



# **BEIJING +25**

## **MOZAMBIQUE REPORT ON THE IMPLEMENTATION OF BEIJING DECLARATION AND PLATFORM FOR ACTION**

**2019**

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## LIST OF ACRONYMS

<b>ACIPOL</b>	Police Science Academy
<b>AISHA</b>	Horizonte Azul Socio- Cultural Association
<b>AMMCJ</b>	Association of Women in Magistrate Career
<b>ANAMM</b>	Mozambican Municipalities National Association
<b>AR</b>	Assembly of the Republic
<b>CAI</b>	Integrated Care Centres
<b>CDAM</b>	District Councils for the Advancement of Women
<b>CeCaGe</b>	Center for Coordination of Gender Studies
<b>CECAP</b>	Coalition for the Elimination of Early Marriage
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination Against Women
<b>CESC</b>	Center for Learning and Civil Society Capacity Building
<b>CNAM</b>	National Council for the Advancement of Women
<b>CPAM</b>	Provincial Council for the Advancement of Women
<b>BDPfA</b>	Beijing Declaration and Platform for Action
<b>SRR</b>	Sexual and Reproductive Rights
<b>DUAT</b>	Land Use Rights
<b>EMCs</b>	School in the Peasant's Field Initiative
<b>ENSSB</b>	Basic Social Services National Strategy
<b>EP1</b>	Primary School
<b>ESG</b>	General Secondary School
<b>FAE</b>	Officials and State Agents
<b>FARE</b>	Economy Rehabilitation Support Fund
<b>FDA</b>	Agrarian Development Fund
<b>FDC</b>	Foundation for Community Development
<b>FDD</b>	District Development Fund
<b>FORCOM</b>	Community Radio Forum
<b>FRELIMO</b>	Mozambique Liberation Front
<b>GAFC</b>	Group for Families and Children Support
<b>HIV</b>	Human immunodeficiency Virus
<b>IDS</b>	Health and Demographic Survey
<b>INE</b>	National Institute of Statistics
<b>IOF</b>	Survey on Household Budget
<b>ISAP</b>	High Institute of Public Administration
<b>ISRI</b>	Superior Institute of International Relations
<b>MGCAS</b>	Ministry of Gender, Children and Social Action
<b>MINED</b>	Ministry of Education and Human Development
<b>MISAU</b>	Ministry of Health
<b>MITADER</b>	Ministry of Land, Environment and Rural Development
<b>MULEIDE</b>	Desenvolvimento Women, Law and Development Association
<b>MDG</b>	Millennium Development Goals
<b>SDG</b>	Sustainable Development Goals

<b>OIT</b>	International Labour Organization
<b>ONU</b>	Unidas United Nations Organization
<b>OSC</b>	Civil Society Organization
<b>OTM</b>	Mozambican Labour Organization
<b>PERPU</b>	Strategic Programme for Urban Poverty Reduction
<b>PESD</b>	Distance Secondary Education Programme
<b>PESS</b>	Health Sector Strategic Plan
<b>PFG</b>	Gender Focal Points
<b>PNAMPS</b>	National Plan on Women, Peace and Security
<b>POPA</b>	Operational Plan for Food Production
<b>PQG</b>	Five-year Government Programme
<b>RENAMO</b>	Mozambican National Resistance
<b>ROSC</b>	Civil Society Forum for Child Rights
<b>SAAJ</b>	Friendly services for Youth and Adolescents
<b>SADC</b>	Southern Africa Development Community
<b>T&amp;I</b>	Test and Start Initiative
<b>TARV</b>	Antiretroviral Treatment
<b>CITs</b>	Comunication and Information Technologies
<b>US</b>	Health Facilities Centres
<b>GBV</b>	Gender Based Violence

## INTRODUCTION

The Beijing + 25 report presents the country's progress in the implementation of the Beijing Declaration and Platform for Action (BDPfA), outputs of the IV Conference on Women Held in China in September 1995, during the 2014-2018 five-year period. These instruments systematize the governments' political commitment to the promotion and protection of women's rights and their empowerment through the implementation of a set of actions, grouped into 12 critical areas, namely: 1) Women and Poverty; 2) women and girl's education and training; 3) Women and Health, 4) Violence against Women; 5) Woman and Armed Conflict, 6) Woman and the Economy; 7) Woman in Power and Decision-Making; 8) Institutional Mechanisms for the Advancement of Women; 9) Human Rights of women; 10) Women and the Media, 11) Women and the Environment, and 12) Girls child.

The submission of national reports on a regular basis is a monitoring procedure for those instruments, established by the Political Declaration adopted in 2000, within the framework of the 23rd Special Session of the United Nations General Assembly, under which States have drawn up a policy document of actions and initiatives to advance the implementation of the Beijing instruments which obliges them to present progress in the respective critical areas of concern every five years. In this regard, the reports are the basis for assessing the overall status of women's rights and status in their respective countries, as well as to inform the review of the implementation of the Beijing Platform for Action and monitoring mechanisms at the global level.

The Government of Mozambique has already prepared and submitted (1999, 2004 and 2014). The current one, which is the fourth is being produced in the context of celebrations of the twenty-fifth anniversary of the Beijing Conference (1995), taking place in 2020, at the same time with the celebration of the five years of the implementation of the 2030 Sustainable Development Agenda.

The documents and events leading up to the celebration of the Beijing+25 anniversary, reflect the high expectation to consider 2020, as an important mark in the irreversible and measurable progress of gender equality and empowerment of women and girls, therefore country reports will inform the regional review process and progress evaluation, which will take place in March of the same year.

At the global level, it is expected that the celebrations of the 25th anniversary of BDPfA will provide space and an opportunity for strengthening gender-responsive action and for the implementation of other commitments such as: Security Council resolution 1325 and subsequent resolutions on Resolutions on women, peace and security; the Addis Ababa Action Agenda of the Third International Conference on Financing for Development (2015); the Paris Agreement on Climate Change (2015), among others key elements for advancing the development agenda of women and girls.

This specific circumstance, is challenging the report to use a comprehensive approach to capture the perceptions, expectations and also the knowledge and experience of the stakeholders, including the Government, Civil Society, Cooperation Partners, the Academy, the Private Sector, the segment of population which include young people, women and

children, among others, with a relevant role in the debate and the construction of a society of gender relations with equal access to rights, resources and opportunities for women and girls.

The methodological approach was based on the United Nations guideline and followed the principle of effective participation of stakeholders at all stages of the report production, highlighting the national consultation meeting. A coordination committee, led by the MGCAS, was created, involving various stakeholders from Government, Civil Society and Cooperation Partners to ensure the observance of the guidelines.

In accordance with the guidelines, the report is structured in four parts. The first section provides the macro analysis of the priorities, achievements, challenges and setbacks over the last five years. This section should also reflect on the new and emerging priorities for the future. The second section should provide a more detailed analysis of measures taken to advance gender equality across the twelve critical areas of concern, organized in six dimensions according to the 2030 Agenda. National processes and mechanisms, linking those related to the implementation and monitoring of the Beijing Declaration and Platform for Action with those related to the 2030 Agenda for Sustainable Development, are described in section three. Finally, is provided information on the availability of sex-disaggregated data and gender statistics, linking the monitoring of the BDPfA with the gender-sensitive implementation of Agenda 2030.

## **1. PROGRESS: MAIN ACHIEVEMENTS, CHALLENGES, SETBACKS AND PRIORITIES**

### **1.1. MAIN ACHIEVEMENTS, ENABLING FACTORS AND CHALLENGES**

The Government of Mozambique expresses its political position and commitment to promote and protect women's rights through the ratification of the main international and regional instruments aimed to fulfill that objective in line with the national legal framework and in the documents that reflect the orientation strategy for the country's development. Prior to Beijing, Mozambique had ratified CEDAW in 1993, the Solemn Declaration on Gender Equality in Africa in 1994.

Within the measures and actions carried out between 2014-2018 the following achievements can be highlighted:

- i. In education sector, progress is reflected in the increase in girls' access to education in all subsystems (and retention), the proximity to attain parity (48.2%) and the positive results on adult literacy (about 66.7% in 2017). Due to a set of interlinked awareness actions, training of teachers and school managers, including sign language and Braille, as well as the adaptation of infrastructure to special needs, it is added to the sector achievements the increasing girls with disabilities with access to school. This trend is not based in official data and is based on the effective increase of the numbers of students with disabilities enrolled. By 2017 a

total of 78,614 were enrolled in schools in the country. An important step was repeal of order 39/2003 of December 5, which eliminate the norm which oblige girls who become pregnant automatically to attend night school. The Law of the National of Education System was also revised, which includes gender equality as a principle and general objective.

