of the Maputo Development Corridor projects after three years, when SBB ceases to exist. This also shows a lack of awareness of planned projects beyond the N4 tollroad.

9.3.7 Training and capacity building

- Concerns were raised by communities that the TRAC Development Centres had arrived too late in the Maputo Development Corridor development. Skills that were needed to successfully participate in some of the major contracts were obtained too late. The opportunity exists to address future needs more effectively and ensure that the training centres can provide relevant training to men and women before it is needed.
- For some groups, it has been very difficult to a advice to support the tender bidding process. Examples were quoted of tenders where the price limit would have made it impossible to implement the project without incurring major losses. Due to lack of knowledge on costing and cash flow, this has led to defaults on tender delivery.
- TRAC has reported some success in the appointment of a private consultant who has assisted successful bidders with managing their contracts. This 'hand-holding' of inexperienced SMMEs may be worth re-examining in terms of encouraging women entrepreneurs.
- SBB and TRAC have stated that women with the right skills are not available. The perspective from women interviewed is that mentoring would allow more active women's participation.

9.4 Social aspects (including HIV/AIDS)

- While not able to conduct a full analysis into social structures and dynamics in the province, it appears that women in general tend not to take leadership positions, although they might have the necessary skills and experience to excel in this arena. Their opinions might be considered important, but they do not seem to enjoy equal status in the social context. Furthermore, customary law still forms part of the way of life in certain communities.
- With unemployment running as high as it is, both women and men regard having work as a priority. There does not seem to be a difference between the type of employment that either group will seek, depending on the individual circumstances. For example, men have traditionally done road construction, but now women are prepared to bid on contracts. If successful, they would employ both women and men to complete the work.
- Statistics indicate that HIV/AIDS is on the increase along the Maputo Development Corridor. Statements have varied hugely, and in the absence of reliable statistics, it is difficult to make an accurate assessment of the status quo. Comments during interviews (Refer to **Appendix C**) also indicated that there is an increased number of foreign truck drivers in the parks in Nelspruit, as well as at the Ngodwana and Wonderfontein areas.
- Varied opinions have been expressed about the increase in the sex trade on the Maputo Development Corridor. Views varied from an acknowledgement that there is a problem and that HIV/AIDS is on the increase, to the point of view that prostitution has always been a part of the Maputo Development Corridor, but is not increasing. TRAC's perspective is that most of their construction camps are 'well-contained', and that the presence of their construction teams has not added to the problem. In the absence of any hard data, no significant conclusions can be drawn at this stage.
- The perception from community leaders is that statistics-gathering exercises on HIV/AIDS are not very successful since these are gathered mainly through clinics. Clinics are seen to serve only those women who are pregnant or have children, and are therefore less likely to screen sex workers.
- Another perception from communities is that no-one is interfering with the continuation of the sex trade industry. It therefore is still viewed as an employment opportunity for women, particularly in the absence of other employment opportunities.
- Overall, there was a very high level of awareness of HIV/AIDS, its causes and how it can be prevented. The efforts of the Department of Health were specifically mentioned.

9.5 Monitoring and evaluation

- Very little relevant statistical data emerged during the project. Extensive information is available on the Mpumalanga Province (SSA – 1995 household survey; 1996 Census Survey) but this does not give particular information on SDIs, Corridor Activities or the Maputo Development Corridor. Other mechanisms will have to be found to generate reliable statistics which can be disaggregated by sex. It is unlikely that Statistics South Africa will play this role.

- No monitoring mechanism has been put in place by the OSW or the CGE to assess women's participation in the Maputo Development Corridor, nor has there been negotiation with the Provincial structures to ensure adequate data gathering and monitoring mechanisms.
- TRAC and SBB provided the project team with statistics on its employment figures disaggregated per level of employment and sex. This is only available for awarded tender contractors and for TRAC / SBB staff. In both cases there is a strong predominance of men in the management structures, whereas at the lower levels women predominate.
- SSA produces the report, 'Women and Men in South Africa', which presents gender disaggregated data. This source does not provide much useful information on the Corridors or SDIs and it is unlikely that SSA will produce such data in future (Budlender, *pers comm*).
- The development of a community tracking system as well as an operations room for the Maputo Development Corridor creates an opportunity for sex disaggregated data to be collected.

10. RECOMMENDATIONS AND ACTIONS

Recommendations and possible actions have been identified according to the following categories:

- Policy
- Planning
- Implementation
- Social Impacts (including HIV/AIDS infection), and
- Monitoring and evaluation.

10.1 Policy: recommendations and actions

- ***The Commission on Gender Equality should undertake discussions with the SDI Coordinator, as well as the Project Manager of the Maputo Development Corridor Company, to include gender-related actions in Objective 3 of the Maputo Development Corridor (and other SDIs).***

Specific actions include:

- active promotion and encouragement of participation by women in the tender process.
 - provision of mentoring to ensure that women have access to equity funds. This should be actively promoted.
 - promotion of training opportunities specifically for women. This should include not only technical skills, but also more importantly, support during the tender process. This could, for example, build on existing initiatives being undertaken through the Matsulu and Machadodorp Development Centres.
 - review of the tender documentation to assess accessibility in terms of language usage, use of the vernacular, acceptance to emerging entrepreneurs, etc. These issues should be addressed with the Tender Board, the Provincial SMME desk, and business support institutions such as Ntsika.
- ***Develop gender guidelines which would be applicable to various stakeholders such as:***
 - SDI structures (including Borderlands Commission)
 - Mpumalanga Government (Office on the Status of Women, Department of Economic Affairs, Tender Board), and
 - Private sector.
 - ***The OSW and the Commission on Gender Equality need to develop an integrated action plan for the development of a gender policy which can provide guidelines for all SDI projects.***
 - ***The CGE needs to undertake a comprehensive communications strategy to expose the key players in the Maputo Development Corridor to the current policy and legal framework for gender. Gender sensitivity training should be considered.***

10.2 Planning: recommendations and actions

- ***The Maputo Development Corridor Technical Committee should include clear gender guidelines from the conceptual phase of all Maputo Development Corridor project planning.*** Items such as Women in Development (WID) and Gender and Development (GAD) should be clarified and adopted into the planning processes. This suggests that gender planning and gender mainstreaming would be integral to the Maputo Development Corridor projects.

