Gender-sensitive public works in Mozambique

Scoping study – Final Draft

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List of abbreviations

ADIGR Support to Income-generating Activities (Apoio ao Desenvolvimento Iniciativas de Geração de Rendimento)
APEs Community Health Workers (Agentes Polivalentes Elementares)
DFID Department for International Development
ENSSB National Basic Social Security Strategy (Estratégia Nacional de Segurança Social Básica)
HI Humanity and Inclusion
IDA International Development Association
IFPELAC Institute of Professional Training and Labour Studies Alberto Cassimo (Instituto de Formação Profissional e Estudos Laborais Alberto Cassimo)
ILO International Labour Organization
INAS National Institute of Social Action (Instituto Nacional da Acção Social)
INEFP National Professional Training Institute (Instituto Nacional do Emprego e Formação Profissional)
LAP Local Adaptation Plan
MDTF Multi-Donor Trust Fund
MGCAS Ministry of Gender, Children and Social Action (Ministério do Género, Criança e Acção Social)
NGO Non-Governmental Organisation
OPM Oxford Policy Management
PAS-D Direct Support Programme (Programa Apoio Social Directo)
PASP Productive Social Action Programme (Programa da Acção Social Produtiva)
PMT Proxy Means Test
PSSAS Social Services Action Programme (Programa Serviços Social de Acção Social)
PSSB Basic Social Subsidy Programme (Programa Subsidio Social Básico)
SDAE District Services of Economic Activities (Serviços Distritais das Actividades Económicas)
SDPI District Services of Planning and Infrastructure (Serviço Distrital de Planeamento e Infraestrutura)
SDSMAS District Services of Health, Women and Social Action (Distritais de Saude e Mulher Accao Social)
ToT Training of Trainers
TPI Labour-inclusive Public Works (Trabalhos Publicos Inclusivos)
UNICEF United Nations Children’s Fund
USAID United States Agency for International Development
WFP World Food Programme
YAM Young Africa Moçambique
1 Introduction

The UK’s Department for International Development (DFID) has contracted OPM to carry out a scoping study of gender-sensitive public works. This involves collecting good practices and examples from across the globe, as well as identifying potential areas for intervention (and piloting) in Mozambique.

This assignment consists of three outputs. First, the development of a theoretical framework to study gender-sensitive public works and a global literature review of experiences. Second, this report, which is a scoping study of the potential for gender-sensitive public works in Mozambique, in particular in relation to the Productive Social Action Programme (PASP). This scoping study draws on the global literature review and includes analysis of political economy issues affecting the effectiveness of PASP and identifies potential areas for investment in gender-sensitive public works in Mozambique including, if relevant, the proposal of approaches to be piloted. Third, to support the design and implementation of any pilots emerging from this scoping study.

This report will contribute to planning DFID’s investments in social protection in Mozambique and will also be used to inform the work of the DFID-financed MUVA programme, which is an innovative adaptive programme that pilots different approaches to support women’s economic empowerment in Mozambique. As this research has been commissioned by the DFID centrally managed programme on Gender and Social Protection, it is also hoped that this report will be disseminated within DFID and across other country offices as a means of encouraging sharing and cross-learning between DFID’s bilateral programmes on social protection.

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1 The term ‘public works’ covers a vast typology of programmes that are very different by design, leading to relatively different impacts. We focus our analysis across the spectrum, but with a particular focus on those that are provided to play a social protection function, and – following McCord and Slater (2009) and Beierl and Grimm (2017) – stress the fundamental difference between:

- those that offer a single short-term episode of employment with a safety net or social protection objective;
- those that offer repeated or ongoing employment opportunities as a form of income insurance, which sometimes entails a guarantee of employment for all who seek it and/or a focus on chronic livelihood deficits (e.g. ‘Productive Safety Nets’);
- those that promote the labour intensification of government infrastructure to promote aggregate employment; and
- those that enhance employability by improving labour quality.

2 Programa da Acção Social Produtiva
2 Conceptual framework and key lessons of the global literature review

2.1 Conceptual framework for gender-sensitive public works

The framework developed for this assignment focuses on the potential role of public works in addressing women and girls’ barriers to employment and lifecycle risks, while acknowledging the fundamental role played by a wide range of other policies and interventions, both in the realm of social protection and beyond (Barca, 2019). The framework is thus organised into three ‘sections’:

- The first, represented in green, addresses the key barriers to employment and lifecycle risks faced by women and girls (see Annex B for a description of the key barriers in Mozambique).
- The second, represented in blue, discusses the potential roles played by public works programming in addressing these barriers.
- The third, represented in yellow, discusses the desired outcomes of public works programming. The extent to which these materialise strongly depends on design and implementation factors.
Gender-sensitive public works in Mozambique – Scoping study

Figure 1: Conceptual framework

Key Barriers to female economic empowerment

Macro level barriers
- Care economy: care and reproductive roles
- Sex segmented/unequal labour markets and discriminatory regulatory frameworks

Meso level barriers
- Socio-cultural restricted mobility
- Limited social capital, agency, voice
- Limited/inadequate work opportunities
- Physical insecurity
- Inadequate services

Micro level barriers
- Skill/educational levels
- Unequal gender division of labour & time poverty
- Limited bargaining/decision-making power
- Less control/ownership of HH productive assets

Consequences of work: skills development

Gender-informed Public Works for vulnerable women and girls

1. Ensuring equitable access to public works jobs & wages
   a. Addressing women's labour supply constraints. E.g.:
      i. Shorter length of the work day, availability of part-time work, flexible working hours
      ii. Maternity leave and alternate direct support
      iii. Availability of a creche/childcare provision & allocated time to feed young children
      iv. Low distance from work site
      v. ‘Female-friendly’ and ‘safe’ work environments
   b. Ensuring that women are not excluded from jobs
      i. Explicit targeting of women, establishing targets/quotas for women and/or giving preferential access to women
      ii. Ensuring female-friendly recruitment and registration
   c. Ensuring equal pay for equal and comparable work and that wages effectively reach and benefit women (e.g. addressing ‘household targeting’ and pay)

2. Ensuring design that responds to women’s needs & reduces unpaid work
   a. Ensuring asset creation that women need: that reduce women’s burdens, increasing their productivity & resilience (social infrastructure)
   b. Ensuring service delivery that women need
      (often already provide, for free).
      i. Health: e.g. Home-based care assistance, mobile clinics, vaccination drives
      ii. Education: e.g. Early Childhood Development, school teacher assistants, after-school programmes, food handling for school nutrition/feeding programmes, mass literacy campaigns, sports coaching
      iii. Cross-cutting & community: e.g. custodial personnel, community cooking & cleaning, community airbase recyling, crime prevention etc.

3. Ensuring a focus on creating hard and soft skills for women
   a. Ensuring women’s access to semi-skilled jobs and increasing participation as subcontractors/supervisors
      ➢ Focus on types of jobs that enhance chances of on-the-job learning
   b. Training in new technical (‘hard’) skills
      ➢ Focus on local labour market relevance
   c. Training in ‘soft’ skills
      ➢ Focus on work readiness, intra-personal/communications, leadership, job search.
   d. Psychosocial support and mentoring:
      ➢ Focus on self-esteem, etc.
   e. Linkages to ‘empowering’ complementary services: e.g. provision of adult literacy classes etc.

Outcomes

- Standard SP outcomes: income, food consumption & nutrition, asset holding, health and education
- Psycho-social wellbeing: Dignity, confidence, social networks, intra-household bargaining, etc
- Reduced burden of unpaid care work and home-based work
- Improved provision of services
- Labour supply: Entry into labour market, changed perceptions of work; more informed decisions; development of soft and hard skills, enhancing future employability

Institutional dimension: ensuring women’s voice, participation and overall gender focus (V&E etc)

Equality in decent and productive employment and income opportunities for men and women
The conceptual framework is organised along three main ‘vectors’ through which public works programmes are expected to yield positive impacts (Barca, 2019 based on: McCord, 2012; Beazley et al., 2016; Beierl and Grimm, 2018):

1. **Vector 1: Access to work – Cash/income**: Ensuring urban young women’s equitable access to public works jobs
   - Addressing young women’s labour supply constraints
   - Ensuring that young women are not excluded from jobs
   - Ensuring equal pay for equal and comparable work

2. **Vector 2: Assets/services generated**: Ensuring design that responds to urban young women’s needs and reduces unpaid work
   - Ensuring the creation of assets that reduce gender inequalities, i.e. that reduce women’s burdens, increasing their productivity and resilience (social infrastructure)
   - Ensuring the delivery of services that can reduce gender inequalities (and recognise women’s unpaid work).

3. **Vector 3: Skills development**: Ensuring a focus on creating hard and soft skills for urban young women
   The framework includes a fourth cross-cutting vector:

4. **Vector 4: Institutional set-up**: ensuring an institutional set-up for public works that is gender aware and sensitive. Activities that broadly fall under this include: addressing cultural barriers and norms via training of staff and workers; better including women in programme design, planning, implementation, management and monitoring; and adopting a more gender-sensitive approach to monitoring and evaluation.

