

Country Gender Profile: Mozambique

Final Report

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Japan International Cooperation Agency (JICA) commissioned Japan Development Service Co., Ltd. to carry out a research for Country Gender Profile in Mozambique from October 2014 to February 2015. This report was prepared based on the desk review and the field research in Mozambique during this period as a reference for JICA for its implementation of development assistance in Mozambique. The views and analysis contained in the publication therefore do not necessarily reflect JICA's views.

SUMMARY

General Situation of Women and Government's Effort towards Gender Equality	
General Situation of Women in the Republic for Mozambique	
<ol style="list-style-type: none"> (1) Since 1992, economic growth in the Republic of Mozambique (hereafter Mozambique) leaped quite rapidly. Individuals, however, have not benefited from the result, and women are especially challenged by human, social, and economic development aspects such as low literacy, high HIV prevalence rate, and the higher ratio of women than men living under the poverty line. Under the strong influence of patriarchy culture, women are mostly engaged in subsistence farming and domestic work while facing challenges in expressing their opinions and participating in social activities. Further, women are in difficult situations in various aspects such as polygamy, early marriage, low school enrollment and completion rate, and high HIV prevalence rate. (2) In Mozambique, ethnicities, life, and culture are different among the regions of the north, the center, and the south, and gender is also influenced by the regional difference. In the south, it is quite common for many men to be out of town for migrant works and hence women are more active in participating in social and economic activities. Meanwhile, they are also challenged by the high HIV prevalence rate. In the north, due to strong conservative and traditional culture, women's social and economic empowerment tends to lag behind other regions. (3) Women's political participation is extremely high at the global level. Women's representation at the Parliament is 40% while their representation at the local assembly and the government executive positions is also quite high. The Government is also making an effort towards the achievement of gender equality such as through establishment of the gender units, revision of the relevant laws, and development of gender policies at the national and ministerial levels. Nevertheless, there are many impediments for their actual implementation. (4) Due to gender inequality and strong culture of male dominance, violence against women is prevalent. While relevant laws and policies, as well as the systems have improved recently, it is difficult to change the current situation of violence unless men's fundamental mindset for violence changes. 	
Government Policies and Laws on Gender	
<ol style="list-style-type: none"> (1) After the Fourth World Conference on Women in Beijing in 1995, the Government of Mozambique started to accelerate its initiatives to develop policies and systems for gender related issues. Since 2002, the Government formulated the National Action Plans for the Advancement of Women and Gender Equality Policy and its Implementation Strategy (PGEI) to work on gender equality. (2) The PGEI stresses the importance of women's advancement of their status and empowerment through the following four specific goals: (1) promotion of gender equality; (2) strengthening of the coordination for gender mainstreaming; (3) enhancing the implementation and monitoring of priority actions defined in the Beijing Platform; and (4) improvement of the services for victims of gender-based violence in all the aspects. (3) In the revised Mozambican Constitution established in 2004, several clauses emphasize gender equality. Article 35 stresses on universality without discrimination (including sex), and Article 36 promises gender equality, while Article 122 stipulates promotion and support for women's participation, role, and empowerment in all spheres of the country's political, economic, social and cultural life. (4) Other gender related legislations have been gradually revised/ formulated. The Family Law was revised in 2004, the Law on Domestic Violence was formulated in 2009, and the Penal Code which is essential to promote and protect women's rights is also in the final revision stage as of December 2014. 	
National Machinery and Other Gender Mechanisms	
<ol style="list-style-type: none"> (1) The main body of the National Gender Machinery is Ministry of Women and Social Action (MMAS), which was originally established as Ministry of Women and Coordination of Social Action in 2000 and changed to the current (as of November 2014 when the study was carried out) name in 2005. Under the new Nyusi Government formed in January 2015, Ministry of Gender, Children, and Social Action was established which is in charge of gender related policies¹. 	

¹ The study and desk review for this report were carried out prior to the establishment of the new government and its government reform. Hence the report will refer to the Ministry of Women and Social Action regarding its roles and the details of its organization.

- (2) Within MMAS, the National Directorate of Women (DNM) is responsible for advising on gender policies and facilitating gender mainstreaming. DNM is comprised of the Department for Women and Family and the Department for Gender and Development.
- (3) In 2004, the National Council for the Advancement of Women (CNAM) was established as a body to promote and implement gender policies across all the sectors in Mozambique. While it is independent from the MMAS, the Minister of MMAS takes the lead and it is comprised of members from other line ministries, civil society organizations, and private companies.
- (4) At the Parliament, there are different ways for dealing with gender equality such as through the Commission on Gender, Social and Environmental Affairs, Bureau of Women Members of Parliament, Network of Women in Government and Parliament, Network of Women in Government and Parliament, and Women's Caucus. At the provincial level, Provincial Directorates of Women and Social Action and Provincial Councils on the Advancement of Women, and at the district level, District Services for Health, Women and Social Action, and District Council on the Advancement of Women are respectively engaged in women and gender equality issues.

Current Situation of Gender by Sector

Education

- (1) In the Education Strategic Plan 2012-2016 which has been implemented since 2012, three issues of (1) access and retention, (2) quality of education: improvement of learning, and (3) institutional development are prioritized. In accordance with the National Five-Year Development Plan 2011-2014, gender along with HIV/AIDS has been considered as a cross-cutting issue.
- (2) In Mozambique, the number of students in school at all levels from primary to higher education (especially for secondary school) increased in seven years since 2004². The fact that the ratio of female students increased in the range between 1.8% and 6%³ partly attributes to the effect of improvement of education system towards gender equality. The enrollment and completion rate, however, show regional differences and these differences are derived from cultural restrictions and different views on women, as well as drop outs due to early marriage and pregnancy.
- (3) The Government considers women's increased access to vocational and technical education important. As an effort to increase the enrollment of female students, the Government started to provide partial or full scholarships as well as sanitary products as an incentive.
- (4) While female illiteracy declined over 10% in the past 10 years, female illiteracy still stands at over 64%⁴, which is 30% higher than that of male. In the north, in particular, there are wider gaps between men and women compared with other regions. Based on the Strategy of Adult Literacy and Learning in Mozambique 2010-2015, the government aims at reducing illiteracy by creating more literacy opportunities for youth and adults, with special attention to women and girls.

Health

- (1) Currently, the Strategic Plan of the Health Sector (PESS) 2014-2019 is under implementation, which stresses 'Universal Health Coverage'⁵ as its vision. It aims at improving the health system based on the decentralization process, and providing high quality medical services and its access for the priority issues such as improvement of maternal and neonatal rates, acceleration of reducing epidemic and endemic diseases including HIV/AIDS, and chronic malnutrition.
- (2) Since 2009, Ministry of Health has been implementing 'Gender Equality Strategy in Health Sector'. Their appointment of gender focal point and capacity building on gender among the health and medical work related staff, as well as introducing gender disaggregated data are part of their effort under the strategy.

² Republic of Mozambique, *Education Strategic Plan 2012-2016*.

³ *ibid.*

⁴ Republic of Mozambique. 2014. 'Beijing+20: Mozambique Report on the Implementation of the Beijing Declaration and Platform for Action.'

⁵ It is about 'All the people can receive adequate services for health improvement, prevention, treatment, and functional recovery with affordable cost.' (Source: http://www.jica.go.jp/topics/notice/20130725_01.html)

- (3) Maternal mortality rate in Mozambique was 480 per 100,000 live births as at 2013, which is still high. In addition to lack of access to antenatal and postnatal care, risky teenage pregnancy and delivery is said to contribute to this high rate. According to the report in 2013⁶, females who give birth by 18 years old were 42%. In the north, in particular, the age for early marriage as well as their first intercourse was younger compared with other regions.
- (4) HIV prevalence rate in Mozambique in 2013 was 10.8%, which is still higher than the global average prevalence rate (0.8%), but the rate has slightly declined from 11.3% in 2007. Further, prevalence rate among women is much higher than among men. Female prevalence in Gaza Province was 29.9%. Underlying causes for this high rate are intercourse with several partners, low condom use, frequent move and immigration (especially migrant workers who work in South Africa).