- ii. In health sector, the achievements reflect the Government's investment in sexual and reproductive health, which were consolidated with the implementation of the services in all geographic extent of the country and community interventions. All these measures resulted in an increase in the geographic coverage of specialized services (maternal and child health, immunization, family planning, HIV and malaria), which contributed to reducing the distance between the place of residence and the Health Unit (HU), contributing to access to services for more girls and girls, especially at reproductive age. The review reports of the sector reflect the increase in the number of institutional deliveries (from 71 per cent in 2014 to 83 per cent in 2018), the number of HIV positive / HIV positive women with access to Antiretroviral treatment (through the implementation of the acceleration plan, expansion and testing services for more districts), among other achievements that reflect a remarkable progress under this specific critical area. Maternal mortality has declined (from 489 to 408 / 100,000 live births) but still remains a concern.
- iii. The promotion of women's participation in decision-making and authority bodies, was also a priority. The system of quota representation and other affirmative measures in the sectors favored women's access to leadership positions and political and economic influence, particularly in the public sector, which gives the country recognition as one of the most progressive in Africa and the world. In the governance cycle started in 2015, the Mozambican Parliament elected the first woman to be the President. In the same circumstance, two of the three parliamentary parties (FRELIMO and RENAMO) indicated women as leaders of their parliament benches. For the Specialized Commissions, 3 out of the existing 9 are chaired by women. It should be noted that in general, the parliament is represented by about 40% of women.
- iv. Important steps have been taken in combating Gender-Based Violence (GBV), with emphasis on the approval of the National Plan for Preventing and Combating Gender-Based Violence 2018-2021. Combating domestic violence in particular has been a recurring priority since the early days of implementing the BDPfA. The achievements in the 2014-2018 period, reflect the results of the Government efforts and other actors that have resulted in the elaboration of specific complementary legislation, reinforcement of its application at all levels and the expansion of the specialized services of the victims of violence.
- v. Regarding girls' rights, the key priority was to combat earlier marriages (forced unions) through the approval and implementation of the National Strategy for Preventing and Combating Earlier Marriages 2016-2019, which has been transformed into a public agenda, due to the mobilization of the whole society to

combat this practice, an action led by the Government with the involvement of the Parliament, Civil Society and cooperation partners. Through this movement, several sensitization actions were carried out, aimed at the different segments of society, including community leaderships using radio and television debates, lobbying and advocacy, civil society consultation with parliamentarians, among other actions. A preliminary draft law on the elimination of earlier marriages was drawn up, in an initiative led by the 3rd parliamentary commission and the Coalition for the Elimination of Earlier Marriages (CECAP).

- vi. The strengthening of institutional mechanisms and instruments for the advancement of women and girls, aimed to ensure transversality in all and in each key sector and in the planning and monitoring system processes, was another achievement. New guiding instruments were approved in 2018 - the National Gender Policy and its implementation strategy, the National Plan for the Advancement of Women 2018-2024, the National Plan for Preventing and Combating Gender-Based Violence 2018-2021.
- vii. In the current five-year period, it was notable the Government's investment in measures aimed at promoting the autonomy of women. Combined actions in education, science and technology, labor and agriculture sectors, through technical, vocational and professional training strategies, especially targeted at women and women's organisations, have provided them with the knowledge, tools and capacity to develop income generation and improve living conditions. Social protection has shown to be of great strategic importance. The implementation of social protection programs has contributed to reducing the vulnerability of women and girls, adding the challenges associated with girls' retention in school, women's access to health services and continuity of treatment of chronic diseases, among others that perpetuate their condition.

## **1.2. ENABLING FACTORS**

The achievements described were enabled by the following factors:

- i. The institutional legal framework, which is very progressive, provides the basis for action by all sectors and public institutions and the flourishing of initiatives of Civil Society and Private Sector, oriented to the promotion of gender equality and empowerment of women and girls.

Throughout the current five-year period, were proposed specific reviews of certain laws, such as the Family Law, Labor Law and Criminal code and others have been approved, complementing those already existing and increasing coverage of the total rights of women and girls, such as the Law of Right to Information, the Law that decriminalizes the abortion done in the health units under certain conditions (under the revision of the Criminal Code). The draft bill on the Elimination of Earlier Marriages was also produced and submitted for approval by the Parliament.



- ii. The existence of coordination mechanisms (the National Council for the Advancement of Women and Gender Sector Units and the Gender Coordination Group<sup>1</sup>) and the institutionalization of gender strategies in the key sectors of education and health, which facilitate integration of the needs and priorities of women and girls in planning and monitoring processes;
- iii. The participative principle that orient the governmental action and has made possible the engagement of Civil Society in the implementation of the policies and in the achievement the targets set by the sectors, especially in the health and education sectors, where the Civil Society Organizations assure sensitization, community mobilization and citizenship building, especially in the most remote areas, whose contribution to the implementation of sector programs is significant, especially in health and education.

Memoranda of Understanding signed between sectors and CSOs reflect this openness. As a result of this interaction, the specialized civil society organizations, such as *WLSA*, *AMMCJ*, *Nweti*, *CESC*, *ROSC*, *Fórum Mulher*, *Muleide*, *NAFEZA*, *FACILIDADE*, *Gender Links* and the specific initiatives developed by other actors contributed to minimize the sectorial weak capacity, through training and capacity building of police officials, health (especially maternal and child health), school managers, teachers and magistrates on the rights of women and children.

At the district level, civil society contributions are acknowledged to increase citizens' awareness on their rights and to streamline the structures created by different sectors to facilitate community dialogue and service monitoring. Such is the case of the co-management and health management committees and the School Councils. In this regard, service engagement and monitoring tools developed by these organizations in partnership with the services are in place in many locals. The Community Scorecard, expenditure tracking, community dialogues are some examples of tools developed and implemented by CSOs, which have contributed to improving the quality of water, health and education services.

The key informants of this report have linked the positive results in terms of adherence to the services and initiatives implemented by different to the performance of the civil society organisations. Projects such as "*Eu Leio*", "*Mais Vida*", "*Tua Cena*", "*TPC*" and "*Rapariga Biz*" are seen to have contributed significantly to reach planed targets in education and health sectors.

The visibility of earlier marriages debate and Sexual and Reproductive Rights is on the one hand, attributed to the political commitment present in the agenda of the leadership and in the advancing the agenda with other actors, at all levels and, on the other hand, the results of the initiatives of empowerment of girls, as a result of the increase in the number of youth associations aimed at transforming young people and girls into agents of social change, such

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<sup>1</sup> Thematic coordination mechanism involving CSOs, Government and cooperation partners.

as the Geração Biz program, coordinated by the Ministry of Youth and Sports, the Children's Line and "Safe Spaces"(implemented by Horizont5e Azul Cultural Association-ASCHA), among others.

At the health sector, achievements were brought about two main factors:

- The establishment of platforms and mechanisms for interaction between the government sectors and communities - health and co-management committees, which do community mobilization for health services (family planning, prenatal and postpartum consultations, institutional childbirth and vaccination campaigns), advancing the planed targets;
- The concrete measures implemented by the sector to expand and improve the quality of services. The National Strategy for Quality Improvement and Humanization of Health Care 2017-2023 provided the institutional platform for planning, resources mobilization, promoting, implementation, monitoring and evaluation of the sector interventions, which consolidate the humanization and health care, formalizing the Government and sector commitments in providing services that take into consideration the specific needs of the target group of women and girls.

In the education sector, the increased access to girls' education and retention is a result of the the institutional arrangement of the gender unit, parity-oriented actions and efforts to transform schools in democratized spaces through the creation of School Councils, whose responsibilities include promoting girls' participation.

In relation to progress in GBV combat, the results are related to the expansion of Referral services for victims of violence, the continuous and unceasing movement of awareness and mobilization of communities and actors, carried out by civil society organizations and the dissemination of the Law and related debates, at all levels, including in the media.

### **1.3. CHALLENGES AND SETBACKS**

The process of the Gender Policy review, approved in 2007, provided an opportunity for a deep reflection on the achievements and the challenges to attain gender equality, based on the experience and learning of the 10 years of its implementation.

The process identified important progress in the areas of women's and children's health, women's participation in decision-making spaces, girls' access to education, improved quality of health services and treatment of gender-based violence, specially of the the domestic violence, but also uncovered challenges and setbacks that will have inhibited better results.

The most relevanta are the inadequacy and ineffectiveness of referral services for victims of violence, the lack of preparation of police officials, weak application of legislation, the ineffectiveness of policy monitoring mechanisms and the apparent stagnation of progress in the promotion of women's participation in decision-making, existent at certain levels, namely, in the District Consultative Councils, Municipality Presidency and Assemblies.

Lack of financial resources is one of the challenges-the financial crisis affected the capacity of investment in all sectors, especially social sector. The health sector, extremely dependant of external investment was the most affected.

Several factors have inhibited results in promoting and protecting the rights of women and girls, although they do not affect negatively the achievements listed. The development of strategies for overcoming them will be a priority in the coming years. In this specific report it is important to mention the following priorities:

- The need to improve the efficiency and effectiveness of integrated services for victims of violence and their adequacy to the proper needs of women and girls. Part of the informant agree that shortcomings in technical, material and financial capacity have resulted in law demand and case tramitements, and that the approach and principle of reintegration of victims into families, while socially accepted, proves to be ineffective because it increases their vulnerability and risk, including life. There are many cases of children raped by relatives who end up returning to cohabitation with the aggressor, reinforcing the violence;
- Investment in challenging the referral symbolic universe and practices that inhibit the accelerated advancement of women's and girls' rights, still continuense a priority. The setback in GBV and in the results in family planning, for example, is attributed to cultural factors. Although contraceptive methods are free and available in almost all health facilities in the country, and despite the satisfactory level of knowledge of contraceptive methods (90.8% among women), the level of use of any method is extremely low. Poor adherence, rather than lack of knowledge, suggests that negative cultural norms lead to the marginalization of services and their importance to the quality of women's lives. The maintenance of GBV levels in the public and private spaces is also attributed to the prevailing strong patriarchal system.
- The Government's ambition regarding the advancement of women, challenges the education sector to consider, changing in gender gender relations as a political project and ensure that it is present in the intire learning and teaching system and process. The Government understands that the consolidation of progress is dependent on improving the more structural problems that affect the quality of girls' education, including staff capacity (teacher / student ratio), improvement of teaching and learning, the improvement of infrastructures and the adaptation of secondary general and technical-professional curricula to their development needs. Civil society informants, on the other hand, add as challenges the need to create curricula and pedagogy material gender-responsive, to increase investment in teacher training in and to adapat infrastructures (especially toilets) to the needs of girls. There is a general understanding that improvements in the planning and budgeting of actions under the Gender Strategy in the sector could lead to better results.

