



Ministry of Gender,
Children and Social Action



GENDER EQUALITY PROFILE MOZAMBIQUE

MAPUTO, AUGUST 2022

GENDER EQUALITY PROFILE

MOZAMBIQUE

UN WOMEN

Maputo, August 2022

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Executive Summary

This Gender Equality Profile portrays the progress in promoting gender equality in Mozambique since 2016. This is the second Profile, after the one prepared in 2016. Being the second exercise of this nature, this Profile takes the first one as the starting point of the analysis, while discussing the country's progress regarding gender equality and the empowerment of women and girls in different spheres, considering the commitments made by the Government of Mozambique.

In each of the chapters, the dynamics of what has happened in the country since 2016 are listed, taking into consideration the specific area or sector under analysis. The selection of the thematic areas of analysis took into consideration the priorities defined by the country for gender equality and emerging issues whose impact contributes to the reconfiguration of gender relations in the national context. The information gathering process included extensive document review and interviews with key informants, both one-on-one and in focus groups. Most of the interviews took place virtually, due to the constraints imposed by COVID-19.

The main findings of the analysis undertaken indicate that:

The country has made considerable gains in promoting gender equality, but these are likely to regress due to the impact of climate phenomena, conflicts in the Central and Northern regions of the country, and COVID-19 containment measures. Gains include the approval and strengthening of a set of laws and strategies that, among others, effectively prevent and sanction gender-based violence, early unions, and promote the creation of an enabling environment for girls to stay in school. In the education sector, the achievement of gender parity in entry is highlighted: the entry ratio between girls and boys evolved from 2014 to 2018 from 0.90 to 0.91 in upper secondary primary education² (EP2); from 0.96 to 0.98 in lower secondary education and from 0.98 to 1.04 (ES1) in upper secondary education (ES2).

However, conflicts and climate shocks experienced since 2017 may shake or limit the impact of the gains the country has achieved. Climate shocks caused by climate change, with emphasis on the intermittency between droughts and floods and, more recently, cyclical cyclones affecting especially the Central and Northern regions, destroy infrastructure, remove sources of income and survival of families, and place men and women in a situation of internal displacement, dependent on support and living in degrading conditions. The same situation is being created by the conflict led by extremists in Cabo Delgado. The massive pressure of displaced people poses risks to people's survival, especially for women and children who constitute the majority. For women and girls, the risks are associated with the lack of or limited access to

sexual and reproductive health care and services. Additionally, due to the lack of alternatives, girls and women or their families may adopt negative coping mechanisms that include transactional sex, sex work, and early unions. As displaced women and girls are also exposed to physical violence and sexual exploitation and abuse. Boys are exposed to forced recruitment to join the insurgents.

Female-headed households have been the most affected by poverty (63% versus 52% of male-headed households)¹, and women are the most excluded from decent work opportunities (they constitute only 4% of the formal sector labor force and the highest unemployment rates in the country are among urban women between the ages of 19 and 24)².

The systematic collection of data that allows for an updated analysis of gender equality indicators remains a challenge.

Some sectors such as public works and housing, defense and security, and mineral resources and energy still do not disaggregate information by sex (both at the planning and reporting levels) and the delay and irregularity in the production of national surveys has a negative impact on the production of updated data. For example, the most recent Demographic Health Survey (DHS) is from 2011 and data collection for the production of the new DHS is still ongoing. Additionally, there is a need for the regular production of more specific national surveys that respond to issues that are challenging for gender equality, with themes such as violence against women, women's access to economic resources including land and finance, time use between men and

¹Instituto Nacional de Estatísticas (INE). 2015. Relatório Final do Inquérito ao Orçamento Familiar – IOF 2014/15. Maputo.

² MUVA. s.d. MUVA: Female Economic Empowerment in Mozambique. <https://www.opml.co.uk/projects/female-economic-empowerment-mozambique>.

women, and the analysis of men's access to health services, specifically sexual and reproductive health services.

The limited understanding of gender and the framing of gender inequality impact the implementation of laws (including interpretation of affirmative action measures) and service delivery on the level of knowledge about gender issues, equality and affirmative action among service providers, policy makers and implementers, and leaders responsible for decision-making processes. Massive investment in training in this area is recommended - for civil servants at different hierarchical levels; policy makers and implementers - including the provision of higher education courses on the subject and the provision of gender equality awareness material in local languages and digital resources to extend outreach. Additionally, it is recommended to raise awareness of the various actors on the subject and strengthen enforcement by the responsible institutions.

Gender-based violence (GBV) expressed as physical, psychological, and sexual violence against women remains frequent in the country. The violence reporting data from 2018 to 2020, although showing a downward trend - possibly influenced by the emergency situation associated with COVID-19, conflicts and climate shocks that influence the reduction of reports - are significant: 28 556 (in 2018), 25 263 ((in 2019) and 19 881 (in 2020). This same emergency situation - conflict, COVID-19 containment measures and post-natural disaster accommodation solutions, conflict or resettlement in camps aggravates the exposure of women and girls to GBV. As IDPs, they are more exposed to GBV in conflict zones, during flight from risky to safer locations, in host sites and camps and are often harassed in exchange for transportation or guides during flight and in host sites these are harassed in exchange for food aid and other basic needs. Institutional sexual harassment and violence against women and girls in schools, training centers and jails are also of concern.

In the different chapters of the document, specific recommendations are presented, and in the last section, the conclusions and recommendations from a holistic reading of the situation.



Photo: UN Women / Celma Costa

Sumário Executivo

O presente Perfil de Igualdade de Género retrata os avanços na promoção da igualdade de género em Moçambique, desde 2016. Este é o segundo Perfil, depois do elaborado em 2016. Sendo o segundo exercício desta natureza, este Perfil toma o primeiro como ponto de partida da análise, ao mesmo tempo que discute o progresso do país no que concerne à igualdade de género e ao empoderamento de mulheres e raparigas nas diferentes esferas, considerando os compromissos assumidos pelo Governo de Moçambique.

Em cada um dos capítulos, são arroladas as dinâmicas do que aconteceu no país, desde 2016, tomando em consideração a área ou sector específico em análise. A selecção das áreas temáticas de análise tomou em consideração as prioridades definidas pelo país para a igualdade de género e assuntos emergentes cujo impacto contribui para a reconfiguração das relações de género no contexto nacional. O processo de recolha de informação incluiu uma extensa análise documental e entrevistas com informantes-chave, tanto individuais como em grupos de discussão. A maior parte das entrevistas decorreu virtualmente, devido aos constrangimentos impostos pela COVID-19.

As principais conclusões da análise efectuada indicam que:

O país registou consideráveis ganhos na promoção da igualdade de género, mas estas são passíveis de retroceder devido ao impacto dos fenómenos climáticos, dos conflitos nas regiões Centro e Norte do país e das medidas de contenção da COVID-19. Os ganhos incluem a aprovação e reforço de um conjunto de leis e estratégias que, entre outros, que previnem e sancionam eficazmente a violência baseada no género, as uniões prematuras e promovem a criação de um ambiente facilitador para a permanência da rapariga na escola. No sector da educação, evidencia-se o alcance da paridade no ingresso de género: o rácio de ingresso entre raparigas e rapazes evoluiu de 2014 para 2018 de 0.90 para 0.91 no ensino primário de segundo grau² (EP2); de 0.96 para 0.98 no primeiro ciclo do ensino secundário e de 0.98 para 1.04 (ES1) no segundo ciclo do ensino secundário (ES2).

Entretanto, os conflitos e os choques climáticos vividos desde 2017 podem abalar ou limitar o impacto dos ganhos que o país alcançou. Os choques climáticos causados pelas mudanças climáticas, com destaque para a intermitência entre secas e cheias e, mais recentemente, os ciclones cíclicos que afectam, especialmente, as regiões Centro e Norte, destroem infraestruturas, retiram fontes de renda e sobrevivência das famílias e colocam homens e mulheres em situação de deslocados internos, dependentes de apoio e vivendo em condições degradantes. A mesma situação está a ser criada pelo conflito protagonizado por extremistas em Cabo Delgado. A pressão massiva dos deslocados coloca riscos à sobrevivência das pessoas, especialmente para mulheres e crianças que constituem a maioria. Para o caso das mulheres e raparigas, os riscos estão associados à falta ou limitado acesso aos serviços e cuidados de saúde sexual e reprodutiva. Adicionalmente, devido à falta de alternativas as

raparigas e mulheres ou as suas famílias podem adoptar mecanismos de adaptação negativos que incluem sexo transaccional, trabalho sexual e uniões prematuras. Como deslocadas, as mulheres e raparigas ficam também expostas à violência física e a exploração e abuso sexual. Rapazes estão expostos a recrutamento forçado para se juntarem aos insurgentes.

A condição de deslocadas exacerba a dificuldade de continuar com os estudos e prover suas necessidades. Adicionalmente, as medidas de restrição decretadas pelo Governo para conter a propagação da pandemia da COVID-19 agudizam o nível de pobreza, especialmente na periferia das áreas urbanas. Os agregados familiares chefiados por mulheres têm sido os mais afectados pela pobreza (63% contra 52% dos chefiados por homens)³, e as mulheres são as mais excluídas de oportunidades de trabalho decente (estas constituem apenas 4% da força de trabalho no sector formal⁴ e as maiores taxas de desemprego no país incidem sobre mulheres urbanas entre 19 e 24 anos de idade).⁵

A colecta sistemática de dados que permitem uma análise actualizada dos indicadores de igualdade de género continua um desafio. Alguns sectores como, obras públicas e habitação, defesa e segurança e recursos minerais e energia ainda não desagregam a informação por sexo (tanto ao nível da planificação como do reporte) e o atraso e irregularidade na produção de inquéritos nacionais tem impacto negativo na produção de dados actualizados. Por exemplo, o Inquérito Demográfico de Saúde (IDS) mais recente é de 2011 e ainda decorre a recolha de dados para a produção do novo IDS. Adicionalmente, há necessidade de produção regular de inquéritos nacionais mais específicos, que respondam a questões que constituem desafio para a igualdade de género, com temas como violência contra a mulher, acesso das mulheres a recursos económicos incluindo terra e financiamento, utilização do tempo entre homens e

³ Instituto Nacional de Estatísticas (INE). 2015. Relatório Final do Inquérito ao Orçamento Familiar – IOF 2019/20. Maputo.

⁵ MUVA. s.d. MUVA: Female Economic Empowerment in Mozambique. <https://www.opml.co.uk/projects/female-economic-empowerment-mozambique>.

mulheres e a análise do acesso dos homens aos serviços de saúde, especificamente aos de saúde sexual e reprodutiva.

O limitado entendimento sobre género e a estruturação da desigualdade de género têm impacto na implementação da leis (incluindo a interpretação das medidas de acção afirmativa) e na prestação de serviços no nível de conhecimento sobre questões de género, igualdade e acções afirmativas entre provedores de serviços, fazedores e implementadores de políticas e líderes responsáveis pelos processos de tomada de decisão. É recomendado um investimento massivo na formação nesta área — para funcionários públicos nos diferentes níveis hierárquicos; fazedores e implementadores de políticas — incluindo a disponibilização de cursos superiores sobre a temática e a disponibilização de material de consciencialização sobre igualdade de género em línguas locais e recursos digitais para alargar o alcance. Adicionalmente, é recomendada a consciencialização dos diversos actores sobre o assunto e fortalecimento da fiscalização pelas instituições responsáveis.

A violência baseada no género (VBG) expressa como violência física, psicológica e sexual contra a mulher, continua frequente no país. Os dados de reporte de violência de 2018 à 2020, embora apresentem uma tendência decrescente — influenciada possivelmente pela situação de emergência associada à COVID-19, conflitos e choques climáticos que influenciam a redução das denúncias — são significativos: 28 556 (em 2018), 25 263 ((em 2019) e 19 881 (em 2020). Esta mesma situação de emergência — conflitos, medidas de contenção da COVID-19 e soluções de acomodação pós-desastres naturais, conflitos ou reassentamentos em acampamentos agrava a exposição de mulheres e raparigas a VBG. Como deslocadas, estas ficam mais expostas à VBG nas zonas de conflito, durante a fuga dos locais de risco para mais seguros, nos locais de acolhimento e acampamentos e muitas vezes são assediadas em troca de transporte ou de guias durante a fuga e nos locais de acolhimento estas são assediadas em troca de ajuda alimentar e de outras necessidades básicas. O assédio e violência sexual institucional contra a mulher e a rapariga nas escolas, centros de formação e cadeias são também preocupantes.

Nos diferentes capítulos do documento, são apresentadas recomendações específicas, e, na última secção, as conclusões e recomendações a partir de uma leitura holística da situação.

Acronyms

| | |
|----------------|--|
| CAI | Integrated Care Center |
| CECAP | Coalition to Eliminate Early Unions |
| CEDAW | Convention on the Elimination of Discrimination Against Women |
| CESC | Civil Society Learning and Training Center |
| CNAM | National Council for the Advancement of Women |
| CCP | Community Fishing Council |
| COVID | Corona Virus Disease |
| DGF | Focus Group Discussion |
| DNG | National Directorate of Gender |
| DSSR | Sexual and Reproductive Health and Rights |
| DUAT | Land Use and Exploitation Rights |
| EIC | Interview with Key Informant |
| ENSSB | National Strategy for Basic Social Security |
| EP1 | Primary School/Elementary School |
| EP2 | Primary School/Secondary School |
| ES1 | 1st Cycle of Secondary Education |
| ES2 | Secondary School/ 2nd Cycle of Secondary Education |
| FNUAP | United Nations Population Fund |
| GAFMVV | Office of Assistance to Family and Minor Victims of Violence |
| GCG | Gender Coordination Group |
| GRM | Government of the Republic of Mozambique |
| HIV | Immunodeficiency Virus |
| HSH | Men who have sex with men |
| DHS | Demographic Health Survey |
| IETP | Technical and Professional Education Institutions |
| IMASIDA | Immunization, Malaria and HIV and AIDS Indicator Survey |
| INAS | National Institute for Social Action |
| INE | National Institute of Statistics |
| IOF | Family Budget Survey |
| ITS | Infection of Sexual Transmission |
| LAMBDA | Association for the Recognition of Human Rights of LGBTI People |
| LGBTI | Lesbian, Gay, Bisexual, Transgender and Intersex |
| MGCAS | Ministry of Gender, Children and Social Action |
| MICS | Multiple Indicator Cluster Survey |
| MINEDH | Ministry of Education and Human Development |
| MISAU | Ministry of Health |
| MMAIMVV | Multisectoral Mechanism for Integrated Assistance to Women Victims of Violence |
| MMAS | Ministry of Women and Social Action |

| | |
|---------------------|--|
| MMCAS | Ministry of Women and Social Action Coordination |
| MPF | Ministry of Planning and Finance |
| OCB | Community Based Organization |
| OMR | Rural Observatory |
| OMS | World Health Organization |
| ONG | Non-Governmental Organization |
| ONU | United Nations Organization |
| ONU Mulheres | United Nations Organization for Gender Equality and the Empowerment of Women |
| CSOs | Civil Society Organization |
| PARPA | Action Plan for the Reduction of Absolute Poverty |
| PASD-PE | Post-Emergency Direct Social Support Program |
| PASP | Productive Social Action Program |
| PAUS | Social Unit Attendance Program |
| PcD | People with Disabilities |
| PES | Economic and Social Plan |
| PF | Family Planning |
| PFG | Gender Focal Points |
| PGEI | Gender Policy and Strategy of its Implementation |
| PIB | Gross Domestic Product |
| PNUD | United Nations Development Program |
| POOG | Planning and Budgeting from a Gender Perspective |
| PQG | Five-Year Government Plan |
| ProSAS | Social Action Services Program |
| PSEA | Sexual Exploitation and Abuse Prevention Strategy |
| PSSB | Basic Social Allowance Program |
| SAAJ | Adolescent and Youth Service |
| SADC | Southern African Development Community |
| SIDA | Acquired Immune Deficiency Syndrome |
| SMI | Maternal and Child Health |
| SSR | Sexual and Reproductive Health |
| TIC | Information and Communication Technology |
| UNDAF | United Nations Assistance Framework |
| UNICEF | United Nations Children's Fund |
| UNIFEM | United Nations Development Fund for Women |
| USAID | United States Agency for International Development |
| VBG | Gender-Based Violence |
| WASH | Water, Sanitation and Hygiene |
| WLSA | Women and Law in Southern Africa |

Mozambique Gender Equality Profile: General Data

| | |
|--|--|
| <i>Population:</i> | 30.8 million ⁶ , |
| <i>Women:</i> | 52.0% ⁷ |
| <i>Life expectancy:</i> | 53.7anos Men 51.0 Women 56.5 ⁵ |
| <i>Birth rate:</i> | 37.9/1000 ⁵ |
| <i>Fertility rate:</i> | 5.2 ⁵ |
| <i>Average age:</i> | 16.6 years ⁵ |
| <i>Population growth rate:</i> | 2.8% ⁵ |
| <i>Maternal mortality rate:</i> | 451.6/1000 ⁵ |
| <i>Illiteracy rate:</i> | 39%: Men 27.2% Women 49.4% ⁵ |
| <i>Rural population:</i> | 66.6% ⁵ |
| <i>Human Development Index:</i> | Rank 181 out of 189 ⁸ |
| <i>Gender Development Index (M-H ratio):</i> | 0.912 ⁴ |
| <i>Gender inequality index :</i> | 0.523 |
| <i>Female-headed households</i> | 33.8% |
| <i>People with disabilities</i> | Men 2.8% Women 2.4% ⁵ |
| <i>Female seats in parliament:</i> | 42.4% ⁹ |
| <i>Teenage birth rate</i> | 148.6 ⁴ |
| <i>Premature marriage rate</i> | 48.2% for minors under 18 and 14.3% for minors under 15 57.65 ¹⁰ |
| <i>Economically active population</i> | 57.65 Men 51% Women 49% ⁵ |
| <i>Labor force participation rate:</i> | Men 79% Women 77.3% ⁵ |
| <i>Population with at least some secondary education</i> | Men 19.9% Women 14.0% ⁵ |
| <i>Average years of schooling</i> | Men 4.5 Women 2.7 |
| <i>Financial Inclusion</i> | 9.3% of the population has a bank account ⁵ |
| <i>Mobile Financial Services</i> | 11.7% Men 14.1% Women 9.5% ⁵ |
| <i>Cell phone access</i> | Men 30.8% Women 22.4% ⁵ |
| <i>Internet access</i> | Men 8.1% Women 5.3% ⁵ |
| <i>Computer access</i> | Men 5.8% Women 3.1% ⁵ |

⁶ Instituto Nacional de Estatísticas (INE). 2021. População 2021. <http://www.ine.gov.mz/noticias/populacao-mocambicana-para-2021>

⁷ Instituto Nacional de Estatísticas (INE). 2019. Resultados definitivos Censo 2017, IV Recenseamento Geral da População e Habitação. Maputo. INE

⁸ UNDP. 2020. *The next Frontier: Human Development and the Anthropocene: Briefing note for Countries on the 2020 Human Development Report.* http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MOZ.pdf

⁹ Gender Links. 2020. *Monitoria e Avaliação de Género em Moçambique Resumo 50/50.* Maputo.

¹⁰ UNICEF. 2015. *Casamento Prematuro e Gravidez na Adolescência em Moçambique: Causas e Impacto.* Maputo. UNICEF e UNFPA



Background and Context

Mozambique, a country of 30.8 million people where 52% are women, occupies an area of 800,000km² and stretches almost 2,000 km from north to south. The country has a rapidly growing population and high fertility and mortality rates¹¹. About 70% of the population lives and works in rural areas and 45% of Mozambicans are under 15 years of age. The country has over 2,500 km of coastline on the Indian Ocean and is endowed with ample arable land, water, energy, gas, and mineral resources; three deep seaports; and a relatively large labor potential reserve¹².

Mozambique's high poverty rate (63% of the population lives on less than US\$2 a day)¹³ Mozambique's high poverty rate (63% of the population lives on less than US\$2 a day) is perpetuated by frequent natural disasters, high disease incidence, high general mortality and maternal mortality rates, high population growth, and an uneven distribution of wealth. Despite being a predominantly rural country, agricultural production is impacted by structural supply chain constraints and policies to ensure production considering climate change and natural disasters Mozambique has the second largest HIV epidemic in the world, with the second highest number of AIDS-related deaths and new infections. HIV and AIDS prevalence is 12.6% (15-49 years) and is particularly higher among young women, especially when associated with tuberculosis illness and mortality¹⁴. The country is also a world "hotspot" for malaria, and it is estimated that 43% of children under 5 years of age are stunted¹⁵.

In primary education, there are serious learning limitations - on average, only 4.9% of children in grade 3 have reading skills defined for this grade, far below neighboring African countries¹⁶. Poor school attendance and low learning outcomes lead to school dropout, which remains a major challenge, specifically for girls. Some of the most common reasons for lower school attendance for girls, even at primary level, include poverty, a higher domestic workload for girls, lack of female role models, sexual abuse at school, gender-based violence (GBV), early marriage, and unintended early pregnancy. The rate of early marriage is high: 14.3% of young women aged 20-24 were married before age 15, and 48.2% before age 18. The early pregnancy rate is also high, but there are large regional differences: for example, 20.5% of women

in Maputo City and 51.7% in Nampula had their first child before age 18¹⁷ (UNICEF 2015a, 2015b).

Although Mozambique has maintained economic growth and macroeconomic stability over the past two decades through 2017, the rapid economic growth rates have not been expressed in poverty reduction. Investments from natural resource extraction were expected to increase government revenues by up to 7 percent of gross domestic product (GDP). But the capital-intensive mega-projects that could accentuate Mozambique's development pattern are not translating into growth that generates significant poverty reduction or increased employment opportunities. Against the specter of this challenge to stimulate more inclusive growth over the long term, large, previously undeclared external loans emerged in 2016. The consequences of these loans, coupled with (a) the postponement of natural gas exploration in the Rovuma basin; (b) the shift in the foreign aid paradigm from "development aid" to "private investment for economic growth" leading to declining foreign aid; (c) the adverse global economic environment; (d) the high economic cost of corruption led to a rapid and dramatic deterioration of the macroeconomic framework^{18,19}. There was a reduction in the growth rate from 8% projected in 2015 to 3.3%; depreciation in the value of the national currency, reduced import capacity. In 2020 the economy contracted to an estimated deficit of 30.8% of GDP versus 19.9% in 2019 mainly because of low export earnings²⁰. These factors, coupled with the conflict situation and the economic impact of the COVID-19 pandemic put the country in a generalized socio-economic crisis leading to increased business closures and unemployment

Over the past three years, Mozambique has continued to work on consolidating peace and political stability, despite the tension created by the Renamo Military Junta (a dissident of this party after the new leadership of Renamo by Ossufo Momade) which has resulted in armed attacks in the Central Region. IOM estimated that by the end of 2020, these attacks had created 7038 displaced people, 28% of whom were women, 54% children and 18% men. Since 2019, the country is witnessing an upsurge in military attacks from what is believed to be an Islamist-inspired insurgency that began in 2017 in the gas-rich province of Cabo Delgado, having made approximately 2,800 fatalities and more than 800,000 displaced by July 2020, with 31% being women, 23% men and

¹¹ Taxa de fecundidade 5,2; Taxa de mortalidade infantil 67,3; Taxa de mortalidade materna 451,6 (Censo Populacional 2017)

¹² Grupo do Banco Mundial. 2017. Associação Internacional de Desenvolvimento/International Finance Corporation e Agência Multilateral de Garantia de Investimentos Quadro de Parceria por País para a República de Moçambique para o Período AF17-AA21. Relatório N.º 104733-MZ.

¹³ Embaixada da Suécia. 2019. Moçambique: Análise Multidimensional da Pobreza - Estado e Tendências.

¹⁴ UNAIDS. 2018. AIDS Country Factsheet Mozambique 2018. <https://www.usaid.gov/sites/default/files/documents/1864/Mozambique-Nutrition-Profile-Mar2018-508.pdf>

¹⁵ USAID.2018. Mozambique Nutrition Profile.

¹⁶ USAID Moçambique. 2019. Estratégia de Cooperação para o Desenvolvimento do País (CDCS) Dezembro de 2020-Dezembro de 2025.

¹⁷ UNICEF. 2020. *Op. Cit.*

¹⁸ Grupo Banco Mundial. 2017. *Op. Cit.*

¹⁹Weimer, Bernhard & João Carrilho. 2017. A Economia Política da Descentralização em Moçambique: Dinâmicas, Efeitos, Desafios. Maputo IESE

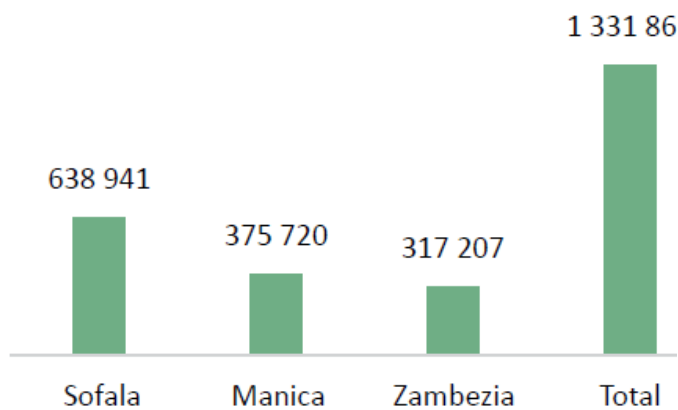
²⁰ African Development Bank Group. Mozambique Economic Outlook. <https://www.afdb.org/en/countries/southern-africa/mozambique/mozambique-economic-outlook>

46% children including unaccompanied children^{21,22}.