A similar process should be followed for the planned Borderlands Projects and other SDIs.

- ***Gender should be considered in the composition of all committees or boards that evaluate / award bids and tenders. Clear gender guidelines should also be given in the Evaluation Criteria.*** This would indicate to the Private Sector that gender is of strategic importance to their own future success and give them adequate time to do their own gender planning.
- ***The Commission on Gender Equality should interact with the SDI Coordinating office on the proposed Community Public Private partnerships to ensure that gender is addressed.*** The SDI coordinating office is putting in place a process to facilitate Community Public Private Partnerships (CPPP). The Commission on Gender Equality should establish contact with the project manager, Vuyo Mahlati, to explore ways in which gender can be integrated into any future planning.
- ***Regional integration of policies and planning should be undertaken, particularly with reference to the Borderlands projects.*** With respect to gender, the policies and legal framework of participating countries are likely to differ. This will have to be addressed for gender, as well as other areas.
- ***A more coordinated approach to Corridor research projects is required, and should be addressed through the Maputo Development Corridor Technical Committee.*** Better coordination will ensure that gender issues are consistently addressed in research projects.

10.3 Implementation: recommendations and actions

- ***A pilot project should be formulated in which an integrated gender approach is tested and implemented.*** A possible suggestion is a project in the Borderlands Development Initiative. Negotiations should be undertaken by the Commission on Gender Equality and the Maputo Development Corridor project office to activate such a process. A pilot project will determine the feasibility of introducing integrated gender policies, and allow evaluation of the outcomes without incurring huge cost or risk.
- ***Government-funded projects on the Maputo Development Corridor should require the inclusion of social impact studies in any project. Gender-related issues should be addressed through such a requirement.***

- ***The Commission on Gender Equality should undertake a series of workshops to discuss the outcomes of this report and develop an action plan supported by key stakeholders along the Maputo Development Corridor.***
- ***Develop a more effective communication mechanism for Maputo Development Corridor projects.*** Information relating to the Maputo Development Corridor needs to be publicised more effectively so that Mpumalanga communities become more aware of what has been done. The communities do not seem fully aware of the developments, possible involvement in the Maputo Development Corridor, or future plans once the N4 tollroad has been completed.

Current communication strategies have not been effective in informing communities. Alternative media will need to be considered e.g. using existing community structures such as schools, burial societies, churches in addition to the TRAC/SBB community forums, and formal means such as the Mpumalanga Report and newspapers.

- ***Provide mentoring support for successful bidders (particularly women).*** A possible action would be to appoint private consultants to mentor and 'hand-hold' successful bidders with managing their contracts. This 'hand-holding' of inexperienced SMMEs may be worth re-examining in terms of encouraging women entrepreneurs. It has been successfully applied, to a limited extent, by TRAC and by the Mayor of Komatipoort with some women's groups in the area. This could be more actively promoted through the Mpumalanga SMME desk, TRAC, SBB amongst others.
- ***The awarding of tenders to local residents should be monitored more stringently.*** The tender process should be examined to ensure that local economic development is undertaken, and that local capacity building is a prerequisite in tenders where local expertise is not available.
- ***Better planning for training schedules should be introduced so that skills are developed timeously for participation in tender bids.*** More attention must be given to capacity building for women. Mechanisms must be established, particularly in the secondary development projects, to ensure ***timely*** training interventions, and mentoring, to allow broader participation of women. This could be done through creating training courses at the Matsulu and Machadodorp Centres, amongst others, which will allow women and men to build skills ***before*** such tenders are announced.
- ***Create formal marketing outlets along the Maputo Development Corridor.*** Several women raised the need for creating marketing outlets along the Maputo Development Corridor for their crafts and vegetables. The possibility of providing catering to local workers was also raised.

10.4. Social Impacts (including HIV/AIDS infection): recommendations and actions

- ***The Commission on Gender Equality should facilitate the development of a coordinated women's group in Mpumalanga.*** A need was expressed by several of those interviewed to create stronger coordination between existing women's groups on the Maputo Development Corridor, as well as between government and NGOs. Mention was made of the strong lobbying power of the environmental NGOs due to their coordinated approach to Maputo Development Corridor developments.

The approaches adopted in the environmental sector should be investigated to determine whether similar mechanisms could be used to develop critical mass in women's groups.

A possible action plan should include:

- Identification of Mpumalanga-based women's groups;
- identification of national women's groups active in Mpumalanga;
- a capacity audit of these organisations; and
- the creation of mechanisms to ensure that stronger coordination becomes a reality.

The success of the Women in Construction Interest Group illustrates what is possible in creating more opportunities and economic benefit for women. This type of action could be undertaken in other sectors such as tourism, crafts, hospitality industry, etc.

The perceptions and reflections from communities indicate the extent to which social aspects will be a major constraint in the development of women entrepreneurs. ***The Women's group could play a significant role in creating role models for women in non-traditional women's economic activities.***

- ***Undertake research along the Maputo Development Corridor to quantify the extent to which the N4 tollroad is affecting the spread of HIV/AIDS.*** The Bhumgees project should yield relevant data within the latter half of 1999 but this covers only a small section of the N4 tollroad. Further research will be required, in collaboration with the Department of Health and academic institutions, to extrapolate existing data and undertake primary research if a more accurate picture is to emerge.

10.5. Monitoring and Evaluation

- ***All Maputo Development Corridor projects should be required to collect statistics on the inclusion of women in their projects.*** The Commission on Gender Equality should collaborate with the Maputo Development Corridor project office to institute such a mechanism.

No comprehensive statistical database exists which clearly indicates the status quo on the Maputo Development Corridor. Various elements of existing data have already been mentioned (TRAC, Maputo Development Corridor Project Office, SBB) but there is no single source of data which is readily available.