### Box 1: Skills development in public works – beyond technical and vocational training

Skills development in public works programmes is usually exclusively associated with programme components that provide technical and vocational training and could be focused on hard and/or soft skills. However, there are other ways in which the skills of participants can be improved during their participation in a public works programme:

- **On-the-job-training** – by making the participation in the public works a learning experience. This learning experience could lead to the development of soft and/or hard skills. The challenge is that public works programmes often offer activities that are basic and for which people can use skills that they already have.
- **Training for public works** – the training provided in order to carry out the activities required by the public works programme could potentially lead to skills development, depending on the type of public works and the quality of the training.
- **Mentoring and psychosocial support** – the importance of psychosocial well-being in social protection is increasingly recognised. However, the global review of public works by Barca (2019) found no evidence of government-led programmes incorporating personalised mentoring and psychosocial support.

### 2.2 Key lessons from global experiences

In this section we present the main lessons from the global literature review of experiences of gender-sensitive public works conducted as part of this assignment (Barca, 2019). These findings help contextualise the challenges of PASP and in identifying areas of investment for the programme to be more gender sensitive.

- The global evidence is derived mostly from ‘asset-oriented’ programmes in rural areas.
  Evidence from programmes in urban areas and from programmes that required participants to engage in service delivery rather than in asset creation or maintenance is scarce.
• **Vector 1 – Access to work**: Most of the experiences in relation to ensuring equitable access to work for women are about targeting women explicitly or ensuring that the workload and the on-site facilities are ‘female friendly’ (e.g. shorter length of the workday, flexible working hours, maternity leave, availability of crèches, time allocated to feeding young children, low distance from worksite, etc.)

• **Vector 2 – Assets/services generated**: i) Assets – there are few experiences of public works generating gender-sensitive assets, this is, infrastructure that (poor) women need, aimed at reducing the time, burden, and drudgery of unpaid work while also increasing women’s productivity, psychosocial health, and resilience. The few examples identified in the review relate to facilitating access to goods that are gathered through unpaid work, facilitating access to markets and services and improving the quality/provision of housing, water and sanitation, and utilities. ii) Services – while still few and far between, experiences incorporating a service-oriented focus into public works programming have been very promising with regards to impacts on women and girls in particular. This includes home-based care activities, mobile clinics, early childhood development activities, health and literacy campaigns, etc.

• **Vector 3 – skills development**: there is no true consensus in the literature about how/whether public works can strengthen the skills of participants in ways that lead to sustainable job participation in the medium term. There is even less evidence on how this is done for women – and very little evidence that is fully relevant for urban settings.

• **Vector 4 – Institutional set-up**: There are experiences of programmes including women in programme design, planning, management and monitoring and of Addressing cultural barriers and norms via training of staff and workers.

• There needs to be an **acknowledgement that there are also trade-offs between the vectors of impact** – especially when assessing the overall cost-effectiveness in terms of addressing chronic poverty and vulnerability. For example, the high cost and low returns of providing training for skills development, the need to target more highly educated participants, and the high management and coordination efforts required for delivering high-quality training can undermine the social protection objectives of the programme. In a similar fashion, the creation of good-quality assets and infrastructure requires adequate technical design, substantial training, technical supervision, adequate tools, equipment and material, among others, which can be an administrative burden for implementers and a budgetary burden for the programme – and can put at risk the effectiveness of the other vectors of impact.
3 Social protection in Mozambique

Mozambique is usually referred as one of the very few low-income countries in sub-Saharan Africa with a genuinely home-grown non-contributory social protection system. It has been in existence for more than 25 years, since the early 1990s. The share of government spending on social protection programmes relative to spending from development partners is one of the largest in the region (see Figure 2). This is often referred to as a sign of the government’s ownership of social protection programmes. This was the result of the creation of fiscal space due to fuel subsidy reform and also partly thanks to donors’ budget support to other social sectors (such as education and health), which allowed budget allocations for social protection from the national treasury to increase over the years.

Figure 2: Share of governments’ spending versus development partners in social safety net programmes in Africa

![Figure 2: Share of governments’ spending versus development partners in social safety net programmes in Africa](image)

Source: Beegle et al. 2018.

Note: Government spending includes loans from development partners like the World Bank, which in the case of PASP accounts for approximately 90% of the spending (see section 4). We did not have access to the breakdown of spending between own resources and loans.

The development of the system has been guided by two successive National Basic Social Security Strategies (ENSSB) for the periods 2010–2014 and 2016–2024, both of which were approved by the Council of Ministers, reflecting high-level awareness of the potential role of social transfers as a mechanism for poverty reduction and redistribution. The objectives of the ENSSB II are as follows:

1) Increase the consumption and resilience of people in poverty and vulnerability;

2) Contribute to the human capital development of people in poverty and vulnerability through access to basic health, education, and nutrition services;

3) Prevent and mitigate risks of violence, abuse, exploitation, discrimination, and social exclusion through social action services; and

4) Develop the institutional capacity for the implementation and coordination of the social security system.
3.1 Overview of main social protection programmes in Mozambique

The four main social assistance programmes in Mozambique are:

- **The Basic Social Subsidy Programme (PSSB):** the basic social subsidy programme is the largest safety net, accounting for 80–90% of the beneficiaries, providing monthly unconditional cash transfers mainly for the elderly and people with disabilities. In 2018, it reached around 390,000 households.

- **Direct Social Support Programme (PAS-D):** this programme provides a food basket of ~MZM 1,200 (~$19) for poor households facing extraordinary expenditures, households in need of food aid, and/or school material, women giving birth to twins or more, and women with newborn children incapable of breast feeding. In some cases it is a one-off support (atendimento pontual) and in others it lasts for a determined period of time (atendimento prolongado). About 19,000 benefited from it in 2018.

- **Social Services Action Programme (PSSAS):** the social services and in-care services programme provides direct assistance to users of the social care units under the supervision of the National Institute of Social Action (INAS), including for support to old age care centres and nurseries. The coverage is low, reaching around 7,000 beneficiaries in 2018.

- **Public Works Programme (PASP):** a temporary employment programme in urban and rural areas, which targets the working age poor and evolved from the World Food Programme's (WFP) food-for-assets programming. Although coverage is still low, it has grown rapidly in the last 18 months. It accounted for ~17% of beneficiaries in 2018 and is expected to reach 121,000 people by the end of 2019.

The coverage of the social assistance programmes has been increasing, although not very rapidly (see Figure 3).

**Figure 3:** Beneficiaries of main social assistance programmes

![Bar chart showing beneficiaries of social assistance programmes from 2013 to 2018](chart.png)


As coverage has been increasing, so has the budget spent on social assistance programmes – especially in 2018 (see Figure 4).
3.2 Key actors and organisational capacity

Main government actors: MGCAS and INAS

The lead ministry on social protection is the Ministry of Gender, Children and Social Action (MGCAS). MGCAS provides overall direction to the social protection sector, guided by the ENSSB II, and is mandated by law for sectoral coordination through the Council of Coordination of Basic Social Security, with membership from the Ministries of Public Works, Agriculture, Finance, Health, and Education. However, MGCAS’s capacity to manage this process has been very limited, with little convening power and authority to hold to account other line ministries for their activities (interviewees, coinciding with McCord et al., 2016 and Kardan et al., 2017).

INAS is the subordinate implementation agency. It receives most of the resources for the sector, with budgets directly allocated by the Ministry of Finance. INAS is a centralised administrative agency that has 30 offices across the country, known as delegations, which are based in all provincial capitals and Maputo City, but in only 19 other districts out of a total of 128. ‘Given their limited footprint at the district level, the delegations are normally responsible for a number of districts in their vicinity, and report directly to the headquarters in Maputo’ (Kardan et al., 2017).

At district level, the relationship between the following three key actors in the delivery of social protection is ambiguous: the district administration, district services, and INAS delegations (interviewees, coinciding with Hirvonen, 2016 and Kardan et al., 2017).

- INAS has a vertical structure in which the delegations report to INAS central, and not to local authorities.
- The district administrator has ultimate responsibility for all administrative matters in the district, including for allocation of staff across the different departments. This is clearly in conflict with INAS’s vertical structure, thus creating some confusion around the remit of the district administrator in relation to INAS and to whom INAS needs to report and be accountable.
- The responsibilities of MGCAS and the Ministry of Health at the district level are combined into one unit: the District Services of Health, Women and Social Action (SDSMAS). Although INAS liaises with this division, there is no administrative hierarchy establishing formal linkages,
reporting, or accountability functions between the two. SDSMAS provides some social protection functions and participates in the implementation of PASP (see Section 4). The case of the District Services of Planning and Infrastructure (SDPI) and the District Services of Economic Activities (SDAE) is similar.\(^5\)

**Organisational capacity**

It is widely recognised that the INAS delegations, where they do exist, face important capacity constraints related to the adequacy of staffing and to financial and material resources for conducting some of their activities (e.g. vehicles, fuel, and allowances for monitoring supervisions in rural areas). Human resource constraints are accentuated because of the way the programmes are being implemented (see Section 4).

Overall, while there has been growth in the number of INAS staff in total, these changes have not been uniform across all delegations. According to Kardan et al. (2017), ‘there are substantial variations in the organisational capacity of INAS delegations, as measured by the number of staff per 1000 beneficiaries reached. On average, there are 2.6 staff per 1000 beneficiaries reached, ranging from 6.7 staff per 1000 beneficiaries reached in Matola (province of Maputo), to only one staff per 1000 beneficiaries in Machanga in Sofala province’.