- In the health sector, notable advances in expansion, availability and improvement of the quality of services are constrained by the current results of family planning, which determine to a large extent, the maintenance of the high maternal mortality rate. On the other hand, informants from Civil Society organisations mentioned that regression in terms of new HIV infections, which is perceived therefore and / or perverse effect of a new tendency to focus on treatment, rather than on prevention. The general understanding is that, among less educated women, information and, less awareness, HIV infection tends to increase as the result of the measure that put more emphasis in the clinical area/treatment rather than prevention. Civil society informants have expressed concern that the approach is even more expensive;
- Strengthening the implementation of the Laws remains a challenge inhibitor to better progress in efforts to promote and empower women and girls. The weaknesses in the application of the Laws relegate the treatment of serious violations of the rights of women and children to domestic space and / or traditional mechanisms, outside the justice system, favoring the impunity of the aggressors, while weakening the relationship of women and girls with institutions;
- Regarding women's participation in decision-making, the main challenge relates to the need to achieve the planned targets on women's representation at provincial and district levels in the government and private sectors, which remain stationary. The Statistics of Officials and State Agents (2016-2017) on the distribution officials and State Agents occupying functions of Directorate and high management position at the indicates that out of 3465 officials and State agents holding Directorate and senior management positions, in 2017, 75% were men, compared to 2 304 (73%) in 2015; and 25% were female, against 27% in 2015 – a regression in two percentual points.
- In general, on the one hand, women are better represented in positions where access is through nomination, a situation which is less frequently in those position based in an election process, suggesting the need to strengthen the implementation of policies at the local level. On the other hand, the presence of women in decision-making areas is not yet reflected in the strengthening of gender equality, women's empowerment or the improvement of their socio-economic status, so that investment and the reception of a transformative approach to institutions are highly recommended;
- Finally, one of the main challenges to the Mozambican Government to achieve the women's advancement agenda has to do with the need to increase the access of girls and women to productive resources (land, financial resources) to reduce vulnerability and poverty. Significant steps were taken with the centralization of social assistance and other measures aimed at creating a favorable environment for the financing of initiatives developed by women, but the results are still below expectations. Households headed by women, remain the poorest, and the challenges of their financial inclusion and labor market still prevail.

## **1.4. PRIORITIES**

The reference period for this report was marked by a national and international socio-economic context that brought new elements at the center of the reflection on the human rights of women and girls, namely: (i) the emergency of the extractive sector, due to the discovery of resources natural resources; ii) international debates on the effects of climate change and their implications on the livelihoods of women who depend primarily on land and agriculture; (iii) the advancement of conservatism and right-wing parties in occident, and the consequent change in ideology and approach to support women's development, and (iv) the financial crisis, brought about by internal and external factors, which influenced investment capacity in the social sectors.

In the current Government's Five-Year Program 2015-2019, actions related to promoting the rights of women and girls are grouped into four priorities: (i) promoting an inclusive education system that responds to the development needs of women and girls; ii) expanding access to and improving the quality of health services; iii) increased provision and access to water, sanitation, transportation, communication and housing; and iv) promoting the participation of women in all development processes.

These priorities are reflected in the National Plan for the Advancement of Women and in the new Gender Policy and Implementation Strategy.

### **1.4.1. Priorities for the coming years**

Considering the identified challenges, the priorities for the next five years are based on five aspects:

- Adoption of legislation on early marriages;
- Strengthening the implementation of legislation that protects the rights of women and girls, especially the Law on Domestic Violence;
- Improvement of institutional coordination mechanisms, which include a holistic, more dynamic and inclusive approach (involving the active participation of other actors among cooperation partners, civil society in the broad sense, private sector and academia and private sector);
- Strengthening economic empowerment and job creation and livelihoods for women;
- Set up monitoring indicators to measure the SDG progress.

## **2. PROGRESS ACROSS THE 12 CRITICAL AREAS OF CONCERN**

### **2.1. INCLUSIVE DEVELOPMENT, SHARED PROSPERITY AND DECENT WORK**

#### **Critical areas of concern:**

- **Women and poverty**

- Women and the economy
- Human rights of women
- The girl child

### **2.1.1. Main actions taken to promote gender equality in relation to women's role in paid work and employment**

Within this area, the actions were focused on strengthening the application of laws and labor policies and practices that prohibit discrimination in the recruitment, retention and promotion of women in the public and private sectors and for the implementation of measures to prevent sexual harassment in the workplace.

In 2016, was approved the Policy on Employment with the motto "More and better jobs for Mozambicans", which in its pillar VII on crosscutting issues foresse the following three gender-related issues: (i) to expand training opportunities for women; (ii) ensure the elimination of discrimination and sexual harassment for women in employment and in the workplace; and (iii) encourage the employment of women in traditionally male jobs.

An action plan for combating the worst forms of child labor was also approved, which was elaborated based on the fact that the effect of negative practices on domestic work and child prostitution negatively affected women and girls.

In the draft bill on Labor Law, submikttd to the Parliament, it is suggested the increasement of the maternity leave period from sixty to ninety days, in line with ILO Convention 183 on maternity protection. It also proposes special measures against the violation of the special rights of working women.

In the particular case of the Labor Law, in addition to the changes in terms of the extension of maternity leave from two to three months, the law brings an opportunity for progress in terms of time distribution and work-family conciliation by providing maternity sharing leave between both parents.

#### **➤ Supported the transition from informal to formal work, including legal and policy measures that benefit women in informal employment**

The informal sector, which employs mostly women, is characterized by precariousness, a low level of legal protection and unstable incomes that make it impossible for women to access credit and work in more decent conditions.

In the reporting period, the Government approved the Law on domestic work, which employs a large part of the female labor force. This legislation accommodates the specific needs of the domestic work and increases their safety at work and give more possibilities for a life with more dignity.

The Government reinforced measures to implement the quota reserved for women in public constructions (25%), which contributed to increasing formal employment opportunities for women, reducing their dependence on precarious and / or non-renumerable jobs, especially in rural areas.

As a result of these measures, women perform jobs labeled as men's job, deconstructing stereotypes and confronting discriminatory practices. In some municipalities, especially in the capital cities, the collection of refuse, the cleaning of public roads are entrusted to associations composed mostly of women and this has allowed the transition of many women to the formal employment sector.

Aimed at promoting employment, The Ministry of Gender, Children and Social Action (MGCAS) has led training courses in business management, food hygiene, use of agro-processing techniques specifically targeted at women's associations or mainly composed of women from the informal sector. In 2017 a total of 838 women benefited for training in the country. The same entity led the dissemination of modern production methods and advanced technologies. These actions were developed as a complement to the expansion of technical assistance programs, combined with the provision of rural infrastructures. Training packages were also given to women's associations to support access to productive resources and basic social services, including organization of sharefairs. In 2017, 394 women from informal sector and 168 associations mostly composed of women were trained.

These introduced measures were aimed to reduce the employment rate between women and men. Only 34% of young women have paid work, against 53% of young men. More women (19% vs. 15% of males) hold unpaid work, and more than half (47%) are unemployed, compared to 31% male.

➤ **Strengthening land rights and tenure security;**

Observing the principle of women's right to use land and access to land, as expressed in the National Land Policy, through the Ministry of Land, Environment and Rural Development (MITADER), the Government implemented simplified procedures that culminated in the attribution of Land Use Rights (DUAT) to women. Due to implementation of these measures, 25%<sup>2</sup> of women have land title use rights.

The PQG specifies the need to prioritize women and young people in managing the benefits of natural resources and the environment for their role and relevance to social stability. This intention is evident in the orientation towards the involvement of women in decision-making bodies on land and other natural resources for the enjoyment of associated development opportunities at all levels. The establishment and reinforcement of quota compliance were some of the measures taken to achieve this.

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<sup>2</sup> Gender profile

The Oil (21/2014) and Mining laws (20/2014) have introduced institutional measures that reflect the Government's intention to ensure the regulation and supervision of natural resource exploitation activities to favor the benefit of nationals. On the other hand, Mozambican legislation provides for the channeling of part of the operating income (2.75%) on the production tax to the respective communities and the rights of reimbursement due to the resettlement in social equality of women and men.