Agriculture

- (1) The Strategic Plan for the Development of Agriculture Sector (PEDSA) 2011-2020 stresses the importance of gender equality and improvement of women's role, and gender is treated as a cross-cutting issue.
- (2) Since 2005, the Ministry of Agriculture appointed gender focal points and developed Gender Strategy for the Agriculture Sector. The strategy guarantees equal rights and opportunities where farmers can access and control productive resources and profits regardless of sex. It also aims at similarly promoting and improving gender equality in services/training, technology, finance, and market.
- (3) Nearly 90% of Mozambican women work in the agriculture sector, of which most of them are engaged in subsistence agriculture or family-based micro-scale agriculture. It is quite challenging for women to engage in commercial agriculture without access to resources, technology, finance, and market, while having the responsibilities for domestic work.
- (4) Despite the number of women in the agriculture sector, there are not many female agricultural extension workers. In 2011, women accounted for 11% of the total agricultural extension workers. The challenges for increasing female extension workers include more difficulties to participate in agriculture schools than men (according to the report in 2010, female students were 20% of the total students) and cultural restrictions in some regions.
- (5) According to the Constitutions of Mozambique, the Family Law, and the Land Law, women can possess the same land use rights as men. As the Portuguese Inheritance Law from 1966 and customary land use are still valid, and women are challenged by illiteracy and lack of access to information, however, there are a limited number of women who possess such registered land use rights.

Employment and Economic Activities

- (1) The Labor Law revised in 2007 states that employees are guaranteed equal rights at work regardless of sex. Although it stipulates that harassment including sexual harassment is a disciplinary offense and contains clauses for maternity/paternity leaves and allocation of nursing time, the law has not fully reflected the realistic needs of women.
- (2) While women could not practice business without a permission from men (husband) before, the revision of the Commercial Code in 2005 officially made it possible for women to register her company (business) under her own name, to use loans, and to run a business⁷.
- (3) Over 95% of women are engaged in unskilled labor (agriculture/non-agriculture), of which most of them work for subsistence agriculture. Women have limited access and control over resources and land, and very few women are able to engage in commercial agriculture which generates more remuneration.
- (4) In the north, women tend to stay with subsistence agriculture due to religious and cultural restrictions. Meanwhile, women in the south may take up a small-scale commercial farming and informal commerce to replace men who are out of town for work. It should be also noted that, economic activities for women are also different between urban and rural areas.
- (5) Lack of access to finance has been a big challenge for women to engage in business. Recently, however, microfinance and commercial bank programs targeted for women began to increase. Nevertheless, it is still difficult for women who are not based in the capital or urban areas to access such opportunities and information.

⁶ UNICEF, *State of the World's Children 2013 Statistical Tables*.

⁷ Associação das Mulheres na Comunicação Social, and 8 other organizations. 2007. Republic of Mozambique. 2005. SIDA. 2007. USAID. 2014. Mozambique SPEED, *Gender Integration Report*.

Challenges and Considerations for Gender Mainstreaming in Development Assistance in Mozambique

(1) Regional Culture-responsive Gender Equality

One of the unique characteristics in Mozambique is the diversity of traditional culture and economic development situations among the north, the center, and the south, and the gender relations also vary accordingly. To respond to the regional diversities, it is essential to analyze the gender situation in the targeted areas and apply regional culture-responsive gender mainstreaming, so as to consider the feasibility of the expected results and the achievability of the goals. Further, it is crucial to pay special attention to the rapid changes in Mozambique where significant economic development is under way.

In the north which is rather conservative and has been lagged behind, their economic structure and employment modality have started to change along with the development of Nacala Corridor, while their conservative nature persists. It is anticipated that inflow of the new population may lead to some social changes such as the way of thinking and increase in HIV/AIDS prevalence. In the south, more active women's participation in social and economic activities is expected in men's absence, while prevention of overwork and HIV/AIDS prevalence are foremost priorities to protect women's rights for health.

Given those circumstances, the Government needs to accelerate implementation of gender mainstreaming in order to support women's social and economic participation and protect women's rights. At the same time, each and individual stakeholder also needs to make a conscious effort to implement their activities with gender perspectives. Furthermore, it is important that both men and women understand that women's social and economic participation contributes not only to livelihood improvement of women, but also that of households, communities and the region.

(2) Women's Participation in Decision Making and Empowerment- Disparities between the Political and Non-political Levels

In Mozambique, women's political participation is very high at the global level, while women have limited decision-making power at the non-political level such as in households, communities, and societies. This high political participation may largely attribute to quota system⁸ of the ruling Frelimo Party (The Liberation Front of Mozambique), but also to the government's effort such as strengthening of national machinery and policy making towards gender equality and respect to women's rights since 2004. In order for women to participate in decision making in all aspects of political, economic, social, and cultural areas, however, it is urgent to accelerate implementation of policies, establish institutional systems, and create opportunities for those women who are marginalized, in addition to policy making. Further, it is essential to actively involve men in gender equality activities to change the mind-set and attitude of men who persist on the idea of male-dominance.

(3) Gender mainstreaming in JICA's Development Assistance for Mozambique

In order to mainstream gender within the existing development assistance scheme, it is essential to adopt gender perspectives in all stages of the project cycle (programming, implementation, monitoring, and evaluation). In particular, focus should be given to the areas such as agriculture for which majority of women are engaged, health including reproductive health, and water resources where women play an important role in water drawing and sanitation management. In this regard, it is crucial to conduct gender analysis and clarify how the intervention will affect the gender relations and how it will contribute to the achievement of gender equality. Secondly, it is also crucial to involve the gender focal points (GFPs) in respective ministries and government institutions. Participation of GFPs may change the attitude and effort of the counterpart ministries on gender mainstreaming and create a linkage between the gender policies and its actual implementation on the ground. Their involvement may also enhance dissemination of information on gender mainstreaming supported by JICA.

⁸ See Section 2.1 Women's participation in decision making for details.

LIST OF ABBREVIATIONS AND ACRONYMS

Abbreviation	Portuguese (P) •English (E)
CaDup	Cada Distrito Um Produto
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CNAM	Conselho Nacional para o Avanço da Mulher (P) National Councils for the Advancement of Women (E)
DPA	Direcção Provincial Agricultura (P) Provincial Directorate of Agriculture (E)
DPT	Diphtheria, Pertussis, Tetanus
DNA	Direcção Nacional de Águas (P) National Directorate of Water (E)
DNM	Direcção Nacional da Mulher (P) National Directorate of Women (E)
DUAT	Direito de uso e aproveitamento dos terras (P) (Land use rights)
EP1	Ensino Primário do 1º Grau (P) Lower primary grades 1-5 (E)
EP2	Ensino Primário do 2º Grau (P) Upper primary grades 6-7 (E)
ES1	Ensino Secundário do 1º Ciclo (P) Lower secondary grades 8-10 (E)
ES2	Ensino Secundário do 2º Ciclo (P) Upper secondary grades 11-12 (E)
FRELIMO	Frente de Libertação de Moçambique (P) The Liberation Front of Mozambique (E)
GDI	Gender-related Development Index
GDP	Gross Domestic Product
GNI	Gross National Income
HDI	Human Development Index
HDR	Human Development Report
HIV/AIDS	Human-Immunodeficiency Virus/ Acquired Immuno-Deficiency Syndrome
HOPEM	Rede Homens Pela Mudança
IEC	Information, Education, and Communication
IPEME	Institute for Promotion of Small and Medium Enterprises
MMAS	Ministério da Mulher e Acção Social (P) Ministry for Women and Social Action (E)
PEC	Participação e Educação Comunitário (P) Participatory Community Education (E)
PEDSA	Plano Estratégico de Desenvolvimento do Sector Agrário (P) Strategic Plan For the Development of Agriculture Sector (E)
PEE	Plano Estratégico da Educação (P) The Education Strategic Plan (E)
PESS	Plano Estratégico do Sector da Saude (P) Strategic Plan of the Health Sector (E)
ProSAVANA-PEM	The Project for establishment of development model at communities' level under Nacala corridor agricultural development
PGEI	Política de Género e Estratégia de Implementação (P) Gender Policy and its Strategy for Implementation (E)
SADC	Southern African Development Community
SDAE	Serviços Distritais de Actividades Económico (P) District Services of Economic Activities (E)
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WDI	World Development Index

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1. Basic Profiles

1.1 Socio-Economic Profile

International Development Indicators	Year	Human Development Indicator (HDI)		Gender Development Indicator (GDI)		Reference*	
		Value	Rank	Value	Rank		
	2013	0.393	178	0.879	120	<1>	
	2007	0.384	172	0.373	150	<2>	
	Year	Gender Empowerment Measurement (GEM)		Gender Inequality Index (GII)		Reference	
				Value	Rank		
	2013	N/A		0.657	146	<1>	
	2007	N/A		n/a	n/a	<2>	