The implementation of a public works programme like PASP imposes a number of additional challenges compared to the cash transfer scheme PSSB, the biggest programme run by INAS. On top of delivering cash on time, monitoring and evaluating the activities, and handling grievances, PASP requires significant technical management for the design, selection, and oversight of infrastructure development and the programme targeting approach is more cumbersome than the one implemented by the other social assistance programmes (see section 4). The programme also needs to provide beneficiaries with insurance, safety gear, worksite facilities, etc. Moreover, the ‘graduation component’ of PASP (see Section 4), which has not yet been implemented and aims to develop the skills of programme beneficiaries, will required substantial coordination with training service providers. Furthermore, if PASP is to play a role in emergency response, as the ENSSB II documentation indicates and it is currently the case in the province of Sofala in response to cyclone Idai, then INAS needs to establish mechanisms for coordinating with other entities like the National Institute of Disaster Management, the WFP, the Red Cross, etc., at both national and local level. All these activities require INAS and its partners to have adequate capacity from central to community level (McCord et al., 2016).

There is a consensus among the government, development partners, and civil society alike on the need for greater investment in staffing and other infrastructure if INAS is to expand its reach and cover a greater number of beneficiaries or simply introduce new programmes (interviewees, coinciding with McCord et al., 2016 and Kardan et al., 2017). At present, there is scepticism as to whether INAS has the human and financial resources, as well as the technical capacity, to implement the ENSSB II, with the need to address these gaps seen as a prerequisite to implementation.

**Aid landscape**

There are a number of development partners working in social protection in Mozambique, including three large bilateral donors (United Kingdom – DFID-, Sweden, and the Netherlands), a few other with relatively smaller contributions (including IrishAid), four multilaterals (the World Bank, the International Labour Organization (ILO), the United Nations Children’s Fund (UNICEF), and World Food Programme (WFP), and a limited number of civil society organisations (Social Protection Platform, Humanity and Inclusion (HI) and HelpAge).

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\(^5\) Serviço Distrital de Planeamento e Infraestrutura (SDPI) and Serviços Distritais das Actividades Económicas (SDAE)
There are two dialogue platforms to coordinate development partners’ support to the sector. The first is the Development Partners Social Protection Working Group. This is the main donor coordination forum and it meets approximately once every two months. It was co-chaired by DFID and Sweden until March 2019. The second is the Social Action Working Group, which is co-chaired by the MGCAS Director of Planning and Cooperation and Sweden. It is meant to meet four times a year but it was reported to not meet regularly in practice, with the last meeting happening in September 2018.

The main harmonisation mechanism in the last few years has been the UN Joint Programme, running from September 2017 until December 2020. It is managed by ILO and UNICEF and previously also by WFP. It manages about $18 million funded by DFID (until March 2020), Sweden, and the Netherlands.

The UN Joint Programme involves support in three main areas. First, programmes and policies designed to operationalise the ENSSB II, such as the child grant as well as the elderly and disability components of PSSB; social welfare services and social units; and the development of a management information system (e-INAS). Second, robust evidence and clear advocacy and communication on key components of the ENSSB II, including impact evaluation and advocacy and communication strategies. Third, strengthening MGCAS’s capacity to coordinate and implement the social protection agenda, including testing new programmes, training INAS staff, and developing manuals of operations.

As support from the Netherlands, DFID, and Sweden is ending in 2020, it is unclear if the UN Joint Programme will continue beyond this date.

Beyond its role as co-manager of the UN Joint Programme, ILO also led the evaluation of ENSSB I and led the partner support for the design of ENSSB II, which has been mentioned as a sign of its trusted working relationship with government. WFP from its side has the shock-responsiveness social protection agenda as its entry point, strengthening the link between social protection and disaster risk management.

In addition to the three large bilateral donors, IrishAid is providing technical assistance in the sector, focused on building the resilience of the system and working at the provincial and local level. The United States Agency for International Development (USAID) is implementing DREAMS, a programme focused on HIV prevention of young girls and the European Union also supports the sector.

Up to now, the World Bank’s contribution to the sector was through the International Development Association (IDA) loan provided to fund PASP. Going forward, it is expected that the main harmonisation mechanisms will be a World Bank-managed Multi-Donor Trust Fund (MDTF) running initially from March 2019 for three years, i.e. until March 2022. It is expected to manage about $15 million, with $3.5 million from DFID from 2019 to 2020, $7 million from Sweden (~SEK 65 million) for three years, and $4 million from the Netherlands (2019 to 2022).

The rationale given by those involved in the MDTF was to have an alternative mechanism to continue the financial aid that the three large bilateral donors had been providing to government until 2016. It was argued that the World Bank had a comparative advantage on payments and management of fiduciary risks versus the UN, while some donors had funds available and needed a reliable disbursement mechanism.

The tentatively agreed areas of focus are as follows. The Bank Executed Funds, which represent about 30% of the total MDTF, would be used for technical assistance to improve systems delivery to enhance inter-sectoral linkage, and to improve integration and coordination of social protection systems. The Recipient Executed Funds (70%) were still being discussed at the time of writing but,
in principle, they would be to build the digital payment system (outsourcing; ‘terciarizacao’), for transfer/benefits (15,000 additional beneficiaries of PSSB to the ~400,000 already covered by government) and to cover the administrative costs of making the cash transfers.

In the short term (2019 and 2020), as the two harmonisation mechanisms will coexist (i.e. the existing UN Joint Programme and the new World Bank-managed MDTF), the agreed division of labour is as follows. MDTF supports the development and roll-out of the digital payment system and the expansion of PSSB. The UN Joint Programme focuses on e-INAS and the piloting and scale up of the child grant programme, including the social care component. Furthermore, the World Bank continues to support PASP, IrishAid continues to focus on social protection and resilience to climate vulnerabilities, and USAID continues its support through DREAMS, targeting orphans and vulnerable children and HIV/Aids.

The mid-term evaluation of the ENSSB II scheduled in 2020 is expected to include all programmes and support, and will likely inform further changes in the sector.

**Expected developments in the short term**

In the next 12–18 months, the focus in the social protection sector is expected to be on the following:

1. The consolidation of systems and operations (‘getting the basics right’). For example, the roll-out of e-INAS, to cover all programmes in every delegation.
2. We can expect the further expansion of PSSB, partly thanks to the MDTF, and the child grant, which is currently being piloted by UNICEF.
3. Interviewees expected a much greater focus on responding to shocks and building resilience post-emergency, particularly through PASP and with support and interest from IrishAid, WFP, and the World Bank.
4. With regards to the aid environment, interviewees expect there to be much greater harmonisation among donors, although some acknowledge risks, mostly related to coordination issues and aligning the different views and priorities of donors. The World Bank is from this year effectively part of the harmonisation among donors managing the funds of the three key bilateral partners with the MDTF. However, it is unclear whether this will mean more or less voice and/or influence for the three key bilateral donors.
5. We can also expect a shift in influence on the sector from the UN Joint Programme to the World Bank-managed MDTF.
4 Overview of the PASP

The PASP is one of the four main social assistance programmes in Mozambique and is the only one offering temporary employment and targeting the working age able-bodied poor. The programme started in 2011 as a cash-for-work pilot implemented by INAS in partnership with WFP. In 2013, the World Bank began to support PASP and since then has been almost the only donor significantly involved in the programme. The World Bank’s support was first provided through an IDA loan signed in 2013 for ~$50 million until 2018, and then increased by $10 million and extended to 2020. The World Bank’s support accounts for almost 90% of the programme budget (World Bank, 2017; Government of Mozambique, 2018).

According to the most recent manual of operations (MGCAS, 2018), the main goal of the programme is to promote the social inclusion of vulnerable individuals with the capacity to work. Moreover, the manual highlights two specific objectives: 1) contribute to overcoming food insecurity of households affected by shocks, structural risks, and climate change; and 2) promote access to income-generating opportunities for vulnerable households.

In rural areas, the PASP is expected to operate in arid and semi-arid areas and respond to seasonal food insecurities, providing temporary support on a seasonal basis. In urban areas, the PASP is meant to address poverty and high unemployment and underemployment and complementing income, targeting adults who are able to work.

The majority of PASP beneficiaries are women, accounting for 56% in the first semester of 2018 (Figure 5). Moreover, the vast majority of PASP beneficiaries live in rural areas (Figure 6). The coverage of the programme in urban settings has been increasing but is still low. In addition, most PASP beneficiaries are middle-aged and there is no prioritisation of youth. The majority of PASP beneficiaries are between 45 and 54 years of age (World Bank, 2017). Only a quarter of beneficiaries in both Maputo and Tete are youth, between the ages of 15 and 24. (World Bank, 2017).

Figure 5: Number of PASP beneficiaries by gender, labour-intensive public works component

![Number of PASP beneficiaries by gender](source)

Source: PES 2018.
Note: Labour-intensive public works is the main component of PASP (see Section 0)
Figure 6: PASP beneficiaries: urban and rural areas, labour-intensive public works component

The PASP has two main components: the public works and the graduation component. The first component relates to the first two impact vectors of our theoretical framework (see Section 2): the cash/income and the assets/services. The second component relates to the third vector: skills development. As a consequence, the PASP is a kind of public works programme that aims to achieve its objectives through the three vectors/channels of impact. Below we describe the two components.