➤ **Financial inclusion and access to credit, including for self-employed women**

Financial inclusion has gained increasing relevance in the debate on inclusive sustainable development as part of strategies to reduce poverty and increase women's autonomy by stimulating their economic activity. In 2013 the Government approved the Strategy for the Development of the Financial Sector. In the National Financial Inclusion Strategy, approved later, the financial system is described as insufficient for the needs of the populations. By 2015, there were only 8 credit institutions per 10,000 m<sup>2</sup> in the country and five agencies per 100,000 adults, reflecting coverage of only 87% of the 158 districts. Only 20% of the population had a bank account.

In the rural areas, where the female population is the majority (67%), the lack of financial services is much higher, and the situation inhibits the financing of women's income-generating activities, especially agricultural ones (only 3% of global banking credit) that constitute the basis of subsistence in rural areas (80%). This situation is similar for women in the informal sector.

The Government has promoted a set of initiatives aimed at compensating for this shortage and improving financial inclusion, including the establishment of funds for the development of rural finance, such as the District Development Fund (FDD), the Rural Financing Program (FARE), Agrarian Development Fund (FDA), Fisheries Development Fund (FFP), among others.

The FinScope research report on financial inclusion commissioned by the Ministry of Economy and Finance in 2014 associates low financial inclusion with factors such as lack of literacy that inhibits citizens from perceiving the value of financial services and the functioning of institutions, lack of infrastructure, low income and lack of formal employment opportunities. However, FinScope reflects an increase in financial inclusion from 22% in 2009 to 40% in 2014. Information on the status of women's financial inclusion is insufficient. There is, however, a significant evolution in the use of financial services by women, from 52 banking accounts / 100,000 adults in 2005 to 284 in 2015 and 270 in 2017.

The Government set as targets until 2022 the access of 35% of the adult population to a formal financial institution account and 100% district coverage. By 2022, the Government has defined as target access of 35% of adults to a formal financial institution account and district coverage at 100%.

The FDD, FDA, PERPU approach of the among others, reflects the Government's intention to strengthen the package of opportunities and resources to ensure the effective participation of women in the development process. The Government has ensured the expansion of



financial services for women to the districts to stimulate production and ensure the survival of families, especially in rural areas. By 2015, 40% of the projects submitted to the FDA were for women. Under these and other associated measures, women's access to credit increased from 10% in 2010 to 20% in 2015.

- **Access to modern technologies (including climate-smart technologies), infrastructure and services (including agricultural extension)**

In this area, through science and technology, training packages were developed and implemented in various areas, especially in the use of ICTs, which provided women with the knowledge and tools to take advantage of development opportunities. With the same objective, the MGCAS promoted the dissemination of modern methods of production. Specific women's empowerment programs developed and implemented by the MGCAS and partners include components that promote women's and girls' access to ICTs.

- **Devised mechanisms for women's equal participation in economic decision-making bodies (e.g. in ministries of trade and finance, central banks, national economic commissions)**

Significant progress has been made in breaking down gender asymmetries in the commercial and economic sectors. At the Ministry of Mineral Resources and Energy (MIREME), 106 out of 265 employees are women. This trend is the same in other similar areas.

### **2.1.2. Assessment of introduced austerity/fiscal consolidation measures in women and men**

There is no sufficient and systematic information on the impact of austerity measures on women's lives.

## **2.2. POVERTY ERADICATION, SOCIAL PROTECTION AND SOCIAL SERVICES**

Critical areas of concern:

- Women and poverty
- Education and training of women
- Women and health
- Human rights of women
- The girl child

The IOF 2014/15 report reflects improvements with a significant influence on women's living conditions compared to 2008. One should emphasise: (i) the increase in households that use water from safe sources from 40.5% to 50.9% (although far below the target of 67%); (ii) increased access to electricity and other modern sources (lighting from 14% to 25%);

improvements in sanitation (from 16% to 27%); increase in families with access to water (3.5%, less than 30 minutes), markets (10.2%) and public transport (11.1%), and reduction of the illiteracy rate of 49, 9% to 44.9%.

However, challenges remain in the employment component, characterized by the downward trend in paid work (from around 30% in the 1980s to only around 20% in 2015); affirmation of self-employment as the main source (73.1%); a large proportion of the population economically active (15%) still employed as unpaid family workers (21% among the female population) and huge gender differences prevalence in labor force by sector. Most of the active female population is engaged in subsistence farming and informal activities, which increases the likelihood of exploitation and precarious working conditions.

Poverty continues to have a female face. 63% of households headed by women are poor. Of these, 76% are headed by peasant women. The IOF 2014-2015 report also reveals that although minors (3 to 4 members), female-headed households are members of non-active age, children under the age of 15, and the elderly over 65, being therefore more dependent than those headed by men.

### **2.2.1. Main actions taken to reduce/eradicate poverty among women and girls?**

#### **➤ Improve access to social protection for women and girls?**

The acceleration of poverty reduction and vulnerability of women in the Five-years Government Programme is associated with the distribution of the benefits of economic growth and increasing the resilience of households. The Government entrusts this mission to social protection.

Within the National Strategy for Basic Social Services (ENSSB) 2016-2024, operationalized by four programs (Basic Social Subsidy Program, Direct Social Support Program, Social Services and Social Action Program and Productive Social Action Program), the Government directs resources to the poor households to facilitate their access to basic services and paid work opportunities to increase their income and meet their basic needs and live with dignity. Over the last five years, interventions in these programs have benefited a total of 44,627 households, of which 48% are headed by women.

#### **➤ Improvement of health outcomes for women and girls**

The Health Sector Strategic Plan (PESS) 2014-2019 focuses on more and better services and reducing access inequalities. The plan explicitly links the quality of women's health to cultural differences and to their submissive position, with implications for their decision-making power.

As reported in 2014, the health sector has created a Women and Children's Department and has developed a set of instruments to ensure more and better services for women and girls, among which the following stand out:

- Integrated National Plan for achieving the Millennium Development Goals (MDGs) 2009-2012 / 2015;
- Gender Strategies 2009-2013 and 2018-2023;
- The National Strategy for the Improvement of Quality and Humanization of Health Care 2017-2023;
- National Strategy for the Prevention and Treatment of Obstetric Fistula 2013;
- National Action Plan for GBV
- Response in the Health Sector 2019-2022;

Regarding the health of women and girls, the PESS set ambitious targets for maternal mortality (190 / 100,000 live births), institutional deliveries (75%), contraceptive prevalence (30%), and pregnant women receiving prophylactic malaria treatment (80%) and health facilities with co-management committees established (50%, which were 24% in 2012).

The sector has implemented a set of strategic actions to ensure compliance with these goals, including geographic expansion of services and community involvement in health, whose role is considered crucial for the implementation of the programs, through community mobilization for service demand, especially in HIV treatment or provision of family planning methods.

The figures on progress in women's health reflects a steady state of maternal mortality at 408 / 100,000 live birth, far below the ODS targets and PESS (190 / 100,000 live birth), a factor associated with women's high exposure to maternal death by the high fertility rate (an average of 5.1 since 2014) and little use of family planning services.

However, In-Hospital Maternal Mortality Ratio reflects an evolution above the expected targets. The target (120MM / 100,000) was exceeded in 2015 with 94 deaths per 100,000 live births. In 2016 the number dropped down to 87.

While the sector recognizes the need for further analysis on the enabling factors of these outcomes, progress in the in-hospital maternal mortality ratio is attributed to improvements in the quality of pregnancy care services, childbirth and postpartum care services and the availability of Emergency Obstetric Care, whose coverage (7.9) already exceeds the minimum acceptable level (5 per 500,000 inhabitants).

Other initiatives' results developed by the sector are combined with progress intra-hospital maternal mortality. The *Maternity Model initiative*, in place since 2009, as a strategy to improve the quality and humanization of services, which by 2016 had been expanded to 145 health facilities. According to the Joint Assessment Report for 2016, an analysis of the sector indicated that interventions under this initiative would have contributed to reducing the ratio of maternal mortality in maternity units implementing the initiative by around 1/3, covering about 30% of all institutional births in the country.

The above factors also brought about progress in institutional childbirth coverage, which increased from 71 per cent in 2014 to 83 per cent in 2017. On the one hand, this trend is

associated with the level of education and the age of women that have access to the service, on the other, to women's access to prenatal care. The data show that the younger and more educated (93% with secondary education or more), the more they attend institutional childbirth. Of the women who join the institutional delivery, the greater number go through prenatal consultation.

The evolution in adherence to family planning (29% in 2014 to 33% in 2016) is encouraging. The availability of family planning methods is guaranteed in 90% of the health facilities. There are at least 3 methods of family planning in each covered health facility.

Also contributed to the achievements, the increasing the access of HIV-positive pregnant women to antiretroviral treatment, through several interlinked actions, including the introduction of new policies under the National STI-HIV & AIDS Control Program. The expansion of the Test and Start approach to more districts (totalizing 20) and the increase in the number of health facilities providing antiretroviral treatment (from 1145 in 2016 to 1221 in 2017) contributed for the progress achieved. In almost all provinces, except for Niassa, women have more access to antiretroviral treatment compared to men.

Additionally to measures to expand and improve the quality of services, the informants tend to link the positive results of the sector to community involvement, which is ensured by the establishment and revitalization of health and co-management committees (collective structures recognized by the sector as a liaison mechanism between the community and health services) and training of Multipurpose Agents (APEs), traditional birth attendances using safe childbirth approaches.