Other factors contributing to the slow growth were the effects of cyclones Idai and Kenneth in 2019, cyclical droughts in the southern part of the country, desertification associated with deforestation, and the slowdown in coal mining, which affected GDP. Poverty was further exacerbated by these factors, but also by tropical storm Chalane in 2020 and cyclone Eloise in 2021, which will have shaken both the most vulnerable urban and rural households in areas of the affected provinces in the Central region of the country.²³



Photo: UN Women / Celma Costa



Source: World Bank staff calculations.

Table 1: Estimated poor people directly affected by the floods and destructive winds associated with Cyclone Idai

About the Gender Profile

²¹ International Crisis Group. 2021 (11 June) Stemming the insurrection in Mozambique's Cabo Delgado. Africa Report N° 303

²² IOM. 2021. DTM Mozambique: Baseline Assessment Round 12 (April 2021): cabo Delgado, Nampula, Niassa, Sofala and Zambézia provinces

UN Women and the European Union Delegation in Mozambique have joined efforts to support the elaboration of this Gender Equality Profile. This partnership stems from the efforts to achieve the commitments towards gender equality and integration.

The Gender Equality National Profiles are a key tool for monitoring the progress of the commitments/resolutions defined by the Beijing Declaration and Platform for Action and other policies at the level of the UN Commission on the Status of Women. The profiles also help to verify the adoption of the 2030 Agenda for Sustainable Development and its Sustainable Development Goals.

In Mozambique, the first Gender Profile was prepared and published in the year 2016 with the support of the European Union. Its objectives were to "provide a snapshot of the gender equality situation in Mozambique at macro, medium and micro levels, identify constraints and opportunities for the promotion of gender equality in the country, and propose practical and operational recommendations". As this is the second exercise of this nature, this one takes the first as the starting point of its analysis while discussing the country's progress with regard to gender equality and the empowerment of women and girls in the different spheres considering the commitments assumed by the Government of Mozambique.

To achieve such objectives the present profile focuses on:

- a) Collect disaggregated data related to the current gender equality situation in the economic, political, social and cultural area;
- b) Update the status of country achievements in gender equality with respect to internationally agreed targets and national plans on Gender Equality and Women's Empowerment (CEDAW, Beijing Platform, Commission on the Status of Women);
- c) Identify barriers and opportunities to the achievement of gender equality and empowerment of women and girls targets at national, regional and international levels in different areas and sector;
- d) Assess the institutional capacity of sector ministries and other stakeholders in promoting gender equality;

²³ Banco Mundial. 2020. Atualização Económica de Moçambique: Atenção à Lacuna do Investimento Rural.

- e) Assess the country's legal and policy context on gender equality and empowerment of women and girls;
- f) Assess how recent natural disasters and humanitarian and public health crises (Cyclones Idai and Kenneth, Eloise, the conflicts in the Center and North, and the COVID-19 pandemic) have impacted gender equality and what characteristics of the response have been provided;
- g) Recommend strategic areas of intervention that need to be strengthened to enable the promotion of gender equality and the empowerment of women and girls in different sectors.

Methodology

The elaboration of the Profile of Gender Equality in Mozambique adopted an eminently qualitative methodological approach in order to provide the context and explanation for the quantitative indicators. Two forms of data collection for subsequent analysis were privileged:

- **Document review:** A broad review of existing literature covered official records (reports, plans, legal documents and evaluations), reports from partners and civil society organizations in general, as well as scientific studies and academic journal articles. More than 100 documents were consulted and reviewed including policies, strategies, statistical documents, activity balances, baseline studies and evaluations of project and activity implementation, gender analysis and current issues relevant to this profile. While official data was instrumental in achieving disaggregated information on the current situation, academic articles allowed for a foray into current discussions on the stage of each of the areas.
- **Interviews with 52 key informants:** The interviews were conducted with a set of key informants whose positions and professional paths certify them as authorities with power to shed light on Gender Equality and Women and Girls Empowerment in Mozambique. Individual and group interviews were conducted, mostly following the digital format following the recommendations to reduce physical contact as a way to reduce the risk of infection and spread of COVID-19.
- Throughout the text, only the sector of origin of the informants identified in the document is presented in order to ensure the preservation of their identity and compliance with ethical precepts. Table 1

presents the sectoral origin of the interviewees disaggregated by sex.

| Key Informant Category | Woman | Man | Total |
|---------------------------|-----------|----------|-----------|
| Government Representative | 7 | 3 | 10 |
| Civil Society | 8 | 1 | 9 |
| United Nations | 10 | 2 | 12 |
| Donor | 18 | 3 | 21 |
| Total | 38 | 9 | 52 |

Table 1: Key informants interviewed by institution category and gender.

The first draft of the document went through the critical evaluation of a gender specialist in the country. After the recommendations were incorporated, the first two drafts were reviewed and commented on by the teams from UN Women and the European Union.

- **Validation of results:** The triangulated data from the documentation and interviews helped trigger a process of analysis and verification aimed at answering the questions initially posed for profiling. This in turn led to the production of a preliminary report that was then shared with stakeholders. Validation sessions followed with the different categories of stakeholders: Government, Civil Society, United Nations, and donors. The contributions from these sessions fed back into the document, allowing the Final Report to be produced.

Limitations to gender equality profiling

- **Unavailability of up-to-date data:** The gender equality profile broadly covers the social, economic and cultural areas on which gender relations are based. Statistical and analytical data production in the country is not regular and these are not available in a compiled and organized manner. The scarcity of up-to-date data made the exercise of comparison with the 2016 gender profile data difficult. Additionally, some areas (mentioned in the analysis), still do not consistently produce sex-disaggregated data that would allow responding to gender equality indicators. As a result, it was not possible to collect current statistics in the culture sector, for example.
- **Unavailability of key informants:** the data collection activities for this profile took place during the

period of confinement decreed by the States of Emergency and Calamity decreed by the Government of Mozambique as a measure to flatten the COVID-19 infection curve. The pace and availability of professionals was over-adapting, and as a consequence we noted the unavailability or non-return of some key informants to requests for individual and group interviews. Some members of civil society exposed the fatigue of constant requests to respond to topics that in their view were repeated and, on the other hand, the intensity and overlap of work in the virtual model, including requests for interviews.

- The development of exercises of this nature would be enriched in the future with the constitution of a repository that compiles documentation in the area of gender from many different sources. Despite the sharing of documents by the institutions funding this profile and the consultant's personal archive, the consultant had to repeatedly request the sharing of information and data from key informants during interviews; rely on her experience working in the country and internet searches as a way to gather essential resources

Report Structure

In addition to this introductory section, this report has four chapters, followed by conclusions and recommendations. The first chapter presents the country's stage of advancement in relation to the commitments made in the concert of nations, primarily around the improvement of its institutions and political-administrative and legal mechanisms. The second chapter focuses on the systemic issues that have the potential to influence progress or setbacks in promoting gender equality such as infrastructure, poverty, gender-based violence (GBV), social protection, food security, and digital inclusion. The third chapter presents factors that structure gender inequality in the country. The fourth chapter sheds light on emerging issues in the country that impact Gender Equality, such as situations of instability and war, the extractive industry, and the pandemic of COVID-19. In the last section of the Report, under the title conclusions and recommendations, we present the summary of the analysis carried out and put forward suggestions that can be used as inputs for policy making and guidance of gender practices in Mozambique and in other contexts.



Photo: UN Women / Celma Costa

Chapter 1: Meeting the Gender Equality Commitments

1.1. Institutional Mechanisms, National Gender Platform and Legal Framework

The Ministry of Women and Social Action Coordination (MMCAS) was established in 2000 as the body responsible for gender issues as well as coordination issues related to women and development. The name was subsequently changed to "Ministry of Women and Social Action" (MMAS, 2005) and to the current "Ministry of Gender, Children and Social Action" (MGCAS, 2015), but it is still the central government body addressing Gender policies and regulations and leading the National Gender Coordination Mechanism.

In its scope of activities, the MCGAS is responsible for coordinating and monitoring the implementation of the various international and regional commitments ratified by the country to promote gender equality, as briefly presented in Appendix 1.

The country's last Gender Equality Profile highlighted the favorable policy, institutional, and legal framework for the inclusion of gender promotion in key planning documents (PQG and PARP), and the design of Sectoral Gender Strategies in some ministries (Health; Education and Human Development; Agriculture and Rural Development; Energy and Mineral Resources; and State Administration and Civil Service). Mozambique has continued this positive trend. The Five-Year Government Plan 2020-2024 (PQG), in the Human Capital Development Pillar, foresees the promotion of gender equality and equity, social inclusion, and protection of the most vulnerable segments of the population as one of its strategic objectives. Special attention is also given to commitments such as ensuring protection and combating gender-based violence²⁴.

The country's legal environment is also conducive to gender equality. The last Gender Profile recommended the passage of relevant legislation, and since its drafting, the country has passed several strategic legal instruments for the promotion of gender equality. In late 2015, [the National Strategy to Prevent and Combat Premature Marriages \(2016 - 2019\) was approved](#). In the year 2018, important legal and programmatic instruments were adopted, such as the Gender Policy and its Implementation Strategy, the IV National Plan of Action for Advancement of Women 2018-

2024, the National Plan to Prevent and Combat Gender-Based Violence 2018-2021, and the National Plan of Action on Women, Peace and Security 2018-2022. In addition, the Health Sector Gender Inclusion Strategy 2018-2023 and the Education Sector Gender Strategy 2018-2022 were also approved. A significant milestone was the approval of the Gender Strategy in Public Administration 2020-2024 in 2020 that highlights the strengthening of equitable representation in decision-making bodies and the need for training of governors in gender matters and the increase of activities and responsibilities for men in advancing the promotion of gender equality at all levels of the sector.

In the current legislative forum, the Law to Prevent and Combat Premature Unions (Law No. 19/2019, of October 22) was passed. This law, which had contributions from Civil Society Organizations (CSOs), establishes 18 as the age of consent to marry, criminalizes and stipulates sanctions for persons involved in unions with persons under 18, (including for family members, community members, and state personnel who have knowledge and fail to report), as well as forms of reparations for damages to girls who are victims of such practices. That same year, the Law on Succession was revised (Law No. 23/2019, December 23) to ensure that the surviving wife is the primary beneficiary in the event of her husband's death.

1.2. Coordination and Leadership

Being a multidimensional theme, involving a variety of actors, gender equality is addressed by different thematic spaces that operate simultaneously, whether formalized or not. The Ministry is the main governmental body responsible for coordinating the processes of promoting gender equality. Internally, the National Directorate for Gender (DNG) responsible for programs to support and empower women.

Since 2003 the National Council for the Advancement of Women (CNAM) has been functioning with the objective of promoting and implementing gender policies in all sectors in Mozambique. CNAM is a consultative body of the Ministry composed of six Government Ministers²⁵; representatives of civil society organizations (CSOs) (Forum Mulher, Foundation for Community Development, and Peasant Women's Association); two representatives of religious groups (the Christian Council of Mozambique and the Catholic Church); a representative of trade unions (the Organization of Mozambican Workers) and a representative of the private sector (the Confederation of Economic Associations).

CNAM is composed of two bodies: The Executive Secretariat

²⁴ GRM. 2020. Relatório Moçambique: Revisão Nacional Voluntária da Agenda 2030 para o Desenvolvimento Sustentável. Maputo.

²⁵ O Ministro da Economia e Finanças, como Vice-Presidente; Ministro da Saúde; Ministro da Educação e Desenvolvimento Humano; Ministro da

Agricultura e Desenvolvimento Rural; Ministro da Administração Estatal e Função Pública; e Ministro do Trabalho, Emprego e Segurança Social.

and the Technical Council. The Secretariat is responsible for the management and implementation of activities. The Technical Council comprises the Gender Focal Points of the Ministries with Gender Units (Education and Human Development; Health; Agriculture and Rural Development; Gender, Children and Social Action; Defense and Security; Interior; Energy and Mineral Resources; Foreign Affairs and Cooperation; Sea, Inland Waters and Fisheries; Science, Technology and Higher Education) and representatives of other public institutions. CNAM is the mechanism for engagement with official organizations, CSOs, the private sector, and religious institutions. Its functions include promoting and monitoring the implementation of the government's gender policies - particularly the National Plan for the Advancement of Women (PNAM) and the Gender Policy and Strategy for its Implementation (PGEI).

The Mozambican Parliament (AR) has different channels to address gender equality issues. There is a Commission on Gender, Social Affairs, Technology, and Media, the Parliamentary Women's Group, the Network of Women in Government and Parliament, and the Women's Caucus. While the Commission addresses deliberation on relevant issues, the other bodies work specifically on gender equality issues.

The Gender Coordination Group (GCG) is a multi-stakeholder coordination mechanism with participation from UN agencies, bilateral donors, civil society organizations, the private sector as well as government bodies such as ministries, the DNG and CNAM. This Group is currently led by MGCAS with support from the Catalan Agency, and its initial objectives include "(a) to strengthen coordination and ensure in-depth policy dialogue between the Government and other stakeholders on gender issues, (b) to support the effective operation and monitoring of policies to promote equity in gender relations included in the PARPA and the PGEI, including legal reform, (c) contribute to analysis and research on policy-related gender issues, focusing on the PARPA and PGEU, (d) support coordination mechanisms targeting gender issues at the provincial level, and (e) strengthen the capacity of its members and other stakeholders to analyze gender issues and advocacy strategies"²⁶.

Among the CSOs, and in addition to CNAM, Forum Mulher is the coordinating agency that addresses women's rights and women's economic and political empowerment. The Coalition for the Elimination of Early Unions (CECAP) is composed of CSOs working in the area and is dedicated to the coordination and advocacy process in this area. The recently created Women's Observatory (April 2021), an initiative of several women's collectives from civil society, emerged with

the objective of mapping informal women's movements and groups in order to project alternative voices and empower transformative approaches, while also assuming itself as a channel for monitoring violations of women's rights in the country.

MGCAS is very concerned with reporting results. Its role is to monitor the implementation of actions concerning gender equality by the various sectors according to national plans, including the inclusion in sectoral plans and budgets and respective accountability. According to the interviews carried out in this institution, in recent years the data collection system and the capacity to carry out monitoring have improved, especially since it is integrated in CNAM. However, the work of MGCAS could include a stronger focus on identifying gaps and needs of the different ministries in order to ensure the provision of technical support at all levels.

Additionally, in the monitoring process, it is necessary to define consequences for the case of non-achievement of gender equality targets by sector. There is a gap between the performance of different sectors: Ministries dealing with the social dimension such as the Ministry of Health (MOH) and the Ministry of Education and Human Development (MINEDH) have long term instruments, programs and initiatives, including within the organizational structure, for the promotion of gender equality and in some areas the results are visible (gender parity in primary and secondary school enrollments or MOH's holistic response to GBV cases). In contrast, in other sectors such as Environment and Lands, Interior, Public Works and Housing, Mineral Resources and Energy, Agriculture, the difficulties are still primary, with limited disaggregation of data by sex at the planning level.

1.3. Gender Disaggregated Data on Gender Statistics

The disaggregation of data by sex allows the measurement of differences between men and women in various social and economic dimensions and is one of the requirements for obtaining gender statistics. In the Mozambican context, the availability of up-to-date statistics - the more disaggregated by sex - continues to be a great challenge. The last Multiple Group Indicator Cluster Survey (MICS) dates back to 2008, the most recent Demographic Health Surveys (DHS) date back to 2011, and the last General Population Census (2017) is not yet formally finalized. Some happy exceptions are the 2015 Household Budget Survey (HBS) and, from the same year, the Immunization, Malaria and HIV Indicator Survey

²⁶ Tvedten, Inge et al. 2008. Gender Policies and Feminisation of Poverty in Mozambique. CMI Report: 13

(IMASIDA), with a supplementary report in 2019. The lack of sex-disaggregated data is most pronounced for the category of children. Often if data is disaggregated at the adult level, it is not disaggregated at the level of boys to girls.

At the sector level, health sector has the Mozambique Health Information System for Monitoring and Evaluation (SIS-MA) under management of the Ministry of Health since 2017. SIS-MA's main objective is to support the continuous and systematic collection, analysis, interpretation, and dissemination of health data including disaggregation by sex, age, and key populations. However, SIS-Ma is not yet globally integrated into the different health programs (for example the cancer program), leaving out relevant data on disease patterns in men and women. Additionally, the system does not allow capturing inequalities and inadequacies in unequal access to health care and related services for men and women in different age groups.

The Ministry of the Interior, through the Family and Minor Victim of Violence Counseling Office (GAFMVV) produces regular reports that generate sex-disaggregated data on cases of violence reported to the police. This ministry has developed with the support of computer experts, a platform (software) for the registration, management and control of GBV cases InfoViolência, tested in 2020 under the Spotlight program²⁷. This platform responds holistically to national legislation under the integrated multisectoral mechanism that uses the single form. This was already quite expected due to the gap that the country still has in measuring the prevalence of GBV. However, the InfoViolence Platform does not remove the need for an autonomous national survey on violence, which does not only cover the cases received by health units or police stations (as in the case of the InfoViolence platform), but also makes an overall community diagnosis on violence. The last national survey on violence dates back to 2004²⁸.

The National Institute of Statistics annually produces statistical data that generate relevant information to understand the gender dynamics in the country: "Women and Men in Mozambique" and "Statistics on Domestic Violence". These contain sex-disaggregated data from censuses, surveys, and administrative sector records. Although the Gender Statistics Unit was established at INE in 2017, there is still a significant gap in statistical capacity to generate data and indicators that assess progress in achieving gender equality in some critical areas of concern. Some examples include:

- Poverty: the persistence and increasing burden of poverty for women;
- Humanitarian Crises: women's vulnerability in situations of humanitarian crises resulting from conflicts, natural disasters, etc;
- Economy: inequalities in economic structures and policies, in all productive activities and in the access to resources;
- Power and decision making: inequality between men and women in the sharing of power and decision making at all levels;
- Human Rights: transgression of rights and inadequate promotion of human rights that particularly concern women
- Media: stereotyping of women and inequality in women's participation and access to media systems;
- Girls: persistent discrimination and violation of girls' rights.

Without gender statistics that measure the status of women and men and their roles in the social, economic, health and political spheres, decision makers have limited ability to assess progress in achieving gender equality or prioritize actions to address gender disparities.

The different programs and projects implemented by Non-Governmental Organizations (NGOs), with support from bilateral and multilateral partners, produce sex-disaggregated statistics that focus on the specific areas of action and particular issues they work on. In the national context, information exchange and sharing is still a challenge. If this problem were overcome, the quantity and quality of existing data would be improved.

Besides the General Census of Population and Housing, the country conducts electoral censuses before general or local elections. One possibility for expanding data availability might be to include gender issues relevant to the groups covered by the electoral censuses.

1.4. Budgeting from a Gender Perspective

Mozambique's first experience with gender-responsive planning and budgeting (GRBP) dates back to 1998. The initiative was led by the Ministry of Planning and Finance (MPF), which instructed various ministries to disaggregate

²⁷ The Spotlight program is an initiative aimed at eliminating all forms of violence against women and girls in the Global South. With financial support from the European Union and coordination by the United

Nations, the initiative in Mozambique is led by the Government. <https://www.spotlightinitiative.org/mozambique>

²⁸ MMAS.2004. Survey on Violence against Women. Maputo.

their human resources and investment budgets by gender.

The second initiative was launched and supported by the United Nations Development Fund for Women (UNIFEM) in two phases. The first phase (2003-2005) aimed to sensitize and build the capacity of key actors who are usually involved in budgeting processes, such as the national women's platform, planning and budgeting officials, and gender focal points in line ministries.²⁹ The second phase (2005-2008) focused directly on guiding the effective incorporation of a gender dimension into national policy, planning and budgeting processes. In addition to emphasizing the central policy, planning-budget apparatus, several key thematic areas were selected as pilot projects, including policies and programs related to violence against women (Ministry of the Interior) and HIV and AIDS and maternal health (MOH). One of the main gains was the incorporation of gender issues for the first time in a macro strategic planning instrument - PARPA II 2006/2009 with two indicators: 1) integration of gender in the planning of the Economic and Social Plan and the PES Balance 2) approval and implementation of the Gender Policy and Implementation Strategy. The Strategy included measurable targets on sex-disaggregated data collection; female admission, retention, and graduation rates in school; employment for women in non-agricultural work; and reduced maternal mortality rates and increased assisted childbirth care. In the same year (2005), the Parliamentary Office for Women was charged with the task of promoting increased female representation in leadership roles³⁰.

From mid-2007, the GRBP approach became more intentional and in-depth by explicitly highlighting the potential benefits in the context of new aid modalities. Ministries were instructed not only to outline their objectives, but also to identify potential gender equality consequences for those objectives. The third phase (2009-2012) focused on ensuring the sustainability of previous efforts, all guidelines for the preparation of the PES and the State Budget included criteria on women³¹. In 2013, within the framework of the introduction of program budgeting the Ministry of Economy and Finance (MEF) created in the module for the preparation of the State budget a programmatic code for gender equality called MAS16 which aimed to allow the tracking of planned actions by all sectors and the respective budget allocation.

However, a progress report on the implementation of the SADC (Southern African Development Community) Revised

Protocol on Gender and Development indicates that in the 2016/2017 financial year, the percentage of financial resources allocated to gender accountable institutions for all SADC Member States was less than one percent of total National Budgets compared to other ministries. The low allocations are primarily attributed to the assumption that the institutions receive financial support from international development organizations to implement programs. Additionally, the marginal budget allocations to gender could be due to the directive that has been placed on all government ministries to integrate gender into their programs and processes. It is assumed that issues affecting women and men that might normally be addressed by gender ministries, will be covered by all ministries as they implement their initiatives in different sectors³².

The effort to strengthen GRBP continues under the leadership of the Ministry of Economy and Finance, which in addition to continuing capacity building, explores the reform processes of the planning and budgeting system to strengthen GRBP. Under the Spotlight initiative, the Ministry of Economy and Finance (MEF) in 2020 trained staff at central, provincial and district levels in planning and budgeting with a focus on actions to prevent and combat SGBV and early unions.

The Center for Coordination of Gender Affairs (CECAGE) at Eduardo Mondlane University, in partnership with MEF, has been conducting annual trainings on GRBP since 2011. In the 10-year interval CECAGE trained 527 participants (304 women and 223 men) which mainly include ministry and parliamentary staff. In 2020 and 2021, due to COVID-19, the number of participants has significantly reduced (8 and 13 respectively) contrary to the average of 35 participants in the previous years. Civil society was always trained on the issue with a focus on its advocacy and monitoring role. In 2020, MEF organized consultations with civil society organizations in Maputo and in Gaza and Manica provinces to improve the POOG. In June 2021, CSOs working in social monitoring of Public Finance were trained to strengthen their knowledge and sensitivity on gender responsive budgeting in order to influence gender integration throughout the budget cycle and monitor the execution of funds for the implementation of policies to promote gender equality in Mozambique. These trainings are part of the activities of the Program for the Consolidation of Economic Governance and

²⁹ Holvoet, Nathalie & Liesabeth Inberg. 2014. Gender Responsive Budgeting and the Aid Effectiveness Agenda: Experiences from Mozambique. *Journal of International Women's Studies*, 15(2), pp 61-79.

³⁰ Stotsky, Janet, Lisa Kolovich & Suhaib Kebhaj. 2016. Sub-Saharan Africa: A Survey of Gender Budgeting Efforts. International Monetary Fund Working Paper.

³¹ Holvoet, Nathalie & Liesabeth Inberg. 2014. *Op. Cit.*

³² SADC Secretariat (2020) Gender Responsive Budgeting: A Summary of Issues and Findings of the SADC Gender and Development Monitor 2018. Policy Brief No. 2.

Public Finance Management Systems in Portuguese-speaking African Countries (PALOP) and Timor-Leste, funded by the European Union.

Although GRBP capacities exist, there remain limitations of staff and implementers to understand the meaning, context and gender dynamics in sectors in order to enable effective incorporation of GRBP. There is recognition of limited technical capacity to conduct more detailed analysis and limited partnership between MGCAS and MEF.

1.5. National Capacity Strengthening

As mentioned above, the percentage of financial resources invested in the gender platform, particularly in MGCAS, is low for implementation of activities. In addition, there are indications that the Gender Units (UG) and Gender Focal Points (PFG) are not effectively institutionalized, lack strong leadership, technical and administrative capacity, and as a result are not able to operationalize strategic objectives into concrete actions³³. As an example, the budget allocation for CNAM in 2016 was 1,268,814.00 MZM, a figure numerically very similar to the 2007 allocation (1,203,000.00 MZM). This means that in ten years, the actual budget has decreased considerably³⁴.

In addition to the State Budget, MGCAS receives a great deal of support from cooperation partners. In 2016, the main supporting partners included UNICEF, UNFPA, UN Women, African Development Bank and Agencia Catalunya. The UN Development Assistance Framework (UNDAF) for 2017 to 2020 had as one of its outcomes the strengthening of MGCAS' capacity to coordinate, monitor and supervise the implementation of gender equality commitments. The European Union provides €28 million to the Spotlight Initiative to eliminate all forms of violence against women, coordinated by the government, through MGCAS, and implemented by UN agencies and CSOs.

As part of this approach, throughout the period in question, various partners provided technical support which included support for the production and use of gender disaggregated data; allocation of ICT equipment and furniture to provincial and district departments; technical support to coordinate the implementation of approved strategies as was the case with the support for the [National Strategy to Prevent and Combat Premature Marriages](#) with the production of brochures and campaigns such as "End Premature Unions". In addition,

support was provided to MGCAS to conduct a nationwide dissemination of the National Plan on Women, Peace and Security, reaching more than 1,000,000 people, face to face and through national public television. In the area of institutional capacity building, a Women, Peace and Security unit was established within MGCAS to support the implementation of the program agenda.