4.1 Public works component

Since 2018, PASP beneficiaries participating in public works have been entitled to a monthly allowance of MZN 1,050 ($17) (prior to that it was MZN 650: $10) for a period of four or six months per year, paid monthly, in rural and urban areas respectively for a maximum of three years per beneficiary.

The public works component includes temporary employment in labour-intensive activities and the more recently developed component on labour-inclusive works (TPI).6

The labour-intensive public works component

The labour-intensive public works component offers temporary employment in activities that meet the following criteria: i) are labour intensive (70% of the budget goes to wages); ii) are activities of public interest i.e. activities involving community assets; iii) are activities included in the local development plans; and iv) the worksites are located not further than 5km from the residency of the beneficiaries. The annual report from MGCAS (PES, 2016) reports that the main activities that beneficiaries do are: cleaning public spaces, construction of improved latrines, opening and improvement of access roads, and drain cleaning.

Below we describe the main operational processes and aspects of this component: targeting, transfer mechanism, selection of activities, and budget allocation.

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6 Trabalhos Publicos Inclusivos
Targeting – The PASP’s beneficiary selection mechanism combines geographical, community-based, and poverty targeting. After INAS’s selection of the geographical areas in which the programme is implemented, PASP candidates are selected at local level by community leaders following the criteria and the process indicated by INAS. The lists of candidates are sent to INAS delegations and then INAS staff conduct household visits to gather additional socioeconomic information. This data is then used at central level to estimate the poverty level of each candidate, using a proxy means test (PMT) methodology, resulting in the final selection.

World Bank (2017) concludes that the performance of the PASP targeting mechanism is ‘very good and better than other programmes in the region’. The Bank’s assessment found that 80% of urban PASP beneficiaries in Maputo are from households that are in quintile one or two. The World Bank concludes that the main factor contributing to the good targeting performance is the application of the PMT.

Transfer mechanisms – PASP payments are delivered manually: technicians from INAS drive from district headquarters to communities to pay benefits in cash. In rural areas, some communities can be a few hours’ drive away and therefore this mechanism is widely seen as inefficient, cumbersome, and risky, as well as taking up a huge amount of INAS’ technicians time, leaving them little time to dedicate to more important issues around supervision of quality, or monitoring and evaluation of the programme. Each payment involves INAS technicians, police, and a vehicle and entails substantial costs in terms of daily subsistence allowances and fuel. According to McCord et al. (2016), virtually all of the INAS district budget for PASP management is expended on cash delivery, leaving few resources for other processes and activities.

As a result of this cumbersome process, PASP payments are often times made jointly with those of PSSB, to increase efficiency and make the best use of scarce resources. In those cases, PASP payments are delivered every two months, in line with the frequency of PSSB transfers. It has been reported, however, that payments are sometimes delayed beyond these two-month cycles.

Selection of activities – In theory, the activities/works are proposed by communities following the broad criteria established by the programme (i.e. the creation of private assets like houses are excluded), and it is the responsibility of the district or municipal government to make the final selection. The technical designs of the works are carried out by the corresponding district/municipal services. However, it has been reported that, in practice, the selection is mostly done at district/municipal level and in line with the district/municipal development plans.

Budget allocation – The PASP budget is allocated in the following way: a) 70% goes to the cash transfers; b) 10% to cover the expenses of the INAS delegation; c) 10% for materials and equipment; and d) 10% for the administrative expenses of district governments (in the case of municipalities this is split into two: 5% to the city government and 5% to municipal government).

The Inclusive Public Works programme (TPI)

The TPI started as a pilot on soft public works in 2016, initially funded by the World Bank’s Rapid Social Response Fund and then absorbed by PASP. The aim was to facilitate the participation of people with ‘limited labour capacity’ in PASP. TPI works include activities of public interest such as

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7 The PMT is an algorithm that uses household socioeconomic data to estimate the welfare level of each household and produces a ranking. The programme establishes a cut-off point, and those with an estimated welfare score lower than the cut-off are provisionally accepted into the programme.

8 This assessment studied urban areas only and compared PASP targeting in Maputo with urban programmes in Tanzania, Lesotho, Ethiopia, and Malawi.

9 Mozambique is divided into ten provinces and these are subdivided into 129 districts. There are also 33 municipalities, which correspond to urban locations, and where they exist, are an administrative body in-between the provincial and the district administrations.
the dissemination of information about nutrition, health, sanitation, hygiene, domestic violence, and family planning, and also includes care activities in crèches or at homes.

This innovation has been welcomed as alternative non-infrastructure service provision through public works, avoiding the technical requirements and intensive work of physical infrastructure creation. It reached almost 12,000 beneficiaries in 2018, i.e. ~11% of PASP beneficiaries and around ~9% of the budget.

Almost three-quarters of TPI beneficiaries are female (see Figure 7). We do not have access to statistics about the age of the participants, but interviewees have reported substantial levels of youth participation. The TPI is being implemented in 10 districts/municipalities across eight INAS delegations. Vilanculos and Chimoio account for more than half the beneficiaries.

Figure 7: Number of TPI beneficiaries, by gender

Source: PES 2018.

A process evaluation of TPI was conducted in December 2016 (Hirvonen, 2016). The findings of this evaluation are positive and promising overall. TPI activities were perceived by beneficiaries and implementers as being better than the intensive works activities and the report emphasised the impact that these activities could have in communities as well as their alignment with the work of INAS and the delegations at local level. The main challenges identified in the evaluation are the same as the ones affecting the implementation of the labour-intensive component: frequent delays in payments, challenging relationships between INAS delegations and local authorities, limited engagement of the communities in the selection of activities, and scarce resources for monitoring, but faced some additional challenges with regard to the provision and oversight of the training (see Section 4.3).

The evaluation also emphasised two key aspects worth highlighting:

- **The importance of adequate training** – Adequate training was not consistently provided to beneficiaries throughout TPI. The capacity of local governments (in terms of human resources, available time and skills) for delivering the training required is limited and consequently beneficiaries had to learn from one another rather than receiving training.

- **Careful consideration is required in relation to the activities that TPI can realistically perform** – given the profile of TPI participants and the limited training and monitoring offered by the programme, activities related to the dissemination of information on issues like family planning, early marriage, domestic violence and abuse, and sexuality may be too sensitive or require too much training to be appropriate for the TPI.

10 The districts/municipalities in which TPI has been implemented are: Erati, Tete, Gondola, Machaze, Alto Mulocue, Quelimane, Govuro, Inhassoro, Mandlakazi, and Chibuto (PES, 2018).
The findings from the interviews conducted for this assessment are in line with Hirvonen (2016). In addition, it is important to note that, even when care activities are in theory part of PASP, in practice most participants engage in activities related to community awareness and disease prevention. Care activities tend to require more training and support and may be more challenging given the current constraints that PASP faces.

4.2 The graduation component

The graduation component, called ADIGR\(^\text{11}\) as per the acronym in Portuguese, is complementary to the public works component. The strategy is that, after their engagement in public works, beneficiaries will participate in ADIGR and will receive training and financial and technical support for the implementation of income-generating activities\(^\text{12}\). This is intended to allow beneficiaries to exit the programme after three years and to develop their own sustainable livelihoods. The activities included in ADIGR range from skills development programmes and vocational training courses run by the National Professional Training Institute (INEFP) to extending start-up kits, to granting access to funding.

Although INAS, MGCAS, and the World Bank see this component as crucial in enabling PASP beneficiaries to ‘graduate’, to enable the inclusion of new entrants to PASP, and to achieve the goals of the programme, ADIGR has not been implemented yet and, as a result, beneficiaries do not exit the programme. According to the key informants interviewed for this research, there are three main reasons for this: 1) limited financial resources allocated to graduation activities; 2) the PASP has focused on other priorities (e.g. expanding the public works component and improving the targeting mechanism); and 3) the complexity of implementing ADIGR, which will require lot of capacity on the ground and substantial coordination with a wide range of actors at various levels (i.e. public and private training institutes, non-government organisations (NGOs), etc.).

4.3 PASP design and operational challenges

According to the stakeholders interviewed, the PASP is perceived by the government as a priority programme because it responds more clearly to the ‘growth and job creation’ agenda than other social protection schemes. This goes in line with what happens in other countries in the region (Beazley and Vaidya, 2015): governments often like public works programmes because: (1) they are perceived as not creating dependency as opposed to, for example, unconditional cash transfers; (2) they provide a subsidy to someone that does something ‘productive’ or for an income-generating activity is often more politically acceptable than simply handing out cash; and (3) through the three vectors, public works can in theory provide multidimensional support addressing different needs, such as food security, infrastructure development and maintenance, skills development, local growth, etc.

However, the PASP has suffered from numerous challenges since the beginning. Kardan et al. (2017) and McCord et al. (2016) describe these in detail and include the following:

1. **ADIGR has not been implemented and, as a result, beneficiaries do not graduate out of the programme as expected.** ADIGR is a very ambitious component and various stakeholders have raised concerns about INAS’s capacity to operationalise it. Even a partnership with INEFP would not be sufficient to implement this component since this institute has very limited presence in the country and limited capacity to absorb additional trainees (World Bank, 2017). For this reason, the World Bank suggests that INAS and INEFP should outsource some of the processes and activities in this component to NGOs and private service providers. However, setting up these partnerships and monitoring the provision of the services

\(^{11}\) Apoio ao Desenvolvimento Iniciativas de Geração de Rendimento.