- ***Statistics gathering should be included as a prerequisite in tenders.*** Current data is inadequate and/or unreliable. These statistics should allow gender-disaggregated data to be gathered so that monitoring of SDI activities can be undertaken. The Provincial Department of Public Works, and the GIS department, could be involved in more extensive data gathering and monitoring of Corridor activities.
- ***Collaborate with the P&DM and the Maputo Development Corridor Project Office to develop gender-related development indicators.*** The planned tracking system for the Maputo Development Corridor is still in the design phase. Preliminary discussions with the P&DM indicate that inputs on development indicators would be

needed. This could be an opportunity to assist in developing meaningful gender-related indicators, which could, if successful, be usefully emulated on other SDIs.

If SDIs and development corridors are to be seen as mechanisms for the more rapid economic empowerment of a large number of rural, and poor communities, and particularly the women in those communities, then it may be necessary to formulate specific data collection and analysis around these regions. This will ensure ongoing monitoring and evaluation of progress against specific indicators. We see this study as the first phase in moving towards such an ongoing evaluation to assess progress in the broader participation of women in the Maputo Development Corridor and other SDIs.

- ***The Mpumalanga OSW should be strengthened, through training and resources, to allow it to play a significant role in monitoring of gender sensitivity training as well of Maputo Development Corridor projects.*** This task should be facilitated by the development of the Maputo Development Corridor tracking system.
- ***This study should be expanded to address gender-related issues in some of the other SDI initiatives,*** particularly those where the major anchor projects include other sectors such as tourism e.g Wild coast SDI, Borderlands Initiative.

APPENDIX A: Relevant Reference Materials

Businessmap Update (1 March 1999). ***New Policy Directions in South Africa***, pp 1-2.

Commission on Gender Equality (June 1998). ***Report on the Commission on Gender Equality Information and Evaluation Workshop: Mpumalanga Province***. (PR 54/98), ISBN 0-621-28659-1, pp 1-92.

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De Beer, GRM; Mmatli, RA; Mahumane AC; Nyathi, SC; and Soares FH (December 1998). ***Maputo Development Corridor Company: Policy Research Programme. Executive Summary & Spatial Development Initiatives and the Future Development of the Southern African Borderlands***, pp 1-35.

Jourdan, Paul (1998). ***Spatial Development Initiatives (SDIs) – the Official View***, Development Southern Africa, 15(5), pp 717-725.

Maputo Development Corridor (November, 1998). ***Summary Report***, pp 1-11.

Mitchell, Jonathan (1998). ***The Maputo Development Corridor: A Case Study of the SDI Process in Mpumalanga***, Development Southern Africa, 15(5), pp 757-769.

Mpumalanga Report (First quarter, 1999). News editors, Morningside, South Africa.

Penrith, Jim (1998). ***An update on the Maputo Development Corridor***, The Mpumalanga Report (4th Quarter, 1998). pp 7-15.

South African National Department of Health (February 1999). Summary Report: 1998 National HIV Sero-prevalence Survey of Women attending Public Antenatal Clinics in South Africa. pp13.

The Lowvelder (Friday, 28 August 1998). ***Supplement: Maputo Development Corridor***.

The Newsletter (Nov/Dec 1998). ***Borderlands***, pp 1.

Trans African Concessions (TRAC) (March 1999). ***Summary of Progress with Annexure 7 & Annexure 8***, pp 1-7.

Wild Coast Spatial Development Initiative. ***Business Plan: Support Programmes for Implementation of Investment Projects for 1998/99***, pp 1-15.

Websites:

Department of Trade and Industry	http://www.dti.pwv.gov.za
Department of Transport	http://www.transport.gov.za
Development Bank of Southern Africa – SDIs	http://www.sdi.org.za
Mpumalanga Investment Initiative	http://www.mii.co.za
Statistics South Africa (SSA) “Women and Men in South Africa” publication	http://www.statssa.gov.za
WomensNet	http://womensnet.org.za/links/genderpr.htm

APPENDIX B: Questionnaires used during the Study

Appendix B presents the three types of questionnaires which were used as guidelines during the interviews, group discussions and unfacilitated completion of the questionnaires. The three categories are:

- **Category 1: High-level decision-makers**
- **Category 2: Successful bidders on the Maputo Development Corridor**
- **Category 3: General workers**

**MAPUTO DEVELOPMENT CORRIDOR PROJECT:
CATEGORY 1: HIGH-LEVEL DECISION-MAKERS
INTERVIEW QUESTIONNAIRE /GUIDELINES**

DEMOGRAPHICS

Name & Surname (in full) -----

Title-----

Position-----

Length in position-----

Contact Details-----

Role in relation to the Maputo Development Corridor Projects-----

Project Sector/s (as per assigned categories)-----

Project details and background -----

EXISTENCE OF CURRENT / PLANNED PROJECTS

1. How many projects are currently being implemented on the Maputo Development Corridor?
2. How accurate is the existing database (Dept of Trade and Industry)? Is more updated information available?
3. How many projects are currently planned for the Corridor?
4. What is the monetary value of these projects?

AWARDED PROJECTS

1. What statistical information is available on the spread and range of projects (per sector, type of project). *Specify.*
2. Is any disaggregated data available on the number of jobs created (overall / per project)? *Specify.*
3. Is any information available on how many projects were awarded to women/men? *Why?*
4. What selection criteria did you use to award these projects?
5. What are the positives and the negatives of these criteria?
6. Would any of these discriminate against the active participation of women (as bidders, subcontractors, and workers)? *Expand.*

CONTRACTED PROJECTS

1. Do you have any subcontracted projects? If Yes, how many? / If No, how come?, and please specify.
2. How many of these projects are subcontracted to men/ women?
3. What is the distribution of women/men in these projects, per sector?
4. Do you have copies/ information relevant to this study.