Demographic Indicators	Year	Population		Urban Population		Reference
		Total	% of Female Population	Urban Population	% of Female Population	
	2013	25,833,752	51.1%	8,181,291	31.7%	<5>
	2007	22,171,404	51.5%	6,732,125	N/A	<5>
	Year	Annual Population Growth Rate	Households by heads of households		Reference	
			% of Male Households	% of Female Households		
	2012	2.5%	64.4% (2011)	35.6% (2011)	<5>	
	2005	2.7%	73.6% (2003)	26.4% (2003)	<5>	

Economic Indicators	Year	GNI per capita	GDP Growth Rate	Inflation rate	Gini Index	ODA received (against GDP)	Grant received (against GSP)	Reference
	2013	\$610	7.4%	4.3%	45.7 (2009)	10.3% (2013)	5.3% (2013)	<5> <12>
	2007	\$350	7.3%	8.2%	47.1 (2003)	20.6%	7.4% (2011)	<5> <12>

Public Expenditure by Sector	Year	Health	Education	Employment and Welfare	Agriculture	Defense	Reference
	2012	6.4% (2012)	N/A	N/A	N/A	0.8% (2010)	<5>
	2007	6% (2004)	5% (2006)	N/A	N/A	0.7% (2007)	<5>

Sectorial Share of GDP	Year	Agriculture	Manufacturing	Service	Reference
	2013	29.1%	20.8%	50.2%	<5>
	2007	27.1%	23.3%	49.5%	<5>

Labor Indicators	Year	Labor Force Participation Rate (Age 15-64)		Unemployment (%)		Minimum wage	Reference
		Male	Female	Male	Female		
	2013	82.8%	85.5%	7.2%	9.3%	N/A	<5>
	2007	83.2%	86.9%	7.2%	9.3%	N/A	<5>

Employment by Economic Activity	Year	Agriculture	Industry	Service	Reference
	2013	N/A	N/A	N/A	
	2003	81%	3%	16%	<5>

Global Gender Gap Indicator	Overall in 2014 (Rank/Out of the total number of countries)		27/142	
	Economic Participation and Opportunity		Rank in 2014	Reference
	Overall		19/142	<7>
	Ratio: female labor force participation over male value		1	<7>
	Wage equality between women and men for similar work		71	<7>
	Ratio: estimated female earned income over male value (PPP USD)		19	<7>
	Legislators, senior officials and managers		N/A	
Professional and technical workers		N/A		

* Please see Sources for Basic Profiles in page 6

1.2 Education Profile

Education System	In Mozambique, its school-based education system is categorized into Primary Education-7yrs (EP1-5yrs • EP2-2yrs), Secondary Education-5yrs (ES1-3yrs • ES2-2yrs), Technical and Vocational Training (Basic • Medium 3yrs respectively), Higher Education.
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Adult Literacy Rate	Year	Overall	Male	Female	Reference
	2009	51%	67%	36%	<5>
	2003	48%	66%	33%	<5>

Primary Education	Year	Gross Enrolment Ratio			Net Enrolment Rate			Reference
		Overall	Male	Female	Overall	Male	Female	
	2012	105%	110%	100%	86%	89%	84%	<5>
	2007	109%	117%	101%	85%	88%	81%	<5>
	Year	Completion Rate			Reference			
		Overall	Male	Female				
	2012	52%	56%	48%	<5>			
	2007	46%	52%	39%	<5>			

Secondary Education	Year	Gross Enrolment Ratio			Net Enrolment Rate			Reference
		Overall	Male	Female	Overall	Male	Female	
	2012	25%	27%	24%	17%	18%	17%	<5>
	2007	18%	21%	15%	10%	11%	9%	<5>
	Year	Completion Rate (Lower Secondary)			Reference			
		Overall	Male	Female				
	2012	15.1%	15.9%	14.4%	<5>			
	2007	8.3%	9.6%	6.9%	<5>			

Technical and Vocational Education	Year	Number of Students/Female Ratio		Reference
		No of Students	Female Ratio	
	2012	32,331	34%	<5>
	2007	27,781	31%	<5>

Tertiary Education	Year	Gross Enrolment Ratio			Reference
		Overall	Male	Female	
	2011	5%	6%	4%	<5>
	2005	1%	2%	1%	<5>

Global Gender Gap Indicators	Education		Rank in 2014	Reference
	Overall		129/142	<7>
	Ratio: female literacy rate over male value		139	<7>
	Ratio: female net primary level enrolment over male value		126	<7>
	Ratio: female net secondary level enrolment over male value		97	<7>
Ratio: female gross tertiary level enrolment over male value		122	<7>	

1.3 Health Profile

Life Expectancy at Birth (Age)	Year	Male	Female	Reference		
	2012	49	51	<5>		
	2007	47	49	<5>		
Health Workforce	Year	Doctor to Population Ratio (per 10,000)	Nurse to Population Ratio (per 10,000)	Reference		
	2006-2013	0.4 (2006-2013)	4.1 (2006-2013)	<3>		
	2003	0.3 (2003)	2.1 (2003)	<4>		
Reproductive Health	Year	Maternal Mortality Rate	Total Fertility Rate	Contraceptive Prevalence Rate (Age 15-46)	Rate of Antenatal Visit (At least once)	Reference
	2006-2013	480/100,000 (2013)	5.3 (2012)	12% (2011)	60% (2006-2012) <3>	<3><5>
	1997-2007	680/100,000 (2005)	5.6 (2007)	17% (2004)	71% (1997) <4>	<4><5>
	Year	Births attended by skilled health personnel	Age at first marriage	Adolescent (Age 15-19) fertility rate (per 1000)	Reference	
	2013	54.3% (2011)	N/A	138	<5>	
	2007	48% (2003)	N/A	163	<5>	
Infant and Under Five-year-old Mortality Rate (per 1000)	Year	Infant Mortality Rate (per 1000)			Reference	
		Total	Male	Female		
		2013	62	66		57
	2007	82	119 (2000)	108 (2000)		
	Year	Under five-year-old Mortality Rate (per 1000)			Reference	
		Total	Male	Female		
2013		87	92	83		<5>
2007	120	175 (2000)	162 (2000)	<5>		
Immunization Rate (1-year-olds)	Year	Measles	DPT3	BCG	Polio	
	2012	82%	76%	N/A	N/A	
	2005	77%	72%	N/A	N/A	
	Year	Hep B	HiB	Reference		
	2012	76%	76%	<3>		
	2005	72%	N/A	<4>		
Nutrition	Year	Underweight for Age five	Stunted for Age five	Iodine Deficiency	Oral re-hydration therapy use rate	Reference
	2006-2012	15.6% (2006-2012)	43.1% (2006-2012)	N/A	N/A	<3>
	2003	21.2% (2003)	47% (2003)	N/A	N/A	<4>
Access to Safe Water and Improved Sanitation Facilities (% against total population)	Year	Access to Safe Water	Access to Improved Sanitation Facilities	Reference		
	2012	49%	21%	<5>		
	2007	46%	18%	<5>		
HIV/AIDS	Year	HIV Prevalence among pregnant women attending ANC clinics	Prevalence of HIV among adults aged 15 to 49 (%)			Reference
			Overall	Male	Female	
	2013	N/A	10.8%	9.2% (2009) <6>	13.1% (2009) <6>	<5> <6>
	2007	11.3% <11>	11.3%	N/A	N/A	<5> <12>
Global Gender Gap Indicators	Health and Survival			Rank in 2014	Reference	
	Overall			104/142	<7>	
	Sex Ratio at Birth			1	<7>	
	Ratio: female healthy life expectancy over male value			116	<7>	