\(^{12}\) It is still not clear if all PASP beneficiaries will participate in ADIGR or how the selection will be done.
outsourced also requires lot of capacity on the ground. Moreover, ADIGR’s strategy in rural areas is less clear: vocational training is seen as a strategy more suitable for urban settings and, although the graduation approach in rural contexts will be related to income-generating activities, neither the type of services nor the provision of such services have been defined yet.

It is important to highlight that there are very few experiences globally of public works programmes with effective and impactful graduation schemes at large scale, and even fewer in urban areas (see Barca, 2019 and Section 2.2). This serves to further illustrate the scale of the challenge.

2. **There are significant delays and irregularities in the delivery of PASP benefits and the payment process is very cumbersome.** Since 2013, INAS and its partners have been trying to outsource the payment mechanism to external service providers, with the aim of reducing the administrative burden on INAS and the fiduciary risks associated with the current system. The outsourcing process has been severely delayed and unsuccessful so far, although INAS is currently implementing a pilot in Nampula to deliver the transfers of the PASP and PSSB.

3. **Despite the recent increase, the subsidy is still too low to have the effect desired in terms of poverty reduction.** The value of the monthly subsidy has decreased substantially in real terms, as it remained at MZN 650 ($10) until 2018, when it increased to MZN 1,050 ($17). The World Bank reported that, according to their estimates, the transfer value should be MZN 1,600 ($26)\(^{13}\). In addition, the value of the subsidy is the same in urban and rural locations, another aspect that should be assessed.

4. **The duration of the PASP public works in urban areas, i.e. six months per year over a three-year period, is inappropriate for such settings.** The logic behind this is based on the experience in rural areas, where households are engaged in agriculture for longer periods of the year and labour-intensive public works are only implemented during the lean season in order not to overlap with households’ productive activities. However, such seasonality does not exist in urban areas (especially cities like Maputo) (World Bank, 2017).

5. **The allocation for capital inputs is inadequate,** resulting in inadequate expenditure on construction materials and equipment and contributing to the production of low quality assets, the absence of basic safety clothing, and the implicit requirement of participants using their own tools (McCord *et al.*, 2016). The PASP allocation to labour is toward the high end of the spectrum when compared to the range of allocations internationally, with labour costs ranging between 30% and 70% of the total budget (McCord, 2013).

6. **It is widely recognised that the quality of the assets or infrastructure created by the PASP’s labour intensive public works is low** (McCord *et al.*, 2016; IrishAid and IIED, 2016). Technical designs and oversight of asset creation, particularly in rural areas, are inadequate, leading to poor quality assets and therefore reducing the impact that these assets could have on various dimensions (vector 2). There is also limited maintenance of the assets created by the programme.

7. **The management information system, e-INAS, is still not fully functioning in every delegation where PASP is implemented, as it has been gradually rolled-out.** However, progress in this area has been substantial in recent years.

8. **The PASP targeting mechanism, although relatively effective according to World Bank (2017), is very cumbersome and administratively expensive.** This may become an obstacle for the national roll-out of the programme and for a PASP fully funded by the government. On the one hand, McCord *et al.* (2016) point out that ‘the approach for targeting access to PASP combines geographical and community-based targeting with the administration of a PMT. This triple approach is common for cash transfers but is almost unique internationally in relation to public works, where a combination of geographical and community or self-selection

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\(^{13}\) Interview conducted in May 2019 for this study
approaches are typically used. [...] The adoption of a PMT to identify eligible public works participants is not common in the region, and creates a significant additional administrative burden on implementing agents and financial cost to the project in comparison to the adoption of more conventional approaches’. On the other hand, the World Bank (2017) reports that it is precisely the PMT that is behind the PASP targeting being relatively good, and that the performance of the community-based targeting is weak.

4.4 Is the PASP gender sensitive?

When we asked this question as part of the fieldwork for this study, some stakeholders stated that the PASP is a gender-sensitive programme because most beneficiaries are women. However, as per our framework, access to the programme is only one of the dimensions to be considered. We propose studying the three vectors of impact, i.e. cash/income, assets/services, and skills development, and adding a fourth cross-cutting dimension: the overall institutional set-up of the programme and its governance (see Section 2.1)

Vector 1: Access to work – income/cash

This first vector is about ensuring women’s access to the wage (income) provided via public works and focuses on: a) addressing women’s labour supply constraints; b) ensuring women are not excluded from jobs (e.g. those that are traditionally considered men’s work); and c) ensuring equal pay for equal and comparable work.

a) Addressing women’s labour supply constraints

Two aspects of PASP public works are in line with what international best practices suggests for promoting women’s access to the programme: the short duration of the workday (half day) and the low distance to worksites. However, other strategies – such as, for example, the availability of on-site crèche, female-friendly work environments, allocated time to feed young children, and flexible working hours, among others – are not provided by the programme.

b) Ensuring women are not excluded from jobs

There is an active effort by INAS to target women, in that female-headed households are prioritised by the targeting mechanism and because, in the operationalisation of PASP, INAS staff promote the engagement of women, although they have only had limited success at reaching and including young women so far.

c) Ensuring equal pay for equal and comparable work

This is the case in the PASP.

Despite the fact that women have access to the PASP and that some aspects of the programme promote their participation, it is also important to highlight that the PASP also attracts women (and generally not youth) for some of the wrong reasons: i) men and youth have better alternatives in terms of low-skilled income-generating activities; ii) younger women and men in urban areas tend to be more interested in programmes that give them skills for the future; and iii) younger women and men in urban areas sometimes find PASP works unattractive (i.e. stigmatising) and there is the perception that these activities are more suitable for women (e.g. cleaning the streets).

Vector 2: Outputs of work – assets/services generated

This second channel of impact focuses on asset creation and service provision that responds to the needs of women or addresses gender inequalities, specifically by reducing the burden of their unpaid work via public works.
1) Ensuring the creation of assets that poor women need

The assets improved/maintained by the PASP are in theory included in the local development plans. We have not studied the processes for the development of such plans and therefore we cannot assess whether they are gender sensitive or not in themselves and to what extent women’s voices are included and taken into account within the consultation and decision-making process.

The PASP does not have any process for ensuring that the assets selected respond to women’s needs. This may occur in some cases, but not as a result of a programme provision.

2) Ensuring the delivery of services that women need (and often already provide, for free)

An approach that ensures the delivery of services that women need or which could contribute to reducing gender inequalities resulting from the unpaid burden of care or women’s limited access to services could include home-based care activities, mobile clinics, early childhood development activities, health and literacy campaigns, etc. These are precisely the types of activities included in the TPI. However, the TPI’s strategy has two main limitations: 1) it has not been fully rolled out yet; and 2) it targets people with ‘limited labour capacity’ and therefore does not have a specific gender focus.

**Vector 3: Consequences of work – skills development and enhanced employability**

This vector could include on-the-job skills, training in vocational, hard, and soft skills, and psychosocial support and mentoring. Since ADIGR has not been implemented yet and PASP beneficiaries receive very limited (if any) training for the public works, which are low-skilled activities and therefore the on-the-job training required is minimal, this vector is not active.

**Cross-cutting vector 4: Institutional set-up**

This vector could include activities like ensuring equal participation of women and men in programme design, planning, management, and monitoring, as well as addressing cultural barriers and gender norms via training of staff and workers. The PASP does not have explicit provisions for a gender-sensitive institutional set-up that ensures that women have equal participation in the leadership and management of the programme. This may occur in some districts/municipalities, but it would not be the result of an explicit aspect of programme design.

**To conclude, there is plenty of room for improvement in terms of the PASP becoming a gender-sensitive programme.** There are some programme design aspects that attract more women and the TPI could be a platform for implementing works that could include more gender sensitive service delivery that address women’s particular needs. The lack of explicit provision in the manual of operations for the equal participation of women in the governance and leadership of the programme and the fact that the graduation component has not yet been implemented are barriers hindering the emergence of a more gender-sensitive programme. Further research is required to assess the participation of women in the creation, management and supervisions of the local development plans. Finally, it is also important to highlight that both the community structures that the PASP relies on for key programme activities and INAS’s community workers (the Permanentes) are predominantly patriarchal and male dominated, which undermines any potential role and increased voice of women in the programme.
4.5 Recent and future developments

In this section we briefly describe some recent developments relating to the PASP that are not covered above, as well as plans for future developments.

Participation in the reconstruction of Beira

Probably the most significant recent development in terms of the PASP is its proposed participation in the reconstruction of Beira, after the devastating effects of Cyclone Idai in March 2019 through a three-month programme of ‘emergency public works’. The role of the PASP is being designed as we write this report. Stakeholders informed us that these new ‘emergency public works’ will involve both vertical expansions (giving top-ups to existing beneficiaries) and horizontal expansions (including new beneficiaries within the programme) in areas affected by the cyclone. It will include activities/public works that could contribute to the reconstruction of Beira and it is expected that a reduced workload will be requested (i.e. two hours per day instead of four, three days per week instead of four, three months of employment instead of six). The amount of the subsidy will not change. It is expected that after the three-month employment period, beneficiaries will be transferred to other social protection programmes if eligible.