BARRIERS/ CONSTRAINTS TO ENTRY FOR WOMEN/MEN

1. Which gender category suffers the most constraints/ barriers to participating in the projects?
2. Please specify reasons why (for both men and women)
3. Have you established mechanisms to overcome these barriers for future entry? Please specify.
4. Have these measures been successful? If Yes/No, *please specify how.*

MECHANISMS FOR ENCOURAGING WOMEN'S PARTICIPATION

1. Please identify the mechanisms that exist to encourage the maximum participation of women/men in:
 - the bidding processes
 - implementation of these projects
2. Do you consider these mechanisms effective/ineffective? *Elaborate.*

DIRECT/INDIRECT IMPACTS

IMPACTS	DIRECT (Specify)	INDIRECT (Specify)
Benefits to communities		
Benefits to contractors		
Environmental impacts		
Negative impacts		

SUSTAINABILITY (Post-Projects)

1. Would you say that people's involvement in the Maputo Development Corridor Projects provided development opportunities? *Elaborate.*
2. How do you see the people's development after the completion of the project?
3. How do you see the economic status of women/men in this post-era? *Elaborate.*
4. How do you see the social status of women/men in this post-era? *Elaborate.*

PERCEPTIONS ON FUTURE INTERVENTIONS

1. Do you perceive a high/low involvement of women/men in future projects? *Expand.*
2. Do you perceive a better/worse lifestyle for the women/men involved in future projects? *Expand.*
3. What are the positive and negative perceived attitudes of women/men involved in these projects? *Expand.*
4. Other comments.

**MAPUTO DEVELOPMENT CORRIDOR PROJECT:
CATEGORY 2: RECIPIENTS OF AWARDED PROJECTS
INTERVIEW QUESTIONNAIRE / GUIDELINES**

DEMOGRAPHICS

Name & Surname (in full) -----

Title-----

Position-----

Length in position-----

Contact Details-----

Project Title-----

Project Sector/s (as per assigned categories)-----

Project Value (Rands)-----
Project details and background -----

SUBCONTRACTING

1. Have you subcontracted any of the projects? If Yes, how many? If No, why? *Expand*
2. If Yes, what is/was the time length of these contracts .
3. Did women/men receive the same types of contracts or did they differ? Please specify.
4. What were/are these subprojects valued at, in Rands?
5. How much work was/is subcontracted to men?
6. How much work was/is subcontracted to women?
7. What criteria do you use to allocate this work to women/men?
8. Do you use the same criteria for both women/men? If Yes, please describe the criteria/
If No, state why!

EMPLOYMENT

1. How many women/men are employed in these projects?
2. What are the employment levels for both women/men in these projects (see below)
3. What is the average earning per employment level?
4. Is there a difference between men and women in earnings? How much?

EMPLOYMENT LEVELS (stipulate type of work e.g. farm worker, chemist, etc.)	GENDER IDENTIFICATION (M/F)
Unskilled Semi-skilled Supervisory Management / Professional	

HIRING/FIRING PRACTICES

1. What practices do you use when hiring staff? *Explain.*
2. Do you use similar methods for both women/men or do you use different methods? If No, explain the different methods.
3. What is the ratio/percentage of women/men who are hired / fired?
4. Is it higher for either category? Why?
5. What are the most common causes for firing?
6. Have you taken any measures to improve the situation? If No, why? If Yes, describe the measures taken.

PARTICIPATION MECHANISMS

1. Do you encourage women to participate in the bidding for contracts or any other form of engagement? If Yes, how? If No, why not?
2. Do you encourage women to participate in the implementation of the Maputo Development Corridor Projects? If Yes, how? If No, why?
3. Would you say that these mechanisms work? For you / for them?
4. Could they work better? How?
5. Are you doing anything to improve these mechanisms?
6. Name the success factors of these mechanisms.
7. Name the failure factors of these mechanisms.

BENEFITS

1. What benefits, if any, do you have for women/men?
2. Do women/men qualify for similar benefits?
3. Please qualify:

BENEFITS	GENDER IDENTITY (M/F)
Health	
Housing	
Pension	
Bonus	
Study Assistance	
Computer	
Cellphone	
Other (specify)	

4. Does this vary according to employment level?
5. Could you provide us with documents confirming these statistics?

INFRASTRUCTURE DEVELOPMENT (*before/after project implementation*)

INFRASTRUCTURE	BEFORE	AFTER
Water		
Electricity		
Transport		
Communication		
Other: (<i>Specify</i>)		

For each of these columns, please specify in depth of the benefits to both women/men.

TRAINING AND DEVELOPMENT

What type of training is available and provided for women/ men? (*Categorise below*)

TRAINING – TYPE	GENDER (M/F)
Technical	
Non-Technical	
On-the-job training	
Field-training	
Full-time training	
Part-time training	
Other: <i>Specify</i>	

LEVELS/LENGTH/INSTITUTIONS OF TRAINING

1. What levels of training do you provide to women/men?
2. What criteria do you use to qualify women/men for this training?
3. Are there standard criteria you use for both women/men? If No, why?
4. Are these criteria effective? If No, what measures are you/ have you taken to increase the effectiveness?
5. What length of training is undertaken by women/men? (days/ weeks/ months/ years), *specify*.
6. Is this sufficient for both women/men?
7. To which institutions do you send both men and women?
8. Do these institutions produce the results that meet your expectations
9. How do you measure these outcomes? Please provide us with the model.

WORKING CONDITIONS

1. How would you describe the working conditions in your environment?
2. Do women/men have the same working conditions? If Yes, please name the conditions. If No, why?
3. Do you apply the Labour Relations Act in your work environment?
4. How do women/men respond to the LRA? (Negative/Positive), *specify*.
5. Have these responses affected the application of the LRA in your work area? *Expand*.

PROJECT IMPACTS

1. Would you say that these projects have had an impact in the:
 - Social lives of both women/men? If Yes, expand.
 - Economic lives of both women/men? If Yes, expand.
2. Are there environmental impacts? Do they affect women/men in the same way? *Explain*.
3. Have these projects created more jobs for women/men? If Yes, how many and in which job categories were they created?
4. Have these projects added to the HIV/AIDS spread in these communities? *Please specify*.
5. What other contributions can you identify?