1.4 Millennium Development Goals**<10>

Goal 1: Eradicate extreme poverty and hunger		2003	2009
Target 1.A: Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day	1.1 Proportion of population below \$1.25 (PPP) per day	54.1%	57.1%
	1.2 Poverty gap ratio	29.3	21.3
	1.3 Share of poorest quintile in national consumption	4	3.6
Target 1.B: Achieve full and productive employment and decent work for all, including women and young people	1.4 Growth rate of GDP per person employed	N/A	N/A
	1.5 Employment-to-population ratio	74.6 (2005)	N/D
	1.6 Proportion of employed people living below \$1.25 (PPP) per day	N/A	N/A
	1.7 Proportion of own-account and contributing family workers in total employment	N/A	N/A
Target 1.C: Halve, between 1990 and 2015, the proportion of people who suffer from hunger	1.8 Prevalence of underweight children under-five years of age	23.7%	17.5%
	1.9 Proportion of population below minimum level of dietary energy consumption	N/A	N/A
Goal 2: Achieve universal primary education		2003	2008
Target 2.A: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	2.1 Net enrolment ratio in primary education (EPI)	69.4%	64.5%
	2.2 Proportion of pupils starting grade 1 who reach last grade of primary (EPI)	38.7%	77.1%
	2.3 Literacy rate of 15-24 year-olds, women and men	58.2 %	N/A
Goal 3: Promote gender equality and empower women		2003	2008
Target 3.A: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	3.1 Ratios of girls to boys in primary, secondary and tertiary education (EPI)	0.83	0.9 (2008)
	3.2 Share of women in wage employment in the non-agricultural sector	N/A	N/A
	3.3 Proportion of seats held by women in national parliament	35.6%	37.2%
Goal 4: Reduce child mortality		2003	2008
Target 4.A: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate	4.1 Under-five mortality rate (Per1000 live birth)	154 /1,000	138 /1,000
	4.2 Infant mortality rate (0-1 year, per 1000 live birth)	101 /1,000	93 /1,000
	4.3 Proportion of 1 year-old children immunised against measles	63%	58%
Goal 5: Improve maternal health		2003	2007/ 2008
Target 5.A: Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio	5.1 Maternal mortality ratio (per 100,000 live births)	N/A	500 /100,000
	5.2 Proportion of births attended by skilled health personnel (15-49 yrs.)	47.7%	55.3%
Target 5.B: Achieve, by 2015, universal access to reproductive health	5.3 Contraceptive prevalence rate	18.2%	16.2%
	5.4 Adolescent birth rate	N/A	N/A
	5.5 Antenatal care coverage (at least one visit)	84.5%	92.4%
	5.6 Unmet need for family planning	18.4%	N/A
Goal 6: Combat HIV/AIDS, malaria and other diseases (Only most relevant targets and indicators have been extracted)		2003	2008
Target 6.A: Have halted by 2015 and begun to reverse the spread of HIV/AIDS	6.1 HIV prevalence among population aged 15-24 years (Data is for 15-49 years old)	9.3%	11.5% (2009)
	6.2 Condom use at last high-risk sex	N/A	N/A
	6.3 Proportion of population aged 15-24 years with comprehensive correct knowledge of HIV/AIDS	N/A	N/A
	6.4 Ratio of school attendance of orphans to school attendance of non-orphans aged 10-14 years	0.9	0.89
Goal 7: Ensure environmental sustainability (Only most relevant targets and indicators have been extracted)		2003	2009
Target 7.C: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation	7.8 Proportion of population using an improved drinking water source	35.7%	57%
	7.9 Proportion of population using an improved sanitation facility	40%	45%

** The above information is based on the latest MDG Report in Mozambique in 2010.

1.5 National Commitment to Gender Issues (Political Participation, Conventions, and Laws)

Women in Decision Making Positions

Year	Parliament	Government		Private Sector			Reference
		Minister	Vice Minister	Manager	Professional	Technical	
2013	39%	28.6%	20%	N/A	N/A	N/A	<8>
2004	31.2%	12%	27%	N/A	N/A	N/A	<9>

Signature and Ratification to Gender-related Treaty/ Convention/Declaration

Signature	Ratification	Treaty/Convention/Declaration
-	1997	Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)
	1997	SADC Gender Declaration
1995	-	Beijing Declaration and Platform for Action
2004	-	The Declaration of Gender in Africa
2008	-	SADC protocol about Gender and Development

Legislation for Gender Equality and Protection of Women

Year	Laws	Reference
1997	Land Law: Enabled women to register themselves for their land use	
2004	Constitutions (Revised) Article 35, 36, and 122	
2004	Family Law	
2005	Commercial Code (Revised): Enabled women to engage in business without a permission by their husbands	
2008	Law Against Human Trafficking Particularly Women and Children	
2009	Law on Domestic Violence	
N/A	Law on Sexual Assault	*
N/A	Law on Sexual Harassment	*

* According to the Gender Links SADC Gender Protocol 2014 Barometer. Year of approval is not known.

National Policy on Gender

Year	Policy
2006	Gender Equality Policy and its Implementation Strategy
2010	National Action Plans for the Advancement of Women 2010-2014

National Machinery

Year	Name of the Organization
2005 (2000)	Ministry of Women and Social Action (renamed from Ministry of Women and Coordination of Social Action which was established in 2000) Due to the change of the government in January 2014, Ministry of Gender, Children, and Social Action was established, however, details are not available.
2004	The National Council for the Advancement of Women

Global Gender Gap

Political Empowerment		Rank in 2014	Reference
Overall		19/142	<7>
Ratio: females with seats in parliament over male value		13	<7>
Ratio: females at ministerial level over male value		35	<7>
Ratio: number of years of a female head of state or government (last 50 years) over male value		16	<7>

Sources for Basic Profiles:

- <1> Human Development Report 2014
- <2> Human Development Index 2007
- <3> World Health Statistics 2014
- <4> World Health Statistics 2007
- <5> World Development Indicators (<http://data.worldbank.org/indicator/>)
- <6> National Survey on Prevalence, Behavioral, Risks and Information about HIV/AIDS (2009 INSIDA)
- <7> The Global Gender Gap Report 2014
- <8> Republic of Mozambique. 2014. 'Beijing +20: Mozambique Report on the Implementation of the Beijing Declaration and Platform for Action'
- <9> Da Silva T. and Andrade X. 2000. 'Beyond Inequalities. Women in Mozambique'
- <10> Republic of Mozambique, Report on the Millennium Development Goals 2010
- <11> National Strategic HIV and AIDS Response Plan 2010-2014
- <12> IMF (December 2014), Third Review Under the Policy Support Instrument

2. General Situation of Women and Government Policy on Gender

2.1 General Situation of Women in Mozambique

Summary	
(1)	Since 1992, economic growth in the Republic of Mozambique (hereafter Mozambique) leaped quite rapidly. Individuals, however, have not benefited from the result, and women are especially challenged by human, social, and economic development aspects such as low literacy, high HIV prevalence rate, and the higher ratio of women than men who live under the poverty line. In Mozambique, patriarchy culture is prevalent, and women are facing challenges for expressing their opinions and participating in social activities (including employment), while they are mostly engaged in subsistence farming and domestic work. Further, women are in difficult situations in various aspects such as polygamy, early marriage, low school enrollment and completion rate, and high HIV prevalence rate.
(2)	In Mozambique, ethnicities, life, and culture are different among the regions of the north, the center, and the south, and gender is also influenced by the regional difference. In the south, it is quite common for many men to be out of town for migrant work and hence women are more active in participating in social and economic activities. However, they are challenged by the high HIV prevalence rate. In the north, due to strong conservative and traditional culture, women’s social and economic empowerment tends to lag behind other regions.
(3)	Women’s political participation is extremely high at the global level. Women’s representation at the Parliament is 40% while their representation at the local assembly and the government executive positions is also quite high. The Government is also making an effort towards the achievement of gender equality such as through establishment of the gender units, revision of the relevant laws, and development of gender policies at the national and ministry levels. Nevertheless, there are many impediments for their actual implementation.
(4)	Due to gender inequality and strong culture of male dominance, violence against women is prevalent. While relevant laws and policies, as well as the systems have improved recently, it is difficult to change the current situation of violence unless men’s fundamental mindset for violence changes.

[Socio-Economic Situation in Mozambique]

The Republic of Mozambique is located in the South-East of Africa with the territorial size of 799,000km² and the population of 25,830,000⁹. Since the end of the 16-year internal conflict in 1992, political situation has been relatively stable. The General Election in October 2014 was peacefully held and the FRELIMO Party (The Liberation Front of Mozambique) won the election despite the significant headway by the opposition party. In the aspect of economy, market-oriented economy had a leap due to the IMF and World Bank-lead Structural Adjustment Policy and the economic growth in 2012 reached 7.5%¹⁰. On the other hand, the effect of economic growth at the country level has not benefited the individual population. GNI per capita is US\$610¹¹, which is one of the lowest among the African countries, and 59.6% of the populations live under the poverty line¹². Further, Mozambique

⁹ World Bank. 2013. *World Development Indicator 2013*.
¹⁰ JICA. 2013. *Summary of JICA Assistance Program for the Republic of Mozambique*.
¹¹ World Bank. 2013.
¹² PPP (Purchase Power Parity) per day-the ratio of the population who live under \$1.25 (*UNDP Human Development Report 2014*)

was ranked at the 178th out of the 187 countries in the 2013 United National Human Development Indicator. While the rank of the 178th¹³ is an improvement compared with the 179th¹⁴ in the previous year, there are many challenges such as the average literacy rate of 50.6%, HIV Prevalence Rate of 10.8%¹⁵, the rate of access to safe drinking water at 49%¹⁶, and the average life expectancy at the age of 50.3 years old.