The active participation of the PASP in Beira’s reconstruction is in line with one of the key objectives of the programme (see Section 4). If successful, this experience may be the starting point for a PASP that is more responsive to disasters and better equipped to respond to climate shocks.

Urban PASP to focus on youth

There is interest from INAS, MGCAS, and the World Bank in making urban PASP more focused on youth, in light of demographic trends and the high unemployment rate within this segment of the population and its consequences. This would imply a substantial shift in the programme design, including different types of (more attractive and skills-based) public works, potentially increasing the subsidy amount and implementing a graduation component. It remains to be seen if this focus on youth will imply deprioritising the current target group (typically middle-aged women) or whether both groups will coexist.

ADIGR pilots

Two ADIGR pilots were scheduled for the second half of 2019 but are likely to be postponed until 2020 due to the focus on Beira and consequent lack of capacity in INAS. Each pilot will reach 100 PASP beneficiaries and it is likely that they will be implemented in Maputo. The pilots are:

- Vocational training

This pilot will consist of facilitating access to vocational training opportunities for direct and indirect (young) beneficiaries of the PASP, with the objective of increasing their employability.

Vocational training on electrical installation or sewing will be provided by two service providers, namely the Institute of Professional Training and Labour Studies Alberto Cassimo (IFPELAC), which is a state institution, and Young Africa Moçambique (YAM), a Dutch NGO. In addition to the vocational training, participants will benefit from self-help sessions (discussions about cross-cutting

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14 According to the World Bank (2017), only 33 percent of the urban 15-24-year-olds are employed while this number goes up to 71% in the case of adults in urban areas. Moreover, labour force participation rates are exceptionally high in urban settings of Mozambique (more than 80% for the urban poor).

15 Instituto de Formação Profissional e Estudos Laborais Alberto Cassimo.
themes of interest to the group and aimed at preparing them for employment, such as employability, social norms, health, etc.).

After the training, the programme will grant productive assets/kits to the participants (machines, tools, work tools, equipment, etc.), so that they can initiate or strengthen productive activity.

Beneficiaries will also be enrolled in employment centres and may benefit from internship opportunities in companies that have memoranda of understanding with IFPELAC and YAM and other potential partners. In the case of self-employment, the link with the market will consist of IFPELAC and YAM, in conjunction with INAS, assisting beneficiaries in the process of identifying business opportunities at local level, considering the level of demand for products and services.

- **Classroom assistants**

This component will consist of placements as classroom assistants in primary school classrooms. This support has two objectives: 1) to give participants valuable work experience that will strengthen their skills and will allow them to develop a career in education or another sector; and 2) improving the quality of provision of education in classrooms that are often overcrowded (between 50 and 70 children and a single teacher).

Participants will receive four weeks of training by the local training institutes. The beneficiaries of this pilot will be male and female youth (between 18 and 25 years of age) who live in households with PASP beneficiaries and in urban areas. Eligible youth will have a minimum of 10th grade completed and a maximum of the 12th grade.

This approach is based on the *MUVA Assistentes* experience. *MUVA* is a DFID-funded programme that works with young women and girls aged 18 to 25 in Mozambique’s urban areas, testing innovative solutions to reduce the barriers that limit women’s access to decent jobs.\(^\text{16}\)

**Improving and rolling out key operational processes**

The pilot of the outsourced payment mechanism in Nampula is currently being implemented and, depending on the success of this experience, this could lead to the roll-out of these mechanisms. However, outsourcing of the payment system, which started back in 2013, has been a very slow process so far, showing that there are a number of challenges and barriers and therefore it is reasonable to expect that the roll-out will be done gradually and at a slow pace.

It is expected that the e-INAS online management information system will be rolled out in all the delegations and the payment sheets will be produced by the system (this is already the case in some delegations). In the long run, the objective of INAS and the World Bank is to create a single social registry, which is a database containing potential beneficiaries and that would be used for targeting social protection assistance and to support other processes (e.g. monitoring).

**MDTF and ENSSB II mid-term evaluation**

The MDTF will change the way donors fund and support INAS and MGCAS. It is likely that the MDTF will give other donors (in particular DFID, the Dutch and the Swedish) the opportunity to influence and support the PASP, which so far has been exclusively done by the World Bank. Moreover, the mid-term evaluation of the ENSSB II is scheduled for 2020 and may lead to changes in priorities and plans.

\(^\text{16}\) [https://muvamoz.co.mz/?lang=en](https://muvamoz.co.mz/?lang=en)
PASP funding

The World Bank’s loan, which is currently the main source of PASP funding, ends in 2019. Although this creates some uncertainty in relation to the future of the programme, however the key informants interviewed for this study have consistently argued that the programme is not at risk. There are two main potential sources of funding: 1) the World Bank is preparing a loan for mid-2020 – 2025 of a value of between $60 million and $100 million\(^\text{17}\). This loan would be used to provide support to the whole social protection sector, including PASP; 2) the MDTF could be used to provide funding for PASP, although this has not been defined yet.

\(^{17}\) Interview with the World Bank – June 2019.
5 Toward a gender-sensitive PASP

The PASP faces a tension between ‘getting the basics right’ and introducing variations or new elements. On the one hand, the programme still has limited coverage (indeed, coverage is very low in urban areas), the graduation component (ADIGR) has not been implemented yet, there are still frequent delays with payments, and there are issues related to the amount of the subsidy, the duration and seasonality of the employment, and the quality of the assets created. Moreover, the capacity of INAS, particularly at local level, to deliver the programme as described in the manual of operations is inadequate. In addition to all of this, the fact that it is rare to find public works programmes implemented at large scale and that have significant impact through the three main vectors (cash/income, assets/services, and skills development) in countries with the capacity constraints, level of need, and labour market conditions of Mozambique underlines the extent of the challenge. Due to all these limitations, in practice the PASP is essentially an income support programme, since vector 1 (cash/income) is the only vector likely to have any meaningful impact, though the transfer level is low and the effects on poverty reduction are likely to be limited. There is still a long way to go for the PASP to become a public works programme with substantial impact through the three vectors (‘public works plus’, as such programmes are sometimes referred to in the literature – see Subbarao et al., 2013).

On the other hand, the PASP’s underperformance and underdevelopment might be an opportunity for new ideas and approaches and the government is certainly open to innovations. In this vein, the use of the PASP in the reconstruction of Beira, the development of a more shock-responsive PASP and climate-sensitive PASP, the ADIGR pilots on classroom assistants and vocational training, and the TPI are some of the recent initiatives considered, implemented, and/or incorporated by the programme.

In this context, it is important to be cautious about proposing new initiatives that may channel INAS’s attention away from key programme operations and developments. The limited gender-sensitiveness of the programme is a concern, particularly in a country like Mozambique in which gender inequalities are extreme and women face significant barriers to employment (see Annex B and Section 2.1), and the PASP, as well as other social protection programmes, should become more gender sensitive in order to contribute to overcoming those barriers. However, given the challenges that the PASP is currently facing, we recommend an approach that builds on what already exists and helps PASP overcome these challenges while making the programme more gender sensitive as well.

5.1 Recommendations for the short and medium term

In the short/medium term (1 – 2 years), due to the challenges described above, it is recommended to find ‘quick wins’ or ‘low-hanging fruit’ to improve programme design and operations and make the PASP more gender sensitive.

1. Improve and roll-out the TPI

The TPI represents the best opportunity for making the PASP more gender sensitive within the recommended approach of building on what already exists. The type of activities offered by the TPI could help achieving impact through vector 2 – that is, ensuring the delivery of services that women need and often already provide as unpaid labour (i.e. home-based care activities, mobile clinics, early childhood development activities, health and literacy campaigns, etc.). Such activities can have positive impacts on, for example, public awareness about health issues, early childhood development, nutrition etc. Moreover, the TPI already attracts more urban youth than the labour-

18 The World Bank supported the development of guidelines for the identification of climate change-related assets in the PASP.
intensive public works component and could contribute to the youth unemployment issue already described (see Section 4.5). Furthermore, this type of activities is less intensive in terms of equipment and materials than asset-oriented public works, and therefore the current budget allocation could be (more) adequate.

However, the TPI would need to be improved/adapted in order to achieve these objectives. We propose:

a) **Shifting the narrative about the TPI** from a component focused on people with ‘limited labour capacity’ to a component of soft public works that, at least in urban areas, is designed to attract women, youth, and people who cannot work in the labour-intensive works. In this way, the PASP would offer two kinds of public works: the more traditional asset-oriented works (in the labour-intensive component) and soft service-provision public works (an enhanced TPI).

b) Based on the above, **redefine the activities included in the TPI** and the process for selecting such activities. In line with the evaluation conducted by Hirvonen (2016), it is important to do a diagnostic of the skills of the people targeted by an enhanced TPI and assess what kind of activities they could realistically perform with the limited training available and limited oversight and support provided by INAS and local government. Activities related to the dissemination of information on issues like family planning, early marriage, domestic violence and abuse, and sexuality may be too sensitive for the TPI. The same applies to care activities: TPI participants may be better suited for, for example, conducting public awareness campaigns than home caring, although the latter should nevertheless be studied.

c) **Develop a training programme and deliver training of trainers (ToT) to local programme implementers.** Training is essential for the success of the TPI (Hirvonen, 2016) and therefore a new training programme that includes the changes proposed above should be developed. The key actors in the implementation of the TPI and in the delivery of training to participants – i.e. INAS delegations, district/municipal governments and SDSMAS – should be trained accordingly. The ToT can be delivered by NGOs with adequate experience. Although the capacity of INAS delegations and district services is limited, there are a few resources for asking them to deliver the training: i) this is part of their mandate, ii) the TPI activities will help districts and municipalities achieve their goals, so they should have the incentives to provide adequate training, and iii) a model that outsources the training is not sustainable and is unlikely to be rolled out throughout the programme.

d) **Promote and support the roll-out of the enhanced TPI.** This component is currently only being implemented in a few districts/municipalities (see Section 0).