Following the findings of the previous Country Profile, which indicated the presence of discriminatory socio-cultural norms and harmful practices against women and girls, capacity building initiatives also targeted CSOs. Through the Spotlight Initiative, CSOs with a focus on promoting gender and women's equality were trained in transformative approaches to GBV and early unions. As a result, six key CSO staff and 180 women were exposed to awareness-raising on the negative impact of discriminatory norms for women and girls³⁵.

1.6. Challenges and Opportunities

With regard to the recommendations of the 2016 Profile, the country faced some difficulties. Capacity building was one of the core areas of the recommendations. It did happen, but it was weak. According to key informant interviews (KITs) conducted at MGCAS, this was the case due to limited budget and dependence on partners. The institutionalization of gender mechanisms is not yet universal across sectors. Although the number of sectors that already have such mechanisms has grown, the Justice sector, the Interior sector and the Mineral Resources and Energy sector are some examples with absences of regulatory instruments for promoting gender equality.

In the national context, there is a favorable legal framework, different initiatives in progress for the promotion of gender equality. However, challenges remain that are associated with factors such as:

- (1) Difficulty in implementing the different legal instruments and strategies. Financial, human resources and implementation strategy difficulties minimize the impact of the increasingly enriched legal framework for gender equality in the country;
- (2) Weak institutionalization of the prioritization of gender equality. Institutional commitment to the prioritization of gender equality seems to depend on the sensitivity of the top

³³ Karberg, Sindy. 2015. *Op. Cit.*

³⁴ GRM. 2017. Avaliação e Revisão da Política de Género e Estratégia de sua Implementação em Moçambique. Relatório Final.

³⁵ UN Mozambique. 2020. United Nations Development Assistance Framework (UNDAF) 2017-2020. 2019 Progress Report.

leadership of the institution, leading to the situation where, depending on the management of the moment, gender issues are or are not effectively taken into account (State Institution JIT);

(3) Gaps in training and capacity building of key actors in different sectors on gender equality issues at different levels. Gender training and capacity building, whether in short or technical courses, as well as familiarization with national, regional and global documents on gender issues, is important to equip institutions, their leaders and staff in general with a holistic understanding of the topic. In the key informant interviews we noticed that in general, staff members lack in-depth knowledge about the meaning, context and measures for promoting gender equality;

(4) Lack of clear terms of reference on gender training for focal points. The lack of clear terms of reference with expectations of gender training makes the quality of gender focal points in some state institutions questionable in terms of their ability to carry out activities and to gain respect and collaboration from other staff in the institution;

(5) Excessive focus on numerical indicators to define and measure the achievement of gender equality. To a large extent these indicators do not reflect the transformation and qualitative change in institutions, practices and the day-to-day experience of citizens and; their impact is sometimes questioned (State Institution JIT);

(6) Difficulties in implementing activities due to COVID-19 containment measures, climate change and military conflicts. Both the state institutions and a significant part of the CSOs present difficulties in working remotely under COVID-19. As a consequence, there has been a reduction in staff and attendance by the institutions providing these services and closure of some reception centers. Furthermore, as a result of the cyclones Idai and Kenneth, but also of the conflict in Cabo Delgado, registration books have disappeared and data not yet computerized have been lost, posing even more challenges to the production of gender statistics. This situation adds to the already recognized incapacity of the institutions to implement and respond in an effective and timely manner.

Missed opportunities, which can be consolidated into recommendations, include: (1) the improvement of the database, so that it can be fed by all sectors on a regular basis. Here it is also important to insist on the need for greater communication, information sharing and mapping (in a database) of the activities developed by the different

stakeholders. The (2) enlargement of professional training in gender, not only by offering some modules, but also specific higher education courses on gender³⁶; e (3) a and (3) the need for tools to promote gender equality and the disaggregation of data by sex in the sectors that still do not do it both at the planning and reporting levels; but also to improve indicators and systems for real-time data collection for gender sensitive issues. Regarding POOG: (4) create conditions to allow the application of the knowledge acquired in the GRBPs in the different sectors including the follow-up of this at the change of mandate; (5) broaden the participation of civil servants, managers and especially parliamentarians (the latter have had low participation) in the GRBPs courses to ensure better and greater application and monitoring; (6) allocate funding for the participation of all levels of participants in the GRBP courses; (7) reintegrate list of gender priorities into the budget matrix in order to facilitate sectors to reflect and integrate them into their priorities; (8) prioritize qualitative indicators for analysis of gender equality progress.

³⁶ O Centro de Coordenação de Assuntos de Género da Universidade Eduardo Mondlane, em coordenação com a Faculdade de Letras e

Ciências Sociais, introduziu, no ano lectivo de 2021, o curso de Mestrado em Género e Desenvolvimento.

Despite the challenges, the COVID-19 pandemic has created new synergies. As an illustration, as a result of the impossibility of face-to-face attendance, some CSOs have strengthened relations with community radio stations, with the aim of disseminating messages and promoting debates; and the articulation of CSOs with the Ministry of the Interior for attendance to victims of violence has become closer and more effective³⁷. These initiatives have strengthened synergies between state and civil society actors in the response to practices that jeopardize gender equality and women's empowerment.



Photo: UN Women / Celma Costa

³⁷ Osório, Conceição, Loforte, Ana & Sérgio Vilanculo. *Op. Cit.*

Chapter 2: Systemic Problems

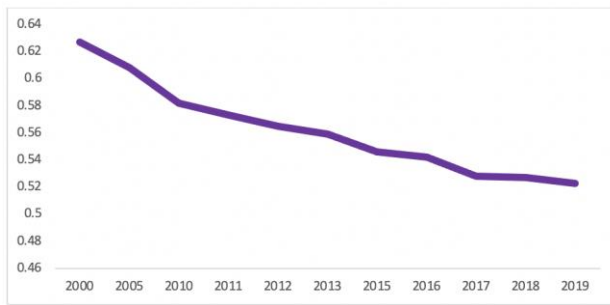


Table 2: Evolution of the Gender Inequality Index in Mozambique, according to the Human Development Report 2019³⁸

This section looks at systemic problems: those that affect women and men and can lay the groundwork for greater equality or greater risks, depending on how they are addressed. In the context of Mozambique, for this analysis, systemic problems are addressed by taking into account the following parameters: poverty; health; food security and nutrition; gender-based violence; social protection; education and vocational skills; employment and labor; digital inclusion; water and sanitation, energy, and transport; and political participation.

2.1. Poverty

The previous Country Gender Profile highlighted that despite steady and consistent GDP growth from 2001 to 2014, this had not been reflected in poverty reduction. After several consecutive years of robust growth, averaging 7 to 8 percent, Mozambique's economic performance slowed to 3 to 4 percent in 2016 due to adverse domestic and international conditions. The continued decline in the prices of major commodities (such as coal and natural gas), reduced foreign investment, and the occurrence of severe natural disasters are some of the factors explaining this slowdown. Almost half of the population (46.3%) remains poor, both in monetary and non-monetary terms, and most of these people (84.9%) reside in rural areas. The 2015 Human Development Report had placed 70.2% of the population in "multidimensional poverty," but the 2021 data indicates that the

multidimensional poverty line reaches 15.8% of women and 8.4% of men, corroborating the concept of the feminization of poverty³⁹.

Gender inequality shows up in the form of poverty among differently-headed households (women vs. men), where 63 percent of female-headed households were poor, compared to 52 percent for male-headed households. One of the main challenges for poverty reduction lies in the lack of equitable sharing of growth⁴⁰. In general, the information consulted allows us to conclude that the households headed by women in Mozambique have higher poverty indexes than households headed by men, which translates, in general, into poor access to health services, education, as well as poor production and productivity. The main sector of activity of these households is agriculture, however extension services, access to credit, technology, and communication are low for all small producers but especially among women producers and, consequently, their production and productivity is low. Their income is mainly used to buy food, and their diet is not very varied and limited⁴¹.

Land tenure and security constitute a source of conflict in many places. According to case studies in rural areas (from 2020⁴² and 2021⁴³) of the country, the trend continues to be that women have less control and ownership of land than men, with statistics that do not reach 30% of land ownership for women thus keeping close to the 2016 data from the National Directorate of Land and Forestry that indicate that only 20% of women hold titles of Right of Land Use and Exploitation (DUAT)⁴⁴, mainly due to the patriarchal nature of society and unequal power relations, inadequate implementation of statutory law, and women's lower literacy and more limited knowledge of their rights⁴⁵.

The case study with 63 women living under customary tenure in Nhamatanda district, Sofala in 2021⁴⁷ presents the different challenges to women's land tenure and security that help understand such dynamics at the national level. Most of the women interviewed were not aware of the Mozambican Land Law, the 2015 Terra Segura program, the funding to the program by the World Bank in 2018 nor other donor-driven processes aimed at registering their land rights. This showed limited public consultation in the policy-making processes. Additionally, the land delimitation process marginalized women as most were not consulted as required by law. Most DUATs were registered under the name of their husbands or male relatives. Women were supposed to benefit in their

³⁸ UNDP. 2019. Human Development Report.

³⁹ Osório, Conceição, Loforte, Ana & Sérgio Vilanculo. 2021. *Op. Cit.* pp. 68-69

⁴⁰ The World bank. 2019. *Op.Cit.*

⁴¹ Agy, Aleia. 2020. Pobreza no Meio Rural: Situação de Famílias Monoparentais Chefiadas por Mulheres. *Observador Rural*, 83: 1-32

⁴² Ntauzi, Clemente; Noyes, Joana & Refiloe Joala. 2020. Rural Women Demand a Seat at the Table in Mozambique's National Land Policy Review. PLASS. <https://www.plaas.org.za/rural-women-demand-a-seat-at-the-table/>

⁴³ Zamchiya, Phillan; Ntauzi, Clemente & Joana Noyes. 2021. Gendered implications of formalization of customary tenure in Mozambique. PLASS. <https://www.plaas.org.za/gendered-implications-of-formalisation-of-customary-tenure-in-mozambique/>

⁴⁴ Machaze, Fláida & Vicente Mulambe. 2016. Direitos das Mulheres à Terra no Contexto da Pluralidade de Direitos: O Caso de Moçambique. Fórum Mulher. Maputo

⁴⁵ Grupo Banco Mundial. 2017. *Op. Cit.*

dependent positions as wives of landowners in idealized families. This is despite provisions in the policy that allow for joint registration, but are largely unknown to women.

In the study under review, 800 DUATs out of 3,000 were registered by women, most of them widows and divorced. This translates to only 26.6% of women with DUATs, which is below the 40% target of the Terra Segura program. Married women and young single women were denied the title⁴⁷. Although the legislation allows for the DUAT to be registered in the name of women or jointly in the name of a man and a woman the de facto government policy is that the man is the head of the household and therefore should be the one to register the DUAT in his name. On the other hand, the patriarchal nature of society, unequal power relations and ignorance of the legislation give primacy to the continued exclusion of women from land ownership⁴⁷.

However, it should be noted that female-headed households contribute to greater women's autonomy and gender equity. Girls living in female-headed households may have some advantages, such as being less prone to early marriage. Women within marriage (in male-headed households), depending on the region of the country, may have little decision-making power, including their ability to work outside the home, particularly in the Northern region. Muva's 2019 analysis goes further in arguing that the high number of female-headed households, particularly in the Southern region, does not necessarily generate disadvantaged households. There is no automatic association between female leadership and poverty or with low-paid work⁴⁶.

Women's overall lower level of education and skills still make it difficult for them to make a living through formal sector work or entrepreneurial initiatives. Compared to men, women are less likely to work in the emerging non-subsistence sector as well as in the public sector or as employers. Women are more likely to be self-employed (self-employment) without employees or to work for their family without pay⁴⁷.

Measures to curb COVID-19 are having an impact on household welfare and quality of life. Analyzing the urban dynamics, it can be seen that the consecutive extensions of the State of Emergency are contributing to the worsening of poverty, especially in conjunction with the incipient measures for its restriction⁴⁸. The worsening of poverty among women, due to loss of income sources, was visible and

palpable, especially in the informal sector of the economy. In Africa in general, and in Mozambique in particular, this activity is significant and contributes significantly to the food security and well-being of women and their relatives. In fact, many families depend on income from this activity to meet their most basic needs. This vulnerability to poverty due to the effects of the COVID-19 containment measures also extends disproportionately to domestic and casual workers, who have no access to paid leave or sick pay and are not adequately covered by conventional social protection⁴⁹.

The pandemic affects the poorest and among them women. COVID-19 containment measures do not take into account a context marked by economic, social and cultural factors, which add to the feminization of poverty and social exclusion. In suburban areas, where the families most affected by the pandemic are found, 28% of women have lost their jobs, 46% have seen their income reduced, and 34% have reduced the number of meals. The projections indicate that, because of the pandemic, poverty could increase by 75.5%, 77.7% and 81.7%, according to the results of the micro-simulations, while "the poor population could increase by 2,927,273, 3,992,048 and 5,866,403 in

each of the proposed scenarios"⁵⁰. Additionally, conflicts and natural disasters exacerbate the poverty condition as will be described in the corresponding sections.

Conclusions and Recommendations

In Mozambique, women occupy a significant proportion of actors in the informal agricultural sector. Land tenure and security remains a challenge for them. Illiteracy, lack of access to information on legal issues by women impact their poverty status. COVID-19 is also influencing the feminization of poverty, especially urban poverty. CEDAW's 2019 observations indicated concern for the disproportionate levels of poverty among women in the country.

The recommendations focus on the need to **(a) ensure control and ownership of land to women**, through, for example, the effective implementation of the Terra Segura (Secure Land) program, which, since 2015, has already provided for the allocation of five million Land Use and Utilization Rights (DUAT), with 40% of beneficiaries being women. Here it is important that the different interventions, including those of partners pay special attention regarding the name/individual in which the DUAT is registered but also housing titles post resettlement, emergency, in the course of

⁴⁶ Milward, Kirsty. (s.d.) Principais Constrangimentos para o Empoderamento Económico das Mulheres. Literature Review Brief

⁴⁷ Gradín, Carlos & FinnTarp. 2017. Gender Inequality in Employment in Mozambique. *WIDER Working Paper* 207 (21)

⁴⁸ Osório, Conceição, Loforte, Ana & Sérgio Vilanculo. 2021. *Op. Cit*

⁴⁹ *Ibid*

⁵⁰ Mussagy, Ibraimo; Mosca João. 2020. Micro-simulações dos Impactos da COVID-19 na Pobreza e Desigualdades em Moçambique. Observatório Rural 96. OMR

DDR or in general support programs. **(b) Consider the option of compulsory DUAT registration in the name of both spouses in the review process of the Land Law.**

The private sector is the main engine for more broad-based growth through job creation. Government stimulus can be consolidated in **(c) implementing policies and regulations to promote an enabling environment for increased private investment rates and solid agricultural productivity growth with a focus on women**, addressing the problem of limited linkages between farmers and product input markets as well as lack of resilience to weather hazards .

All in all, taking into account the challenges of redistributing economic growth, we corroborate the suggestion already made in other studies about **(d) building an Integrated and Multisectoral Platform that designs a more redistributive development model**, intervening in an integrated and intersectoral way in the redistribution of wealth and the reduction of the gap between social groups.

e) Promote the financing of specific economic empowerment programs for women and girls especially in the northern and central provinces. These programs help economic independence and also exposure to sexual abuse and harassment, GBV in general.

Other recommendations include:

- f) increase women's access to financial services through savings groups and cooperatives;**
- g) Encourage more banks to create packages for women;**
- h) Support technical assistance and training for small and medium enterprises run by women;**
- i) Develop and provide examples of what a successful woman looks like in Mozambique, so that young women have role models to encourage them to realize their potential;**
- j) Encourage conversation through telephone radio programs and broader social behavior change campaigns;**
- k) Establish nurseries or pre-school institutions to create jobs and free women to work and access education.**

⁵¹ Somerville, Claire & Khatia Munguambe. 2021. The Rise of Non-Communicable Disease (NCDs) in Mozambique: Decolonising Gender and Global Health. *Gender & Development* 29(1): 189–206.

⁵² World Health Organization. 2021. World Health Statistics 2021: Monitoring Health for the SDGs, Sustainable Development Goals.

2.2. Health

Mozambique's 2016 gender profile indicated the challenges of gender equality in the health sector, especially those concerning sexual and reproductive health. Such a focus stems from the fact that decisions related to sexual behavior and fertility tend to be most rooted in gender norms that emphasize control over female bodies. In the current context, these factors remain relevant, but challenges related to other areas of health are also emerging.

Recent studies in the country indicate a growth in non-communicable diseases, suggesting that one third of the adult population is hypertensive. This prevalence places Mozambique among the countries with the highest levels of hypertension in low- and middle-income countries (Damasceno et al., 2009; Ibrahim & Damasceno, 2012; Jessen et al., 2018, cited in Somerville & Munguambe, 2021⁵¹). Hypertension is one of the causes of premature mortality, and in the country, its prevalence is higher among women (68% women versus 31% men) (Mocumbi et al., 2019, cited in Somerville & Munguambe, 2021). Further, studies indicate that gestational hypertension in the country is more common than previously estimated (Somerville & Munguambe, 2021). The data regarding non-communicable diseases suggests their inclusion in the range of diseases that are a burden on the country.

Despite improvements, the country continues to have high levels of early pregnancy (180/1000 women between 15 and 19 years of age)⁵². Early pregnancy is still associated with early unions, since a significant number of teenage mothers marry during this period of their lives. Family planning (FP) is still a challenge, especially for adolescents and youth. From consultations with key informants, it was apparent that health provider bias persists in counseling and giving FP methods to girls due to the perception that they should not yet be sexually active. Other challenges regarding FP include inconsistent availability of the preferred method and lack of provider capacity.

The maternal mortality rate has reduced significantly: the 2017 Census indicates 451.6 maternal deaths (women) per 100,000 live births (down from 500.1 in 2007)⁵³. However, this still remains high considering the Sustainable Development Goals target of 70 per 100,000 by 2030. Access to safe and legal abortion remains limited and there is a lack of confidentiality regarding these services as indicated in CEDAW's observations⁵⁴.

HIV remains a major public health challenge that disproportionately affects women (15.4%) and men (10.0%).

⁵³ Instituto Nacional de Estatística. 2019. Resultados Definitivos Censo 2017: IV Recenseamento Geral Da População e Habitação. Maputo. INE

⁵⁴ CEDAW 30 July 2019. Concluding observations on the combined third to fifth periodic reports of Mozambique (CEDAW/C/MOZ/3-5)

Women, in Mozambique, remain the most vulnerable to HIV due to low levels of knowledge about the pandemic and prevention, difficulties negotiating safe sex, difficulty accessing condoms, among others. As a consequence, in 2018, women made up about 60% of people living with HIV⁵⁵.

Men's access to health services is still a challenge. On the one hand, this situation emerges from social norms and expectations that stereotype health care as a women's area, contributing to dissuade men's interest and demand for health services; On the other hand, different informants pointed out that the health system, policies and strategies have prioritized women's health, although they recognize the challenges in their implementation. The gap identified is related to the inclusion of men.

Public information and education campaigns about Sexual and Reproductive Health (SRH), unintended pregnancy, and HIV often focus on women. These exclude men's health concerns and place the responsibility for contraception, pregnancy, and fertility understanding on women. One of the few areas where men are prioritized is HIV prevention, but, the focus is on men who have sex with men or those who identify as homosexual, and is not treated as a community-wide problem. This approach both increases men's risk for HIV transmission due to lack of information about protection and undermines efforts for non-discrimination and anti-stigma campaigns about sexual orientation. The different health awareness campaigns in the community, carried out by the Elementary Multipurpose Health Agents (APEs), focus on women, perceived as caregivers of the family. This view reproduces gender stereotypes and does not consider that few times the woman has decision making power in the household. In the FP dimension there is awareness and narrative about the inclusion of men. However, in practical terms, there are still missed opportunities to include them in the different entry doors of the health unit, waiting only for the man who accompanies his partner to the FP or maternal and child health (MCH) consultations.

Gender norms and dynamics continue to constitute social determinants of health by (a) affecting the decision making process about access to prevention and treatment services; (b) limiting self-management of health, especially for women with low levels of education and in the lowest wealth quintiles; and (c) limiting the access of youth and adolescents to information and services for health protection due to pressure to be accompanied by parents and guardians to health services.

The health sector's infrastructure and financing are weak, which has an impact on access and quality of health services: more than half of the population walks an hour or more to access a health facility; stock-outs are commonplace⁵⁶; the ratio of doctors per 10,000 inhabitants is 0.8; and the number

of deliveries outside the health facility is still high, whereas 73% of deliveries are performed by qualified medical personnel.⁵⁷

Conclusions and Recommendations

The health sector in the country is already quite gender sensitive. In general the recommendations of the 2016 Gender Profile for the different sectors have been or are being implemented. CEDAW's observation notes show concern about the SRH dimension where maternal mortality rates remain high, poor access to FP and safe abortion services as well as the limited availability of trained health personnel, including midwives, especially in rural areas. The analysis in this paper reflects on the need to prioritize non-communicable diseases whose ratio is growing and, effectively implement men's access to health services.

The recommendations focus on the effective implementation of policies and strategies already stipulated by the sector: **(a) the de facto inclusion of men ensuring that they are more involved in taking care of their health** and the health of family members while challenging restrictive gender practices and norms and **(b) the expansion of gender training and specialized personnel at provincial and district levels emerge as pertinent and timely measures**. Additionally, there is a need to **(c) prioritize non-communicable diseases as well**, for their equally devastating effect; **(d) ensure that women have confidential access to safe abortion and post-abortion services**; and **(e) increase the number of health facilities and trained health personnel for rural areas**, building on the implementation of the National Plan for Human Resource Development for Health 2016-2025.

Additionally:

- f) Implement social media campaigns for behavior change regarding early unions, GBV and rights of the LGBTIQ+ community+;**
- g) Support community work to promote ongoing dialogue between parents/ influential figures in the family and adolescents of young people on SSR, developing their skills and providing them with information;**
- h) Strengthen and expand the role of APEs by training them to be sensitive to gender inequalities and how they impact health;**

⁵⁵ UNAIDS. 2018. AIDS Country Factsheet Mozambique 2018.

⁵⁶ Somerville, Claire & Khatia Munguambe. 2021. *Op. Cit.*

⁵⁷ World Health Organization. 2018. *Op. Cit.*

- i) **Train district and provincial health officials to respond to demands for GBV services from adults and children;**
- j) **Support MOH, MINEDH, MGCAS and the Ministry of Youth to integrate gender inequality and restrictive norms of gender, gender identity, sexual orientation and pleasure into SRH modules / training;**
- k) **Strengthen youth-friendly health services and build the capacity of health facilities to take this work forward;**
- l) **Support the building of mechanisms for the implementation of the Health Sector Gender Equality Strategy to be integrated into all health interventions;**
- m) **Support district health services in the implementation of the Strategy for Gender Equality in the Health Sector.**

2.3. Food Security and Nutrition

In the 2020 Global Hunger Index, Mozambique ranked 103rd out of 107 countries with enough data to calculate scores that year. With a score of 33.1, Mozambique has a level of hunger that is severe. Food security is greatly affected by climate shocks⁵⁸ more recently also by COVID-19 containment measures (which have reduced or even removed the source of income for several households) and the effects of military conflict.

During lean seasons, typically between December and March in the North and between October and February in the South and Center, households in all regions of Mozambique consume less diverse diets. Along with economic shocks, climate change poses a serious risk to nutrition. Following the El Niño climate shocks in 2016, more than 2 million people suffered from acute food insecurity. Although the situation improved due to above average harvests in mid-2017, several provinces (Sofala, Manica, and Tete) remained at stress levels and food insecurity crisis in the first quarter of 2018 (USAID 2017)⁵⁹. The most recent weather events - cyclones Idai and Kenneth, tropical storm Chalane, and cyclone Eloise - caused large-scale damage to lives, crops, and infrastructure that resulted in food insecurity. Other factors include the conflict in Cabo Delgado that turns communities into displaced persons (over 800,000) who become completely dependent on support for their survival, including the ability to feed themselves. Additionally, the COVID-19 containment measures, are affecting the poorest households, especially in urban and peri-urban areas, as income from casual labor and small businesses remain below average.

Gender relations affect the distribution of food among men, women and children, impacting the absorption of nutrients by the pregnant woman and consequences for the development of the unborn child as well as after birth. In the absence of men, women have more difficulties in decision making and mobility to search for food beyond their farm. This is a reality in a country with high male migration, especially in rural areas. Additionally, various socio-cultural norms prohibit or condition the consumption of certain foods for women and children, which impacts the quality of nutrients consumed. Therefore, the diets of adolescent girls and women are generally poor and contribute to malnutrition in children. According to the 2018 World Food Program study⁶⁰, in all regions of Mozambique, the adolescent girl has the most expensive household nutritional needs, comprising, on average, 33% of the total household cost of 30 MZN per day. This is due to the fact that she needs foods that are relatively rich in nutrients (especially vitamins and minerals) compared to their energy content, which translates into more vegetable, animal source foods and fortified foods.

Young women and girls are also particularly vulnerable in Mozambique because, especially in the central and northern regions of the country, they are exposed to early marriage. The direct consequence is that for them pregnancy begins in adolescence, which can have long-term nutritional consequences. The percentage of girls who marry under the age of 18 is 48.2% and under 15 is 14.3%⁶¹. According to IMASIDA, 46% of girls aged 15 to 19 have been pregnant or had a live-born child⁶². This has serious consequences because compared to older mothers, adolescent girls are more likely to be malnourished and give birth to low birth weight babies, consequently increasing the risk of neonatal mortality, low infant stature and malnutrition. The lactating woman, is the second most expensive household member, comprising on average 28% of the total household cost, followed by the man (20%), the school-age child (13%) and the child under 2 years old (6%). Since food is not shared in these proportions, and women and girls are unlikely to consume a larger, or even equal, portion of the most nutritious foods, this means that they are more unlikely to meet their nutritional needs. The risk of stunting is 33% higher among the first-born children of girls under the age of 18 in sub-Saharan Africa, and as such, early motherhood is a key factor in malnutrition⁶³.