[General Situation of Women in Mozambique]

The Constitutions of Mozambique refers to gender equality in all spheres of political, economic, social and cultural life¹⁷. Along with the Gender Policy and Its Implementation Strategy approved in 2006, other gender policies at the sector level as well as laws were developed and approved towards gender equality (See 2-2 ‘Government Policy on Gender’ below for more details). Given that nearly 40% of parliamentarians and 35.6%¹⁸ of Provincial Assembly members are women, women’s political representation at the national and provincial level in Mozambique is very high. Nevertheless, women’s status, voice, and rights at the household and community levels, especially in the rural areas, are not respected due to male-dominant culture prevalent in the country¹⁹. Furthermore, despite the high labor force participation rate of 85%²⁰, most women are actually engaged in heavy load of domestic work and subsistence agriculture. Polygamy is against the law according to the Family Law approved in 2004, however, it is possible for men to have several partners without marriage, as the idea of polygamy had been accepted for a long period. Literacy rate also shows big disparities between men and women with the rate of 64% and 36% respectively. While girls’ enrollment rate for primary education has recently improved, girls’ completion rate is still 8% lower than boys’²¹. In the north, school attendance by girls is low and the drop-out rate is high, due to the influence by strong male-dominance, early marriage, and teenage pregnancy²². This type of regional disparities for development progress and gender is a unique character in Mozambique which is also clear from the comparison of Human Development Index (HDI) and Gender Development Index (GDI) (2001-2006) among the provinces. In the four provinces in the north, both HDI and GDI stand the lowest, while the rate goes up in three provinces in the central region and shows the highest for three provinces in the

¹³ Report is from 2014 but the data is against 2013.

¹⁴ According to the Human Development Report (HDR) 2014, Mozambique is ranked in the 179th for 2012 Human Development Index (HDI), however, HDI reported in HDR 2013 shows the rank of the 185th. Further the value for 2012 also differs between two reports. It is assumed that technical adjustment was made for the index. Therefore this Study for Country Gender Profile will refer to the information in HDR2014.

¹⁵ World Bank. 2013.

¹⁶ WHO. 2014. *World Health Statistics 2014*.

¹⁷ Constitution of the Republic of Mozambique Article 36.

¹⁸ Republic of Mozambique. 2014. ‘Beijing+20: Mozambique Report on the Implementation of the Beijing Declaration and Platform for Action.’

¹⁹ Tvedten, Inge. 2012. ‘World Development Report 2012 Gender Equality Analysis Background Paper- Mozambique Case Study: Gender Equality and Development.’

²⁰ World Bank, World Development Indicators, <http://data.worldbank.org/indicator/> (Accessed on December 2014)

²¹ *ibid.*

²² Tvedten, Inge. 2012.

south, especially in Maputo City (please see the sub-section on ‘Influence by the different backgrounds and traditional cultures among the regions’ below for more details).

[Diverse background among the regions]

As mentioned above, regional diversity is a distinctive socio-economic character in Mozambique. Mozambique is generally categorized into three regions of the north, the center, and the south²³, and their ethnicities, languages and cultures vary. The northern region is historically influenced by Swahili/Islam, Portugal, and immigrants and merchants from India. The aspects of economic adaptability and socio-culture such as women’s early marriage and low literacy rate are often influenced by the traditions²⁴. Due to the recent economic vitalization associated with mining of minerals, however, economic structure and mode of employment have started to change. Since Portugal established the capital city in Maputo in 1887, the southern region has been influenced by South Africa. Men would leave their families behind and go to South Africa as migrant workers, and women have increasingly become a de-fact head of household. Economic development around the capital accelerated modernization in the south and stimulated women’s independence on one hand. On the other hand, however, situations such as long-term separation of couples and partners, rapid urbanization, and the movement of migration workers lead them to face the challenge of high HIV/AIDS prevalence. The central region was historically influenced by the Muslim and Christian migrants, as well as traders. After the withdrawal of the large -scale agriculture companies during the Portuguese Colonial period, this region has become the central ground of the civil war²⁵.

[Women’s Participation in Decision Making]

As shown in the 2014 World Economic Forum Global Gender Gap Indicators, Mozambique was in the 27th place in overall ranking and the 19th place in the area of Political Empowerment, which exceeds many developed countries. These figures show women’s high political participation in Mozambique. According to the report prior to the General Election held in October 2014, 40% of parliamentarians are women, 67% of parliamentary groups are led by women, and 35.6%²⁶ of provincial assembly members and 32%²⁷ of cabinet members are women. Further, 28.6% of ministers, 20% of deputy ministers, 36% of provincial governors are women, and 20% of district administrators are women. Whereas the women’s participation rate declines at the district level, all these percentages show the degree of women’s leadership. In the area of judiciary, 30.5% of the positions for judges are women and 44% of those for deputy public prosecutors are occupied by women. In addition, in civil service, women occupy 30-40% of the responsible executive positions such as permanent ministerial

²³ Each region is comprised as follows: the north: provinces of Cabo Delgado, Niassa, and Nampula, the center: provinces of Zambezia, Sofala, and Tete, and the south: provinces of Maputo, Inhambane, and Gaza 24 Tvedten, Inge. 2012.

²⁵ *ibid.*

²⁶ Republic of Mozambique. 2014.

²⁷ Gender Links. 2014. ‘SADC Gender Protocol 2014 Barometer Chapter 2.’

secretaries, national managers, deputy national managers, and heads of central departments and offices (as of 2013). This high political participation may largely attribute to quota system²⁸ of the ruling Frelimo Party, but also to the government's effort such as strengthening of national machinery and policy making towards gender equality and respect to women's rights since 2004. The Government views that implementation of Gender Policy for Civil Service 2009-2013 contributed to the increase of women in the responsible positions²⁹.

[Gender-based Violence]

According to the report by Gabinete de Atendimento à Mulher e Criança under the Ministry of Interior in 2011, 60% of violence reported between 2006 and 2010 was for women³⁰. The CEDAW Periodical Report of Mozambique (Combined Initial and Second) submitted in 2005 also reports that five out of ten women are victims of the physical violence a day in the capital city, of which two die a month. It has also been reported that most of them were subject to violence by their husbands³¹. The survey conducted by a civil society organization, HOPEM, further informs that 84% of the domestic violence was against women³². Although all these data come from different sources and years, aggregation of information shows that violence against women is prevalent in Mozambique. The underlying causes mostly arise from gender inequality and the idea of male-dominance in the society, and also the fact the society has accepted violence because of the societal belief on masculinity that 'men should behave this way'. In addition, it is also the reality that violence has been accepted because of the laws which were unfair to women. According to the research by the Ministry of Health, it is evident that in addition to men who have such belief, women have also accepted violence as unavoidable fate (or they had no choice)³³.

As stated in 2.2 'Gender Policy on Gender' in detail, the Government, civil society, and development assistance agencies have been collaborating to work on prevention of violence against women since the Fourth World Conference on Women in Beijing in 1995. There was significant progress in the legal and policy levels such as the revision of the Family Law and development and approval of the Law on Domestic Violence, which were both materialized as a result of advocacy and collaboration with the civil society. Further, 'Integrated Multi-Sector Mechanism for Assistance to Female Victims of Violence' was established in order to provide rapid and efficient quality service for protection, and revision of the Penal Code is in the final stage (It was approved at the Parliament in 2013, however, it went back to the parliamentary discussion in order to revise some clauses which are not favorable for women). Further, a specific care unit for women and children, as well as Gabinetes de Atendimento à

²⁸ *ibid.*

²⁹ Republic of Mozambique. 2014.

³⁰ Republic of Mozambique, *Integrated Multi-Sector Mechanism for Assistance to Female Victims of Violence*, 2012.

³¹ United Nations, CEDAW, *Combined Initial and Second Periodic Reports of States Parties- Mozambique*.

³² HOPEM. 2012. *Desigualdades e Violência de Género- Base de dados de Nível Nacional*.

³³ According to the data (2005) from the Ministry of Health in Tvedten, more than half women responded that they would accept violence in 8 provinces.