SUSTAINABILITY (Post Projects)

1. Would you say that people's involvement in the Maputo Development Corridor Projects developed them for the better/ worst? (*Please elaborate*).

2. How do you see the people's development after the completion of the project?
3. How do you see the economic status of women/men in this post-era? Please elaborate.
4. How do you see the social status of women/men in this post-era? *Please elaborate.*

BARRIERS/ CONSTRAINTS TO ENTRY FOR WOMEN/MEN

1. Which gender category suffers the most constraints/ barriers to participating in the projects?
2. Please specify reasons why (for both men and women).
3. Have you worked on how to overcome these barriers for future entry? *Please specify.*
4. Have these measures been successful? If Yes/No, *please specify how.*

SEXUAL HARASSMENT

1. Have there been any cases of sexual harassment in these projects? If Yes, please explain.
2. Would you say sexual harassment is experienced more by women/men? Support your answer.
3. Could you please give examples of the sexual harassment cases, if any?
4. Do you have any sexual harassment policies implemented and practiced in your project(s)? If Yes, what does the policy say, in summary? If No, why not?

PERCEPTIONS ON FUTURE INTERVENTIONS

1. Do you perceive a high/low involvement of women/men in future projects? *(Expand).*
2. Do you perceive a better/worse lifestyle for the women/men involved in these future projects? *Expand.*
3. What is the perceived attitude of the women/men towards future projects? *Expand.*
4. Other comments.

**MAPUTO DEVELOPMENT CORRIDOR PROJECT
CATEGORY 3: GENERAL WORKERS
INTERVIEW QUESTIONNAIRE / GUIDELINES
(compressed version)**

DEMOGRAPHICS

Name (in full) _____

Preferred name: _____ Title: _____

Dr/Mr/Mrs/Miss/Ms _____

Sex: M/F Age (Yrs) Months

Contact address: _____

Tel No. (daytime) _____ (evenings/weekends) _____

Cellphone No. _____

Education level: No Schooling Standard Matric Post-Matric Diploma

Technical Diploma Degree – Type _____ Post-graduate Qualification _____

What is your occupation? _____

How long have you done this? (years and months) _____

In which of these sectors are you employed (give card to interviewee) A, B, C, D, E, F, G, etc.

Other (give details): _____

Does the phrase Maputo Development Corridor Project mean anything to you? Y/N

Describe in your own words what you think it is _____

1. Marital Status(tick): Married Divorced/Separated Widow/Widower
Single

2. How many wives do you have? How many wives does your husband have

3. If married/divorced– does spouse contribute towards household income? Y/N
Does anyone else contribute towards household income.

4. Total household income per month (insert letter applicable)

BENEFITS

1. **Current Benefits**

Company car Car allowance Cellphone Cellphone/telephone allowance

Medical aid Does your employer contribute? Y/N . What percentage?

Pension Does employer contribute to pension? Y/N What percentage?

Housing allowance/benefit Reduced cost loan from employer Y/N
 Food allowance Y/N What amount per month? (approximate if necessary)
 R _____
 Other _____ benefits
 (specify) _____

2. Do you believe that the benefits that you receive are: A. less than the men employed on the project B. more C. the same don't know (tick box as applicable)

Why _____ do _____ you _____ say _____ that?

3. Any other family members working on the MDC Projects? Y/N Are they benefiting? Y/N

In what way are they benefiting - give details

ELECTRICITY AND WATER

Question	Before MDC	Since MPC
Do you have electricity where you stay? Y/N		
Do you have water on tap? Y/N		
If not where is the nearest water. (please give details)		
How often do you have to travel there to get water each day?		

TRANSPORT

Question	Before MDC (tick as applicable)	Since MDC (tick as applicable)
What form of transport do you use? (Can be more than one form used) Own Car/vehicle		
Bus		
Taxi		
Train		
Lift in other's car		
Cycle		
Walk		
Other (specify)		

TELECOMMUNICATIONS

Question	Before MDC	Since MDC
1. How far do you have to travel from your home to the nearest telephone? (approx. km/metres)		

2. How often do you use this telephone each week? Less than once per week (tick if applicable)		
Once/twice per week (tick)		
3-5 times per week (tick if applicable)		
Every day		
More than once per day		
3. Do you or anyone in your home have a cellphone to which you have access? Y/N		

OCCUPATION

Question	Before MDC	Since MDC
1. What is your occupation? (What do you do?)		
1a. Is this with the MDC? Y/N		
2. Previous occupation immediately prior to this one?		
2a. In what sector (A,B,C,D – show employment card)		
3. Full-time/part-time/temporary or contract position? (Present and Previous)		
4. How many years have you had/did you hold this job? (If less than 1 year specify number of months)		

SKILLS/TRAINING/WORKING CONDITIONS/ENVIRONMENT

- Since you took employment in the Maputo Development Corridor Project, have any skills been transferred to you? Y/N
If yes, what skills are they?

- Have you transferred any skills to anyone else? Y/N If, Yes, what skills have you transferred?

- Did you receive any training from the MDC before taking up your present job? Y/N
- Did you feel that you received more/less/the same training as the men employed?
More
Less The Same
- Do you think the men get better jobs than the women on this project? Y/N
Why do you say that?