Despite gradual improvements in economic growth and poverty reduction, malnutrition continues to affect much of

⁵⁸ ReliefWeb. 27 Feb 2021. Mozambique food security outlook February to September 2021

⁵⁹ USAID. 2018. Mozambique: Nutrition Profile.

⁶⁰ World Food Programme. 2018. Fill the Nutrient Gap: Mozambique

⁶¹ UNICEF. 2015. *Op. Cit.*

⁶² Governo de Moçambique. 2018. Moçambique: Inquérito de Indicadores de Imunização, Malária e HIV/SIDA (IMASIDA): 2015 – Relatório Final. Maputo, Moçambique

⁶³ USAID. 2020. *Op. Cit.*

the population in Mozambique. The national chronic malnutrition prevalence of 43% in 2011 remained relatively unchanged from 1997 (45%). The rate of thinness among adolescent girls is 15%, compared to 9% among all women of reproductive age, and the rate of low birth weight is 14%⁶⁴. Anemia is a significant public health problem in Mozambique and prevalence is at severe levels in all provinces: 54% for women and 63.8% for children nationwide. The prevalence of overweight and obesity among women is increasing throughout the country, but is highest in the southern provinces and urban areas, affecting more than one-third of women.

Conclusions and Recommendations

The multiple and consecutive climatic shocks and military conflicts during the period under review have a negative impact on the food security of households, which have limited access to food in general and nutritionally diverse food in particular. For young women and girls, this situation puts them in a position of vulnerability as they are exposed to early pregnancy. The recommendations focus **on (a) greater private sector involvement in diversifying food production** to combat malnutrition in the country by investing in more nutritious products. Additionally, there is a need to **(b) expand awareness and training initiatives on making more nutritious meals, and (c) follow up on school lunch initiatives that take into account the nutritional needs of the girl.** For pregnant and lactating women, **d) develop initiatives to provide food to pregnant and lactating women in the health unit as a way to stimulate the follow-up of pre and post natal consultations and simultaneously responding to their nutritional needs.**

2.4. Gender-Based Violence

The numbers related to gender-based violence (GBV) in Mozambique remain high. The 2018 report on violence against women and girls covering the provinces of Nampula, Sofala and Gaza shows that 45.5% of women have suffered some form of physical, psychological, economic or sexual violence during their lifetime⁶⁵. Child prostitution is the most prevalent form of sexual exploitation in Mozambique, particularly in Maputo, Nampula, Beira, and border cities,

and at school there are no systemic mechanisms to combat physical violence in the school environment⁶⁶.

The current situation in the country poses additional challenges to gender-based violence. On the one hand, one witnesses the effects of climate change through recurring cyclones, as was the case with the devastating cyclones Idai and Kenneth in 2019 in central and northern Mozambique. There were reports in the aftermath of Cyclone Idai that in the districts of Dondo and Buzi, families were resorting to negative coping strategies to meet their most basic needs and risks of GBV⁶⁷. There were also cases of sexual exploitation and abuse by people in positions of power in the community and village chiefs when allocating basic necessities. This involved forcing women and girls into sexual intercourse in exchange for food and other relief items (Jornal de Notícias, 4/2019).⁶⁸ In 2021, we had reports of sexual harassment and violence in total social institutions: at the training center in Matalane and at the women's jail in Ndlavela⁶⁹. In these cases the violence is perpetrated by those who are supposed to protect, which calls into question the belief in the system to protect female inmates, for example.

On the other hand, the military conflict in the central region with the Renamo military junta, and the ongoing and increasingly violent military insurrection in Cabo Delgado normalizes violence as a method for resolving differences. Families flee to safer areas, becoming internally displaced. There is an increased concentration of people in provincial or district headquarters, too often with reduced access to essential commodities (and also exposed to COVID-19). This scenario can lead to women and girls being exposed to sex in exchange for basic commodities or entering households where girls may be subjected to sexual violence.

The impact of government measures to respond to COVID-19 emphasize home confinement with the slogan: Stay Home! Evidence, on a global scale, has highlighted how such confinement measures have a positive correlation with increased domestic and sexual violence against women and girls. Increased socialization with possible perpetrators (at home and in the neighborhood) helps explain it. Data from the National Office for the Care of Families and Minors Victims of Violence reflects the increase in this domestic and sexual violence: reports against the sexual violation of women increased between 2019 and 2020, from 981 cases to 1,195 (in the first three quarters of 2020 alone). In both 2019

⁶⁴ USAID. 2018. *Op. Cit.*

⁶⁵ ONU Mulheres. 2018. Inquérito sobre violência contra mulheres e raparigas em Moçambique: Relatório. Maputo

⁶⁶ Greene, Margaret. 2019. Gender Assessment for USAID/Mozambique Country Development Cooperation Strategy (Final Report). Iris Group for Management Systems International (MSI)/Tetra Tech Company

⁶⁷ Gender-Based Violence AoR. April 2019. Secondary Data Review: Gender Based Violence – Mozambique Cyclone Idai and Floods.

⁶⁸ Gender-Based Violence AOR Global Protection Cluster. 2019. Gender-Based Violence – Mozambique Cyclone Idai and floods: Secondary data review.

⁶⁹ CIP. 2021. Exploração Sexual de Reclusas na Cadeia Feminina de Ndlavela: Apresentação dos Resultados da Investigação, 15 de Junho de 2021.

and the first three quarters of 2020, it was in the age group of 0 to 17 years that sexual violence experienced an increase, respectively 60% and 67%, which makes the assumption that for the last quarter there will be a growth in cases of sexual violation of minors⁷⁰. However, it is important to mention that overall the number of cases of violence reported in adults 2019 and 2010 shows a downward trend: 19 998 and 13 738 respectively⁷¹. This may likely, [result from the increased social and institutional barriers that survivors face in emergency situations](#).

The Mozambican government and partners recognize GBV as a challenge to gender equality. Addressing such challenges has materialized, over the years, in the approval of policies, legal and programmatic instruments to prevent, sanction and better coordinate multi-sectoral activities on the theme to end GBV. Notable in the period under review are: the harmonization of the legal age of marriage and civil unions for both boys and girls to 18 and the stipulation of legal sanctions for adults who engage in or facilitate child marriage (Law on the Prevention of Premature Unions in July 2019). The revised Criminal Code passed on December 29, 2019 indicates stronger punishments for various forms of violence, including sexual violence, physical violence, and sexual harassment. The revised Family Law (December 2019) eliminated the condition that parents can emancipate or give consent for girls under 18 to marry and eliminates pregnancy as a condition for marrying under 18.

The 2019 CEDAW report on Mozambique welcomed all legal efforts made by the country to strengthen the legal framework on GBV. However, it highlighted, among others, the absence of data on investigations and prosecutions in cases of GBV against women and on the penalties imposed on perpetrators⁷². Indeed, the availability of in-depth data on GBV remains a challenge. Prevalence data are available from INE at the national and provincial level, but generally not at the district level. Overall, data are disaggregated by standard population characteristics, such as age, sex, rural/urban. Other disaggregation variables, such as economic status or being part of a group at risk of multiple forms of discrimination, are not common or not captured adequately⁷³.

A situation analysis conducted by the Spotlight Initiative concluded that the main weaknesses in the management, analysis and reporting of data on SRHR and violence against women and girls and harmful practices lie in the poor quality of so-called "administrative data" collected by sectors outside the national statistical system. For example, data for the health sector are routinely collected only manually at health facilities. Police stations collect data systematically,

but using traditional methods in which complaints must be made in person or through letters. Data is often reported raw in ministry reports or sector economic and social plans (PES) at a descriptive level, involving little analysis. There are no additional or complementary or limited reports generated⁷⁴.

Reshaping the current scenario in relation to data management and analysis requires enhanced multisectoral collaboration. Since 2012, the country has had a Multi-sectoral Mechanism for the Integrated Care of Women Victims of Violence (MMAIMVV) coordinated by MGCAS in collaboration with MISAU, Ministry of the Interior (MINT) and Justice, Constitutional and Religious Affairs. The MMAIMVV can be accessed through three main doors: a) CAI (Integrated Care Center), with integrated psychosocial, police, and legal health services; b) Office of Assistance to Family and Minor Victim of Violence (GAFMVV); and c) emergency services in health centers and hospitals. The effective and efficient operation of the MMAIMVV is compromised by:

- Scarce material, financial, and human resources to follow up on cases ;
- Lack of national coverage of OSCs. Currently the country has 25 OSCs. The provinces of Zambézia, Niassa, and Cabo Delgado have no OSCs;
- Gaps in qualified human resources to address GBV and DSSR in an integrated manner;
- Lack of sufficient coordination and integrated mechanisms, including participation of CSOs and vulnerable groups in national and provincial efforts related to GBV, Early Marriage, HIV and SSR;
- High turnover, staff management and retention deficiencies and lack of adequate and consistent budgeting;
- Lack of regulations, sectoral guidelines and procedures, which challenges the full implementation of the Children's Act and the operationalization CAIs, as well as the proper application of forensic medicine;
- Gaps in the development and implementation of GBV plans in the justice and interior sectors, which is key to advancing the implementation of national legislation such as the National Action Plan to Prevent and Combat Gender-Based Violence (2018-2021).

The actions of this mechanism and the activities in the country have expanded and gained greater potential for consolidation on the one hand by the investment made by the Women, Peace and Security project, which has invested,

⁷⁰ Osório, Conceição, Loforte, Ana & Sérgio Vilanculo. *Op. Cit.* pp. 84-85

⁷¹ Instituto Nacional de Estatísticas. 2021. Estatísticas de Violência Doméstica 2020: Casos criminais e cíveis. INE.

⁷² CEDAW 30 July 2019. Concluding observations on the combined third to fifth periodic reports of Mozambique (CEDAW/C/MOZ/3-5)

⁷³ Spotlight initiative. 2018. Country Programme Document Mozambique.

⁷⁴ *Ibid*

in the 17 districts where it has been implemented, in capacity building and provision of equipment for the OSCs and services for victims of violence. On the other hand, the Spotlight Initiative (SLI) to eliminate violence against women and girls started its activities in Mozambique in 2019 with a program focused on Accelerating Prevention and Response to GBV and Premature Unions for Girls and Young Adolescent Women (aged 10 - 24 years) in Mozambique. Led by the government together with UNCT, NGOs, CSOs, non-governmental justice institutions, the program activities focus on Gaza, Manica and Nampula provinces. Through SLI support, there has been investment to (a) expand the InfoViolencia digital platform, which represents an important step in the country's capacity to better manage, analyze and utilize data on cases of violence. It is envisaged as a platform that will contribute, in the long term, to quality, disaggregated and globally comparable data on different forms of GBV. Additionally, SLI (b) helped to develop the Internal Regulations of the CAI, (You can confirm the correct name of the regulation) with the participation of the provinces and civil society ⁷⁵ and (c) promoted greater inclusion of CSOs and women's movements, including community-based organizations (CBOs) formed and developing activities against GBV. A Consortium against Sexual Violence ⁷⁶, was formed for the first time in Mozambique, bringing together seven CSOs, based in Maputo and in the provinces. This expansion enables a sustainable, long-term approach to GBV at the community level, including remote and hard-to-reach areas.

Women's organizations, CSOs establish connections with the Government of Mozambique, including for GBV prevention. Many laws and reforms have been initiated through research and advocacy by CSOs, and subsequently taken up and carried out by the Government. Some examples of these initiatives include two laws, namely, the Family Law and the Law against Domestic Violence. Movements and CSOs have also been playing a key role in relation to all national milestones in promoting gender equality by addressing GBV. These actors have also been particularly effective in bringing about change at the community level through advocacy and awareness raising. Key challenges faced by women's organizations include limited financial resources and sustainability approaches, which affects overall program and continuity, including geographic coverage and results-based management. At the societal level, challenges are associated with the weight of the patriarchal structure, which leads, for example, to silence, withdrawal of complaint, and resolution at the domestic level, with imbalances that reinforce women's submission and acceptance of violence.

Obstetric violence against parturient women is a concern brought up by several civil society organizations. Although the Model Maternity and Humanized Childbirth initiatives

have been in operation for about a decade, abuse and violence against women in labor continue to be a reality.

The involvement of men and boys has materialized through peer awareness activities; the training of community, religious, and cultural leaders, who, as authority figures, their voices are heard, respected, and followed. In the community, in general, men and boys are targeted through community dialogues, sports and cultural events, and participatory radio. In addition, male-led CSOs, such as Men for Change (HOPEM), invest in creating male champions who strive to dispel notions and values associated with gender inequality and gender-based violence.

2.4.1. Protection of Survivors and Access to Services

The MMAIMVV is conceptualized to protect and care for survivors of violence. However, one challenge is the absence of shelter for survivors of violence. Most districts and provinces lack adequate shelters. Survivors end up sleeping, sometimes in poor conditions, in an orphanage, at the police station, or in homes for the elderly run by the Social Action Directorate. In Maputo City, for example, there are no shelters for survivors of GBV, and all sectors can only offer 24-hour shelter to survivors. Due to the lack of shelter, survivors are encouraged to return to the home of their family members (parents/brothers/sisters, etc.) and sometimes even to the same place where the perpetrator resides.

An immediate consequence can be the domestic resolution of these cases of gender-based violence, which tend to be anchored in unbalanced gender values that reinforce women's submission and acceptance of violence. Women may also be forced to return home for fear of losing access to their children, the property they have invested in, or that their family will be forced to repay the lobolo (dowry to the bride's family) for leaving their marital home. Thus, many times, survivors of GBV return to their home, where they live with the person who assaulted/aggravated them. This fact highlights the dilemma of survivor protection. As stated by a CSO informant, the initiatives underway to create awareness about GBV are creating a high demand for police, legal, and protection services, yet these are failing to meet the demand at the same rate.

⁷⁵ Spotlight Initiative. 2018. *Op.Cit.*

⁷⁶ O consórcio contra a violência sexual é a união de 7 organizações da sociedade civil, coordenadas pela WLSA Moçambique, com o objectivo

de promover o combate a violência sexual e as normas tradicionais que discriminam as Mulheres.

Access to services is not just limited to the lack of shelters. Other levels of service delivery also have limitations that affect survivor protection:

- In 2017, of the 1634 health facilities (47.7%) in the country, only 781 were providing health response to GBV;
- Psychological support is only present at the CAI, with the other gateways to MMAIMVV (police stations, offices and health centers) not offering such services⁷⁷;
- GBV helplines have been established, although primarily targeting children and trafficking victims, as well as an SMS counseling service system for youth on SRH and HIV;
- There are only 300 youth-friendly health services (YFHS), which belong to the MoH, staffed by nurses providing first care, information and counseling on SRH, HIV and family planning. There are also 259 "school corners" (school-based SRH referral services)⁷⁸;
- While various types of social protection services exist, they do not generally target victims of GBV or those at risk of intersectional forms of violence or discrimination;
- The justice sector still presents challenges in its functioning that contribute to the perception of impunity for GBV-related crimes. Key gaps in the system include:
 - Medical, legal and forensic analysis,
 - Limited access to police services by at-risk groups and their families, as many parents do not register their children at birth,
 - Widespread misreporting, as GBV-related social services and many livelihood programs are often provided by CSOs that do not use or are not reflected in formal official reporting tools.

An additional challenge in protecting survivors concerns the lack of empathy from service providers. Service providers may also reflect prevailing social norms about violence and victim blaming, and have been known to refuse to report violence or abuse, and even to advise women to return to an abusive or violent partner or spouse. This is part of a larger problem of lack of accountability in public institutions, as reported by several informants.⁷⁹

The various sectors recognize that not everyone is reached in terms of providing protection from GBV. While there is recognition and clear action to reach girls, adolescent girls and women, other at-risk groups continue to be left behind. Groups such as persons with disabilities and albinism and

LGBTI (Lesbian, Gay, Bisexual, Transgender and Intersex) continue to be sidelined as duty bearers (legislators, parliamentarians, civil society actors) lack knowledge on how to reflect intersectionality and multiple forms of discrimination.

2.4.2. Perpetrator Accountability

Accountability of perpetrators of violence remains a gap. The poor functioning of the justice system as a continuum in the country contributes to the perception of impunity for GBV-related crimes. There are deficiencies in producing legal precedents from reports of GBV at the police level. On the one hand, patriarchal values of police officers can lead to the trivialization of GBV reports⁸⁰. On the other hand, there are challenges in providing evidence that is judicially accepted. The overall effectiveness of the police response continues to be compromised by insufficient documented evidence collected at health facilities, slow prosecution and investigations through the Attorney General's Office, the slowness of the judicial system to adjudicate, and the inability to enforce court decisions.

Under the Spotlight Initiative, actions have been taken to support national forensic medicine by training health professionals and providing medical and non-medical equipment. Through this training, medical personnel will produce material that enables police and justice to have judicially acceptable evidence. Until now, most cases seen in health facilities outside the district capital cannot have a forensic/legal-medical report that favors the opening of legal cases.⁸¹

The justice system in Mozambique has had limited institutionalized gender awareness and action. Only in recent years have GBV response units been created in the Supreme Court, the Ministry of Justice, the National Criminal Investigation Service, the National Human Rights Commission, and the Ombudsman's Office. The institutionalization of such units and the collaborative work of these units is of utmost importance in ensuring the justice sector's formal response to GBV cases. As a key informant from a focus group discussion (FGD) pointed out, there is a need for a profound structural transformation towards

⁷⁷ Medicus Mundi. 2019. *Op.Cit.*

⁷⁸ Spotlight Initiative. 2018. *Op.Cit.*

⁷⁹ Greene, Margaret. 2019. *Op. Cit.*

⁸⁰ Loforte, Ana Maria. 2015. Algumas Reflexões sobre Formas de Deslegitimação da Violência contra a Mulher em Moçambique. A Ciência ao Serviço do Desenvolvimento? Reflexões.

⁸¹ Spotlight Initiative. 2020. *Op. Cit.*

gender sensitivity in the justice system. Only under these conditions can femicide⁸², for example, be considered.

Conclusions and Recommendations

In the period under review, the area of GBV benefited from legal gains that promote greater prevention of crimes, sanctioning of perpetrators and complicit members of society. However, the context of IDP emergence due to climate shocks, such as cyclones Idai and Kenneth, as well as a result of conflicts in the Central and Northern parts of the country, has exposed displaced women to GBV. The same is happening as a result of the confinement enacted under the COVID-19 containment measures.

Challenges remain for criminalizing cases of GBV and sanctioning perpetrators due to challenges and slowness in the justice system that contribute to a perception of impunity for GBV-related crimes. Survivors of GBV still have limited infrastructure and skilled and sensitive human resources for their care.

Some recommendations for the topic include:

- **Integrate GBV into other health care entry points**, such as family planning departments and outpatient clinics;
- Continue to work to **raise awareness and strengthen the capacity of various sectors to prevent and respond effectively to GBV**;
- **Ensure that women and girls who are victims of violence have the necessary support to make reports in emergency situations (e.g. hotlines) in a safe and secure manner and that service providers create the conditions to respond especially in emergency situations such as COVID-19 or resulting from the impact of climate shocks**
- **Investing in the development of alternative livelihood opportunities for GBV survivors and girls in early marriage.** Such an investment helps reduce dependence on perpetrators (when husbands or relatives) and the chances of girls marrying to secure livelihoods;
- **Increase work and support for the women's movement and women's and men's CSOs and CBOs working for gender equality.** These institutions have a strong focus on gender equity and equality. Their work could be further enriched

and expanded if they collaborated more systematically;

- **Invest in socialization through healthy dialogue and conflict resolution, both at the community and school level.** The diverse social systems and war heritage in Mozambique highlight references to violence to combat disagreements. Providing healthier alternative avenues for dealing with and managing difference is key;
- **Establish a dedicated GBV hotline.** The post-Idai experience and current potential of GBV highlight the need to have a specific hotline attached to MSMVBG, including CBOs to effectively respond to reports and requests for assistance in relation to GBV;
- **Develop guidance documents in the justice sector to ensure greater understanding, prioritization and mechanisms for responding to gender and GBV issues.**

2.5. Social Protection



Photo: UN Women / Celma Costa

Mozambique has a National Strategy for Basic Social Security (ENSSB), which began by covering the period 2010-2014 and, in the second phase, covers the period 2016-2024. The ENSSB focuses on the most vulnerable population, defined by the Social Protection Law as comprising people living in absolute poverty, including the elderly, people with disabilities living in poverty, people with chronic and degenerative diseases, and children in difficult circumstances. The National Institute of Social Action (INAS) implements the social assistance programs, namely: two social service programs: Program of Attendance in Health Units (PAUS) and Program of Social

⁸² Assassinato de mulheres cometidos pelo facto de estas serem mulheres.

Action Services (ProSAS) and three social assistance programs involving cash transfers: Basic Social Allowance Program (PSSB), Productive Social Action Program (PASP) Post Emergency Direct Social Support Program (PASD-PE), which covered approximately 600,000 households in total nationally in 2019⁸³. Of the families covered by PASP, 65% headed by women and PASD-PE provides social assistance to families affected by emergencies. The program has covered over 180,000 families, in districts most affected by extreme weather events: 18,000 families affected by drought in Gaza in 2016, and over 100,000 families affected by the 2019 tropical cyclones in Sofala and Manica provinces⁸⁴. In 2018, with support from UNICEF, the child support grant was introduced to support poor families with children under the age of two.

Female-headed households constitute 33.8% of all households, and tend to be poorer than male-headed households. In addition, the impact of climate change, which translates into cyclical and regular drought and cyclone events, for example, but also the effect of armed conflicts in the North and Center of the country and COVID-19 affect the poorest households, creating food insecurity and loss of income sources. These phenomena drag new families into the poverty category, thus becoming in need of social protection.

The Government has designed a Social Protection Plan in Response to COVID-19, which prioritizes populations most vulnerable to the crisis: residents in urban and peri-urban areas and in border areas. The program highlights pregnant women in vulnerable situations and those heading families consisting of more than six dependents. The Plan foresees a three-month increment to current beneficiaries and the inclusion of 990,000 new beneficiaries in PASD-PE⁸⁵. An innovative and relevant aspect was the extension of social protection coverage to workers in the informal economy. In the country, the majority of the informal sector is dominated by women. The initiative covered, in its first phase, 31,000 low-income self-employed workers, who were already enrolled in the INSS, but who stopped paying regular contributions due to the impact of the pandemic on their income⁸⁶. However, the inexistence of sex-disaggregated information limits the estimation of how many female heads of household are covered, and as the WLSA analysis states, "it is not possible to recognize, either through the Response Plan or through the evaluation that was carried out in October, the existence of an intersectional vision that has guided the elaboration of this strategy, nor the existence of a

coherence that allows an evaluation of the impacts on its application. What we can see when we observe

the sectorial strategies and their reproduction at the various levels of local government is the predominance.

a welfare character, even when the proposals are elaborated and approved by the Ministry of Gender and Social Action"⁸⁷.

Conclusions and Recommendations

The impact of climate shocks, the COVID-19 containment measures and the military insurrection in Cabo Delgado have laid bare the need for a broader, less bureaucratized and flexible social protection coverage. As a recommendation, it is highlighted the need to **(a) understand how the introduction of electronic payment mechanisms is affecting men and women in accessing them taking into account digital literacy challenges and to understand to what extent awareness messages in the course of payments are capitalized in terms of gender issues.**

Under the challenges facing displaced women and girls exposed to GBV due to confinement as a response to COVID-19, there is a need to **(b) enhance specific social and economic protection plans for women and girls taking into account that they are exposed to GBV, loss of income sources and risk responding to this challenge with negative mitigation measures such as sex work, transactional sex and early unions.**

The (c) access to social protection programs by IDPs in Cabo Delgado can be more comprehensive by allowing registration and receipt of benefits without a formal identification, only through identification by the community. This can be combined with other triangulation, namely the permanent ones or the civil society platform for social protection and PROSAS support in obtaining new identification documents. As displaced people they may be hosted by families and communities in different locations, which can compromise their access to benefits. The process of digitalization of payments in social protection programs must take into account the specificities of this population segment, in order to avoid the exclusion of the most vulnerable.

⁸³ INAS. 2020. 2º Boletim Estatístico sobre Protecção Social.

⁸⁴ Vieira, Ana, Rúben Vicente & Denise Monteiro. 2020. 2016. Maputo. ILO.

⁸⁵ *Ibid*

⁸⁶ *Ibid*.

⁸⁷ Osório, Conceição, Loforte, Ana & Sérgio Vilanculo. *Op. Cit.* pp. 64

2.5.1. Education and Training for Skills

Development

The education sector was notable for making progress toward gender parity in student enrollment. The investments made, namely the provision of free primary education and textbooks for students and school lunch programs in some schools, have allowed the registration of significant improvements in enrollment, especially in primary education. Data from 2018 shows that parity is a reality at the primary and secondary levels: 48% of students were girls in EP1, with the proportion slightly lower (46.8%) in EP2. In 2018, in higher education the gender parity index was 0.82 in favor of males, and in technical education 51.5% of enrollees were male and 48.5% female⁸⁸.