Mulher Vítima de Violência, which specifically responds to domestic violence and sexual abuse have been established at the police stations. As of 2013, such units have increased up to 262 locations³⁴. Meanwhile, 2014 report³⁵ informs that the number of violence against women and children in 2009 was 20,000, while the incidents increased up to 24,000 in 2013. It is possible that the actual incidents increased, however, it is believed that the number of incident increased because more information on Law against Domestic Violence and its protection system started to spread out to the citizens, thanks to the establishment of aforementioned units and advocacy by the government and the civil society. Recently, Mozambique started to look into advocacy to men on gender and ‘The Men for Change Network (HOPEM) has been promoting non-violence and carrying out activities in the jail.

One of the biggest challenges in the area of violence against women is lack of integrated data system. Multi-sector mechanism is the first step towards rapid and efficient protection and the process is moving forward. Without an integrated system, however, it is difficult to capture the accurate number of incidents as the reports from the service providers don’t match and victims can’t get prompt assistance.

³⁴ Republic of Mozambique. 2014.

³⁵ *ibid.*

2.2 Government Policies and Laws on Gender

Summary

- (1) After the Fourth World Conference on Women in Beijing in 1995, the Government of Mozambique started to accelerate its initiatives to develop policies and systems for gender related issues. Since 2002, the Government formulated the National Action Plans for the Advancement of Women and Gender Equality Policy and its Implementation Strategy (PGEI) to work on gender equality.
- (2) The PGEI stresses the importance of women's advancement of their status and empowerment through the following four specific goals: (1) Promotion of gender equality; (2) Strengthening of the coordination for gender mainstreaming; (3) Enhancing the implementation and monitoring of priority actions defined in the Beijing Platform; and (4) Improvement of the services for victims of gender-based violence in all the aspects.
- (3) In the revised Mozambican Constitution established in 2004, several clauses emphasize gender equality. Article 35 stresses on universality without discrimination (including sex), and Article 36 promises gender equality, while Article 122 stipulates promotion and support for women's participation, role, and empowerment in all spheres of the country's political, economic, social and cultural life.
- (4) Other gender related legislations have been gradually revised. The Family Law was revised in 2004, the Law on Domestic Violence was formulated in 2009, and the Penal Code which is essential to promote and protect women's rights is also in the final revision stage as of December 2014.

[Gender-Related Policies]

In Mozambique, the Gender Policy and its Strategy for Implementation was established in 2006. This Policy³⁶ upholds the vision of “guaranteeing gender-equal participation, access to rights, and opportunities, so that every person can contribute to the development of and reduction of absolute poverty in Mozambique”. Its mission is to guarantee advancement of the status and empowerment of women while promoting and enhancing the effective participation of both sexes in the development process of Mozambique based on seven basic principles.³⁷

Further under the higher goal of “conducting concerted actions for promotion of gender equality, respecting human rights and strengthening women's participation”, four specific goals are put forward. These are (1) promotion of gender equality, (2) strengthening of the coordination system for gender mainstreaming, (3) enhancing the implementation and monitoring of priority actions defined in the Beijing Platform adopted in the Fourth World Conference on Women, and (4) improvement of the services for victims of gender-based violence in all aspects. The implementation strategy consists of five principal fields and lists the preferred approach for each field. These are politics (including the participation of women in politics and decision-making and gender mainstreaming in all sectors), economy (including access to capital, agriculture and environment), judicial (including labor rights,

³⁶ The key points quoted from the Gender Policy and its Implementation Strategy (PGEI) are used in the discussions hereinafter.

³⁷ (1) unity (2) social justice (3) equity (4) equality (5) no discrimination (6) gender mainstreaming and (7) no violence

women's rights and access to judiciary), socio-culture (including health care, education, unfair cultural practices for women and database) and security and defense (participation of women in these areas). Some of the major achievements of this policy so far are the establishment of gender units as well as gender focal points in various government ministries which are essential for gender mainstreaming, advancement of the formulation of gender-related policies and progressive development of legal frameworks regarding gender and violence.

Following the National Action Plan for the Advancement of Women implemented from 2002 to 2006, a new National Action Plan for the Advancement of Women was prepared and implemented in the period between 2007 and 2009 and also between 2010 and 2014. The 2007 - 2009 plan identified seven priority issues³⁸: (1) poverty and employment, (2) education and training for girls, (3) health and HIV/AIDS, (4) women's rights and violence, (5) power and presence in decision-making bodies and media, (6) environment and agriculture, and (7) institutional mechanisms for the advancement of women.

[Other Gender-Related Laws and Policies]

- **Constitution of Mozambique**

Article 35 of the new Constitution of Mozambique enacted in 2004 stipulates the principle of universality that "All citizens are equal before the law and they shall enjoy the same rights and be subject to the same duties regardless of color, race, sex, ethnic origin, place of birth, religion, level of education, social position, marital status of parents, profession or political preference" while Article 36 upholds the principle of equality that "Men and women shall be equal before the law in all spheres of political, economic, social and cultural life". Moreover, Article 122 which specifically addresses women, stipulates that the state shall promote, support and value the development of women and shall encourage their growing role in society in all spheres of the political economic, social and cultural life of the country in its first paragraph.³⁹

- **Law Concerning Domestic Violence**

Domestic violence is not an isolated phenomenon in Mozambique. The Law Against Domestic Violence enacted in 2009 is an important law for the prevention of domestic violence, punishment of offenders and protection of victims. It is very significant in that it recognizes domestic violence as a public crime.

- **National Plan to Prevent Violence against Women and Integrated Multi-Sector Mechanism for Assistance for Female Victims of Violence**

The National Action Plan to Prevent and Combat Violence against Women 2008 - 2012 which

³⁸ The priority issues in the 2007 – 2009 plan are described here as the 2010 – 2014 plan could not be obtained.

³⁹ Articles 35, 36 and 122 of the Constitution of the Republic of Mozambique.

was introduced before the enactment of the law mentioned above identified the five priority issues of (1) assistance in terms of health, law and trial for victims of violence, (2) education and training, (3) strategic action in advocacy, information sharing, and awareness raising (4) inter-sector coordination and (5) monitoring and evaluation. It incorporates the necessary actions, division of roles between government agencies and other stakeholders and relevant budget. Although a new comparable plan to cover the subsequent period after 2012 does not appear to have been formulated,⁴⁰ the Government introduced the Integrated Multi-Sector Mechanism for Assistance for Female Victims of Violence in 2012 based on its experience up to that point.

This Mechanism aims at establishing an integrated multi-sector system so that the relevant service providers in various fields (Ministry of Women and Social Action, Ministry of Health, Ministry of the Interior/Police, Ministry of Justice and civil society organizations) can use the integrated system (integrated assistance centers) to allow the easy access of female victims of violence to services designed to protect them. The guidelines for this Mechanism specify the target issues in each sector, roles of each service provider, priority tasks and necessary actions, clearly describing the relevant protocols in individual areas (police, health care, law and medical law) and sequential process from reporting by a victim to the implementation of various protective measures.⁴¹ The establishment of this Mechanism is extremely important from the viewpoint of unifying the perceptions and understanding relating to “violence against women” among the various service providers, avoiding the duplication or gaps in the activities of stakeholders and providing the swift and efficient implementation of the protection of victims. It is anticipated that the provision of services for victims will become much more efficient once an integrated database becomes a reality in the forthcoming years.

- **Family Law**

The new Family Law enacted in 2004 was approved following the strong lobbying by civil society organizations which wanted to make the old Family Law⁴² more gender-aware. Although there are still some pending issues, the new Family Law is very significant in that it legally upholds the protection of women’s rights by means of stipulating monogamy, the legal age for marriage of 18 years old, the necessary for consent to marriage by the parties concerned, joint household representation by husband and wife (previously only the husband could represent the household) and equality between husband and wife.⁴³ Notwithstanding this law, the traditional

⁴⁰ Based on interviews with a gender-related organization.

⁴¹ Republic of Mozambique, *Integrated Multi-Sector Mechanism for Assistance for Female Victims of Violence 2012*.

⁴² The old Family Law was part of the Civil Code under the Portuguese colonial rule (1966) and discriminated against women in that only men could be the head of the household and women could not engage in commercial activities without the consent of men, etc. (United Nations, CEDAW, *Combined Initial and Second Periodic Reports of States Parties – Mozambique*.)