2. **Assess the classroom assistants pilot**

At the time of writing it seems that this pilot will be implemented in Maputo in the second half of 2019. This experience will have to be carefully assessed.

In our view the MUVA classroom assistants initiative should not be considered a part of ADIGR, as INAS and the World Bank currently wish to do, but rather as part of the public works component, since it offers public employment. Moreover, the training provided as part of the classroom assistants initiative is intended to enable PASP participants to be able to carry out temporary employment as assistants; it is not, as in the case of ADIGR, providing training that is unrelated to public works and with the sole effect of increasing the employability of participants. If this pilot is seen as part of the public works component, it can thus be funded as regular PASP public works but with a different target group and activities/works. Training and other expenses would need to be funded from other sources.
The initiative would allow the PASP to have an impact through vector 2 (services delivered), in terms of positive educational outcomes, and vector 3 (skills development), because this would be an on-the-job-training type of initiative.

3. **Design and implement training on gender issues**

Cash transfer programmes often deliver training on issues of public interest like, for example, nutrition, health, education, climate change and disaster risk management, among many others. Although there are some experiences of such training in public works programmes, (see Barca 2019), such an approach is not as extended as in unconditional cash transfer programmes. The idea is to use the outreach of programmes to deliver information of public interest. In this regard, the PASP could consider combining the work conditionality with attendance to training sessions, probably delivered by local NGOs, on a number of issues to be defined, but including awareness about gender issues like, for example, family planning, early marriage, division of labour within the household, and domestic violence and abuse. This would improve the gender impact of vector 2, as the services delivered by the programme – in this case the training – should have effects on gender awareness.

4. **Develop protocols and processes for a gender-sensitive selection of activities in the PASP’s reconstruction initiatives**

As mentioned in Section 4.5, the PASP will contribute to the reconstruction of Beira by implementing emergency public works that will expand vertically and horizontally and adapt its processes to local needs. It is likely that, if this experience is successful, the PASP will be participating in the responses and the reconstruction to future disasters. As a consequence, the programme will have to develop processes and protocols for reconstruction, which deviates from regular PASP activities. We propose to use the development of these processes and protocols to ensure that the selection of the reconstruction activities as well as its implementation is gender sensitive. The experience of MUVA Green, another pilot that tested approached to more participatory and gender-sensitive urban development and reconstruction, could be very valuable in this case; the objective of this initiative is the creation of green public spaces in the outlying districts of the city of Maputo, with a view to increasing the level of security and, more specifically, the use of public space by women.19

Depending on how rapidly the role of the PASP in the reconstruction of Beira unfolds, it is likely that it is already too late to support the development of protocols and processes at this stage. However, we recommend partners (i.e. the World Bank, DFID) conducting an assessment of the role of the PASP in the reconstruction of Beira from a gender perspective, and then support INAS in the development of protocols for the future.

This strategy would also improve the gender impact of vector 2, by making the assets created/restored by the programme more gender sensitive.

5. **Assess how gender sensitive the local development and the reconstruction plans are and support their strengthening, if required**

As mentioned in Section 4, the asset-related activities implemented in the PASP are selected mostly by local governments based on their local development plans. It is beyond the scope of this research to study how gender sensitive these plans and the processes leading to them are. However, this could be a crucial point for making PASP more gender sensitive. As a result, we recommend the following:

a) **Assess how gender sensitive local development and reconstruction plans are**, including the participation and voice of women in the development of the plans and whether the resulting

19 [http://muvamoz.co.mz/programa1muva/muva-green/](http://muvamoz.co.mz/programa1muva/muva-green/)
plans include the infrastructure that poor women need and which could contribute to reducing gender inequalities.

b) **Strengthen the process for the development of local plans to make them more inclusive and gender sensitive.** This would depend on the findings of the assessment proposed above, but could potentially include setting up processes and protocols for ensuring the equal participation of women and men, as well as that of youth and people with disabilities, supporting the technical design of the plans and providing training.

This strategy would also improve the gender impact of vector 2, by making the assets created by the programme more gender sensitive.

6. **Establish protocols for ensuring that MDTF process and approaches are gender sensitive**

This includes strategies for the MDTF programming and policy influencing to support activities that are gender-sensitive and to include a monitoring, evaluation and learning component that is gender-sensitive.

5.2 **Recommendations for the long term**

The recommendations below will have to be revised based on developments in social protection and in other sectors.

1. **Implement a health assistants pilot**

We explored the idea of implementing a model similar to the classroom assistants pilot but in the health sector and, although this would need to be carefully assessed in due course, it seems that it is plausible. This would mirror the model of the classroom assistants initiative, with the objective of supporting local health activities and providing young participants in urban areas with on-the-job training experience.

It is clear that, in the case of the health sector, most of the activities cannot be performed by untrained youngsters. However, two options can be considered for the work of the assistants: 1) to support the work of community health workers, which is mostly about public awareness; and 2) to support local health posts/clinics with administrative tasks.

As in the case of the classroom assistants pilot, the programme could support participants who want to pursue a career in the health sector afterwards, by ensuring that they have access to vacancies. The minimum educational requirement for entering into the health training institutes is 10th grade, which is the same requirement as for PASP classroom assistants, and possibly for an alike health assistants pilot.

The health assistants initiative would allow the PASP to have impact through vector 2 (services delivered), in terms of positive health outcomes, and vector 3 (skills development), because this would be an on-the-job-training type of initiative.

2. **Promote the recruitment of women for community worker roles**

The *Permanentes*, who are INAS’s community workers and who play key roles in programme implementation, are mostly older men. The same is true of community health workers (*Agentes Polivalentes Elementares* – APEs). This situation reinforces power imbalances between men and women at local level and exacerbating existing gender inequalities, in terms of limiting women’s access to these paid community roles and reinforcing men’s authority and leadership in the community. In addition, with this profile, the *Permanentes* and the APEs are hardly suitable for gender-sensitive activities related to issues such as advising on family planning, early marriage,
domestic violence, and sexual abuse or advising young people on the use of sexual and reproductive health services. A new human resourcing strategy with gender lenses should be developed that could not only provide more paid opportunities for women, enable the provision of more gender-sensitive services, and also challenge gender roles and social norms around what work women and men can do within the community.

3. Link PASP infrastructure activities to Local Adaptation Plans (LAPs)

Since the capacity of the PASP to promote the creation of climate-resilient assets is limited, we propose considering relying on LAPs – which still do not exist in every district. According to McCord et al. (2016), ‘it may be more feasible for the PASP to contribute to “soft” climate activities such as using the programme to bring awareness about climate change among recipients, building community-based early warning systems, or carrying out information dissemination act, but given the capacity constraints outlined above it is not recommended that INAS should currently play a role in promoting resilience assets or ‘soft’ activities that are not priority to the local government’. Therefore, we propose:

a) **Assessing whether the process for developing the LAPs is gender sensitive** (i.e. the participation of women, if the resulting project benefits women, etc.) and potentially improving it with a gender perspective.

b) **Linking the selection of PASP activities to the LAPs.**

This strategy would also improve the gender impact of vector 2, making the assets created by or the services provided by the programme more gender sensitive while also promoting greater resilience to climate change.

The table below summarises the recommendations presented above:

**Table 1: Recommendations for a gender-sensitive PASP**

<table>
<thead>
<tr>
<th>Short/medium term</th>
<th>Long term</th>
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</thead>
<tbody>
<tr>
<td>• Improve and roll out the TPI (shifting the narrative about TPI, redefine its activities, develop a training programme and deliver ToT to local programme implementers, promote and support the roll-out of the enhanced TPI)</td>
<td>• Implement a health assistants pilot</td>
</tr>
<tr>
<td>• Assess the classroom assistants pilot</td>
<td>• Promote the recruitment of women for community worker roles</td>
</tr>
<tr>
<td>• Design and implement training on gender issues</td>
<td>• Assess whether the process for developing LAPs is gender sensitive and link PASP infrastructure activities to LAPs</td>
</tr>
<tr>
<td>• Develop protocols and processes for a gender-sensitive selection of activities in the PASP’s reconstruction work</td>
<td></td>
</tr>
<tr>
<td>• Assess how gender sensitive local development plans are and support their strengthening, if required</td>
<td></td>
</tr>
<tr>
<td>• Establish protocols for ensuring that MDTF process and approaches are gender-sensitive</td>
<td></td>
</tr>
</tbody>
</table>

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20 LAPs are being developed to implement activities under the National Strategy for Climate Change Adaptation and Mitigation with the aim of building the medium- and long-term adaptive capacity of local communities. The Ministry of Land, Environment and Rural Development is involved in the process of drawing up these plans to support the Strategic Plans for District Development, in partnership with local government (district and provincial) and development partners. LAPs set out climate vulnerabilities in relation to local capacity. In the plans, districts and communities put forward their vision of development in the context of climate change and outline the interventions needed to achieve this vision.
6 Conclusion

Women, and particularly young women, face significant barriers to employment and economic empowerment in Mozambique. For this reason, a programme like the PASP, which aims to ‘promote the social inclusion of vulnerable individuals’, seems an adequate vehicle for providing them with income and skills that enhance their economic empowerment and for providing communities with the infrastructure and services that meet women’s needs and can address some of the underlying causes of gender inequalities.