In the provinces of the southern part of the country, the parity is more pronounced and in some cases the statistics show the occurrence of the scenario where the number of girls attending school is higher than that of boys⁸⁹. The number of girls enrolled in the first to fifth grades has increased significantly, and the greatest progress has been made in the provinces of the Central region, among rural girls from the poorest quintiles⁹⁰. Gender equity is also felt in teacher recruitment and training, where, in 2018, women made up 51% of EP1 teachers in the country⁹¹. However, most female teachers are concentrated in urban and peri-urban environments. They are absent in rural areas where they are needed because there are fewer female role models with different life paths. There is a need to create incentives to attract female teachers to rural and remote areas.

In elementary school, although girls are attending school in greater numbers, the evidence indicates that they are not necessarily advancing in terms of literacy or knowledge. The data indicate low elementary school completion rates, declining exam pass rates, and low scores on standardized tests. On the supply side, the challenges are related to the qualification and attendance of teachers and the scarcity or inadequacy of school infrastructure (schools, classrooms, desks, sanitation and hygiene conditions). On the demand side, there are high rates of absenteeism, dropout, and low school performance, especially among girls. The main reasons are related to:

- Poverty, higher domestic workload for girls, lack of female role models, sexual abuse and unwanted pregnancy;

- Lack of sanitary infrastructure and limited access to water and hygiene in schools, which keeps girls out of school during their menstrual period;
- Use of a teaching language (Portuguese) that is different from the mother tongue of most students, the language they have the best command of, especially in rural areas
- Barriers with transportation and safety, especially in secondary school and for evening classes. Long distances and use of public transportation early in the morning or late at night can also mean that girls face the risk of sexual harassment or assault on the way to and from school ;
- Sexual harassment and violence are on the rise in schools, not only between students and peers, but also often perpetrated by teachers and other authority figures.

Violence, including sexual violence, is a concern for girls in school. A study conducted by the Centro de Aprendizagem e Capacitação da Sociedade Civil (CESC) in 2019 indicates that 52% of the surveyed girls reported experiencing sexual harassment at school. The control of girls' bodies, through the imposition of school uniforms with maxiskirts, is also an example of violence and the perpetuation of gender stereotypes and sexist values in public institutions.

To respond to violence, especially sexual violence, the MINEDH has appointed and trained gender focal points in schools and created a department to support victims of sexual harassment. However, this is unknown to potential victims, especially students. In 2020, UNICEF, CESC and Education for All Movement (MEPT) developed a mechanism and flowchart for reporting and referral of cases of violence in schools, which governs the functioning of the Multisectoral Mechanism for Prevention and Response to Cases of Violence in Schools.

At the level of policies and legal instruments, the education sector has approved several instruments that contribute, in a direct way, to the promotion of gender equality. In 2018, Ministerial Order No. 39/GM/2003, which provided for the transfer of the pregnant girl to the evening course, was repealed. The Gender Strategy for the Education and Human Development Sector (2016-2020) and the latest Education Strategic Plan (ESSP 2020-2029) are aligned with the 2019 CEDAW recommendations, which recognize the challenges faced by girl and women in accessing and pursuing education. Thus, the SIP 2020-2029 highlights initiatives for reducing girls' dropout; facilitating reintegration of girls after pregnancy; promoting adult education, especially for women

⁸⁸ INE. 2018. Mulheres e Homens em Moçambique 2018. Maputo.

⁸⁹ USAID. 2019. Mozambique Gender Assessment for Country Development Cooperation Strategy USAID/Mozambique 2020-2025.

⁹⁰ *Ibid.*

⁹¹ MINEDH. 2020. Plano Estratégico da Educação 2020-2029. Maputo. MINEDH.

in rural areas; preventing GBV in school settings; introducing content on SRH; and vocational training. In 2017 it started the provision of contraceptives in secondary schools under adolescent and youth-friendly services. However, due to complaints from some parents and guardians, the provision of long-acting contraceptive methods was discontinued in schools.

Initiatives such as the Eu Sou Capaz Program, which aims to ensure that girls stay in school and reduce premature rates, are examples. In this program, students benefit from school uniforms and additionally training for self-employment.

Part of the challenges are related to the deficient implementation of legal instruments and situations of abuse and transgression of rules: laws and policies are irregularly applied and, very often, those who fail to comply with the law go unpunished and without fear of legal retaliation.

2.5.1.1. Skill Development

Nearly 500,000 young people enter the labor market each year in Mozambique. However, youth unemployment continues to rise (women 24%, men 20%), resulting in fewer opportunities for young men and women⁹², with a greater impact on women. One of the main causes of unemployment is the skills mismatch, which hinders the transition from school to work. Technical and vocational education and training have the potential to bridge this gap by providing young people with the skills to increase their employability.

A gender analysis of Institutions of Technical and Vocational Education (IETP) points to a gender ratio gap in these institutions. The analysis, which covered nine IETPs in all three regions of the country, indicates that in 2019, the gross enrollment rate of women to the courses offered was only 26%. Most enrolled followed the gender stereotype, enrolling in the technical courses considered "female", such as Cutting and Sewing, Accounting and Auditing, CBT Accounting, Computer Science, and Cooking. The biggest concentration of men was in the courses Electricity CBT (Computer Based Training), Industrial Maintenance Mechanics, Electricity, Industrial Maintenance Electricity and Mechanics CBT⁹³.

The gross attendance rate of boys (76.8%), which is two-thirds higher than the rate for girls, is explained by the priority of training that they benefit from in their families, to the detriment of girls, but also because they carry out temporary paid activities (biscatos) such as stevedoring (Beira), night watchman (Maputo) and others that do not require training, but generate enough income to pay their tuition fees. Girls tend to have fewer opportunities for unskilled paid work that allows them to pay their school fees. Economically disadvantaged girls without scholarships or sponsorships tend to be more exposed to transactional sex, for example, to fund their studies.

The pattern of gender disproportionality is repeated at the training level: 18% women trainers and only two in management positions, compared to 23 men with such responsibilities. Institutions present challenges in retaining women trainers due to job insecurity, coupled with extreme bureaucracy to establish themselves as staff members, i.e. a long wait to become part of the State Apparatus staff. While IETP trainers - male-dominated institutions - navigate networks of male alliances that facilitate processes of access to advancement, women trainers are more excluded and stereotyped as not belonging to that universe. The combination of these factors influences that many female formers drop out.

Overall, IETPs have little awareness of promoting gender equality, since although they acknowledge it, this is not expressed in any aspect of the planning, implementation or reporting of their activities. In general, IETPs do not have institutional procedures for promoting gender equity, as they do not undertake any such actions. Actions to promote gender equity only happen in cases where courses are sponsored by private companies or NGOs, which establish mandatory quotas for women to access the courses they sponsor through training scholarships for the inclusion of girls in industrial courses.

At the policy level, the Technical and Vocational Education sector approved its Regulations to Combat Corruption and Sexual Harassment in 2019. This is an important instrument to track, sanction and remedy sexual harassment and violence in the sector. The release of the Regulations, according to the sector's Secretary of State, was compromised by the challenges of measures to prevent the spread of COVID-19.

⁹² Walker, Ian. 2018. Quatro Estratégias para Desencadear o Potencial de Moçambique para Criar Empregos Inclusivos. *World Bank Blogs*. <https://blogs.worldbank.org/pt/nasikiliza/quatro-estrategias->

para-desencadear-o-potencial-de-mocambique-para-criar-empregos-inclusivos

⁹³ Barca N'Diaye, Deolinda. 2020. Diagnóstico de Género das IEP Cobertas pelo Pro-Educação. Maputo.

Despite the Regulation being, in theory, a relevant instrument, some of its articles impose extreme responsibilities on the victim, potentially discouraging them from pursuing the case. For example, the victim does not have the prerogative of anonymity, and it is their responsibility (rather than that of the Commission Against Corruption and Sexual Abuse) to provide evidence and witnesses. Although the Regulation was approved after the decriminalization of abortion in the country, it acknowledges that sexual abuse can result in pregnancy but does not explicitly offer the possibility of abortion to the victim. This is an example of a holistic lack of understanding of gender equality, sexual and reproductive rights, and/or a lack of political will to structurally address an issue that negatively impacts girls' and young women's pursuit of education.

Conclusions and Recommendations

In the education sector, part of the recommendations left from the previous Profile have been heeded, with emphasis on the revocation of Dispatch 39/2003, which obliged pregnant students to enroll in evening classes. There has also been an increase in the enrollment of girls at all levels of education. However, challenges remain concerning the advancement in terms of literacy and knowledge on the part of the girl. The burden of domestic work, early marriage, lack of sanitation facilities, exposure to GBV, and sexual harassment contribute to girls' poor performance and dropout.

Recommendations include:

- **encourage them to apply for leadership positions in the education system;**
 - **Provide scholarships for girls, particularly in contexts where dropout rates for girls in primary education are very high, such as in the provinces of Zambezia, Nampula, Niassa and Cabo Delgado;**
 - **Provide sexual education in schools and contraceptives to prevent early pregnancy and school dropout;**
 - **Promote bilingual education, which has been shown to be important for girl's participation, retention and success in school;**
 - **Expand school lunch programs, as a way to contribute to the girl's retention in school and help improve grades as a result of nutritional improvement;**
 - **Create mechanisms to raise awareness of pregnant and parenting girls to stay in school;**
 - **Extend support to professional technical institutes to have entry quotas for girls in non-traditional fields such as science, technology, engineering and mathematics;**
 - **Conduct advocacy and dialogue in the policy-making process on sexual harassment and violence so that they do not become deterrent tools for victims and survivors seeking judicial resolution.**
-
- **Incorporate gender and SDDR into initial and in-service teacher training programmes so that teachers feel prepared to teach comprehensive sexuality education;**
 - **Integrate critical evaluation of gender norms and stereotypes into initial and in-service teacher training and curricula so that unequal gender norms are not reinforced in teachers' learning materials and classrooms;**
 - **Sanction teachers and school administrators involved in harassment, violence, and other types of sexual abuse;**
 - **Empower school boards and local leadership to deal with GBV, sexual abuse, and unwanted pregnancy;**
 - **Provide schools with adequate sanitation facilities for girls and help them ensure access to sanitary products to prevent absences and dropouts, especially by the girl;**
 - **Create mechanisms at the community level to ensure the safety of the girl on her way to and from school;**
 - **Support the recruitment and training of more female teachers, especially in secondary schools and**
-



2.6. Employment, Unemployment and Unpaid Care Work

The employment rate in the country decreases according to the level of education, being 75.8% for people with "no level of education" and 48.3% for people with "secondary education and more"⁹⁴. Despite advances towards parity in education, men are still the category with the highest academic degrees, and are therefore the greatest beneficiaries of the labor market in Mozambique. The data indicates that 27% of women are unemployed, compared to 23% of men⁹⁵. Additionally, gender segregation in the allocation of tasks, both in formal and informal work, places

women in sectors with low pay. Women are the most represented in the poorest category of the labor system, such as daily wage jobs and domestic work⁹⁶.

The Mozambican labor market is characterized by a high degree of informality, with more than 86% of the self-employed or unpaid workers as domestic workers. Of this universe, 52% are women, occupying mostly rural areas. In general, domestic work is considered a non-occupation and workers are effectively excluded from labor and social protections. In urban areas, domestic work in different sectors is characterized by the absence of job security; long working hours; low and irregular remuneration; ambiguous work parameters; absence of health and safety measures at work, limited weekly rest and the absence of paid vacations⁹⁷. As this sector is the main source of employment for women, they are disproportionately affected.

Outside the agricultural sector, women are more active in the sales and service sector. In the informal market, where they are the majority, women develop their activities in the most precarious forms⁹⁸. The lack of regulation of the informal

⁹⁴ Benedito Júnior, Rogério. 2016. *Educação e Empregabilidade da Mulher em Moçambique*. ALREI.org

⁹⁵ ILO.(2016. *Mozambique and the Decent Work*. Maputo. ILO.

⁹⁶ *Ibid.*

⁹⁷ Castel-Branco, Rute. 2019. *O Trabalho Doméstico em Moçambique: Uma Década após a sua Formalização*. Fórum Mulher. Maputo.

⁹⁸ Greene, Margaret. 2019. *Op. Cit.*

sector affects a large percentage of women in terms of access to social protection, enjoyment of rights as workers, access to public services such as water and sanitation, and access to financial services.⁹⁹

In other sectors of the economy, there are limited opportunities for women's advancement. Overall, policies, practices, and social norms continue to frame economic and entrepreneurial opportunities in ways that prioritize the participation and advancement of men, often at the expense or direct exploitation of women's involvement and labor. Women are found to face financial constraints and lack of financial education that excludes them from access to finance for new investments; have limited opportunities to participate in training programs and limited membership in professional associations, and are generally absent from leadership positions in these associations. Recognizing these challenges, the country, through MGCAS, approved in 2020 the strategic instrument PROMULHER, which aims to promote women's economic empowerment through capacity building, training, access to productive resources, and improvement of the business environment for women's enterprises. Micro-financing is already a consolidated practice, although it still reaches women in differentiated ways: those who live in rural areas and those with lower levels of education tend to have more difficulty in accessing credit.

Although gender equality is well established constitutionally in Mozambique, gaps remain in the labor sector. In the workplace, gender inequality persists, including the absence of a law on non-discrimination in recruitment and weak framework for implementing legislation on sexual harassment, including in the informal sector, where cross-border business stands out. This situation constitutes a barrier to women's participation in the economy. In company policies, gender insensitivity persists, which generally disadvantages women by regarding men as the norm and failing to accommodate the particular situations and needs of women¹⁰⁰. A clear example is the fact that the legislation for state agents and employees provides for 90-day Maternity Leave (Law No. 10/2017, August 1), but does not include the private sector, leaving it to maintain the 60 days previously established, or use particular company criteria. It should be noted that the 2016 Gender Profile recommendation, which was not met, proposed ratification of ILO Convention 183, which provides for 120-day maternity leave.

The country's economy depends essentially on agriculture, whose labor force is characterized by low educational levels,

with 74.6% of people having "elementary school education", and the lowest minimum wages¹⁰¹. A significant part of the evidence collected informs that the households headed by women - who live mainly in rural areas, where the majority of the country's female population is found - are those that depend most on agriculture, being, on average, about 20% less productive than those headed by men, especially in the central and northern regions of Mozambique. According to the study of the Observatório do Meio Rural (OMR), the practice of agricultural activity in these households is carried out in small portions of land and the predominant system is the intercropping system, because in addition to producing cash crops, these households also produce for family subsistence. With low levels of fertilizer, technology, and machinery - which may be related to limited opportunities to connect with and learn from agricultural extension agents, most of whom are men - these households tend to rely mostly on family labor (mostly children) and on hiring seasonal workers. Overall, in the agricultural sector women lack control and ownership of land, credit and training, and have limited decision making regarding land use.

The Land Law addresses a significant part of the challenges faced by women in agriculture, but its implementation proves deficient. Additionally, similar to several studies in this field, it is found that the legal instruments are limited to conferring equal rights between men and women, in a society with unequal power relations, without safeguarding special rights for women, which conditions equitable land governance and administration¹⁰².

The country has a vast coastline where 66% of the population lives. Nationally, 20% of the population depends on fishing for their income and even more for food security. Artisanal fishermen are responsible for 90% of the fish caught, which is used for subsistence and sold in the local market.¹⁰³ Women play a large and important role in the fisheries value chain. However, their activities tend to be the least profitable: purse seining, fishing on foot, and gathering shellfish (mainly clams), especially in coastal protected areas. Men carry out the catching and management of the fish, and women are the ones who market it the most.

Women's involvement is dominant in aquaculture production where the value chain is still weak, with most fish

⁹⁹ *Ibid.*

¹⁰⁰ Milward, Kirsty. (s.d.). *Op. Cit.*

¹⁰¹ Benedito Júnior, R. 2016. *Educação e Empregabilidade da Mulher em Moçambique*. ALREI.org

¹⁰² Fórum Mulher. 2018. *Direitos das Mulheres à Terra no Contexto de Pluralidade de Direitos: O Caso de Moçambique*.

¹⁰³ The World Bank.s.d. *Communities Livelihoods Fisheries: Fisheries Governance and Shared Growth in Mozambique*. <https://documents1.worldbank.org/curated/en/403651525888008345/pdf/Communities-livelihoods-fisheries-fisheries-governance-and-shared-growth-in-Mozambique.pdf>

sold at the edge of the pond¹⁰⁴. The social organization of women in the sector is weak. Women traders are under-represented in the Community Fishing Councils (CCPs), which are mostly directed and headed by men. The CCPs mobilize and facilitate access to fish preservation equipment, and being absent from these, women traders have difficulty accessing refrigeration equipment. As a result, they have little ability to negotiate the price of the fish, as they are forced to sell to the first buyer with very limited margins to bargain on the price. CCPs are also responsible for managing savings and revolving credit. As a result, women's business activity (compared to men) is weakened. This makes it almost impossible for them to expand their activity or increase their income.

Gender norms in the context of Mozambique generally allocate to women the responsibility of caring for children, the elderly, the sick, and the family in general, in addition to unpaid household chores such as food preparation, collecting water and energy sources for cooking, house cleaning, and laundry, among others. These responsibilities, which consist of the care economy, constitute a time constraint, limiting the possibility for women to develop and access income-generating activities, thus ensuring their economic empowerment.

Conclusions and Recommendations

Men continue to benefit most in the labor market, as they have the highest levels of education. The Mozambican labor market is characterized by informality, with more than two-thirds of workers in this category. In this universe, women occupy 52%, mostly in rural areas. In general, the category of informal workers is excluded from labor and social protections.

Limited opportunities persist for women to advance in the labor market, including opportunities for financing, training, and occupying leadership positions. Sexual harassment, enjoyment of maternity leave, and limited or costly childcare support still constrain women's full presence in the labor market.

Of the previous Profile's recommendations, initiatives to reward private companies and CSOs that have parity of women and men at technical and/or leadership levels, with tax or other incentives, remain to be realized. The CEDAW analysis notes with concern the presence of girls between 12

and 15 years of age in the domestic labor market (Domestic Labor Decree 40/2008).

The recommendations focus on following up on previous proposals not yet achieved and, additionally:

- Support women's economic empowerment programs using the gender transformative approach, to allow women to negotiate and make decisions about their lives and businesses and allow women to actually benefit from their incomes and avoid being exploited;
- Amend or repeal article 4 of the Decree on Domestic Labor (No. 40/2008), to prohibit the participation of children in the domestic labor market;
- Support technical assistance and training for women in management, flourishing and other relevant areas in small and medium enterprises;
- Strengthen the export certification system, so that more women can qualify to export their products;
- Ensure that the revision of the Land Law includes clauses that allow greater control and ownership of land by women, enhancing agricultural practice by women, giving priority to agro-ecology and the nutritional demands of households, as well as the massification of technologies for the prevention and warning of natural disasters;
- Identify, strengthen, and work with women's associations and cooperatives as platforms to develop entrepreneurship skills and increase market diversification of products;
- Expand the number of day-care centers and pre-school education, to create jobs and free women to work outside the home and ensure income generation;
- Enforce compliance with maternity leave and breastfeeding arrangements, especially in the private sector;
- Conduct regular labor inspections in all labor sectors to enforce the Labor Law and ensure decent working conditions in the informal sector;
- Share information regarding procurement and value chain legislation with women's organizations so that they can train more women;
- Support the private sector to link youth with potential employers;
- Advocate for gender mainstreaming in the National Investment Plan, particularly in the Agricultural Sector;

¹⁰⁴ Brugere, Cecile. 2014. Study of fisheries and aquaculture value chains in Mozambique: How to reduce gender discrimination in the fisheries and aquaculture sectors: Norad report 2/2014.

- **Develop a national strategy to promote small and medium enterprises, entrepreneurship and incubation of start-ups;**
- **Establish an effective and functional system for reporting sexual harassment in the workplace that is not a deterrent to survivors;**
- **Strengthen women's associations in the fisheries sector and ensure their presence on CCP Councils.**

2.7. Digital Inclusion



Photo: UN Women / Celma Costa

Mozambique presents, in the context of low and middle income countries, the lowest levels of cell phone ownership - only 46% of women own a cell phone, compared to 56% of men - and of internet access (17% for women and 27% for men). Thus, the gender gap for cell phone ownership is 17%, meaning that women are 17% less likely than men to own a cell phone¹⁰⁵. The low levels of internet usage in the country are attributed to issues related to (i) accessibility to internet-enabled devices such as computers and smartphones and/or ability to pay connectivity costs (associated with low or no income); (ii) education (literacy and digital skills); and (iii) lack of electricity, which affects half of the Mozambican population, especially in rural areas¹⁰⁶.

Women are 39% less likely to use mobile Internet. In the national context, as in most African countries, digital inclusion is done mostly in a mobile way, through the use of the smartphone. However, the smartphone presence in Mozambique is 7%, which explains the low 10% of Internet diffusion in this country. The 2020 data indicate that only 18% of women and 22% of men own a smartphone. Additionally, women are less likely than men to purchase their own device (81% of men and 58% of women)¹⁰⁷. Because women are concentrated among the poorest, least educated, and

therefore least likely to obtain employment, they are disproportionately marginalized from the benefits of ICT for improving their well-being.

The data presented reflects the country's challenges in ensuring digital inclusion and the associated gender inequalities. If internet access has the power to expand social and economic opportunities, civic participation and activism, as well as cultural understanding and the arts, the present scenario demonstrates exclusion of a significant part of the population (with a focus on the rural population), especially women. The 2020 analysis reports that, in addition to these benefits, users use the Internet because it helps in carrying out daily work, studies, and housework as well as allows access to information that would otherwise be difficult to access. In addition to these benefits, women especially reported that they feel safe¹⁰⁸ when accessing information via the Internet¹⁰⁹. Moreover, COVID-19 exposed the need for investment and expansion of digitalization, especially to respond to new models of teaching-learning, work, or entrepreneurship. As the gender-disaggregated digital access and literacy statistics above show, this further puts girls at a disadvantage.

Although incipient, there are already initiatives in the digital world started by women. In 2019, the digital platform Junt@s was launched to promote the safe presence of women and anonymously in a digital space where they can talk openly about GBV, early marriage, pregnancy, among other topics, with privacy. Women as protagonists in the digital area are also emerging, although still timidly, in entrepreneurship platforms, blogs, and as influencers

However, Mozambique has a challenging road ahead if it wants to exploit the full potential of the ICT sector in the development of its economy and make progress in the information and communication technology goals, a condition for the fulfillment of the United Nations SDGs. For countries to see the economic and social growth associated with investment in broadband infrastructure, a critical mass of 20% must be achieved. With only 10%, Mozambique will not enjoy the network effects and positive multipliers associated with broadband connectivity¹¹⁰. However, expanding access to the internet network, digital spaces and tools must take care of ethics and digital literacy in order to minimize and protect users from threats, control and harassment that occur on digital platforms. Technology-related violence against women is pernicious, frightening, and often treated by police and institutions as "not so

¹⁰⁵ GSMA. 2020. The Mobile Gender Gap Report 2020. GSMA Connected Women.

¹⁰⁶ Gillwald, Alison, Onkokame Mothobi & Broc Rademan. 2019. The State of ICT in Mozambique. Cape Town: Reserach ICT Africa.

¹⁰⁷ GSMA 2020 *Op. Cit.*

¹⁰⁸ *Ibid.*

¹⁰⁹ *Ibid.*

¹¹⁰ Gillwald, Alison, Onkokame Mothobi, & Broc Rademan. 2019. *Op. Cit.*

serious" since there is no physical evidence of harm¹¹¹. Additionally, anecdotal evidence seems to show a growing trend of hate speech (EIC civil society)

In the country, 56% of the urban population does not have access to formal financial services. Rural areas and women have even less access to these services¹¹². Promoting access to mobile money by women, who are primarily responsible for household financial management, is an important strategy to meet the goals of the National Financial Inclusion Strategy 2016-2022. Although the country already has several players in the mobile money service delivery sector, they are not interconnected. Access to these services is still limited: only 2.7% of women and 4.2% of men have access to mobile money services¹¹³.

Mobile money may have the potential to reduce gender differences in economic performance among microentrepreneurs. Analysis shows that providing a combination of access to a mobile money account and business training to vendors in urban markets substantially improved their level of financial literacy and performance, and helped female vendors achieve nearly the same levels of economic performance as their male counterparts, in addition to promoting savings¹¹⁴.

Conclusions and Recommendations

Overall, Mozambique has the lowest levels of cell phone ownership and internet access. Women are 17% less likely than men to own a cell phone and 39% less likely to use the internet. This reality limits social and economic opportunities, civic participation and activism, and cultural and arts understanding.

With evidence that device prices and even low-priced services are not affordable for the majority of Mozambicans, the recommendation is that the government find ways to (a) support the reduction of corresponding costs and ensure complementary public access. Cheaper and greener "Smart feature phones", while not sharing all the features of a smartphone and retaining the basic form factor of the first

generations of cell phones, usually allow the installation of popular applications and have the ability to provide a much faster and more satisfying browsing experience than traditional phones. These phones can be an option for broadening access. The government can (b) ensure more affordable and competitive import and marketing fees for these smartphones so that they are more widely available. Additionally, there is a need to (c) extend access to mobile money to men and women, encouraging operators in the sector and promoting their linkages with banking as well as the interconnection between them

2.8. Water and Sanitation

Access to water, sanitation and hygiene (WASH) has a strong gender dimension. On the one hand, some of the challenges of poor quality and access to these services affect women exclusively due to their biological condition; on the other hand, other factors are associated with gendered social norms. The absence of menstrual hygiene management facilities and sanitary supplies pose challenges for the girl to attend school and pursue her studies. As reported in USAID's 2019 gender assessment, menarche and the onset of puberty coincide, for girls, with prolonged and frequent absences from school and increase the risk of dropping out of school, as they lag behind their male peers¹¹⁵. This is a challenge to consider for gender equality, since statistics show that the average years of schooling are low: 2.7 for women, against 4.5 for men¹¹⁶.