6. Do you think that there are more, the same or fewer opportunities for men than women on the MDC? More The Same Fewer Don't know
Why do you think that is?
-
-

WORKING CONDITIONS

1. How do you find your working conditions? (circle the letter relating to the interviewee's reply)
a. Excellent b. Good c. Fair d. Not too good e. Poor
Why do you say that?
-
-
2. Do you think women have equal rights with men on the job? Y/N
Why do you say that?
-
-
3. Does the Project have any Labour Policies Y/N : How do you find the organisation's labour policies? a. Excellent b. Good c. Fair d. Not too good e. Poor
Explain why you say that
-
-

LITERACY LEVELS

	Speak (mark with X)	Read (mark with X)	Write (X)
Home Language			
English			
Afrikaans			
Other language			

1. What was the highest standard that you achieved at school? Standard
2. Did not go to school. (tick box if applicable)

QUALITY OF LIFE

1. Please tell me whether you Strongly Agree, Agree, Disagree, Strongly Disagree or Neither Agree nor Disagree with the following statements (show the card with the varying degrees of agreement/disagreement then insert relevant letter next to statement).
 - a. I believe the opening of the MDC has improved my quality of life (insert letter)
 - b. I believe the opening of the Maputo Development Corridor has improved the quality of life of the people in the area (insert letter)
 - c. I believe that the opening of the Maputo Development Corridor Project will benefit my family in the future. In what way(s) do you think they will benefit-how?

 - d. I believe the opening of the Maputo Development Corridor Project has lead to a deterioration in the environment (insert letter)
Please explain why you believe that

 - e. I think that the opening of the Maputo Development Corridor has/will lead to more people becoming HIV positive/getting Aids
Why do you think that?

 - f. Women will benefit from the opening of the Maputo Development Corridor Project
Why do you say that?

 - g. More opportunities should be made available to women as a result of this Project
 - h. Men will benefit more than women from the Project
 - i. Why do you say that?

SEXUAL HARASSMENT

1. What do you understand by the term "sexual harassment?" _____
2. Do you think there is, or has been any sexual harassment taking place in the work place? Y/N
If yes, give an example

3. Were you asked for any sexual favours in order to obtain this position that you hold? Y/N If yes – how do you feel about that?

4. What do you understand by the term "sexual harassment?" _____
Do you think that there is sexual harassment in the work place? Y/N
5. Have you ever encountered any cases of sexual harassment? Y/N

If yes, 5a. How was it dealt with? (give as much detail as possible)

5b. What was the outcome?

BARRIERS TO ENTRY (WOMEN/MEN)

1. Do you think that if you had been a man, you would have been offered
2. A. a better position Y/N B. had better career Y/N C. better job prospects? Y/N
Why do you say that ?

3. Do you think that there are any other barriers preventing you getting a better position or furthering your career? Y/N
What are they?
a. _____
b. _____
c. _____
4. What qualities, skills and experience do you believe you have that gave you the advantage when you applied for this position/contract?
a. _____
b. _____
c. _____
5. Are you satisfied with your work? Y/N
6. What aspects of your work appeal to you most (name 3, if possible)

7. What aspects of your work do not appeal to you (name 3 or less)

8. How did you hear about the work/position? (give details)

9. How did they go about hiring you? (give details)

10. If you had the opportunity to apply and work in this position/contract again – what aspects (if any) would you change about:
a. your application?

- b. The position?

HIV/AIDS AWARENESS

1. Have you heard of HIV/Aids? Y/N
2. What do you understand by the words "HIV positive"

3. What do you think Aids is?

4. Do you know of anyone who is HIV positive/has Aids? Y/N
5. Approximately how many people do you know who are HIV positive or have Aids?
6. What do you think causes Aids?

7. How do you think women get Aids?

8. How do you think babies/children get Aids/become HIV positive?

9. Do you think people can prevent getting Aids/becoming HIV positive? Y/N
How can they do this?

How else?

10. In the next 2 years do you think (circle the relevant answer)
a. more people will get Aids/become HIV positive
b. it will stay at the same rate as now
c. fewer people will become HIV positive/get Aids?
Why do you say that?

11. Do you think the opening of the Maputo Development Corridor will lead to more people getting Aids/becoming HIV positive? Y/N Make no difference Fewer people
Why do you think that?

Any other reasons?

12. (If working or aware of the Maputo Development Corridor Project – ask)
Since the project began have you noticed/become aware of more/fewer/same number of women becoming HIV positive/developing Aids? Y/N
(If answered more or fewer) Why do you think that is?

PERCEPTIONS ON FUTURE INTERVENTIONS

1. Do you perceive a high/low involvement of women/men in future projects? Expand.
2. Do you perceive a better/worse lifestyle for the women/men involved in these future projects? Expand
3. What is the perceived attitude of the women/men towards future projects? Expand
4. Other comments : _____

Would not change anything (tick if relevant)
5. Do you feel you have control over a) your work? Y/N
Why do you say that?

b) your environment? Y/N
Why do you say that?

c) your future? Y/N
Why do you say that?

APPENDIX C: List of quotations

What the Corridor means to you?

Men

- Open job opportunity for people
- It will bring job opportunity to many people
- It is for developing skills for the people and success for those interested in business
- It means a lot, because they will provide us with job creation, and more jobs will come
- The project helped many unemployed to be employed and provided some training centres for the community
- It will help to improve and make me find a job because of courses

Women

- It means the rebuilding of N4 roads, tollgate building and business creation within Witbank and Maputo
- It is the project in which many people got jobs and upgrade the economy of SA
- To give those on the ground opportunity to have something
- To me it means that more job creation and equal opportunities of everyone
- It means a lot to me because it creates jobs, unemployed people are decreasing
- It is a project of job creation and facilitates easy travelling between the two countries
- Maputo Development Corridor Project means that work is present so it wants our hands and our mind to do work
- It is the project that will help me to work because I have suffer looking for work, any type of work
- It means that one day I will get work so that I can further my study

Do you think men get better jobs than the women on the project? Are there more opportunities for men?