⁴³ SIDA. 2007. *A Profile of Gender Relations Update 2006 – Towards Gender Equality in Mozambique*.

social customs of early marriage and polygamy still continue, indicating the difficulty of changing such deep-rooted customs.

- **Criminal Code**

The existing Criminal Code of Mozambique was first established in 1886. Even though it was revised several times, its discriminative nature against women remained unchanged, resulting in a call for its revision based on CEDAW to uphold the human rights and dignity of women. Active efforts by civil society organizations and the government led to the new draft Criminal Code which was passed by the Parliament in December, 2013 and which is said to respect the rights of women by means of approving abortion on justifiable grounds⁴⁴ and outlawing a similar action to female genital mutilation (FGM).⁴⁵ Because it was pointed out by civil society organizations that the draft Criminal Code still had problems regarding the definition of rape and discrepancies between the said Code and the law concerning domestic violence, the President did not sign it but requested the Parliament to revise the said Code. As a result, it is now in the hands of the Parliament for further deliberations.⁴⁶

⁴⁴ For example, pregnancy of an under-age girl subject to sexual abuse.

⁴⁵ Based on results of interviews with various gender-related organizations / the interviewee stated that it is not exactly FGM but it appears there is not an exact word in English.

⁴⁶ Because of the said situation, the actual draft Criminal Code was not obtained. The only relevant information was obtained through interviews.

2.3 National Machinery and Other Gender Mechanisms

Summary

- (1) The main body of the National Gender Machinery is Ministry of Women and Social Action (MMAS), which was originally established as Ministry of Women and Coordination of Social Action in 2000 and changed to the current (as of November 2014 when the study was carried out) name in 2005. Under the new Nyusi Government formed in January 2015, Ministry of Gender, Children, and Social Action was established and is in charge of gender related policies⁴⁷.
- (2) Within MMAS, the National Directorate of Women (DNM) is responsible for advising on gender policies and facilitating gender mainstreaming. DNM is comprised of the Department for Women and Family and the Department for Gender and Development.
- (3) In 2004, the National Councils for the Advancement of Women (CNAM) was established as a body to promote and implement gender policies across all the sectors in Mozambique. While it is independent from the MMAS, the Minister of MMAS takes the lead and it is comprised of members from other line ministries, civil society organizations, and private companies.
- (4) At the Parliament, there are different ways for dealing with gender equality such as through the Commission on Gender, Social and Environmental Affairs, Bureau of Women Members of Parliament, Network of Women in Government and Parliament, Network of Women in Government and Parliament, and Women's Caucus. At the provincial level, Provincial Directorates of Women and Social Action and Provincial Councils on the Advancement of Women, and at the district level, District Services for Health, Women and Social Action, and District Council on the Advancement of Women are respectively engaged in women and gender equality issues.

[Background]

The Ministry of Women and Coordination of Social Action was established in 2000 as the body responsible for gender issues as well as the coordination of issues relating to women and development. The name was eventually changed to the present (as of November 2014 at the time of a field study) Ministry of Women and Social Action (MMAS) in 2005, which functions as the central body of the National Gender Mechanism. In the early years, the Ministry started as the Secretariat for Social Action within the Ministry of Health. With the establishment of the Ministry for Coordination of Social Action in 1995, this Secretariat became the Department for Women⁴⁸ as an independent section of the National Directorate for Social Action before becoming a fully-fledged ministry. It should be noted that Ministry of Gender, Children, and Social Action was established under the new Nyusi Government in January 2015 and it will be responsible for gender policies. In this report, however, information refers to Ministry of Women and Social Action⁴⁹.

[Organizational Structure]

- **Ministry of Women and Social Action (MMAS)**

As its name literally suggests, MMAS has two functions: (i) promotion of gender equality and

⁴⁷ See footnote 1.

⁴⁸ SIDA. 2007.

⁴⁹ See footnote 1.

advice on and the facilitation of gender mainstreaming and (ii) implementation of welfare policies and protection services targeting families, the elderly and the disabled. The National Directorate for Women (DNM) conducts the former and consists of two departments: Department for Women and Family and Department for Gender and Development⁵⁰.

- **National Council for the Advancement of Women (CNAM)**

In 2004, the National Council for the Advancement of Women (CNAM) was established as a body to coordinate gender mainstreaming with a view to promoting and implementing gender policies across all sectors in Mozambique. CNAM is chaired by the Minister of Women and Social Action and its members consist of representatives of stakeholder ministries, including the Ministry of Planning and Ministry of Education, and civil society organizations, such as women and/or gender-related associations, religious groups, labor unions and private companies.⁵¹ Although CNAM is chaired by the Minister of Women and Social Action, it is independent from the said ministry. Its daily operation and management is conducted by its own secretary and staff members.

At the Parliament, Commission for Gender, Social and Environmental Affairs is established as a mechanism for deliberation of the relevant issues, while Bureau of Women Members of Parliament, Network of Women in the Government and Parliament, and the Women's Caucus work on gender equality issues.⁵² At the provincial level, the Provincial Directorates for Women and Social Action handle gender equality issues along with Provincial Councils for the Advancement of Women. At the district level, the District Services for Health, Women and Social Action and District Councils for the Advancement of Women are the leading bodies involved in the issues of women and gender equality. Since 1995, the sector-oriented ministries have been actively formulating gender policies and establishing gender units as well as appointing gender focal points as part of their gender mainstreaming efforts. In 2009, there were 14 gender units across the sector ministries in Mozambique.⁵³ In reality, however, the extent of the gender policy implementation and proactive participation of Gender Units in gender mainstreaming efforts considerably varies from one ministry to another and from individual officials in charge to others.

- **Gender Coordination Group**

In 1998, the UN agencies and bilateral donors established the Gender Donor Group for the purpose of exchanging information and coordinating gender related issues. Today, Gender

⁵⁰ SIDA. 2014.

⁵¹ UN Women. 2009. *Advancing Gender Equality and Women's Empowerment in the Context of Direct Budget Support in Mozambique*.

⁵² Republic of Mozambique. 2009. Statement by Ms. Judite Tacla, Delegation of Mozambique before the Third Committee on Agenda Item 62: On the Advancement of Women, 64th Session of the UN General Assembly.

⁵³ Republic of Mozambique. 2014. 'Beijing+20: Mozambique Report on the Implementation of the Beijing Declaration and Platform for Action.'

Coordination Group replaced the former group⁵⁴ and functions with the participation of UN agencies, bilateral donors, as well as a civil society organization such as Forum Mulher, and government bodies such as DNM and CNAM⁵⁵.

[Main Activities of the MMAS]

DNM of MMAS performs such functions as the development of gender policies and strategies, promotion of the empowerment of women and gender mainstreaming and the facilitation of gender-related activities with stakeholder government ministries as well as civil society organizations. The actual activities include civic education (advocacy) to promote women's rights and the prevention of domestic violence, promotion of compliance with laws designed to protect women's rights, review of unfair laws for women and monitoring as well as recommendations relating to the implementation of gender mainstreaming in the sector-specific plans of individual ministries. The District Councils for the Advancement of Women perform similar functions at the district level⁵⁶.

In connection with gender policies, MMAS was involved in the formulation of not only the Gender Policy and its Implementation Strategy (PGEI) but also the National Plans for the Advancement of Women (2002 - 2006, 2007 - 2009 and 2010 - 2014) which detail the concrete actions to achieve the objectives of PGEI. The assistance provided by MMAS in the form of coordination and advice was also helpful along with the relevant efforts of individual ministries to achieve the positive outcomes of the establishment of the Gender Units and the appointment of gender focal points by each ministry after the introduction of PGEI.

As described above, Mozambique is equal to or even more advanced than other African countries in terms of the organization of national gender machinery, formulation of gender policies and introduction of gender-related government functions. According to a report of the UN Economic Commission for Africa concerning the trends of gender machinery,⁵⁷ Mozambique has met many criteria, including the formulation of institutional mechanisms (gender units, gender focal points and parliamentary committees, etc.), formulation of gender policies, improvement of laws and policies, decentralization of gender-related institutional mechanisms, gender budgeting, and the status of submission of CEDAW progress reports (MMAS is currently preparing the third report). At the same time, Mozambique is reported to lag behind other African countries in terms of the necessary budgeting to make the machinery function properly, human resources with sufficient knowledge and skills, gender-specific data, monitoring system, coordinating power and decision-making power of the gender machinery.

While MMAS and the Provincial Directorate of Women and Social Action have expressed the view

⁵⁴ SIDA. 2007.

⁵⁵ SIDA. 2007.