The COVID-19 pandemic highlighted the importance of WASH in the education sector. More than 8.5 million students were delayed in returning to school as they lacked the water and sanitation conditions to ensure prevention of the virus. Additionally, World Health Organization (WHO) health statistics indicate that 27.6% of the country's mortality rate is associated with exposure to infections arising from lack of WASH services, especially associated with disease.

Giving birth in settings with poor access to water, sanitation, and hygiene exposes women to additional health risks due to increased exposure to infections. In the country, 80% of

¹¹¹ Radloff, Jennifer. 2013. Digital Security as Feminist Practice. *Feminist Africa*, 18: 145–55.

¹¹² Women's World Banking. 2017. Women: The Next Frontier for the Digital Finance in Mozambique.

¹¹³ Maugeri, Novella. 2017. Women's Financial Inclusion: 5 Reasons Why it Matters for Mozambique. International Growth Centre (IGC) Blog <https://www.theigc.org/blog/womens-financial-inclusion-5-reasons-matters-mozambique/>

¹¹⁴ Batista, Catia, Sequeira, Sandra & Pedro Vicente. 2017. Mobile Money, Micro-empresas e Poupanças: O Caso de Moçambique. IGC e USAID.

¹¹⁵ Greene, Margaret. 2019. *Gender Assessment for USAID/Mozambique Country Development Cooperation Strategy (Final Report)*. Iris Group for Management Systems International (MSI)/Tetra Tech Company.

¹¹⁶ UNDP. 2020. *The next Frontier: Human Development and the Anthropocene: Briefing Note for Countries on the 2020 Human Development Report*. http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MOZ.pdf

health centers lack water and power¹¹⁷. In this scenario, hygienic conditions in childbirth and postpartum are compromised, implying a greater potential for disease contraction and death, both for the mother and the newborn. In fact, although progress has been made in recent years, according to the 2017 Census, the morbidity rates associated with maternal and child health remain significant: maternal mortality rate: 451.6/1000; infant mortality rate: 67.3/1000; and neonatal mortality rate 30/1000.

Where water is not available locally, women are most often the ones who bear the burden of collecting water for household consumption and domestic chores. They spend their time performing this unpaid activity, which as a result of climate change means that access to water in many locations will take longer and therefore more time for women. This activity limits, or even curtails, women's opportunity to engage in income-generating activities and girls' opportunity to fully attend school. Additionally, in contexts where women have to walk long distances for water collection, especially in times of drought like the one experienced in the south of the country in 2016, their safety is compromised exposing them to the risk of physical and sexual assault.

WASH investment in the country has focused on improving access to safe drinking water, while sanitation and hygiene have received less attention. However, in 2017, the percentage of "open defecation" in rural areas was close to 50%¹¹⁸. The health consequences of this practice are significant, such as exposure to cholera.

Conclusions and Recommendations

The constraints of access to water and sanitation disproportionately affect quality of life, access to medicine, and the health of women and girls. Thus, the recommendations include the need for:

- **Extend water supply services in the communities, in order to free women from the delays in collecting water**
- **Raise awareness and deter open defecation by providing alternative sanitation facilities**
- **Ensure sanitation infrastructure and sanitation supplies for women and girls, especially in school, to reduce absenteeism and the likelihood of**

¹¹⁷ Loughnan, Libbet & Craig Kullmann. 2017. Gender and Sex Inequalities in Water, Sanitation and Hygiene. *World Bank BlogsThe Water Blog* (blog), September 2017.

¹¹⁸ USAID. 2020. Mozambique: Water and Development Country Plan.

dropouts. Also in schools, such infrastructure must offer safety and privacy since sexual abuse can be motivated by the proximity of girls' and boys' toilets;

- **Improve water and sanitation conditions in health facilities to prevent infections, especially in childbirth and postpartum services**

2.9. Energy and Transportation



Photo: UN Women / Celma Costa

Mozambique has the largest power generation potential in southern Africa, yet only 28% of the population, mainly living in urban areas, has access to electricity¹¹⁹. Solid fuels and traditional biomass, such as wood and charcoal, are the main source of fuel and women tend to be more involved in this sector. The use of such energy sources has detrimental effects on people's health and on the environment, such as

¹¹⁹ USAID. s.d. Engendering Utilities partner Profile: EDM Mozambique. https://www.usaid.gov/sites/default/files/documents/1865/Engendering-Utilities_EDM_Mozambique.pdf

loss of vegetation and health problems associated with transporting firewood and pollution.

Women and girls are also primarily responsible for collecting fuel for cooking and other household chores, which raises a relevant gender dimension of poverty: "time poverty." Rural women lack time in the sense that their ability to engage in other productive activities (such as education and paid work, but also their participation in decision-making and influential spaces at the local level) is limited by the time spent on energy production activities, such as firewood collection¹²⁰.

The aspirations for energy provision for the entire country are anchored in electricity provision. This is very costly, leading to the risk that the project will take much longer. Investment in more accessible and cheaper systems such as solar energy is a viable alternative. At the policy and management level, the lack of recognition of the role of women in the energy sector has led to "gender-blind" energy policies, funding and implementation. However, current energy sector guidance and planning instruments have already taken gender issues/sensitivity into account. Examples include the National Electrification Strategy 2018-2030 which represents an important instrument in the framework of actions aimed at materializing the Sustainable Development Goals as a whole and providing the necessary elements to enable Mozambique to achieve the goal of universal access to electricity by 2030. Additionally, the Energy for All Project (ProEnergia) and the Report on the Formulation of conceptual and strategic entry points for the integration of gender in the promotion of sustainable access to energy for all (2021).

The country has a limited transportation network. Men are more likely to own a means of transportation. According to a study by the Japan Cooperation Agency, in urban areas, as a result of women being less likely to own a means of transportation, they make fewer trips (1.5) than men (1.9)¹²¹. In practical terms, it means that women are circumscribed to a smaller radius in their daily lives than men, therefore, with less chances of access to education, employment, among other activities. The limited transport work is also a problem for access to health services, which compromises women's health, but also that of the family, because the social norm places women as responsible for taking care of children and the elderly

The empirical results revealed household income as the main attribute affecting the likelihood of using bus transportation in Maputo. The results also indicated that women are less likely to use buses for their daily commute. These results show that transportation behavior is strongly influenced by income and gender variables, with women and men being unequally affected.

The irregularity and scarcity of transportation specifically puts women and girls at risk of harassment and violence. To get timely transportation, they have to make the stops in the early morning hours state exposed to violence since the streets are still deserted and dark. The same happens on return trips at the end of the day. In public transportation, women are also exposed to violence, either from conductors who do not respect their bodies when harassing them to use their services (as part of the competition for customers) or psychological violence, with undue comments and frequent insults in the relationship between semi-collective passenger service providers and passengers.

With the continued rapid expansion of suburbs, it is expected that a significant proportion of low-income passengers, especially women, will continue to make their daily trips on foot, which restricts passengers' opportunities to participate in urban activities, resulting in a low quality of life. What this implies is that transportation planners must consider income and gender when planning, designing and implementing transportation policies¹²².

Conclusions and Recommendations

The poor transportation network creates limitations in commuting and opportunities especially in rural areas and disproportionately for women. In urban and peri-urban areas of provincial capitals, daily commuting is increasingly difficult, specifically for low-income residents, in part due to the rapid expansion of suburbs and the increased use of private transport and the deterioration of public transport services

- **Consider income and gender inequalities in the planning, design, and implementation processes of transportation policies**
- **Expand energy access in the country through the national power grid, isolated systems, and alternative energy, since its use greatly reduces the time women devote to domestic work, freeing**

¹²⁰ UNDP. 2012. Gender and Energy. Gender and Climate Change Capacity Development Series: Training Module 3. https://www.undp.org/sites/g/files/zskgke326/files/publications/TM3-Africa_Gender-and-Energy.pdf

¹²¹ JICA. 2014. Comprehensive Urban Transportation Master Plan for the Greater Maputo. Final Report, Vol 1 & , Master Plan Maputo

¹²² Tembe, Atanásio & Anselmo Matusse. 2020. Commuting Trips, Income and Gender in the Metropolitan Maputo, Mozambique. Current Urban Studies. 8: 563-575

them for income-generating activities and access to education (nighttime literacy)

- Ensuring that energy sector policies, normative documents, programs and initiatives are inclusive and promote gender balance
 - Promoting programs that promote access to and use of improved stoves adapted to alternative and renewable energies
 - Raising awareness about the health and environmental risks of using biomass as a cooking fuel
-



Photo: UN Women / Celma Costa

Chapter 3: Roots of Gender Inequality

3.1. Challenges of social and cultural norms

The achievement of gender equality implies not only formal reforms -where the country has already made the greatest efforts- but also informal, tacit, hidden and unconscious issues that are consolidated in the social and cultural norms

of the given society or community. This is "deep structure" - the collection of values, history, ideologies, and productive and reproductive practices, in the public and private sphere, that form the basis of the choices and behavior of society, its institutions, and its individuals. The deep structure is linked to the unconscious of individuals in that it is mostly outside consciousness and is not questioned^{123,124}.

In the Mozambican context the gender relations are patrilineal in the center and south of the country and in the

¹²³ <https://genderatwork.org/analytical-framework/>

¹²⁴ DFID/OPM Programa Ligada. s.d. *Aspirações, Percepções e Experiências de Trabalho de Meninas Adolescentes e Mulheres Jovens em Quatro Cidades em Moçambique – Tete, Beira, Nampula e Maputo.*

north, with a tradition of matrilineal descent, in which the goods generally pass from one generation to the next through the mother's relatives, but the power of decision is invested in the mother's brother (maternal uncle), who has the right to distribute the goods and resources¹²⁵. These are determinations of social and cultural norms for women: the submission of voice and active participation in the public space; decision making, control over women and girls' bodies; control over resources to the disadvantage of women, particularly girls. These determinations contribute to structural limitations in women's access to land, health services, education, participation as citizens including in the political sphere, and quality information. In this context, their autonomy to act in formal spaces to find solutions to their problems is understandably limited.

Social norms related to gender roles translate into inequalities of opportunity between girls and boys: education and paid work for girls are given less priority since their primary role is to care for the home, husband, and children. Women and girls often experience a lack of freedom due to domestic obligations and having to care for the children alone, the stress of the double or triple shift when they also study and/or work, the lack of opportunity to follow their professional dreams, and gender-based violence.

Social and cultural dynamics are not fixed, they have the potential to change. The study on expectations of girls in four cities across the country found signs of disruption, examples of girls and boys already thinking or acting differently, confronting the norms of their families and communities. Examples include girls who negotiate with their peers the time needed to pursue their studies or complete technical or professional courses, or who enter traditionally male professions, and boys who agree to share household chores to free up time for girls, and both girls and boys who recognize the importance of postponing marriage and pregnancy until they complete their studies and have stable work. There are also families that recognize the importance of educating their daughters to give them the best opportunities in life.

Conclusions and Recommendations

In the context of the country, the weight of the deep socio-cultural structure still impacts the possibilities and options of individuals. However, transformations that promote greater social and gender equity can be leveraged. Thus, recommendations for action include:

- **Promote the integration of gender equality in the school curriculum and other school programs;**

- **Implement participatory and empowering processes to engage multiple actors: debates, conversations, lectures, radio and photo-novelas and other initiatives for social behavior change as already being implemented by several civil society organizations**
- **Use initiation rites as a cultural space to introduce new and more equitable power dynamics in relationships between boys and girls, including with regard to SSR**
- **Create spaces for reflection on the implications of social norms that involve not only women and girls, but also men, boys, families, social entities, and other agents of change in their communities**
- **Support programs that engage men and provide opportunities to discuss men's concerns, power relations, masculinity (roles, expectations, strength, pleasure, responsibility, etc.), and the negative impacts of toxic masculinity on the lives of boys and men**
- **Create the conditions for better access to opportunities among young people, and girls in particular, including education and the quality of education, the provision of job opportunities, and combating violence and corruption that reduce the ability of young people to take advantage of available opportunities;**
- **Implement communication campaigns in both Portuguese and local languages using media such as posters, wall paintings, radio, internet, social media, and telephone. These campaigns should be developed with community entities such as churches, community associations, and programs and projects aimed at young people in particular, but the community at large;**
- **Support the visibility and exposure, especially in rural areas, of female role models in economic, social, political (and other) areas that can serve as good examples for girls and women in the communities;**

3.2. Voice and Participation

Fifty-fifty is the goal of the SADC Protocol on Gender and Agenda 2030 for Sustainable Development for the political participation of men and women. Mozambique is a global reference for its political commitment to women's access to sovereign bodies, especially with regard to parliamentary representation, constituting 42.4% of seats in the 2019 legislature. In the recently created position of Provincial Secretary of State, six of the 10 nominees are women, which equals 55%, and of the 21 nominees for the position of Minister, 10 are women (45%).

¹²⁵ Casimiro, Isabel et al. 2012. Desafio do Sida nas suas Dimensões Socioeconómicas, Culturais e Políticas no Brasil, África do Sul e

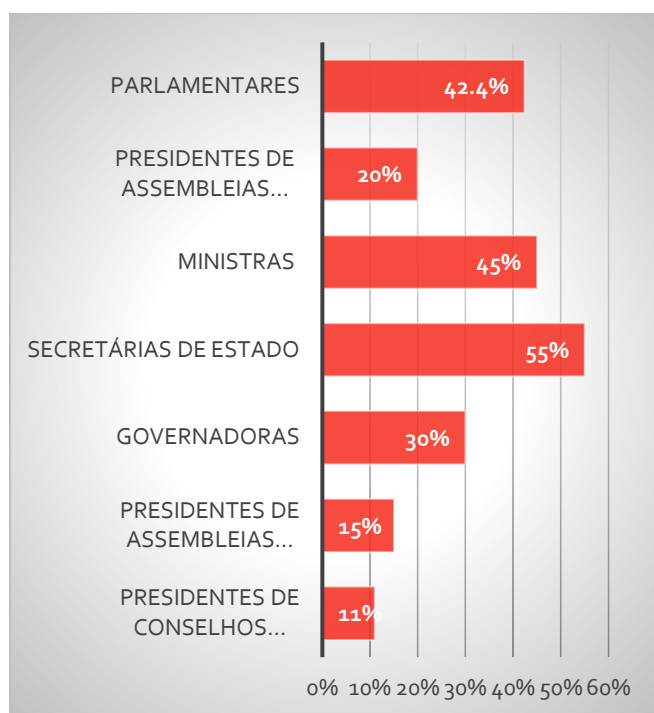


Table 3: Representation of women in positions of trust, executive, legislative and judicial branches 2019-2020. ¹²⁶

However, the country still presents several challenges. The path towards gender parity is more advanced at the central level: Parliament, Ministers and Provincial Secretaries of State. As we analyze the positions of sovereignty at the secondary and tertiary levels (province, district, and local government), the gap becomes more pronounced. Of the 53 local authorities, only six are governed by women (11%). Overall, the percentage of representation of women in decision-making positions in Mozambique is 32.5%.

The adoption of the Zebra System, which involves the equal representation of women and men in alternating and successive forms on the lists of candidates of political actors in the electoral processes, can contribute to the goal of equal participation of women and men in politics and decision-making processes. The weak candidacy of women in electoral processes stems not only from reasons associated with the functioning of political parties, but also from social gender stereotypes that conceive of the political space as an eminently male space. The analysis of women's participation in elections showed that for the 2018 municipal elections, political parties showed a lack of political will to put women as candidates, using the justification that they lack capacity. Interestingly, in the 2014 general elections, women comprised 40% of candidates from Frelimo, 27.6% from

¹²⁶ Tabela compilada pela autora, dados retirados de: Gender Links (2020) Monitoria e Avaliação de Género em Moçambique Resumo 50/50. Maputo.

Renamo, and 20.4% from the Mozambique Democratic Movement (MDM)¹²⁷.

Loyalty to the political party among women is also a barrier to their effective involvement in electoral processes, both at the nomination level and once elected. Political parties determine who are nominated and elected and what issues gain national prominence. Sometimes there is conflict between the gender agenda and the political party agenda, and in such cases the political party agenda takes precedence. Political affiliation also creates barriers between elected women and other women, especially from different parties. The challenges of participation in decision-making bodies most incisively affect young women under the age of 35, given the average age in the country. As one key informant, a leader of a youth network put it, "how can our concerns be heard and resolved if we are not there? The problem is not only in state organs, it replicates itself to civil society, where the generations of feminists from Beijing and the Family Law (2004) stay in power and do not share or empower young women for leadership."

Additionally, electoral violence against women is a reality. Although difficult to quantify because it happens primarily in the private sphere, violence is perpetrated by political party leadership, election officials, or family members. This violence represents a significant obstacle to increasing women's representation in the political sphere¹²⁸.

The last general elections in 2019 presented an interesting scenario: a high percentage of women who registered, but a high number of women abstaining from voting. Analysis indicates that the number of those registered is high especially in rural areas as a result of community mobilization, where leaders pass on a message that associates the voter card with unrealistic benefits. As a result of this perception, many rural women register but are not present on voting day. Other factors associated with high abstention by women include: the burden of tasks associated with gender roles, which leave women without enough time to engage in politics; the influence of their partner in deciding who to vote for or even voting, especially in rural areas; lack of motivation to vote, as they have lost confidence in the ability of the political process to bring change to their lives¹²⁹.

Beyond political processes, participation in other spheres of social life also presents challenges. Various analyses point to the limited space for civil society action in the country. An analysis by the Institute for Social and Economic Studies

¹²⁷ Nyamuzuwe, Gloria. 2020. Analysis of the Women's Participation in Elections in Mozambique. Maputo. UNDP.

¹²⁸ *Ibid.*

¹²⁹ *Ibid.*

(IESE) shows that in the last decade civil society action has been limited by the use of intimidation, fear creation, and political intolerance, including for challenging human rights abuses. With the COVID-19 pandemic and associated restrictions, this trend has increased¹³⁰. As a result, CSOs, including those engaged in advocacy and monitoring activities related to promoting gender equality, have intensified virtual workshops and have begun to use service delivery activities as an entry point for action on governance issues¹³¹.

Conclusions and Recommendations

The gender analysis of citizen participation shows that gender parity in political positions is visible at central levels of power, namely among Members of Parliament, Ministers and Secretaries of State. However, at the provincial and district levels, the tendency is male dominance. Political parties continue to use gender stereotypes and lack of political will to limit the presence of women candidates. When women do reach decision-making positions, they tend to be driven by political party loyalty and agenda, creating room for conflict between the gender agenda and the party agenda. The country has experienced a progressive reduction of civil society's space for action, through threats and creation of a culture of fear and political intolerance.

The recommendations include:

- **Adopt the Zebra System for the equal representation of men and women, alternately and successively, on candidate lists;**
- **Guarantee, at the level of the legal framework, special conditions that allow for the representation of women in elected positions and on party lists;**
- **Create mechanisms for the inclusion of young people (older than the average age in the country) in decision-making positions;**
- **Reach out to and involve rural women, through more partnerships with associations such as the Mozambican Rural Women's Movement;**
- **Promote programs that support the training of women in political participation and decision making to increase their awareness of the issues**

¹³⁰ Pereira, Crescêncio & Salvador Forquilha. 2021. Navigating Civic Space in a Time of COVID-19: Mozambique Country Report. IESE.

¹³¹ *Ibid.*

- **Support institutional gender mechanisms that will lead the state to greater accountability and monitoring of its work in the area**
- **Reinforce the message among women that their vote matters, their voice counts, and that their voting record will remain confidential.**



Photo: UN Women / Celma Costa

3.3. People with Disabilities

In the previous Gender Profile, physical disability is pointed out as one of the factors that continue to discriminate and exclude women and girls from social, political and economic life. Recognizing this reality, the government ratified the Convention on People with Disabilities and approved decrees and strategies that establish rights and obligations for workers with disabilities in the Civil Service¹³². As a result of these initiatives, the main ministerial buildings have been

¹³² Decretos 5/2002, de 5 de Maio, e 12/2009, de 12 de Março, para os grupos vulneráveis e menos privilegiados no mercado laboral.

adapted in order to facilitate access for people with disabilities (PcD). However, these actions exclude people with disabilities other than physical or mobility impairments, creating discrimination and achieving an insignificant reach from the standpoint of promoting and protecting the right to accessibility. An evaluation of the different national legal instruments points to the existence of multiple provisions that hurt the human rights of people with disabilities¹³³.

The challenges for the materialization of the actions refer to the collection of data and its disaggregation by sex and disability typology¹³⁴. However, institutional challenges persist that, according to the analysis conducted by AIFOMOZ, a non-profit organization working in the areas of disability and health, limit the promotion, protection and monitoring of the rights of people with disabilities:

- The issue of disability remains in the MGCAS and MISAU, referring to the medical model for the legal treatment of PcD;
- The institutions responsible for the area are generalist and without an in-depth and specialized reference to disability issues;
- The participation of PcD and their organizations is still tenuous and not very transparent especially for women with disabilities;
- Public institutions, in general, are not prepared to deal with PcD.

The above challenges are general to the category of PcD. For planning interventions in an appropriate manner, with a gender perspective and target groups in specific ways, clear evidence is required for specific situations faced by different groups of individuals with disabilities, as well as the specific needs of women, men, girls and boys.

Current statistics continue to show that the intersectionality of gender and disability continues to place women in a more precarious situation when compared to their male counterpart with disabilities, as illustrated in the figure below with regard to education:

| Nível de educação | Mulheres com deficiência | Homens com deficiência | Mulheres sem deficiência | Homens sem deficiência |
|-------------------|--------------------------|------------------------|--------------------------|------------------------|
| | | | | |

¹³³ *Ibid.*

¹³⁴ United Nations. 2020. Committee on the Rights of Person with Disabilities: Initial Report Submitted by Mozambique under Article 35 of the Convention, Due in 2014, June 29, 2020.

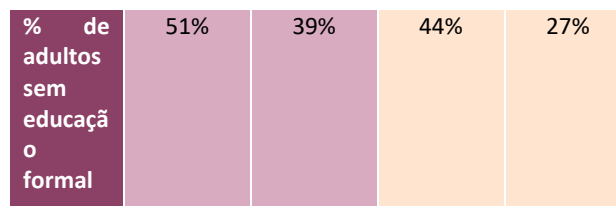


Table 2: Percentage distribution of adults without formal education with and without disabilities¹³⁵

At the intersection of gender and disability, more recent analyses emphasize the dimensions of health and education. The impact of the limited access of women and girls with disabilities, especially, to sexual and reproductive health services exposes them to greater risk of unintended pregnancy, sexually transmitted infections and HIV because they are less exposed to information that allows them to negotiate safe sex. Additionally, they tend to be more exposed to sexual violence and have less access to reporting mechanisms, due to difficulties of access and limited knowledge about these, fear of reprisals by the perpetrators (often from the family or neighborhood circle), and the communication and access limitations imposed by disability itself¹³⁶.

Social roles in the national context place women as caregivers, often being responsible for caring for people living with disabilities. This responsibility limits, and in many cases prevents, the availability of these women to engage in paid activities, which contributes to their economic vulnerability and dependence. However, support mechanisms and services for the vast majority of women caregivers of PcD are totally absent. Moreover, women often have lower levels of education than men, and often, as mothers, are considered responsible for the disability of their children¹³⁷.

Part of the findings of the Mozambique 2020 Report concerning the Convention on the Rights of Persons with Disabilities indicates that, positively, the Sustainable Development Goals (SDGs) are aligned with the country's development plans and strategies in the area of disability. Through MGCAS, the institution responsible for disability management, links have been established between the different sectors of government, civil society, and the private sector for the implementation of the legal provisions on disability. There are focal points and the Committee for the Rights of Persons with Disabilities that articulate implementation. However, it is noticeable that the issue of

¹³⁵ Light for the World. s.d. Gender and Disability in Sofala, Mozambique.

¹³⁶ *Ibid.*

¹³⁷ *Ibid.*

disability has received little support from both government and civil society. Additionally, the strengthening and development of technical capacities in the area is not observed.

Conclusions and Recommendations

The national legal framework still presents provisions that attempt against the human rights of the person with disability. Actions in response to the intersectionality of gender and disability are compromised by the scarcity of data disaggregated by sex and type of disability. From the existing information, it can be seen that disability continues to place disabled women in a more precarious situation compared to their male counterparts, in the various social areas.

The recommendations are largely for the revision of legal instruments, in order to promote the human rights of people with disabilities and are inspired by the study which critically maps the Mozambican legislation in relation to PcD:

- **Develop statistics on people with disabilities disaggregated by sex, age group and by type of disability;**
- **Developing economic empowerment programs for women and girls with disabilities**
- **Stimulating the private sector to employ women with disabilities**
- **Expand access of girls and women with disabilities to education, including technical and vocational education providing employment and redemption opportunities**
- **Increasing access to health care services for girls and women with disabilities and information about their rights**
- **MGCAS to take leadership in improving policies and establishing services to respond to the needs of women and girls com deficiência**

3.4. LGBTQI+

The conception of gender used in Mozambique has as its essential focus the duality man and woman, understood from their anatomical sex and the associated social roles (cis-gender). This perspective loses sight of gender diversity and does not allow to perceive and include categories such as transgender: people who have a gender identity different from the sex assigned at birth. Thus, national policies are restricted in the way they look at the relationship between people from the diversity of their gender and sexual

identities. This general framework makes it difficult to perceive and guarantee the promotion and monitoring of the rights of people who do not follow the normative pattern of gender but also of heterosexual sexuality, such as lesbians, gays, bisexuals, transsexuals, queers, and intersexuals (LGBTQI+).