These actions have been crucial in increasing women's (and men's) adherence to and demand for services, as well as the level of community awareness and awareness about HIV, malaria, cervical cancer and the importance of using of antenatal planning and prenatal services, vaccination, among others. As part of the reinforcement of the community involvement component, the Quality and Humanization Committees were expanded to another 27 health units, totaling 1180 USs with quality and humanization committees. The number of Health Committees increased from 1583 in 2016 to 2286 in the country.

There are other adopted measures that contributed for the achieved progress. The understanding that gender inequalities determine the barriers to the use of health service and undermine achievements has led to the introduction of the male involvement approach. In 2018, MISAU developed the "Guidelines for Man Engagement in Health Care", which guide interventions aimed at engaging men and boys in the use of health services at the community level.

The MISAU understands that masculinity norms determine the poor involvement of men and undermine the results of health programs, especially to control epidemics such as HIV. The detachment of men discourages the use and retention of men and women in health care. The men's involvement approach seeks to transform them into agents of change (Champion Man) to promote exemplary behaviors in other men as partners in the women and childrens' health.

As a result of that, the sector has established a priority in districts where there is low participation of men, the *Friendly Services* - integrated male health care that includes health components and psychosocial support focused on the couple as the basic unit of intervention.

The new approaches also encompass the engagement of adolescent and young men, considering their specific needs, which has involved interventions in the community, at school, integrated or combined with existing youth and adolescent engagement programs, such as in the case of the *Geração BIZ program*, and in the health facilities, through the *Friends of the Youth and Adolescents Services (SAAJ)*.

Specifically, with regard to girl health, the establishment and expansion of SAAJ has increased demand and access to quality and humanized SRH services for adolescents and young people. In addition, mobile brigades provide SRH services in the communities and in the school space. However, girls still start early sexual activity (average age of 16 years), which contributes greatly to the occurrence of early pregnancy and problems with adverse health effects such as obstetric fistulas.

➤ **Improvement in education outcomes and skills for women and girls**

As part of the Government's efforts to break gender asymmetries over the five-year period, the sector has reinforced measures to ensure the training of girls and women in all subsystems and to reduce illiteracy and school drop-out rates.

The sector achievements of the sector reflect gains in increasing the number of girls enrolment in school. Of the universe of 7,759,207 students attending school, from Primary School (EP1) to Secondary Education (ES2) in 2018, 3,740,754 were female, compared to 3,491,340 out of a total of 7,242 .341.

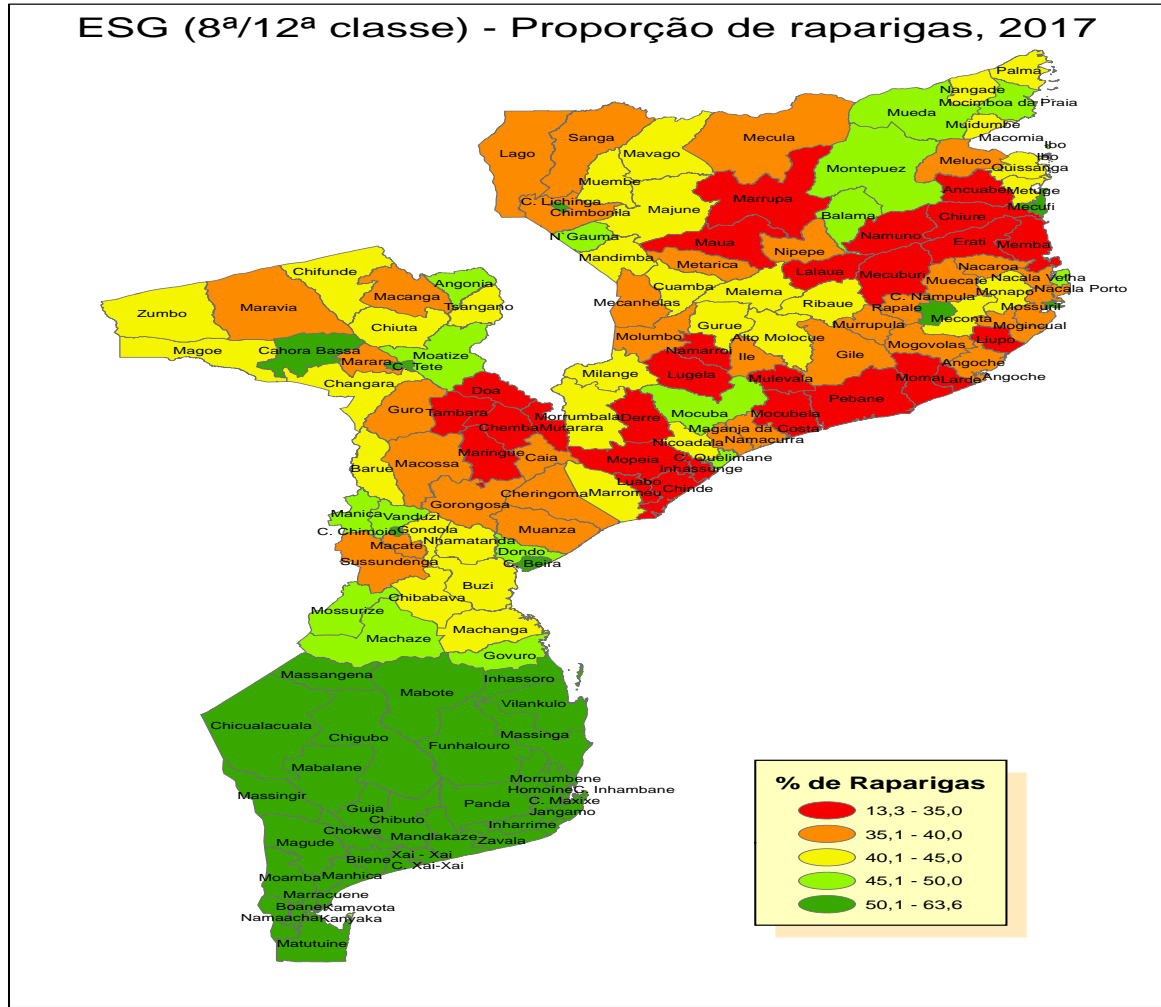
TABLE 1: INDEX OF THE STUDENTS PRESENCE IN THE SECTOR

Nr.	Province	2015	2016	2017	2018	Total
1	Niassa	0.91	0.91	0.91	0.91	0.912
2	Cabo Delgado	0.90	0.91	0.93	0.92	0.90
3	Nampula	0.88	0.90	0.90	0.91	0.90
4	Zambezia	0.85	0.86	0.87	0.87	0.87
5	Tete	0.92	0.93	0.94	0.95	0.94
6	Manica	0.87	0.89	0.89	0.89	0.88
7	Sofala	0.85	0.86	0.86	0.86	0.86
8	Inhambane	1.03	1.03	1.03	1.03	1.03
9	Gaza	1.05	1.06	1.06	1.06	1.06
10	Maputo Province	1.05	1.05	1.05	1.04	1.051
11	Maputo City	1.09	1.081	1.08	1.07	1.08
	<b>Total</b>	<b>0.92</b>	<b>0.93</b>	<b>0.93</b>	<b>0.93</b>	<b>0.93</b>

SOURCE: MINED (2018)

In addition, data show a clear trend towards gender parity (48.2%). However, the results differ from region to region. Overall, the school is more attended by boys who represent 52.4% of the graduates in the primary level and 51.0% in the secondary, where the trend of gender balance is higher. At the middle level, at least four provinces in the country (Zambezia, Inhambane, Gaza and Sofala) graduate more girls than boys. In the southern part of the country, girls represent 50% of the total number of students and in secondary education the proportion of girls is 49.4% and 49.5%, respectively. Data from the sector indicate that the literacy subsystem is, by trend, mostly frequented by women. In 2017 they corresponded to 66.7%.

FIGURE 1: PROPORTION OF YOUNG GIRLS IN THE EDUCATION SECTOR



SOURCE: MINED

As per the Figure 1, girls’ retention remains a challenge in the center and south of the country and especially in rural areas. The high number of dropouts continues to affect girls' participation at the primary and secondary levels.

The sector draw a direct relationship between the retention of girls in school, the lack of families financial and material conditions and early marriages, and therefore prioritized the implementation of financial compensation measures (exemption of tuition fees, free school supplies for girls from disadvantaged families), while engaging all stakeholders (communities, school managers, community leaders, school councils, teachers and students) in the effort to combat early marriages.

The understanding that girls’ retention is beyond the possibility of enrollment has led to the reinforcement of additional measures to transforming into safe spaces and attractive for girls. The sector established zero tolerance for sexual abuse in schools and trained students, teachers and the school community to identify and report violence. There are available respective handbooks for teacher and the student at schools.

The recent repeal of order 39/2003 of 5<sup>th</sup> December, which eliminate the prohibition of early pregnancy obliging pregnancy girls to attend night classes, has restored the rights of girls and increased space and opportunity for girl's retention.

These measures have been combined with the introduction of packages of curricular activities (circles of interest), locally decided, within the context of schools, using existing conditions (including human and financial resources), which foster the rights and empowerment of girls. Civil society organizations implementing specific girls 'empowerment projects have collaborated with the sector in the use of these spaces, implementing initiatives aimed at girls' empowerment, awareness of GBV and SRR, gender transformative and development of life skills.