Women

- Work that are done by men are too difficult
- Equal, there are women and men in the project. They are the same opportunities they do not judge by gender or racialism
- Many tender opportunities goes to men as women were no given the chance
- Because men are more than women on the list
- More men get better job than women
- Same opportunities – it depend on what kind of job are you doing
- In job opportunity we both have equal right. Same opportunity because we need both of use to be trained
- [Men get better jobs] because more job need men. Men get better job than the woman. Man they have more knowledge of [MDC] work.
- Because most of the job they advertise is for men; because men get better job than woman
- [Men will benefit more] because men are able to carry heavy things
- They employ more men than women; they give all chance to the men
- 98% men and 2% women; more opportunities for tenders are for men not for women tenders

Do you think men get better jobs than the women on the project? Are there more opportunities for men? (continued)

Women

- [Better jobs for men] – because men have a lot of training skills than the woman, for example men can do electricity, bricklaying, plumbing and etc
- [Same opportunities] – because if we have the same skills with men, so the opportunities will be the same, same standard, same qualification
- Unknown
- [Men do not get better jobs] – because the MDC is trying by all means to make the gender equality thing work
- [More opportunities for men] – I think this because now there's still too much of building to be done so with that in mind most women still haven't got the knowledge that they can build, paint and do any job regarded as man's
- [Men do not get better jobs] – because the opportunities is for every one
- The percentage of men employed in the MDC is high than women
- [Same opportunities] – because in job opportunities we have equal rights; I don't have any experience or enough information about MDC
- [Fewer opportunities] because men has a power of doing lot of things [more] than women
- [Fewer opportunities] because men are employed more than women
- [Fewer opportunities] – they will see their relatives and having more friends
- We are discriminated against. Most of the time we as teenagers are judged by the age or something like that

Men

- Everbody have equal rights
- [Men do not get better jobs] – because of everyone has a chance to apply for MDC
- [Women] are doing the same jobs as men
- [Men get better jobs] – it is because much people work on the road which is less possible for women. There is no much job to do for the women and even if opportunities are there, women are not informed of them
- I think people are employed according to their ability; [same opportunities] because both men and women are employed to MDC. The only think can be relationship (broerskap)
- [More opportunities for men] because there are many thing that men can do and there is fewer thing that women can do
- More opportunities for even tenders are for men, no women has got a tender
- MDC offers equal job opportunities for all; opportunities are the same
- [Fewer opportunities for men] because the MDC employment priority procedure is more concentrated to the discriminated women both blacks and whites
- [Same opportunities for everyone] – because this is for everyone the early birds catches the fattest worms; [fewer opportunities for men] – first I can say that most of men they have skill in something but women 98% have diplomas in computers. That's why I say maybe men is a builder, have already finish building, he must just pack [and] go, but women can be cleaner for period of 30 years. That why I say there fewer opportunities for men

Do you think men get better jobs than the women on the project? Are there more opportunities for men? (continued)

Men

- [Men will benefit more] because some women are married and have families to look after, so they cannot continue until Maputo but men can
- Few men are going to be employed as this project is more concentrating on affirmative action
- Women may sell some small goods like cold-drink and craft

Quality of life

Women

- More trees chopped down
- People will get jobs and more people will live a better life
- Many of my family will get something to do in the Maputo, like work
- Better, because many tourists will come and visit
- Better, to educate them on the training centre
- Women will benefit – they can make their own business
- Women will not benefit – because the women they did not win the tender
- Women will benefit – most of the job available are done by women e.g. cleaning
- Men win more tenders than women
- Women will benefit because the MDC does not have any gender discrimination
- There will be more opportunities for the community
- They'll get jobs from business attracted by it. Also if my province prosper in terms of economy, we all benefit
- Women have been discriminated against for so long, now that they are forward to make sure that this changes and they can't prove themselves capable if they are not given a latitude. So it's about time that such opportunities be redirected towards them for a change. So I think this project as possible so as to show that we are not exactly weak as men like to believe. And because already men have lots of chances in other projects so at least let this one be ours
- Yes, more women will benefit by selling food and clothes to members of the MDC
- Men have more benefit – there is so much work in the project for men such as the construction
- More opportunities, by installing market to sell vegetables
- More opportunities, because they can create their own business opportunity

Quality of life (continued)

Men

- Environment will be affected because many cars will move on the road – some will get killed
- The chemicals they use to build the road damages the environment
- More cars will move on the road and pollutes the air
- In fact, the project decreases the number of the unemployed
- The place will have more plastics, papers around
- MDC has improved life, for opening the training centre and job opportunities
- Women will benefit from the MDC if they get chances to get into the tender

Equal rights for women and men on the job

Men

- Yes, because nowadays you can find a woman bricklayer like men
- As long as the jobs are done, salaries will of course be the same
- Yes, because everyone both woman and men have a right to do these jobs

Women

- No, the salary is not the same
- Yes, because only if education is equal
- Yes, we all qualified
- No, because men are occupying high positions
- Yes, men are not now sees as the ones who deserve to boss even women
- Yes, because both men and women work the same hours and the same job
- Yes, they can drive caterpillars and build the road
- Yes, I say that because now we are living in a modern world so women have to stand up for themselves
- Yes, cause women can also have skills like those of men
- Yes, because it is in the constitution
- Yes, because we are all human beings – what a man can do, I can do it
- Yes, because both sexes are having the same educational training at any institution

HIV/AIDS

Men

- More people from different places will spread it
- Increased prostitution will take place; [women will benefit] but very little – it will end up others being sex workers instead
- The more trucks, the more prostitution
- The project offers free training to all about AIDS awareness
- Yes, because they will use the place as ranks
- More AIDS in 2 years – need money
- People don't want to practise safe sex
- There more people [with AIDS/HIV] in the area, more AIDS chances. Prostitution will be advanced due to it now labelled sex-work
- No sexual harassment – there are more men employed there than women

Women

- Worse, because of truck drivers
- Worse, because many women will go and sell their bodies
- I don't think that by opening the Corridor will mean the Dept of Home Affairs will be so naïve as to allow an uncontrolled situation. Thus people will know what's good for them. And the Corridor will not only mean for people to flow in and out but for information as well
- Worse, because [those] from other countries will have access to SA
- Many of ladies go there to sell themselves to get money, so in that way they can get AIDS
- [On HIV/AIDS increase] – is not a true statement
- Worse, because trucks will park there
- Prostitution is getting worse
- More people get AIDS, but MDC does not lead to get AIDS. This Maputo is to create jobs only
- Truck drivers are engaged in promiscuous sex daily. The number of trucks using the road will increase
- In SA there are no job opportunities so women might try to be workers so as to get money for a living from those who are working (the men)
- The doctors will have medicine to cure AIDS