In 2015, with the approval of the new penal code, the country decriminalized homosexuality, breaking the condemnation of sexual acts between people of the same sex, which was in force in the Penal Code inherited from the colonial era. However, issues of sexual orientation, gender identity, and the rights of LGBTQI+ people are mostly invisible and excluded from Mozambican legislation. The right to family does not include same-sex couples, and laws that focus on the family tend to follow the norm of heterosexuality (they are heteronormative). There are no laws that address the needs and rights of transgender and gender non-conforming people. There are no laws that allow changing a person's gender description, making it difficult for transgender people to change their identity on identification documents.

Current legislation does not provide specific protection against discrimination based on sexual orientation and gender identity. The 2007 Labor Act is an exception, as it explicitly provides for the right to work and non-discrimination on the basis of an individual's sexual orientation. However, as with other legal provisions, implementing and ensuring compliance are challenging, as LGBTQI+ people and local activists present evidence that LGBTQI+ people, especially transgender individuals, experience discrimination, especially when trying to find employment, but also in the workplace. LAMBDA, (Association for the recognition of the Human Rights of LGBTI people), the country's largest collective dedicated to the LGBTQI+ cause, has proposed, to Parliament that article 243 of the Criminal Code, which criminalizes discrimination, include the penalty for discrimination on the basis of sexual and gender orientation. LAMBDA itself is not legalized and has been fighting for state recognition for over 12 years.

Awareness raising initiatives for changing behavior and perceptions towards the LGBTQI+ community remain relevant: civic education campaigns and mass media campaigns. In the health sector, where some initiatives already exist, there is a need to universalize these, ensuring, for example, that lubricant gel is available at the health facility and not just from partner programs focusing on the LGBTQI+ community. There is a need to extend coverage to all gender identities and sexual orientation.

Chapter 4: Emerging Issues

4.1. COVID-19

The pandemic of COVID-19 and the impact of measures of confinement and social distancing to flatten the transmission curve are creating adverse effects on people's lives and challenging the gains made in gender equality.

Directly, COVID-19 is affecting more men than women (as illustrated in Figure 6) and, they have a higher risk of hospitalization, severity and fatality, when infected with the disease-causing SARS CoV-2 virus. However, the indirect impact of disease containment measures is having a more incisive impact on the poorest, who, in the national context, have the female face.

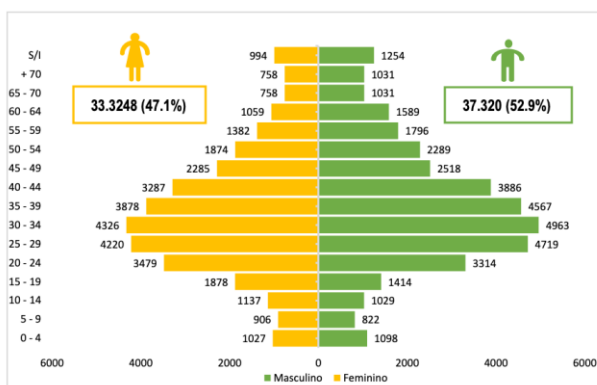


Table 4: Distribution of COVID-19 cases by sex and age (updated May 22, 2021)¹³⁸

Poverty affects more women than men, as 63% of female-headed households are poor and exposed to food insecurity, compared to 52% of male-headed households (IOF 2015). These statistics support the implication that as the effects of COVID-19 disproportionately affect poor and vulnerable households, women face a greater burden. This reality is worrisome as poverty is projected to increase significantly in Mozambique following the pandemic¹³⁹.

As a consequence of the containment measures, in the second quarter of 2020, employment decreased by 29.3% and 75.9% compared to the same period of 2019, according to the labor market analysis¹⁴⁰. The impact of this decrease is particularly felt by women, who work disproportionately in informal labor activities, without any form of insurance or formal social provision. As noted, in Mozambique, about 92.3 percent of informal employment outside of agriculture is performed by women, predominantly with low education. These data indicate that labor market disruptions, including movement restrictions imposed by COVID-19, further undermine women's ability to earn a living and meet the basic needs of their families¹⁴¹.

The pandemic has created disruption in education, with classroom instruction suspended in public and private schools at all levels of education for 12 months. This disruption in education threatens the parity gains already achieved at the elementary school level in some provinces. The literacy ratio remains unbalanced: 57.8% of women are illiterate, compared to 30.1% of men. The scenario created by the pandemic puts women at greater vulnerability to secure stable employment and break the cycle of poverty. Additionally, with the closure of schools, students are deprived of the programs that provided school lunches as a way to encourage education and prevent dropouts. The risks of rolling back previous achievements to keep girls in school and combat early marriages have become more pronounced. These risks could, in the long run, cause further distortions in the labor market and threaten the quality of female employment¹⁴².

From the interviews conducted with civil society organizations and MGCAS, we gathered information and experiences that point to an increase in violence against women. This trend corroborates the global pattern seen with the pandemic¹⁴³. Informants indicated that they more frequently receive complaints and requests for support against cases of physical and sexual violence against girls and women. Part of the explanation includes the fact that victims spend more time in contact with perpetrators (at home and in the community) due to the confinement measures imposed, which restrict going to school and work. Additionally, in urban areas, the reduction and scarcity of public transportation implies long waiting hours and arriving at the residence at night, which exposes both men and women to violence, but specifically women to sexual violence. The country does not yet have compiled data

¹³⁸ MISAU 2021 Corona Vírus Boletim Diário nº 431 <https://www.misau.gov.mz/index.php/covid-19-boletins-diarios?download=988:boletim-diario-covid-19-n-431>

¹³⁹ Mussagy, Ibraimo H. & João Mosca. 2020. Micro-Simulações dos Impactos da COVID-19 na Pobreza e Desigualdade em Moçambique. Observador Rural, no. 96.

¹⁴⁰ Ministério do Trabalho. 2020, citado em Egas Daniel. 2021. The Gendered Impacts of COVID-19 in Mozambique: Challenges and Way Forward. International Growth Care Blog.

¹⁴¹ Egas Daniel. 2021. *Op. Cit.*

¹⁴² *Ibid.*

¹⁴³ Center on Gender Equity and Health, 2021: *Op. Cit.*

available that would allow comparison with pre-pandemic data.

The pandemic has inhibited access and widened barriers to seeking health services. Data taken from the Health Management Information System shows that since May 2020, the monthly number of new users of modern family planning has significantly reduced from 315,095 to 208,235. This data indicates that there are 344,000 fewer women who started contraception in this period than in the same period in 2019¹⁴⁴. This drop in demand for care may have negative repercussions in the coming months, since, in the absence of a pandemic, the health system is unable to offer the services to all who seek them. For example, of the universe of pregnant women who seek prenatal health care services, only 55% comply with the 4 or more recommended fetal growth monitoring appointments, and only 27% of women use some type of contraceptive method¹⁴⁵.

To counter the barriers to accessing health services, especially maternal, reproductive, and sexual health services, the government and its partners have expanded their services to include: distribution of basic dignity kits containing menstrual hygiene and sanitary items, especially to displaced women in Cabo Delgado; provision of national hotlines for women and girls to access timely information and referrals to their health services; provision of mobile clinics; and expansion of services provided by the EPAs and door-to-door services in selected urban areas.

During the pandemic, there are repeated incidents of the authorities violating the human rights of citizens. During the performance of their work, there are several reports of excessive use of force by the police to ensure compliance with prevention measures. In the process of controlling informal sales in urban spaces, there is evidence of usurpation of property by the police, particularly by the municipal police. The process of requalification of the markets in Maputo Municipality while the COVID-19 prevention measures are in force, removes the possibility of dialogue and demonstration with the vendors. These violations tend to disproportionately affect women, who, as indicated earlier, tend to occupy the informal labor space in urban areas.

Conclusions and Recommendations

COVID-19 and the containment measures enunciated for its containment are having a major impact on the well-being and quality of life of households in the country. The disease directly affects the health of men. The indirect effects affect

the poorest and most vulnerable, with women and girls facing the greatest burden, especially in urban areas: loss of source of income in the informal economy; exposure to GBV, which tends to grow due to the increased time they spend with possible aggressors in the household and neighborhood; constraints in accessing health services, especially FP services, which tend not to be considered urgent because they are preventive.

Responding to the socio-economic impact of the COVID-19 containment measures, the recommendations include the need to (a) rethink the social security system, so that it responds more effectively to the needs of pensioners in times of crisis such as these. Additionally, (b) the campaign 'I want to be formal', launched in 2017 by the Maputo Chamber of Commerce and Youth Industry, should be intensified in the informal sector, to support economic activities such as micro-finance, access to banking, and micro-insurance. There is also a need to (c) replicate initiatives to bring preventive health services, such as FP, to communities and households without them having to go to health facilities; and (d) monitor the performance of power institutions in times of pandemic, to ensure respect for the human rights of citizens.

4.2. Conflicts and Instability

After two decades of peace, the country has returned to military conflict. From 2013 to 2014 and from 2015 to 2016, the center of the country was plagued by a conflict led by RENAMO right after the elections as a result of post-electoral disagreements and then by the dissident group called Junta Militar da Renamo. Since 2017, and more intensely at the present time, the Northeast of Cabo Delgado province has experienced a violent conflict led by the group called Machababos. The civilian population becomes particularly vulnerable, with widespread violence, regardless of gender, age, economic level or education, although it assumes distinct characteristics in each of the groups.

The detailed analysis carried out by the Observatório do Meio Rural (OMR) on the conflict in Cabo Delgado indicates that the conflict is characterized by violence which materializes in physical aggression and assassinations against civilians by the insurgents, including beatings, mutilation of limbs, assassinations and beheadings (but also accusations of human rights violations by the defense and security forces)¹⁴⁶. February 2020 data counted 2578 reported

¹⁴⁴ UNFPA. 2021. O Planeamento Familiar em Tempos de COVID-19, <https://mozambique.unfpa.org/pt/news/o-planeamento-familiar-em-tempos-de-covid-19>, Abril 2021.

¹⁴⁵ Centro de Integridade Pública. n.d. Redução da Procura dos Cuidados de Saúde em Tempos de COVID-19.

¹⁴⁶ Feijó, João. 2021. O Papel das Mulheres no Conflito em Cabo Delgado: Entendendo Ciclos Viciosos da Violência. *Observador Rural* 114.

deaths, of which 1305 were civilians¹⁴⁷. In this conflict, abductions - especially of adolescents and young boys and girls - are frequent. The March 2020 attack on the municipality of Mocimboa da Praia is described as one of the moments of greatest capture of children and girls, with reports of dozens of them being transported in pickup trucks¹⁴⁸.

The conflict in Cabo Delgado presents forms of gender violence. There are reports of sexual violations against women by the warring factions¹⁴⁹. In Quissanga, during the Machababo attack, witnesses reported that women were raped in groups or even with objects. In addition, teenage and young women are abducted most often for domestic activities; and allegedly as sexual objects or to serve as instruments of war: spies, vigilantes providing logistical support. For this last category, OMR warns of the need to avoid looking only at women as victims. The evidence points to the presence of a social base of support for the Machababos that includes women who are subjects in the process of collaborating with the insurgents.

As a consequence of the conflict there is reduced agricultural production leading to food shortages and food insecurity; destruction and looting of property. The population living in the affected regions leaves their places of residence, fleeing the violence in search of security and quality of life. Data from the United Nations Migration Organization indicate that since October 2017 more than 800,000 people have been forced to flee the violence to neighboring districts, the city of Pemba, the provinces of Nampula and Niassa or even to Tanzania. Internally, the places where the displaced are staying are overburdened as the massive presence of people creates additional pressure on natural resources and infrastructure, namely: land, water, stakes for building homes, and firewood, forcing people to travel longer distances. Some of the direct consequences of this pressure include: (a) tension between residents and IDPs for access to scarce resources, especially as host families are decapitalized by the disruption of trade routes, limited access to the sea for security reasons, and limited ability to conduct business due to the effects of COVID-19 related measures, now find themselves overwhelmed with the arrival of dozens of IDPs, accumulating people in small spaces; b) food support focuses on the displaced population and not the local population, which creates tension as they are also affected by population densification; d) use of transactional sex by displaced women to support the family: these receive food support but not firewood and have no access to land to produce vegetables. Local people sell/exchange these products, but on an unequal basis¹⁵⁰.

Women constitute 65% of the displaced population. In the reception sites, they are exposed to a context in which, as mentioned above, they are exposed to transactional sex, gender-based violence or even social stigmatization because, since they are the majority of the displaced population, the population distrusts the whereabouts of their husbands and stigmatizes them in an Islamophobic way¹⁵¹. Additionally, women's reproductive health is constrained due to limited access to sexual and reproductive health services, which has negative consequences for the health of the woman and the newborn. Lack of access to health services can contribute to unwanted and unplanned pregnancies as well as preventable death due to complications of pregnancy and childbirth .

The implementation of the National Action Plan for Women, Peace and Security (NAP 1325) has been creating a platform for dialogue and organizing for women's organizations, including community-based organizations that traditionally would not be involved. Solidarity camps are a good practice for involving women in reflection in peace and security processes, given the dominant values in society that do not conceive of them as key actors in it. In this reflection process they define strategies and set up mechanisms to overcome challenges. The experience of the camps and of women in general reveal the importance of a broader understanding of "peace and security" to account for the insecurity that women and girls face in their daily lives.

The NAP evaluation reports that Goal 2, which aims to increase the socio-economic recovery of women and girls, is still in the early stages of implementation. This is an area that is sensitive and likely to create social exclusion due to women's lack of alternatives and security of tenure. Another finding of the evaluation is that despite the change in policies and trainings on the subject, the different sectors claim that they have not yet observed significant changes in the inclusion of women in conflict prevention and resolution at the provincial and district level. The main limitations relate to cultural bias, illiteracy and lack of wider dissemination at the district level.

The use of different forms of cultural manifestation also offers demands for public accountability. In dominant development approaches, cultural expressions such as music are used as an educational tool for citizens, functioning as a way to disseminate predetermined complex messages in more accessible ways. However, opportunities exist to broaden this approach to engage development agencies and civil society organizations to design and implement projects

¹⁴⁷ ACLED in Feijó. 2021. *Op.Cit.*

¹⁴⁸ Feijó. 2021. *Op.Cit.*

¹⁴⁹ *Ibid.*

¹⁵⁰ Feijó, João. 2021. *Op.Cit*

¹⁵¹ *Ibid.*

that develop meaningful collaborations between singers, audiences, and academics and promote empowering engagements with citizens, including for the promotion of peace and security.

Conclusions and Recommendations

The conflict in Cabo Delgado is creating a crisis situation in the region with the growth of displaced people (more than 800,000), killings, abductions and rape of women. Women make up the majority of the displaced population and, in this category, they are exposed to GBV and, due to lack of opportunities, are prone to resort to transactional sex to access basic resources. Limited access to sexual and reproductive health services constrains the possibility of preventing early or unwanted pregnancy, as well as preventable death due to complications in pregnancy and childbirth.

The following recommendations remain:

- **Ensure the socio-economic inclusion of the displaced populations, starting with the reconstruction of a whole range of socio-economic services to prevent the worsening of poverty and the increase in feelings of exclusion from spreading discontent and conflict to other areas of the province;**
 - **Ensure the implementation of the strategy on the Prevention of Sexual Exploitation and Abuse (PSEA) that protects victims of sexual violence in emergency situations;**
 - **Ensure the socio-professional integration of women and the provision of FP services. Supporting young women could have an impact on reducing birth rates and, consequently, poverty;**
 - **Promote amnesties, accompanied by the creation of reception centers for deserters, to allow their de-radicalization. The violence committed and the suffering generated will make it difficult for the rebels to be accepted by their communities of origin, so it will be necessary to create transitional spaces for technical-vocational training and youth activities that involve the development of citizenship skills. This process should involve local leaders and religious organizations ;**
 - **Train the armed forces in human rights issues and the strengthening of internal organization and discipline,**
- **including the issuing of public and assertive messages condemning violence by the leadership¹⁵²;**
 - **Broaden the understanding of peace to include people's safety and well-being in everyday life, reflecting beyond issues of war and armed conflict the insecurity that women and girls experience, especially in public spaces;**
 - **Develop mental and psychological rehabilitation activities for women and girls.**

4.3. Environment and Climate Change

According to the 2011 Climate Change Vulnerability Index Mozambique is the fifth most at risk of climate change in the world. Its long coastline, the fact that it is the tributary of significant rivers on the continent, poverty and lack of preparedness to respond to the effects of adverse weather events put at risk the basis of socio-economic development and increasing inequality and poverty¹⁵³. Droughts, floods, and cyclones are predicted to increase in frequency, affecting the livelihoods of agriculture, pastoralism, and fishing. Densely populated coastal plains will be increasingly affected by severe erosion, saltwater intrusion, loss of vital infrastructure, and the spread of diseases such as malaria, cholera, and influenza. Changing rainfall patterns will lead to a decrease in soil water load impacting groundwater resources and the water table in wells. Reduced flows of Mozambique's transboundary rivers will decrease surface water availability¹⁵⁴.

As in most African countries, in Mozambique women are disproportionately affected by climate change and are more exposed to risks such as natural disasters, droughts, floods and cyclones because they are more dependent on natural resources for their livelihoods and are often marginalized from decision-making processes. The severe weather events experienced since 2016 are an example of this: during the El-niño induced drought that affected the Southern region in 2016, 91.9% of female-headed households did not have adequate food provisions generated in the 4-month agricultural season to meet household consumption needs beyond 11 months¹⁵⁵. The number of hours women spent collecting water increased from 5 to 12, which also increased women's exposure to GBV and compromised girls' education. In addition, mechanisms to cope with the challenges created by the drought included early marriage and sex work¹⁵⁶. During the drought women also faced challenges in their

¹⁵² *Ibid.*

¹⁵³ Ribeiro, Natasha & Aniceto Chauque. s.d. Gender and climate change: Mozambique case study. Heinrich Boll Stiftung.

¹⁵⁴ Government of Mozambique, GGCA & IUCN. 2014. Climate change and gender action plan (phase II) for the Republic of Mozambique.

¹⁵⁵ Care. 2016. Hope dries up? Women and girls coping with drought and climate change in Mozambique.

¹⁵⁶ UNFPA. 2016. Women and Drought in Southern Mozambique: More Responsibilities, less Power and Increased Vulnerabilities: A Case Study in Funhalouro, Panda, Chicualacuala, Chigubo, Magude and Moamba. Maputo.

menstrual hygiene as the absorbent plants traditionally used became scarce. As a result women turned to other, rougher plants, plant material, or sand to collect their menstrual blood¹⁵⁷.

Since 2019 the central and northern region of the country has been rocked by recurring cyclones: Idai and Kenneth in 2019, Tropical Storm Chalane in 2020, and Cyclone Eloise in 2021. As a result of these severe weather events, communities and families have lost housing, access to sources of income and have become displaced living in accommodation centers since that time. As a result of Cyclone Idai, for example, 1.5 million people were affected and more than 140,000 displaced in 120 accommodation centers. The displaced population in the camps live in crowded and stressful conditions characterized by overcrowding and lack of water, hygiene and sanitation facilities. For women and girls this situation, coupled with continuous relocation that exposes them to less safe environments and susceptible to the risk of GBV¹⁵⁸. The lack of coverage of basic needs including food and shelter increases the risks of the vulnerable population. For men, the pressure associated with their role as breadwinners puts them in a position of stress because of their inability to cover the needs of the family.

Conclusions and Recommendations

Mozambique is exposed to major risks from climate change. The cyclical climate shocks that have affected the country are evidence of this. Due to the high dependence on natural resources for their survival, women are disproportionately more affected by climate change.

The recommendations of the 2012 Gender, Environment and Climate Change Strategy and Action Plan remain relevant for today, especially with regard to the need to engage women at the community level in the formation and management of climate change response platforms. Since women are the most directly affected by the effects of these changes, they need to be equipped with the knowledge that will enable them to adapt to climate change.

Additionally, it is pertinent to:

- **Develop alternative livelihoods with specific options for women (livestock farming, alternative agriculture, honey production, etc.);**
- **Put pressure on the traditional leadership of Natural Resource Management Committees to be more proactive in including women;**
- **Support the Ministry of Land and Environment to work more with the gender dimension, including in their hiring processes and in community programs focused on women's issues;**
- **Promote greater integration of gender and environment in national planning that sets the budget for concrete activities in different sectors.**

4.4. Extractive Industry

Mozambique is rich in natural resources. Since the beginning of this millennium the country has experienced a rapid growth of the extractive industry, which is concentrated especially in the Northern and Central regions of the country. International companies, and in some cases in consortium with national ones, practice large scale exploration of liquefied natural gas (Cabo Delgado), coal mining (Tete), heavy sands (Nampula, Zambezia and Gaza), graphite (Cabo Delgado), precious stones (Cabo Delgado and Niassa) and marble (Cabo Delgado). There is also small scale artisanal mining of gold and precious stones (Cabo Delgado and Manica).

While the extractive industry provides important revenues for the economic development of the country, it also creates environmental problems and deep social dilemmas. The problems are associated with resettlement that impacts the quality and access to resources and livelihood activities, expropriation of land, loss of traditional knowledge / cultures / practices, loss of sense of place and belonging. The effects of the presence of extractive industry disproportionately affect men and women. Various analyses show that with the massive migration of workers from extractive companies or artisanal miners or small-scale traders of precious stones (mostly male) who earn income from this industry in poor regions contributes to the expansion of sex work, cases of sexual violence, early marriages and increased cases of STI and HIV^{159,160}.

An analysis of the context of gemstone mining in Namanhumbir shows that the presence of foreign men who

¹⁵⁷ Greene, Margaret. 2019. *Op.Cit.*

¹⁵⁸ Gender-Based Violence AoR. 2019. Secondary Data Review: GBV – Mozambique: Cyclone Idai and Floods

¹⁵⁹ Osório Conceição & Teresa Cruz e Silva. 2017. Economic corporations and expropriation: The case of girls, women and resettled communities in Moatize district. WLSA. Maputo.

¹⁶⁰ Sítio, Célia; Bila, Iracema & Palmira Velasco. 2020. Ligações de género 2017. Maputo. Sekelekani.

are ruby miners promotes early marriages, enticing girls from 13 to 15 years old. Again and again, a few years later, these migrants leave the country, leaving these girls with children without protection or shelter. Some of these men, due to the failure of the business, abandon the Mozambican women with whom they were united, selling all their goods without their knowledge and without giving them satisfaction.¹⁶¹

A study on the resettlement of communities in Moatize concluded that although the entire community, as a result of land expropriation, has seen its ways of life altered/destroyed; men and women have been unequally affected by expropriation and resettlement. The inequality stems, on the one hand, from the continued invisibility of women as subjects of law since they are excluded from the compensation process because the head of the household is privileged. These often use it without the knowledge and consent of the woman(s), which results in family disharmony and domestic violence. On the other hand, as providers of food for the families they are unable to continue to perform these functions in the new locations (due to the scarcity of resources such as water, firewood, fertile land for cultivation etc. in the vicinity), reflected not only in the daily lives of the families, but also triggering new outbreaks of violence against them. In addition, women lose the income from small-scale informal trade such as selling second-hand clothes or charcoal that gave them relative independence from their partners.¹⁶²

Women's participation in the extractive industry is also a challenge. In rural areas, where this industry tends to be established due to the presence of resources, women have high rates of illiteracy; their associations, when they exist, are bureaucratically complex to legalize; and women are overburdened with domestic work. As a consequence they tend to be excluded from work or business opportunities around the extractive enterprises¹⁶³. When this happens, it tends to be in artisanal mining, notably in two areas: in the making of food for the men who dig for precious or semi-precious stones, or in the extraction of gravel for construction, a low-yielding business compared to gold and gemstone mining, where men predominate. The Ministry of Mineral Resources and Energy has designed and is implementing the Artisanal and Small Scale Mining (ASM) Strategy (2017-2020 updated), which integrates gender issues.

Conclusions and Recommendations

The exploitation of the country's natural wealth has grown rapidly in the last two decades. This growth has been

accompanied by environmental problems and social dilemmas related to resettlement processes, which has had negative impacts on the quality of life of households. The massive migration of workers to the extractive industry creates social problems in the poor regions where they settle, with special impact for women, due to the growth of sex work, GBV, early marriages, and growth of STI and HIV cases. Additionally, women, as participants in the extractive industry, are unevenly represented: weak presence there and confined to artisanal mining.

Recommendations include:

- **Create equal employment opportunities for women to participate in the extractive sectors in Mozambique;**
- **Address the absence of any reference to gender issues in the Mining Law;**
- **Integrate gender into the Mining Law and develop a gender strategy for the extractive industry;**
- **Establish best practices and regulations that protect women in the sale of their mining products, either by setting standard prices or by making strong gender policies that give women more leverage when negotiating with buyers for products such as gold and semi-precious stones, so that they are not disadvantaged¹⁶⁴.**

¹⁶¹ *Ibid.*

¹⁶² Osório, Conceição & Teresa Cruz e Silva. 2017. *Op. Cit.*

¹⁶³ Siteo, Célia; Bila, Iracema & Palmira Velasco. 2020. *Op. Cit.*

¹⁶⁴ Greene, Margaret. 2019. *Op. Cit.*



Photo: UN Women / Celma Costa

Conclusions and Recommendations

The findings of the analysis carried out indicate that from 2016 to the present the country has made significant progress towards the promotion of gender equality. This achievement comes mainly from the approval of legislation, revisions of laws, and the design of strategies in various sectors with impact in the areas of justice, public administration, education, and health. The emergence of a civil society platform for monitoring the implementation of gender equality commitments - the Women's Observatory - is an important mechanism for monitoring, accountability and advocacy. The effects of climate change, the military conflict in Cabo Delgado, and the COVID-19 containment measures may undermine the gender equality gains achieved so far, especially as they contribute to unfavorable economic projections and exacerbate poverty, which, in the Mozambican context continues to have a markedly female face.