Other strategies such as the recruitment of young women as teachers have been adopted as a way to encourage girls to stay in school and parents to give more value education.

The bilingual education, introduced in 1993, as an experimental project, but later expanded since 2003 to 16 languages and 10 provinces, also influence the inclusion and retention of girls in school, is a response to the need to improve teaching in initial literacy in primary education, addressed as the right of children and communities to learn in the language they speak and better understand. Increase engagement of parents and community in reading in early classes (1st-3rd grades).

Although there is no systematized information on the subject, it is believed that bilingual education favors the integration of students (and students) in school and the better accompaniment by parents and guardians. In 2016 there were 470 schools with bilingual modality and there was a growth of 52.1%. In 2017, 715 introduced the bilingual system, comprising 85,960 students, of which 41,482 are female.

The expansion of the Secondary Distance Learning Program (PESD) for 7th and 10th grades have created opportunities for girls to raise their academic level. In 2017, the PESD, at the first grade of Secondary Education, was implemented in 293 centers, enrolling 31,968 students, of whom 15,933 are women (49.8%). The students enroled represent 5.2% of the total daytime course at th same education level.

Within the scope of gender mainstreaming and strategy of its implementation, combined and coordinated interventions between science and technology, the National Employment Institute and MGCAS were implemented to achieve the objectives and goals in terms of professional and vocational training, focused on raising the skills of women and young girls to the job market and self-employment.

In the responsibility of the Ministry of Science and Technology were introduced training packages aimed to equip women with the skills to develop income generating activities in an autonomous, innovative and sustainable way. As part of the new legislation that institutionalized the modality of technical and vocational education, the first training in biotechnology and bioscience was carried out, which advanced new solutions in health and nutrition. The training was benefited women and students.



Other opportunities for higher education were made available for women to continue their masters and doctoral studies through scholarships. Actions initiated in 2009 with the creation of the CeCaGe and establishment of gender units in higher education institutions have favored an increase in the number of women with access to higher education. Higher education institutions have gender units and / or instruments that guide the integration of gender in the training process with specific subjects on women's rights and inclusive development. The implementation of these actions led to:

➤ **Broadened access to land, housing, finance, technology and/or agricultural extension services**

The Government's investment in combating female poverty included the approval of programs aimed at financing the women's productive initiatives. The *Sustenta Project*, which finances the family farming sector and the development of rural areas, is being implemented in Nampula and Zambézia provinces, the most populated in the country and those with the highest female literacy rates. Under the Operational Plan for Food Production (POPA), the Government approved and financed fishing and aquaculture projects and hired macrofinancial institutions to provide and manage grants, including marine engines to artisanal operators.

The Land Law defines men, women and local communities as beneficiaries of the Rights of Use of Land. The Government has developed a package of measures to promote the participation of communities in the management of natural resources, including in the resolution of land conflicts.

The Government also prioritized agricultural extension services targeted at women, so that in 2017, 410 women were trained, and the best producer was awarded, in addition to the assistance provided through the *Schools in the Peasant Fields initiative* (EMCs), which benefited 32,512 people, of which 16,878 are women.

The Strategic Plan for the Development of the Agrarian Sector - PEDSA (2011-2020) states that women are actively involved in agricultural and livestock production and play a key role in food and nutrition security and family economy. In the same area, the National Plan for the Investment of the Agrarian Sector - PNISA (2013-2017), in the Subprogram to Promote Food and Nutrition Security, has as a priority actions, among others, to advocate and raise awareness of Women's Associations. Through the Integrated Technology Transfer Program (PITTA), 62,800 farmers attended the demonstrations (agricultural PITTA), of which 32,244 are women. At PITTA Livestock, 40,679 producers out of which 22,832 are women, attended this program.

## 2.3. FREEDOM FROM VIOLENCE, STIGMA AND STEREOTYPES

Critical areas of concern:

- Violence against women
- Human rights of women
- Women and the media
- The girl child

### 2.3.1. Priority actions to address violence against women and girls, stigma and stereotypes

Regarding to this dimension, the main actions focused on the following priorities: (i) domestic violence, including sexual violence; (ii) sexual harassment and violence in public places, educational and employment environment; (iii) early and forced marriages; female genital mutilation; trafficking of women and children.

In line with the principle of indivisibility of women's and girls' rights, one of the priorities of the Government, Parliament, Civil Society and the justice sector was fundamentally guided by the objective of harmonizing existing legislation with the international human rights framework and other national legislation. This effort resulted in the review and approval of specific laws to fill the gaps in terms of legislation and the weaknesses of its application, namely:

- Revision of the Family Law - specifically, issues related to marriage and the exception of marriage of minors over 16 years. In relation to minors marriage, it is proposed to revoke the exception. In relation to unmarried partners, the aim is to eliminate the ambiguity of the Law that undermines the observance of women's rights in its application;
- Approval of the Law that decriminalizes safe abortion, within the framework of the Penal Code;
- Revision of the Labor Law - which proposes concrete measures against sexual harassment and all forms of discrimination against women;
- Revision of the Criminal Code - which clearly defines childhood, thus opening space for the debate on the need for harmonization of legislation for the protection of children's rights under international and regional instruments. Under the Criminal Code, voluntary abortion, practiced in the health facilities, was decriminalized under certain conditions and genital mutilation is penalized.

The Parliament is working on draft bill Law for revision of the session V under the Civil Code – Inheritance Law.

With reference to violence against girls, a breakthrough was the repeal of order 39 (which included punitive measures for pregnant girls required to attend night school), and the National Strategy for the Prevention and elimination of early marriage.

The combat against early marriages is not a new priority, but there has been an evolution in the way the problem has been approached, due to the current tendency to separate the rights of girls from the ones of women, which have always been linked, favoring their visibility and awakening of the attention of the other actors to their negative implications on the agenda of the advancement of women and girls, on the one hand. On the other hand, the positive results of health sector investment in the promotion of SRR have led to a broader debate on premature marriages as an expression of the violation of sexual and reproductive rights.

The reporting period was also very productive in the elaboration of operational instruments to combat violence, stigma and stereotypes, namely:

- National Plan for the Advancement of Women 2018-2024;
- National Plan of Action on Women, Peace and Security 2018-2022;
- National Plan for Preventing and Combating Gender-Based Violence 2018-2021;
- National Action Plan for Disability 2012-2019;
- National Strategy for Preventing and Combating early Marriages 2016-2019;
- Sector Plan for Combating GBV in the Health Sector.

### **2.3.2. Main Strategies**

In terms of strategy, the combating against violence against women and girls consisted of the following actions:

#### **i. Women, institutions and community leader's awareness raising**

Awareness-raising continues to be as one of the key strategies to increase women's and men's awareness of the range of inalienable human rights of women and girls. During this period, awareness-raising activities on GBV were carried out, mainly by the Government and CSOs, which combined information sessions through campaigns directed at different audiences, among institutions, community leaders and women and girls themselves (that as the result of various situations are not aware of them).

To combat nocive practices and values that undermine women's rights, awareness has been directed at changing the mindset and attitudes of the guardians of traditions and culture and local structures. Indeed, the Government and civil society have invested their efforts to the production of information material in native languages and to promoting and broadening the debate on rights and practices that inhibit their full enjoyment.

Community radios play an important role in community mobilization around the rights of women and girls. In television, it is worth to highlight the emergence of specific programs that address the issue, both on the public and private media. TVM, a public TV channel, has the "*The Homem que é Homem*" program that deconstructs stereotypes of roles between women and men. The STV has developed a "*No Feminino*" program, a space exclusively attended by women, which cover various issues of different nature, from political to economic.

Awareness-raising also involves the dissemination of important legislation for various audiences, including those in the sectors with the responsibilities to implement it. As a sensitization strategy, sectors and actors tend to value and prioritize the approach of involving men in awareness-raising actions, with the aim of transforming them into agents of change. In education and health, this approach has contributed to increasing girls' retention at school, preventing and re-establishing girls from early marriages and the participation of parents in school life, where they lead the established mechanisms for identifying and reporting cases of violation of the rights of girls, such as harassment and sexual abuse. In the health sector, the presence of men in awareness raising of maternal child health care, including family planning, is associated with progress in the use of available services. The approach of mobile brigades has been the preference of the sectors for the diffusion of the legislation.

## **ii. Expansion of specialized police, justice and health services**

As reported in 2014, the Government of Mozambique has focused on concrete measures to encourage reporting of violence cases and ensure access to referral services for victims of violence. Since 2012, there has been a Multisectoral Mechanism for Integrated Care for women victims of violence, operated by the Integrated Care Centers (CAI), which integrates the Gender, Health, Justice and Interior sectors.

In the health sector, the *One Stop* initiative have been established that provide specialized assistance to the victims, whose main entrance is the health Unity. At the Ministry of the Interior level, the *Women and Child Care Units* are set up and expanded in all police stations and the *Family and Child Care cabinets* exclusively dedicated to this purpose.

The expansion of this service contributed to the increase of the national coverage of the services and guarantee of access to more women and children. In terms of health, the number of health facilities offering specialized and prioritized care for victims of violence increased from 221 in 2016 to 310 in 2017. The service was expanded to a further 70 health units, corresponding to the compliance rate of 79%. It was possible due to the improvement of multisectoral coordination between the Ministry of Interior, Justice and Gender, Children and Social Action and partners' support.