About Tenders

Women

- Is the small contract taking part in the big contract
- Opportunities by a certain company to help disadvantaged people
- To care for someone
- It means to offer services
- Person who make its own business and employer
- When you want to be a contractor
- Business opportunities for us

Men

- Is to carry out work at a stated price. Put work out to tender and ask for such effort
- Is an offer given
- To be granted a contract where you are given time to start or complete the work as agreed
- Is an allowance for people to apply to do the job under a contract of years/months etc.
- Is to seek for opportunity like finding yourself a sub-contract
- Get opportunity to do the job you always wanted
- Tender means your own job or work or contract

Your thoughts about the future

Men

- [Worse lifestyle] because most women stay at home without working
- High involvement for men on the MDC – I am a man. I must work hard and my business must be high

- Better lifestyle – now they will start doing something for themselves; see themselves in big business
- [Positive attitude to MDC] – they are positive that one day it will have to employ many South Africans
- High involvement of women and men in future projects will help decrease the no. of the unemployed
- Better lifestyle for men and women because they would learn more skills
- Better lifestyle – this is going to be an eye-opener to much disadvantage people/individuals

Women

- The perceived attitude is positive as goods will be transported from Maputo Harbour
- High involvement of women, because women are suffering with babies
- I want to be a business lady one day
- Better lifestyle – these projects are sources of income. Some people are teaching the community how to initiate projects. I am busy teaching young people in my community about skills and entertaining them with dance and choral music, at the end of the day I'll be successful
- I have noticed that women are keen to improvement. I strongly agree that they will target and tender
- I perceive a high involvement of women because now that chances are available a number of women have already taken initiatives and the number is increasing. This means that in the future women will be in the lead in future projects
- I perceive an even more than better lifestyle because these projects are not only eye-openers but sources of income. Women are becoming independent which is a positive achievement instead of waiting as housewives for husbands to come and do everything. I think the attitude of women is good. I'm not sure about men who think their rights have been taken away.
- Women will be self-reliant than undergoing prostitution
- Women seem to be equalling men in labour market

APPENDIX D: SUMMARY OF FOCUS GROUP DISCUSSIONS WITH WOMEN'S GROUPS IN THE NKOMAZI DISTRICT

Contact was made with the Lower Escarpment District Council through discussions with the TRAC community forum leader for Nkomazi (Cedric Ngwenya). Consequently, a focus group meeting was set up with about 27 representatives from women's groups active in the Nkomazi West District. The workshop was also attended by three men – the mayor, the district officer for Nkomazi West, and an unidentified person. The women's groups are listed below. The Category 3 questionnaire included in **Appendix B** was used as a guideline.

This particular area was chosen because the Nkomazi Irrigation Scheme was established as one of the Corridor projects. Mzinti is still within the 50 km Corridor, south of the N4 tollroad at Malelane, and on the road to the Swaziland border post, Jetty's Reef. The District consists of 29 villages stretching to the Swaziland border and also an area 125 km from the Mzinti Community Hall, where the district office is located.

The purpose of the focus group was to determine to what extent these women were benefitting from Corridor projects, and what impacts were perceived as a result of the Corridor.

Of significance is that most of the women's groups were headed up by women. One explanation given was that there was a high level of (male) migrant labour in the area and women have to make a living to survive.

Knowledge about the Corridor

- All had heard of the Corridor, and were aware of the N4 tollroad construction. There was no knowledge of other activities, or that the Nkomazi Irrigation Scheme was part of the Corridor projects.
- The women had heard about the Corridor via radio, newspapers, and word-of-mouth.

Perceived opportunities in the Corridor

- Fencing
- Marketing of vegetables and curios – need for a vegetable market / curio shop on the N4 was identified
- Selling of vegetables to local hospitals
- Selling of cooked food to construction workers
- Making of overalls – understanding was that SBB overalls are made in Johannesburg
- Overalls and uniforms could be made for hospitals and schools in the area, as well as linen for the hotels
- Pig farming
- Driekoppies dam – the group had heard that this was an anchor project but did not know what opportunities would arise. They had guessed that it would include houses and a hotel, which could use their sewing and catering skills. A community vision/plan was being developed

Contracts on the Corridor

There were no awarded contracts within the group. Perceptions were:

- Men get the contracts, not women
- Some women have tried to tender, but unsuccessfully (Mobofo Women's Group)
- ABCAT was supposed to meet with local communities but had not yet been seen
- There were no available projects on the road. White people are given contracts, and have no interest in involving local (black) communities. Where local communities are used, this is for unskilled work only
- No-one knew of anyone else working on the Corridor. In some cases, it was mentioned that family members were sometimes too lazy to work!

About the Nkomazi Irrigation Scheme

- None of the women's groups had access to the Irrigation Scheme's water supply.
- The perception was that only white farmers have benefitted from the scheme, and that it is under white control
- Small (black) farmers were not given an opportunity to participate and small farmers had no rights to the water

Training

- The group had heard that there were training opportunities but did not know how to access it. It was also too far for them to travel
- The Lydenburg Beehive group offered training on a continuous basis (R80 for 8 days, offered every two weeks at the local Mzinti Training Centre). Only some in the group were aware of this. The course included notes and the training course.
- Problems were experienced by those who had attempted to find out more – they were sent from one place to the next without resolving their questions
- Information is not passed on by those who know. Only a small circle is kept informed

HIV/AIDS

- High level of awareness of HIV/AIDS and how it is spread
- Knowledge is gained from workshops organised by the Health Department
- The group could not state whether the Corridor was contributing directly to the increase in HIV/AIDS
- Health workers had alerted communities that the Driekoppies dam and N4 road construction would result in increased HIV/AIDS