The challenges for gender equality remain a reality with regard to **violence** against women, which is especially accentuated when women and girls become displaced due to climate shocks and armed conflicts, but also in the context of COVID-19 containment confinement, where women and girls are more exposed to GBV due to frequent contact with possible perpetrators at home and in the neighborhood. Sexual harassment and violence are also a problem in educational and other state institutions. Knowledge of and access to reporting and criminalization mechanisms remain distant from victims/survivors and lengthy, creating a sense of impunity for perpetrators. Additionally, men's poor access to **health** services, particularly sexual and reproductive health services, limits their role and impact in achieving sexual and reproductive health goals. At the same time, they continue to have little or no knowledge about STI prevention, early pregnancy, and maternal mortality, but play a central role in deciding the sexual and reproductive health of their families and women. Still in the area of health, the analysis in this paper suggests the need to prioritize non-communicable diseases, whose ratio is growing, and facilitate access to safe abortion services.

The multiple and consecutive climate shocks and armed conflicts, in the period under analysis, have a negative impact on the **food security** of households, which have limited access to food, in general, and to nutritionally diverse food, in particular. For young women and girls, this situation puts them in a position of vulnerability as they are exposed to early pregnancy and the risk of conceiving malnourished children.

In the **education sector**, part of the recommendations left from the previous Profile were achieved, with emphasis on the revocation of Dispatch 39/2003, which obliged the pregnant student to enroll in evening classes. There has been an increase in the enrollment of girls at all levels of education. However, challenges remain regarding the advancement in terms of literacy and acquisition of knowledge on the part of the girl. The burden of domestic work, early marriage, lack of sanitation facilities, exposure to GBV and sexual harassment contribute to girls' poor school performance and dropout.

Men remain the most advantaged in the **labor market**, as they have the highest levels of education. In Mozambique, this market is characterized by informality, with more than two-thirds of the workers in this category. In this universe, women occupy 52%, mostly in rural areas. The category of informal workers is generally deprived of labor and social protections. Limited opportunities for women to advance in the labor market persist, including opportunities for financing, training, and occupying leadership positions. Sexual harassment, enjoyment of maternity leave, and limited or costly childcare support structure still constrain women's full presence in the labor market.

In the **agricultural sector**, where women occupy a larger proportion, land ownership and security remains a challenge for them. Illiteracy and lack of access to information on legal issues contribute to their condition of **poverty**. COVID-19 is also contributing to the feminization of poverty, especially urban poverty. CEDAW's 2019 observations indicated concern for the disproportionate levels of poverty among women in the country. The impact of climate shocks, COVID-19's containment measures, and the military insurgency in Cabo Delgado have laid bare the need for broader, less bureaucratized and flexible **social protection** coverage.

The national legal framework still presents provisions that undermine the human rights of the **person with disabilities**. Actions to respond to the intersectionality of gender and disability are hampered by the scarcity of data disaggregated by sex and disability typology. From the existing information, it can be seen that disability continues to place disabled women in a more precarious situation compared to their male counterparts in the various social areas.

Although the country has decriminalized homosexuality, the issues of sexual orientation, gender identity, and the rights of **LGBTQI+** persons are mostly invisible and excluded from Mozambican legislation, with only rare exceptions of specific protection based on sexual orientation and gender identity.

The gender analysis of **citizen participation** shows that gender parity in political positions is visible at central levels of power, namely among Members of Parliament, Ministers and Secretaries of State. However, at the provincial and district levels, the tendency is male dominance. Political parties continue to use gender stereotypes and lack of political will to limit the presence of women candidates. When women do reach decision-making positions, they tend to be driven by political party loyalty and agenda, creating room for conflict between the gender agenda and the party agenda. The country has experienced the reduction of civil society's space for action, which has been achieved through threats and creating a culture of fear and political intolerance.

In the contemporary world we live in, **digital inclusion** is essential. Mozambique has the lowest levels of cell phone ownership and internet access. Women are 17% less likely than men to own a cell phone and 39% less likely to use the internet. This reality limits social and economic opportunities for civic participation and activism, as well as cultural and arts understanding.

The **conflict in Cabo Delgado** is creating a crisis situation in the region, with growing numbers of displaced people (over 800,000), killings, abductions, and rape of women. Women make up the majority of the displaced population, and in this category they are exposed to GBV and, due to lack of opportunities, are driven to resort to transactional sex to access basic resources. Limited access to sexual and reproductive health services constrains the possibility of preventing early or unwanted pregnancy, as well as preventable death due to complications in pregnancy and childbirth.

The exploitation of the country's natural wealth has grown rapidly in the last two decades. This growth has been accompanied by environmental problems and social dilemmas related to resettlement processes, which has negative impacts on the quality of life of households. The massive migration of workers to the **extractive industry** creates social problems in the poor regions where they settle, with special impact for women, due to the growth of sex work, GBV, early marriages, and growth of STI and HIV cases. Additionally, women, as participants in the extractive industry, are unequally represented: their presence is weak and confined to artisanal mining.

Mozambique is exposed to major risks from **climate change**. The cyclical climate shocks that have affected the country are evidence of this. Due to the high dependence on natural resources for their survival, women are disproportionately more affected by climate change.

At the **management level of promoting gender equality**, the country still struggles to produce sex-disaggregated data in all sectors on a regular and timely basis. This limitation undermines effective equality planning and implementation. Further, knowledge and application of the gender concept is still limited at all levels of management and service delivery.

The following is a summary of the general recommendations, followed by a more complete table with recommendations by area and indicating the sectors responsible for their implementation.

Growing feminization of poverty: consolidation of women's economic empowerment initiatives, creating synergies and joint monitoring to ensure poverty reduction and sustainable economic growth.

Violence against women and girls: existing laws and policies need to be translated into user-friendly tools as well as disseminated and popularized at the community level. The instruments for prevention of harassment in educational institutions need to be disseminated widely, which should be accompanied by awareness raising against discriminatory norms that foster GBV and visibility of infringement cases in order to break the idea of impunity for perpetrators. There is a need to expand awareness and inclusion of men in order to question and transform toxic and violent masculinities. It is imperative that the technical support and capacity building of the justice sector and the police be sensitized and trained to deal with violence against women and to provide sex-disaggregated GBV data.

Inclusion and diversity: It is imperative to include the most vulnerable groups of women (such as displaced, women with disabilities, LGBTQI+, sex workers, prisoners, among others) in the different spheres of society to ensure that the promotion of gender equality leaves no one out

Inclusion of Men in Sexual and Reproductive Health services: The health system needs to explore more opportunities for men's inclusion from a variety of entry points, including greater attention to men's health concerns. Changing the language, which associates the health and responsibility of sexual and reproductive health with women, is important to make room for greater male accountability and partnership.

Data and statistics on gender equality indicators: The country can invest in including in the different national surveys questions and indicators that allow capturing more

regularly data on the development of gender dynamics. Voter registration is an example that can be used. Additionally, data sharing among different institutions and multilateral and bilateral partners is not a practice, which hinders holistic analyses with up-to-date data. The establishment of data sharing platforms is essential. Data disaggregation should also be adopted at the sector level in their sector plans, reports and other working documents.

Limited gender training and capacity building: Promoting regular and inclusive professional training courses and capacity building for managers, leaders, employees and service providers is important. Additionally, educational institutions can invest in the design of higher and professional courses on gender as a way to broaden the level of knowledge on the subject and reduce stereotyping and/or trivialization of the subject

| Fulfillment of Gender Commitments | | | |
|--|---|--|---|
| GOVERNMENT | CIVIL SOCIETY | DONORS | UN |
| Guarantee training platforms on gender issues including specialized vocational courses | To support the dissemination of the different legal instruments for the promotion of gender equality | Support gender training platforms including specialized vocational courses | Creating synergies for the constant feeding of the database on gender equality initiatives, documents and information |
| Strengthen the institutionalization of the prioritization of gender equality | Further disaggregate data and statistics by sex, age and relevant characteristics for better definition and planning of the promotion of gender equality | Finance activities for the institutionalization of the prioritization of gender equality | Contributing to the improvement of indicators and real time data collection systems for gender sensitive issues |
| Disaggregate in more detail data and statistics by sex, age and relevant characteristics for better definition and planning of gender equality promotion | | Support training of technicians, INE and other relevant entities to disaggregate data and statistics by sex, age and relevant characteristics to better define and plan the promotion of gender equality | Supporting the process of identifying sectoral gender equality priorities for inclusion in budget planning |
| Improve and accelerate the implementation of different legal instruments and strategies | | Finance the participation of civil servants of all levels and parliamentarians in POOG | |
| Fighting Poverty | | | |
| Reach the goals of land title for women under the Taerra Segura (Safe Land) Program | Disseminate and raise awareness about women's right to land tenure | Ensure women's control and ownership of land | Increase women's access to financial services through savings groups and cooperatives; |
| Increase the number of INSS beneficiaries | Increase women's access to financial services through savings groups and cooperatives | Promote funding for economic empowerment programs specific to Women and Girls especially in the northern and central provinces | Encourage more banks to create packages for women |
| | Support technical assistance and training for small and medium-sized enterprises run by women | | |
| Create an Integrated and Multisectoral Platform that conceives a more redistributive development model | Develop and provide examples of what a successful woman looks like in Mozambique, so that young women have role models to encourage them to realize their potential | Support the establishment of day-care centers and pre-school institutions to create jobs and free women to work and access income | Support technical assistance and training for small and medium-sized enterprises run by women |
| | Encourage conversation through phone-in radio programs and broader social behavior change campaigns | | |

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| Consider the option of compulsory DUAT registration in the name of both spouses in the process of revising the Land Law | | | |
| Food security and nutrition | | | |
| Extend school lunch initiatives by taking into account the nutritional needs of the girl | Follow up on school lunch initiatives by taking into account the nutritional needs of the girl | Support school lunch initiatives taking into account the nutritional needs of the girl | Strengthen synergies for feeding initiatives for women and girls taking into account their nutritional needs in the health and education sectors |
| Develop initiatives to provide food to pregnant and lactating women in the health unit as a way to stimulate the follow-up of pre and post natal consultations and at the same time respond to their nutritional needs | Develop initiatives to provide food to pregnant and lactating women in the health unit as a way to stimulate the follow-up of pre and post natal consultations and simultaneously respond to their nutritional needs. | Support initiatives to provide food to pregnant and lactating women in the health unit as a way to stimulate the follow-up of pre and post natal consultations and at the same time respond to their nutritional needs. | |
| Expand food education actions that include training women and men in the preparation of healthy food | Collaborate with the Government in the implementation of food education initiatives | Invest in the financing of food education initiatives | Prioritize food education |
| Healthcare Services | | | |
| Effectively including men by ensuring that they are more involved in caring for their health and the health of family members while challenging restrictive gender practices and norms | Expand awareness and training initiatives for the preparation of more nutritious meals | Support trainings and gender expertise at provincial and district levels | Support the MOH, MINEDH, MGCAS and the Ministry of Youth to integrate gender inequality and restrictive norms of gender, gender identity, sexual orientation and pleasure into SRH modules/training |
| Expand trainings of specialized gender staff and implementation of the Strategy for Gender Equality in the Health Sector at provincial and district levels | Implement media campaigns for behavior change regarding early unions, GBV, and rights of the LGBTQI+ community; | Support community work to promote ongoing dialogue between parents/family influencers and adolescent youth on SRH, building their skills and providing them with information | Strengthen youth-friendly health services and build the capacity of health facilities to take this work forward |
| Strengthen and expand the role of EPAs by training them to be sensitive to gender inequalities and how they impact health | Raise awareness of safe abortion services for women and girls | Support with resources to train district and provincial health officials to respond to adult and child demands for GBV services | Support the building of mechanisms for the implementation of the Health Sector Gender Equality Strategy to be integrated into all health interventions |
| Facilitating women's access to confidential safe abortion and post-abortion services | Expand community work to promote ongoing dialogue between parents/ influential figures in the family and adolescents of young people about SRH, building their skills and providing them with information | Support the search for data and evidence on the impact of non-communicable diseases for women and support prevention initiatives | |
| Fighting GBV | | | |

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| Integrate GBV into other health care entry points | Extend anti-BGV awareness to all levels of the community | Support capacity building of various sectors to prevent and respond effectively to GBV | Create synergies for sensitizing and building the capacity of various sectors to prevent and respond effectively to GBV |
| Incorporate GBV into school curricula as well as teacher training. | Invest in socialization through healthy dialogue and conflict resolution at both community and school levels | Increase support to the women's movement and women's CSOs and CBOs | Promote the design of guidance documents in the justice sector to ensure greater understanding, prioritization, and response mechanisms to gender and GBV issues |
| Establish a GBV hotline. | Strengthen relationships and partnerships with the Ministry of Interior and Justice to follow up on cases of GBV | Support the establishment of a GBV hotline | |
| Design guidance documents in the justice sector to ensure greater understanding, prioritization, and response mechanisms to gender and GBV issues | | | |
| Strengthen monitoring and deterrence initiatives on obstetric violence | Extend anti-BGV awareness to all levels of the community | Include/extend obstetric violence in the intervention themes | |
| Social Protection | | | |
| Strengthen institutional capacity at the different levels (central, provincial and district) to provide social protection to those in need. | Investigate how the introduction of electronic payment mechanisms is affecting men and women in accessing them taking into account digital literacy challenges | Support the strengthening of institutional capacity at the different levels (central, provincial and district) to provide social protection to those in need. | Broadening reflection on and action in favor of social protection initiatives in the context of conflicts, natural disasters and pandemic COVID-19 |
| Improve social and economic protection plans specific to women and girls | To understand to what extent awareness messages in the course of payments are capitalized in terms of gender issues | Support specific social and economic protection initiatives for women and girls, | |
| Review the requirements for accessing social protection programs, so that the broadening and coverage can actually be more inclusive with respect to the target groups that will be determined based on the requirements | | Support the broadening and making more comprehensive the social protection programs for the displaced people in Cabo Delgado | |
| Incorporate gender and SDDR in initial and in-service teacher education programs, | Build capacity of school boards and local leadership to address GBV, sexual abuse and unwanted pregnancy | Support the recruitment and training of more female teachers | Develop awareness-raising actions from a gender-transformative perspective so that gender initiatives, programs and policies actually have the expected result and do not reproduce inequalities or reinforce discriminatory patterns |
| Integrate critical evaluation of gender-based stereotypes in initial and in-service teacher training and curricula | Creating community-level mechanisms to ensure girls' safety on the way to and from school | Provide scholarships for girls, particularly in contexts where girls' dropout rates in elementary school | |
| Expand school lunch programs | Expanding school lunch programs | Support the expansion of school lunch programs | |

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| Monitor the application of the repeal of Ministerial Dispatch 39/GM/2003, | Sensitizing pregnant and parenting girls to stay in school | Support extension of scholarships to vocational technical institutes to have entry quotas for girls | Extend support to professional technical institutes to have entry quotas for girls |
| Sanction teachers and school managers involved in sexual harassment and violence | Conduct advocacy and dialogue in the policy-making process on sexual harassment and violence, | Support schools having adequate sanitary facilities and help them guarantee access to sanitary products | |
| Facilitate the recruitment and training of more female teachers | Work Supporting technical assistance and training for women in small and medium enterprises | Support the recruitment and training of more female teachers | |
| Promote bilingual education | | | |
| Employment | | | |
| Amend or repeal article 4 of the Decree on Domestic Labor (No. 40/2008), to prohibit the participation of children in the domestic labor market | Campaign to ensure that the revision of the Land Law includes clauses that allow for greater control and ownership of land by women | Support women's economic empowerment programs | Advocate for the revision of the Land Law to include clauses that allow for greater control and ownership of land by women |
| Support technical assistance and training for women in small and medium-sized enterprises in conjunction with the private sector | Monitor compliance with maternity leave and breastfeeding arrangements, especially in the private sector | Assist in increasing the number of day-care centers and pre-school education to create jobs and liberate women in partnership with the private sector | Sensitize the private sector to link youth to potential employers |
| Expand the number of daycare centers and pre-school education to create jobs and free women in partnership with the private sector | Share information regarding procurement legislation and value chains with women's organizations so that they can train more women | Support the private sector to link young people to potential employers | Advocate for the integration of gender in the National Investment Plan, particularly in the Agricultural Sector |
| Enforce compliance with maternity leave and breastfeeding arrangements, especially in the private sector | Establish an effective and functional system for reporting sexual harassment in the workplace that is not a deterrent to survivors | Support the promotion of small and medium enterprises, entrepreneurship and start-up incubation that includes a strong women's empowerment dimension | Advocate for the development of a national strategy to promote small and medium enterprises, entrepreneurship and start-up incubation that includes a strong women's empowerment dimension |
| Conduct regular labor inspections in all labor sectors to enforce the Labor Law and ensure decent working conditions in the informal sector | Strengthen women's associations in the fisheries sector and ensure their presence on CCP boards | Support the creation and strengthening of women's associations in the fisheries sector and ensure their presence on CCP Councils | Support the development of an effective and functional system for reporting sexual harassment in the workplace, which is not a deterrent for survivors |
| Develop a national strategy to promote small and medium enterprises, entrepreneurship | Build capacity of school boards and local leadership to address GBV, sexual abuse and unwanted pregnancy | | |

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| and incubation of start-ups that includes a strong women's empowerment dimension | Creating community-level mechanisms to ensure girls' safety on the way to and from school | | |
| Digital Inclusion | | | |
| Support the reduction of the acquisition costs of smart feature phones and ensure complementary public access | Develop digital literacy activities for women and girls | Support the extension of access to mobile money to men and women | Create synergies for strengthening digital access and literacy activities for women and girls |
| Ensure more affordable and competitive importation and marketing fees for these smartphones, so that they are more widely available | | | |
| Extend access to mobile money to men and women | | | |
| Water and Sanitation | | | |
| Expanding water supply services in communities | Raise awareness and discourage the practice of open defecation by providing alternative sanitation infrastructure | Support the extension of water supply services in communities | Support government in implementing sanitary infrastructure in schools that allows girls privacy and safety |
| Ensure sanitation infrastructure and sanitary supplies for women and girls, especially in school, to reduce absenteeism and the likelihood of dropouts; | | Finance sanitation infrastructure and sanitation supplies for women and girls, especially in school, to reduce absenteeism and the likelihood of dropouts; | |
| Improve water and sanitation conditions in health facilities to prevent infections, especially for childbirth and postpartum services. | | Improve water and sanitation conditions in health facilities to prevent infections, especially for childbirth and postpartum services. | |
| Energy and Transport | | | |
| Consider income and gender inequalities in the planning, design and implementation of transport policies | Sensitize public transport and collective transport of semi-passengers about physical, sexual and psychological violence committed against women and girls | | Sensitize energy and transport sectors to apply measures to promote gender equality |
| Expand energy access in the country through the use of alternative energies | Raise awareness about the health and environmental risks of using biomass | Promotion of programs that promote access and use of improved stoves adapted to alternative and renewable energies | Raise awareness about the health and environmental risks of using biomass |
| Social and cultural norms | | | |

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| Promoting the integration of gender equality into the school curriculum | Implement participatory and empowering processes to engage multiple actors in promoting equitable social norms (e.g. debates, rounds of conversations, lectures, radio and photo soap operas and other social behavior change initiatives) | Support participatory initiatives to engage multiple actors in promoting equitable social norms | Develop awareness-raising actions from a gender-transforming perspective so that gender initiatives, programs and policies actually have the expected result and do not reproduce inequalities or reinforce discriminatory patterns |
| Reinforce investment, especially in rural areas, by bringing in female role models who can serve as good role models for other women in communities | Create spaces for reflection on the implications of social norms that involve not only women and girls | Support the creation of conditions for better access to opportunities among young people, and girls in particular | |
| | Implement communication campaigns both in Portuguese and in local languages using means such as posters, wall painting, radio, internet, social networks and telephone | Reinforce investment, especially in rural areas, by bringing in female role models who can serve as good role models for other women in communities | |
| “Strengthen the employment dimension in an integrated way between different actors, including community actors, to influence the transformation into the deep gender inequality structure” | | | |
| Voice and Participation | | | |
| Adopt the Zebra System for equal representation of men and women | Adopt the Zebra System for equal representation of men and women | Support mechanisms for the inclusion of young people (over age in the range close to the average age in the country) in decision-making positions | Create mechanisms for the inclusion of young people (over age in the range close to the average age in the country) in decision-making positions |
| Guarantee, at the level of the legal framework, special conditions that allow the representation of women in elected positions and on party lists | Guarantee, at the level of the legal framework, special conditions that allow the representation of women in elected positions and on party lists | Support institutional gender mechanisms that lead the State to greater accountability and monitoring of its work in the area | Support institutional gender mechanisms that lead the State to greater accountability and monitoring of its work in the area |
| Create mechanisms for the inclusion of young people (over age in the range close to the average age in the country) in decision-making positions | Reach out and engage rural women, through more partnerships with associations such as the Mozambican Movement of Rural Women | | |
| People with Disabilities | | | |
| Develop statistics on persons with disabilities disaggregated by sex, age group and type of disability; | Developing economic empowerment programs for women and girls with disabilities | Support the development of statistics on people with disabilities disaggregated by sex, age group and by type of disability; | |
| Expand access of girls and women with disabilities to education, including technical and vocational education providing | Promoting expanded access to health care and services for girls and women with disabilities and information about their rights | Support the development of economic empowerment programs for women and girls with disabilities | |

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| opportunities for employment and redemption | | | |
| Expand access of girls and women with disabilities to health care services and information about their rights | | Support the access of girls and women with disabilities to education, including technical and vocational education providing employment and redemption opportunities | Stimulating the private sector to employ women with disabilities |
| MGCAS to take leadership in improving policies and establishing services to meet the needs of women and girls with disabilities; | | | |
| LGBTQI+ | | | |
| Transform the legal framework to recognize the diversity of gender and sexual identities in the country to ensure protection of the rights of LGBTQI+ people in the country | Raise awareness for changing behavior and perceptions towards the LGBTQI+ community | Support the universalization of health campaigns for the entire LGBTQI+ community | Advocate to transform the legal framework to recognize the diversity of gender and sexual identities in the country to ensure the protection of rights of LGBTQI+ people in the country |
| Universalization of health campaigns for the entire LGBTQI+ community | | | |
| COVID-19 | | | |
| Rethink the social security system so that it responds more effectively to the needs of pensioners in times of crisis like these | Intensify "I want to be formal" campaign | Intensify "I want to be formal" campaign | Rethinking the social security system so that it responds more effectively to the needs of pensioners in times of crisis such as these |
| Replicate initiatives to bring preventive health services, like FP, to communities and households without having to go to health centers | Replicate initiatives aimed at bringing preventive health services, such as FP, to communities and households without them having to go to health facilities | Support and replicate initiatives aimed at bringing preventive health services, such as FP, to communities and households without them having to go to health facilities | |
| Conflict and Instability | | | |
| Ensure socio-economic inclusion of displaced populations | Develop mental and psychological rehabilitation activities for women and girls. | Support the socio-economic inclusion of displaced populations | |
| Ensure socio-professional integration of women and offer FP services | Ensure socio-professional integration of women and offer FP services | Support mental and psychological rehabilitation activities for women and girls. | Broadening the understanding of peace to include the security and well-being of people in everyday life |
| Promote amnesties, accompanied by the creation of reception centers for deserters | | | |
| Train the armed forces in Human Rights and strengthen internal organization and discipline | | | |

| Ensure the implementation of the strategy on the Prevention of Sexual Exploitation and Abuse (PSEA) that protects victims of sexual violence in emergency situations | | | |
|---|---|--|---|
| Environment and Climate Change | | | |
| Developing alternative livelihoods with specific options for women | Pressure traditional leadership of Natural Resource Management Committees to be more proactive in including women | Support the promotion and further integration of gender and environment in national budget planning | Support the Ministry of Land and Environment to work more with the gender dimension |
| Extractive Industry | | | |
| Integrate gender into the Mining Act and develop a gender strategy for the extractive industry | Address the absence of any reference to gender issues in the Mining Act; | Support the creation of equal employment opportunities for women to participate in the extractive industries | Encourage the establishment of good practices and regulations that protect women in the sale of their mining products |

Appendix

Appendix 1: Table of part of the international and regional commitments adopted by the Government of Mozambique for the achievement of gender equality

| Commitment | Description |
|--|--|
| Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). | Ratified by the Government of Mozambique in 1993, it obligates signatory states to review all existing discriminatory legislation and adopt new laws to eliminate all discrimination against women. |
| Beijing Declaration | Ratified in 1995, it establishes programmatic frameworks to be implemented by governments to improve the status of women through the implementation of the Beijing Platform for Action (with 12 priority areas). |
| SADC Declaration on Gender and Development | Ratified in 1997, it obligates signatory countries to review discriminatory laws and pass new ones in order to eliminate factors that limit women's access to and control over resources and decision-making spaces. |
| Protocol to the African Charter on Human Rights on the Rights of Women in Africa | Ratified in 2005, it reinforces measures taken to eliminate all forms of discrimination against women in Africa and to protect their rights. |
| Solemn Declaration on Gender Equality in Africa | Ratified in 1994, sets the goals for the African Union in terms of gender equality to be achieved by member states. |
| SADC Protocol on Gender and Development | Adopted in 2008, sets targets for SADC regarding the achievement of gender equity, including the recommendation to achieve 50% participation of women in decision-making spaces. |
| International Convention on the Rights of Persons with Disabilities | Ratified in 2010, includes an article on women with disabilities. |
| Resolution 1325 of the United Nations | Resolution on Women, Peace and Security. First Plan prepared for the period 2009-2013 and the second for the period 2018-2022. |

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Ministry of Gender,
Children and Social Action