In the justice sector, progress reflects improvements in the capacity of response to domestic violence cases. Data comparison between 2011 and 2014 and 2018 show an increase in the number of cases judged. This result is associated with a set of measures, among them, the the magistrate's initiative and willing to implementation of the Domestic Violence Law, the

reinforcement of coordination with Civil Society, which have contributed to increase the procedural acceleration.

It is due to all the efforts made in these sectors that there is a general trend towards the women and girls's demand to the existing services and the increase in the number of cases reported over the period 2014-2018. However, challenges related to access to justice persist due to factors such as geographical accessibility, lack of infrastructures and staff to respond to demands, as well as issues related to the lack of control of the application of alternative sentences to imprisonment.

The statistics of domestic violence of 2017, carried out by INE, reveal that the pattern of occurrence of cases of violence victims in adults (18-64 years) is similar to those of 2015, with the majority of female victims. Between 2015 and 2017, cases of violence against women increased by 34%. The total number of adult victims of domestic violence per 10 thousand inhabitants remained. In every 10 thousand adults, about 20 females and over 5 males reported cases of violence. Simple physical violence was more frequent in 2017, with 50.01% of cases, followed by psychological (25.39%) and patrimonial (14.55%). Cases of sexual violence with disease transmission, non-consensual sex, indecent exposure, abuse against elder people, and trafficking continue to be the least reported.

## ii. Empowering Girls

### 2.3.3. Violence against women and girls facilitated by technology

There is lack of systematized information. However, the justice approach is that technology and the media, when well used, end up being the best allied to actions to promote human rights in general, and gender equality, in particular, so far as it has been the biggest vehicle for addressing messages to change behavior and attitudes. The Ministry of Justice, Constitutional and Religious Affairs (MJCR), with emphasis on the National Human Rights Department (DNDHC), has been disseminating messages aimed at changing the way of thinking of gender equality issues, including the training of media professionals for the correct transmission of information, using different means of communication and information.

## 2.4. PARTICIPATION, ACCOUNTABILITY AND GENDER-RESPONSIVE INSTITUTIONS

### Critical areas of concern:

- Women in power and decision-making
- Institutional mechanisms for the advancement of women
- Human rights of women
- Women and the media
- The girl child

### 2.4.1. Promoting women's participation in public life and decision-making

Mozambique has one of the highest rates of women's representation in decision-making places in Africa and in the world. Women represent 31% in executive, 30% in judicial, 39.9% in legislative and 29 to 33% in provincial and district levels. In the governance cycle started in 2014, the Mozambican parliament elected the first woman to be President of the Parliament. In the same circumstance, two of the three parliamentary benches (FRELIMO and RENAMO) indicated women for their leadership and 3 of the 9 main Special Committees are headed by women.

The country has been implementing since 2018, the second National Gender Policy, under which it has established institutional mechanisms to strengthen the women's participation at all levels. Affirmative measures expressed by the establishment of quotas, the existence of gender units and strategies in the various sectors and the improvement of supervision and follow-up of the implementation of gender policy have favored a continuation of the trend towards an increase in the number of women holding management and leadership positions, especially in the public sector.

According to the "Statistics of Officials and State Agents" (2016-2017), of the twenty-eight million and nine hundred thousand inhabitants (Census 2017), the Public Administration sector receives 365,826 government employees and agents, corresponding to 1.3% of the Mozambican population. Statistical data for the sector reflects the increase of women in overall staff and in leadership and management positions compared to 2013. Of the total 365,826 national agents existing in 2017, 223,973 are men, corresponding to 61 %, and 141,853 (39%) are female, a percentage similar to that of 2015.

Based on the same source national-level government positions, in 2017, 33.9% were held by women, equivalent to an increase of 11.3%, compared to 2015.

**Table 1: Officials and State Agents holding governance positions desagregated by sex**

POSITION/SEX	2015		2016		2017	
	M	F	M	F	M	F
<b>Governmental Positions</b>						
President of the Parliament	0	1	0	1	0	1
Primer Minister	1	0	1	0	1	0
President of the Supreme Court	1	0	1	0	1	0
Deputy-President of the Supreme Court	1	0	1	0	1	0
President of the Administrative Court	1	0	1	0	1	0
President of the Constitutional Court	1	0	1	0	1	0
Republic Attorney General	0	1	0	1	0	1
Deputy Attorney General	0	0	1	1	1	1
Ministry	17	5	14	9	13	9
Deputy Ministry	12	8	17	3	17	3
Provincial Governor	7	4	7	3	7	4
District Administrator	103	51	107	47	107	47
<b>Total</b>	<b>144</b>	<b>70</b>	<b>151</b>	<b>65</b>	<b>150</b>	<b>66</b>

Source: Government Officers and State Agents statistics 2016-2017

**Table 2: Distribution of Officials and State Agents at the central level holding leadership and senior management positions disaggregated by sex**

POSITION/SEX	2015		2016		2017	
	H	M	H	M	H	M
Senior management – central Level						
General Secretary	3	3	3	2	3	2
Permanent Secretary at the Ministry	14	7	15	6	15	6
National Director	214	104	241	111	241	111
Deputy National Director	106	68	102	71	102	71
Director	60	10	60	11	60	11
Head of Central de Departament	802	468	861	519	864	519
Head of Central Section	542	453	641	546	642	546
Head of Central sub-section	224	117	247	135	247	135
<b>Total</b>	<b>1 965</b>	<b>1 230</b>	<b>2 170</b>	<b>1 401</b>	<b>2 174</b>	<b>1 401</b>

Source: officials and State Agents Statistics 2016-2017

**Table 3: Distribution of officials and State Agents in Local bodies holding leadership and senior positions**

POSITION/SEX	2015		2016		2017	
	H	M	H	M	H	M
<b>Senior management and leadership at provincial level</b>						
Provincial Governor	7	4	7	4	7	4
Provincial Presiding Judge	21	9	20	10	20	10
Provincial attorney	13	6	12	5	12	5
Provincial Secretary Permanet	8	3	4	7	7	4
Provincial Inspector	40	12	47	13	47	13
Provincial Director	71	20	71	21	70	29
Deputy Provincial Director	20	7	25	13	25	13
Head of Provincial Departament	876	357	926	408	926	408
Head of provincial Section	1160	690	1 276	747	1 277	748
Head of Provincial Sub-section	392	231	363	222	364	222
Head of provincial Secretary	5	6	6	5	7	4
Head of Provincial Services	77	11	65	11	65	11
<b>Total</b>	<b>2 690</b>	<b>1 356</b>	<b>2 822</b>	<b>1 466</b>	<b>2 827</b>	<b>1 471</b>

Source: officials and State Agents Statistics 2016-2017

At the district level, the number of female State employees and agents occupying positions of leadership and management increased by only 1.6% between 2015 and 2017, against a 12.8% increase in the number of male employees.

In general terms, more than 60% of government employees are male. The gender disparity is accentuated in the category of directors and senior management at the district level, being 0.42 in 2015 and 0.33 in 2017.

Concerning the behavior of the institutions, in terms of response and sensitiveness to gender, there is a general tendency for women to participate in government action.

At the municipal level, an Action Plan has been drawn up by the Gender Committee of the National Association of Municipalities of Mozambique (ANAMM), which prioritizes the awareness of municipalities to promote women's participation in the municipal development process, as well as women's representation in decision-making positions. Within this Action Plan, the Municipal Mozambican Women's Network was revitalized, and the Municipal Women's Centers were created, whose responsibilities include measures to ensure gender mainstreaming in municipal governance policies and programs.

Although at the municipal level aggregate data reflect less parity in the constitution of the bodies, gender mainstreaming tends to become a principle in government action, resulting in the adoption of methodologies to facilitate women's access to institutions and the demands for according to their needs and priorities.

Between 2014 and 2018 there was a notable trend towards a flourishing of participatory governance practices in municipalities, culminating in the adoption of tools aimed at promoting the participation of the most vulnerable groups, as well as the institution and institutionalization of spaces for interaction between citizens and institutions, in addition to the formal mechanisms. For example, The Mandlakazi municipality, which is chaired by a woman, has set up three municipal forums, the Women's Forum, made up of fifty women elected in the neighborhoods representing all social extracts, and others of Youth and Children, in which 50% are female and 50% are men.

The adoption of these good practices (Participative Planning and Participatory Budgeting, Municipal Observatories) favored the creation of new forms of community participation, whose functioning follows the principle of representativeness and gender equity. The engagement of women in these spaces has resulted in the implementation of investment projects that respond to their needs and priorities, such as the construction or rehabilitation of health centers, roads, markets, water utilities and school's furniture.

An increasing number of municipalities have gender gender policies and observe gender sensitive budgeting and planing.

#### **2.4.2. Women's access to expression and participation in decision-making in the media, including through information and communication technologies (ICT)**

There as no enough data available to assess the expression and quality of women's participation in the media. However, there are significative positions of decision-making in the public media are occupied by women. The Director of the Information Bureau (GABINFO), the Deputy Director of Jornal Notícias (the largest public newspaper), the General Directorate of the Institute of Social Communication. In the private sphere, the trend is the same. Several community radios and coordination bodies (Community Radio Forums) are run by women. There is an Association of Women for Social Communication in the country.