The PASP has an ambitious design and aims to have impact through three vectors: cash/income, assets/services, and skills development. It is important to mention that it is rare to find public works programmes implemented at large scale and that have significant impact through these three vectors in countries with the capacity constraints, level of need, and labour market conditions of Mozambique, which is strong evidence of the extent of the challenge facing the PASP.

Indeed, the PASP is a programme that faces serious implementation challenges: the programme still has limited coverage (indeed, it is very low in urban areas), the graduation component (ADIGR) has not been implemented yet, there are still frequent delays with payments, and there are issues related to the amount of the subsidy, the duration and seasonality of the employment, and the quality of the assets created. Moreover, the capacity of INAS, particularly at a local level, to deliver the programme as described in the manual of operations is inadequate. Due to all these limitations, in practice, the PASP is essentially an income support programme, since vector 1 is the only vector likely to have any meaningful impact. There is still a long way to go for the PASP to become a public works programme with substantial impact through all three vectors. In addition, despite the fact that most PASP beneficiaries are women and there are some programme features that promote this participation, overall the programme is not gender sensitive.

In this context, it is important to be cautious about proposing new initiatives that may divert INAS’s attention from key programme operations and developments. As a consequence, in this report we provide a series of recommendations for making PASP more gender sensitive that build on what already exists.
References


IrishAid and IIED (2016) ‘Como alinhar a protecção social com os objectivos de resiliência climática e intervenções que beneficiem as agregados familiares pobres e vulneráveis ao clima’. IrishAid/IIED.


## Appendix A  List of people interviewed

<table>
<thead>
<tr>
<th>Name</th>
<th>Organisation</th>
<th>Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>Peter Holland</td>
<td>World Bank</td>
<td></td>
</tr>
<tr>
<td>Jordi Jose Gallego Ayala</td>
<td>World Bank</td>
<td>Social protection specialist</td>
</tr>
<tr>
<td>Edmundo Murrugarra</td>
<td>World Bank</td>
<td>Senior economist</td>
</tr>
<tr>
<td>Samantha Zaldivar Chimal</td>
<td>World Bank</td>
<td>Social protection specialist</td>
</tr>
<tr>
<td>Luisa Fumo</td>
<td>SIDA</td>
<td>Programme Officer, Social Development</td>
</tr>
<tr>
<td>Eleasara Antunes</td>
<td>Dutch Embassy / DFID</td>
<td></td>
</tr>
<tr>
<td>Edith Morch-Binnena</td>
<td>UNICEF</td>
<td>Chief of Child Protection</td>
</tr>
<tr>
<td>Maki Kato</td>
<td>UNICEF</td>
<td>Chief of Social Policy</td>
</tr>
<tr>
<td>Emmeline Skinner</td>
<td>DFID/MUVA</td>
<td>MUVA embedded adviser</td>
</tr>
<tr>
<td>Elen Barreto</td>
<td>Tony Blair Foundation</td>
<td></td>
</tr>
<tr>
<td>Etelvina Mahanjane</td>
<td>DFID</td>
<td>Seconded to Ministry of Youth and Sports</td>
</tr>
<tr>
<td>Benjamin Zeiltn</td>
<td>DFID</td>
<td>Head of Human Development</td>
</tr>
<tr>
<td>Chris Cosgrove</td>
<td>DFID</td>
<td>Consultant</td>
</tr>
<tr>
<td>Koeti Serodio</td>
<td>IrishAid</td>
<td>Vulnerability Adviser</td>
</tr>
<tr>
<td>Chico Almejane</td>
<td>MGCAS</td>
<td>Director of Planning and Cooperation</td>
</tr>
<tr>
<td>Graciano Langa</td>
<td>MGCAS</td>
<td>Director, Nacional Adjunto da Acção Social</td>
</tr>
<tr>
<td>Dir. Roy Tembe</td>
<td>Ministry of Youth and Sports</td>
<td>Director of Youth</td>
</tr>
<tr>
<td>Ivete Alane</td>
<td>Ministry of Youth and Sports</td>
<td>Permanent Secretary</td>
</tr>
<tr>
<td>Carlota Basonga</td>
<td>INAS</td>
<td>Director of Department</td>
</tr>
<tr>
<td>Ruben Vicente</td>
<td>ILO</td>
<td>Social Protection Specialist</td>
</tr>
<tr>
<td>Mattia Polvanesi</td>
<td>WFP</td>
<td>Social Protection Specialist</td>
</tr>
<tr>
<td>Helga Gunnell</td>
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<td></td>
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<tr>
<td>Mark Thorpe</td>
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<tr>
<td>Marco Tamburro</td>
<td>HI</td>
<td>Director of Handicap International</td>
</tr>
<tr>
<td>Filomena Joao</td>
<td>USAID</td>
<td>Orphans and Vulnerable Children Adviser</td>
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<tr>
<td>Dionisio Matos</td>
<td>USAID</td>
<td>HIV Adviser</td>
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<tr>
<td>Luize Guimaraes</td>
<td>MUVA</td>
<td>Programme Manager</td>
</tr>
<tr>
<td>Janet Duffield</td>
<td>MUVA</td>
<td>Partnerships Manager</td>
</tr>
<tr>
<td>Kerry Selvester</td>
<td>MUVA</td>
<td>Monitoring, evaluation, and Learning Lead</td>
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<tr>
<td>Lucia Bernadete</td>
<td>MUVA</td>
<td>MUVA Assistentes Project Manager</td>
</tr>
<tr>
<td>Sarah Pires</td>
<td>ESSOR</td>
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</tr>
<tr>
<td>Cecilia Matolinho</td>
<td>Tete Municipality</td>
<td>Vereadora de Saúde e Acção Social</td>
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<tr>
<td>Joaquina Alfredo Francisco</td>
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<td>Tecnicno</td>
</tr>
<tr>
<td>Isabel Chale</td>
<td>INAS Tete</td>
<td>Tecnicno</td>
</tr>
<tr>
<td>Lucia Nuramamade</td>
<td>INAS Tete</td>
<td>Tecnicno</td>
</tr>
<tr>
<td>José Martinho</td>
<td>INAS Tete</td>
<td>Chefe de repartição de Assistência (substituto do delegado)</td>
</tr>
<tr>
<td>Ana Luciano</td>
<td>SDSMAS Tete</td>
<td>Técnica da Acção Social</td>
</tr>
<tr>
<td>Megue Samuel</td>
<td>SDSMAS Tete</td>
<td>Técnica da Acção Social</td>
</tr>
<tr>
<td>Rosário Ventura</td>
<td>Fundação AJUDA AMIGO – Tete</td>
<td>Coordenador Executivo</td>
</tr>
<tr>
<td>Pedro Cumbane</td>
<td>Fundação AJUDA AMIGO – Tete</td>
<td>Director de programas</td>
</tr>
</tbody>
</table>
Appendix B  Barriers to female economic empowerment in Mozambique

In 2017, MUVA conducted a youth survey to obtain a statistical profile of youth living in high density, low-income areas in Maputo and Beira and found the following (MUVA, 2017):

- 53% of young men have remunerated work vs 34% of young women.
- More young women than men work for a family business without remuneration (19% versus 15%).
- More young women than men are unemployed or inactive (47% versus 31%).
- The vast majority of young women who do work have jobs with very low skill requirement such as petty trading or domestic work (72% versus 48% of men).
- Young women tend to have less job stability: only 27% of those with wage employment have a formal or verbal contract, versus 53% of young men.

The survey also found that women have roughly the same levels of schooling as men:

- 86% of young women have completed primary school, compared to 88% of young men.
- 21% of young women have completed secondary school, compared to 22% of young men.
- 7% of young women have completed at least one year at university versus 8% of young men.

The survey revealed that the key barriers to female economic empowerment in Mozambique are as follows:

1. Young women are restricted in their decision-making power and movement
   - Only 34% of young women say they can decide about their movements alone (versus 64% of young men)

2. Young women have less access to technology
   - Only 22% of young women in Maputo and Beira regularly use a computer, compared to 44% of young men

3. Young women have more parenting responsibilities
   - 41% of all women between the ages of 15 and 25 are mothers versus only 14% of men
   - 87% of young mothers live with their children, compared to only 46% of young fathers

4. Young women suffer from a double work burden
   - When adding all the hours they spend working inside and outside the home, we find that women work on average 8.5 hours more than men per week

5. Young women are held back by social norms around leadership
   - 78% of young people think that society does not approve of female leaders