In the same way, the programs of the country's main public and private radio and television channels are filled by programs presented by women.

## 2.5. PEACEFUL AND INCLUSIVE SOCIETIES

### Critical areas of concern:

- Women and armed conflict
- Human rights of women
- The girl child

The main progress in this dimension was the adoption of the National Plan for Women, Peace and Security (2018-2022), in response to the commitments made under ratification of important international and regional instruments, including the SADC Protocol on Defense and Security.

The plan is aligned with the intention described in the five-year Government Programme to promote the well-being of the Mozambican population, the consolidation of national unity, peace and sovereignty. The Plan recognizes the rights of women and girls and their vulnerability to armed conflict and underlines their importance as agents in conflict prevention and resolution and in peace maintenance.

The plan essentially defines actions for the empowerment of women on peace missions and security in different situations of conflict, aiming at:

- Ensure implementation on specific legislation;
- Gender mainstreaming in all conflict prevention and management strategies;
- Ensuring women's participation in the decision-making structures of peace and security processes;
- Recruitment, promotion and retention of women in defense, security and justice.

The plan also provides for a monitoring mechanism aligned with the review process of the Economic and Social Plan and the annual evaluation through a monitoring and evaluation committee made up of governmental and non-governmental sectors.

In concrete terms, the results of the actions carried out under the project "Promoting the Effective Participation of Women and Girls in Peace, Security and Recovery in Mozambique" stand out as follows:

- Establishment and operationalization of a Project Advisory Group on Women, Peace and Security in 2017;

- The establishment of the technical team responsible for Women, Peace and Security in the MGCAS;
- Awareness-raising for women representatives of all provinces on the UN Normative Framework on Women, Peace and Security, addressed to women and associated with their rights;
- Involvement of soldiers from all 11 provinces of Mozambique in the first dialogues on violence against women and girls, reflecting their role;
- Training Program in Gender Equality Studies, focusing on women, peace and security;
- The first National Plan of Action on Women, Peace and Security (PNAMPS) 2018-2022;
- Progress in promoting women in police, justice and defense careers.

## 2.6. ENVIRONMENTAL CONSERVATION, PROTECTION AND REHABILITATION

### Critical areas of concern:

- Human rights of women
- Women and the environment
- The girl child

Under this specific component, the Government's actions are articulated with the agenda to combat women's poverty and their political, social and economic exclusion from the debate on the environment and its impact on their living conditions.

The Gender, Environment and Climate Change Strategy, developed in 2010, remains the main reference tool for the sector's intervention for mitigation and adaptation to climate change and the sustainable use of natural resources.

The strategy defines six priority objectives that reflect the objective to empower women and local communities by promoting more proactive participation in mitigation and adaptation to climate change and sustainable use of natural resources.

In terms of progress, the following should be highlighted:

- Establishment of gender section as a national mechanism for implementing and monitoring priority actions in gender, environment and climate change;
- The set of training programs aimed at increasing women's access to technology and various issues, which involved around 12,671 women, on various environmental topics;
- Creation of approximately 31,197 community forests throughout the country, under the presidential initiative a *One Community Leader one Forest*;

- Development of production techniques such as stoves with less need for organic fuel. This activity is being replicated in the various locals of the country.
- Were also prioritized activities to promote income alternatives to reduce pressure on the forest and to minimize the forest burning.

### **3. NATIONAL INSTITUTIONS AND PROCESSES**

The processes for the advancement of women are coordinated by the CNAM, chaired by the Minister for Gender, Children and Social Action, which includes other Ministers, Civil Society, representatives of religious groups, a representative of the trade unions and the representative of the private sector.

The MGCAS is responsible for cross-sectoral coordination and for monitoring the implementation of government gender policies in all programs and plans. This responsibility is shared with the respective Provincial Councils (CPAM) and District Councils (CDAM) and with the Gender Focal Points (PFG) established in the different sectors.

At the sector level, the monitoring of the implementation of the Gender Policy and its implementation strategy is supported by the Focal Points established in the Gender Units. These ensure, the integration of the policies in the planning processes and the evaluation of the performance of the sector. In the country there are 25 ministerial gender units and other four established in higher education institutions (ACIPOL, ISRI, ISAP, EMU) and 1 in the Constitutional Council.

Progress in improving monitoring and follow-up of the implementation of gender policy and complementary instruments and gender mainstreaming in sectoral plans and in monitoring implementation has been reported during the period of reference.

However, the gender policy adopted in 2018 defines as a priority the reinforcement of the position and efficiency of the Gender Focal Points to better respond to all their tasks, ensuring their participation in the steering group at all levels. It also reinforces the definition of minimum knowledge requirements in gender and the inclusion of tasks in performance evaluation.

#### **3.1. Stakeholders contribution to the preparation of the present national report**

As per the methodology, the process of elaboration included the participation of the key stakeholders, namely, leaders and technicians from various sectors, civil society organizations, development partners, academia, youth associations, among others.

## **4. DATA AND STATISTICS**

### **4.1. MAIN PROGRESS**

#### **4.1.1. The main areas in which the country has made most progress when it comes to gender statistics at the national level**

The National Institute of Statistics, the sector responsible for the production and dissemination of statistical information, has carried out actions to improve the production of gender statistics. Annually a publication with gender indicators "Women and Men in Mozambique" is produced based on information from various sources, such as censuses, surveys and sectorial data. Another source of information is the publication of Domestic Violence based on information from the Ministry of Interior.

In 2016, a Gender Statistics Collection was also produced and launched, compiled based on existing information, which served as an assessment and gave the country's status about gender statistics and the challenges in terms of data gaps.

In 2017 a Gender Statistics Unit was created at the level of the National Institute of Statistics with the objective of improving the information produced in different areas.

An Operational Plan for Gender Statistics was drawn up in 2018. With the support of the partners, was organized the first four-days training (introductory) for the focal points of the Gender Statistics Unit of INE and the focal points from other sectors, attended by about 40 participants. The Plan provides comprehensive continuous training for provincial focal points. As a result, a greater number of technicians with knowledge on gender issues and inclusion of the gender perspective in statistical production by administrative sources or research is expected.

With the aim of disseminating more information, during the campaign of 16 days of Activism to combat violence in 2018, INE produced an infographic on domestic violence.

It is expected that the country will produce more gender indicators based on data collected in the 2017 Census and will reduce the data gap in some areas.

The country has made progress in gender statistics by improving the available information on Domestic Violence and Women Empowerment. The IDS-2011 and IMSASIDA Module on Domestic Violence and Empowerment of Women in 2015 provides information on the percentage of the population that is victims of violence according to the types of violence and the empowerment of women. Several researches on violence against women have also been carried out, which help to understand this phenomenon in certain areas and the formulation of policies and implementation of programs and projects.

#### **4.1.2. Indicators for monitoring progress on the SDGs**

The country has not yet defined indicators to monitor the progress of the ODS. However, some steps were taken in this direction, namely:

- Integration of ODS into the National Planning, Monitoring and Evaluation System

The process of PQG (2015-2019) elaboration has already ensured alignment of the three dimensions (social, economic and environmental) with national priorities: i) Priority II - Human and Social Capital Development (social dimension); ii) Priority III - Increase in Production and Productivity and Priority IV - Development of Economic and Social Infrastructures (economic dimension); Priority V - Ensure the Sustainable and Transparent Management of Natural Resources and the Environment (environmental dimension).

According to the First report on Implementation of the ODS in Mozambique (2018), the alignment of the dimensions in the PQG enables the inclusion of policy measures implemented in the PESs and the State Budget, allowing to report part of the selected indicators of the ODS through the PES Balance and the Budget Implementation Report. In this way, the expression of ODS is ensured in Sectoral Policies and Plans.

- *Establishment of the institutional coordination mechanism (Leaving no one behind)*

Mozambique has established the National Reference Group for SDGs that involves other stakeholders in national development policies and programs. The Reference group is coordinated by the Ministry of Economy and Finance (Planning and Budgeting) and is responsible for coordinating the implementation, monitoring and evaluation of SDGs in the country.

In order to inform and guide this process, the Government has commissioned three interlinked studies, namely: (i) Mapping of Government Capabilities for Implementation of SDGs; (ii) Feasibility of the Indicators of the Sustainable Development Goals; (iii) "Mozambicanization" of the Sustainable Development Goals, the results of which were presented in August 2017 at the seminar entitled "Pathways to Integration, Implementation, Monitoring and Evaluation of SDGs", involving state, private, civil society, the general public, that discussed central aspects of the integration of Agenda 2030 in the National System of Planning, Monitoring and Evaluation and subsequent implementation.

#### **4.1.3. Has data collection and compilation on SDG 5 indicators and on gender-specific indicators under other SDGs begun?**

ODS 5 was not prioritized in this process. The collection and compilation of data on gender specific indicators in the other indicators has not yet started.

#### **4.1.4. Routinely data disaggregations**

Regarding disaggregations routinely provided by mayour surveys, it is worth to highlight the Geographic Location, Sex and level of Education. Other breakdowns for income / expenditure, marital status, race / ethnicity, migratory status and disability are provided by specific surveys and information is not always disseminated with this disaggregation.

For the statistical area, the country has as a priority the training of technicians to produce new indicators, from the collection from administrative sources, such as conducting research to respond to information gaps that are very high, mainly from the sectors.