⁵⁶ SIDA. 2007./MMAS website (<http://www.mmas.gov.mz/>) Interviews with various gender-related organizations.

⁵⁷ UN Economic Commission for Africa, *Recent Trends of National Mechanisms for Gender Equality in Africa*.

that their activities are hindered by the lack of sufficient budgetary funding, it is also pointed out that MMAS cannot secure a sufficient budget for the following year because of its failure to spend the budget for the current year in full, in turn caused by spending too much time implementing projects beyond the scope of its essential role.⁵⁸ Also unclear is the role of MMAS in the gender-related coordination work with other ministries and the division of work between MMAS and CNAM.⁵⁹ The inadequate capability of the ministerial gender units and gender focal points has also been pointed out. Although some ministries have proactively begun to formulate gender policies together with the selection of officials with some decision-making power to become gender focal points, other ministries have selected officials with no decision-making power and have failed to proceed with gender mainstreaming due to the lack of knowledge or coordinating capability of these selected officials or have failed to proceed with gender mainstreaming as the task has simply been left to the appointed focal points.

As the Women's Caucus in the Parliament is not recognized as an official organ, its recommendations must go through the relevant parliamentary commissions. It is pointed out that the members of Parliament are not particularly relied on to act as "the watch dogs" of the inequality and discrimination of women as the level of understanding of gender issues and attitude towards them vary from one member to another with a general tendency to follow the party line.⁶⁰

⁵⁸ Based on interviews with gender-related organizations.

⁵⁹ Based on interviews with the DNM and other gender-related organizations /SIDA. 2007.

⁶⁰ Based on interviews with gender-related organizations / SIDA. 2007.

3. Current Situation of Gender by Sector

3.1 Education Sector

Summary	
(1)	In the Education Strategic Plan 2012-2016 which has been implemented since 2012, three issues of (1) access and retention, (2) quality of education: improvement of learning and (3) institutional development are prioritized. In accordance with the National Five-Year Development Plan 2011-2014, gender along with HIV/AIDS has been considered as a cross-cutting issue.
(2)	In Mozambique, the number of students in school at all levels from primary to higher education (especially for secondary school) increased in seven years since 2004 ⁶¹ . The fact that the percentage of female students increased in the range between 1.8% and 6% ⁶² partly attributes to the effect of improvement of education system towards gender equality. The enrollment and completion rate, however, show regional differences and these differences are derived from cultural restrictions and different views on women, as well as drop outs due to early marriage and pregnancy.
(3)	The Government considers women's increased access to vocational and technical education important. As an effort to increase the enrollment of female students, the Government started to provide partial or full scholarships as well as hygiene products as an incentive.
(4)	While female illiteracy declined over 10% in the past 10 years, female illiteracy still stands at over 64% ⁶³ , which is 30% higher than that of male. In the north, in particular, there are wider gaps between men and women compared with other regions. Based on the Strategy of Adult Literacy and Learning in Mozambique 2010-2015, the Government aims at reducing illiteracy by creating more literacy opportunities for youth and adults, with special attention to women and girls.

[Legal and Policy Framework on Gender]

Article 88 of the Constitution of Mozambique stipulates that education is the right and obligation of all citizens⁶⁴. In the Strategic Plan for Education and Culture (PEEC, 2006-2010/11) that was implemented from 2006 to 2011, "improvement of access to education and mitigation of regional and gender disparities" were raised as priority goals and efforts were made to help girls obtain better access to education. In Education Strategic Plan 2012-2016, inheriting the goals of the previous plan, the following three priority issues have been adopted: (1) access and retention towards education with equity, (2) quality of education: improvement of students' learning, and (3) enhancement of organizational capacity, and in consideration of the National Five-year Development Plan for 2011-2014, gender is regarded as a cross-cutting issue. This plan aims to further strengthen the gender equality of education through eliminating the gender gap in access to and continuation of education, challenging unequal gender relations, strengthening organizations, and protecting human rights through "gender policies"⁶⁵.

⁶¹ Republic of Mozambique, *Education Strategic Plan 2012-2016*.

⁶² *ibid.*

⁶³ Republic of Mozambique. 2014.

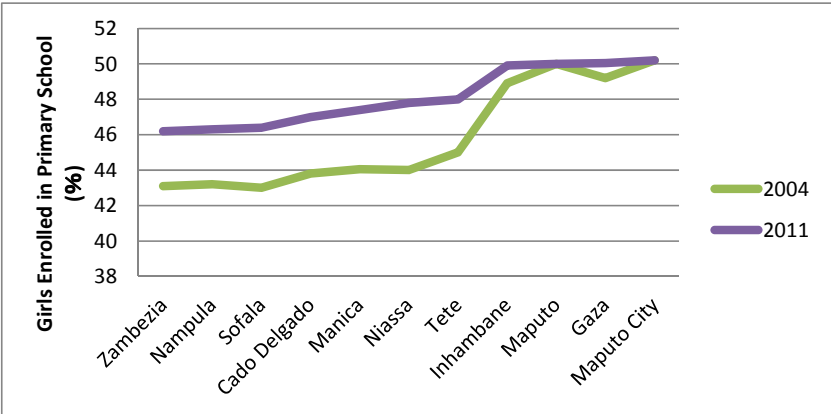
⁶⁴ Mozambique Constitution Article 88.

⁶⁵ Ministry of Education. 2012. / According to the Beijing+20 Mozambique. 2014., gender policy for the education sector was stated, however, it couldn't be obtained in this study.

[Primary and Secondary Education]

The seven-year program of primary education in Mozambique is composed of two parts, the first to the fifth grades (EP1) and the sixth and the seventh grades (EP2), while the five-year program of secondary education is composed of the eighth to the tenth grades (ESG1) and the eleventh and the twelfth grades (ESG2). Tuition is free in primary education, however, families must bear the cost of school uniforms and learning resources as well as tuition fees in secondary education.

While stressing on the improvement of access to education, education quality and systems as the top priority issues, efforts for gender equality was made which included school construction along with toilets for girls and boys, revision of curriculums and teaching materials with gender perspectives, mitigation of gender disparities, and recruitment of female teachers. As a result, the number of students in all levels of education (primary to upper secondary education) dramatically increased over seven years from 2004 (especially so in secondary education), and the ratio of girl students increased by between 1.8% and 6%. In 2004, the ratio of female students in primary and secondary education was EP 45.3%, ES1 40.9%, and ES2 39.2% respectively, and in 2011, these figures had increased to EP 47.5%, ES1 47.3%, and ES2 45.7%⁶⁶ respectively. The increase of ratio in this period was especially marked in ES2. Another important point regarding school enrollment is its rate for girls by region. As shown in the graph below (Graph 1), the percentage of girls’ enrollment across Mozambique increased in the seven years between 2004 and 2011, and regional disparities were reduced, albeit only by a small degree. However, there is still a clear trend whereby the school enrollment of girls in the north and central areas is lower than in the south. It is also necessary to consider that school enrollment within the same provinces differs between urban areas and rural areas.



Source: Education Strategic Plan 2012-2016

Graph 1: Percentage of Girls Enrolled in Primary Education in 2004 and 2011⁶⁷

⁶⁶ Ministry of Education. 2012.

⁶⁷ This includes daytime, evening, public, private, and community education.

While enrollment rates have increased, major issues today concern enrollment of children in primary and secondary education at ages older than the official age, repeating of grades, and dropouts. These issues are common among both boys and girls. Although education has improved since the education reforms of 2004, there are still problems regarding the quality of lessons, ability of teachers, ratio of teachers to students and so on. Further, there remain numerous challenges that impede girls from attending schools. They include the cost burden of school supplies and other expenses apart from tuition fees, the cost of tuition from secondary education and beyond (fees are free for primary education), distances from schools, helping with domestic chores, and sexual harassment and violence towards girl students. In primary education, as a result of such issues, enrollment rates declined for both boys and girls between 2010 and 2012. In case of girls, the completion rate fell from 55.1% in 2010 to 48.1% in 2012⁶⁸. In the north of the country, due to higher trends of early marriage, teenage pregnancies, and prejudice towards women, absence and dropout rates are high among girls⁶⁹. As part of its effort to increase school access, retention and advancement rates among girls, the Ministry of Education has been implementing the ‘Zero Tolerance Campaign against Harassment and Sexual Abuse of Girls in Schools’ since 2012. It is anticipated that the campaign will further increase girls’ access to and continuation of education. Moreover, the Government has a plan to offer scholarships and school supplies to promising girls from low-income households in secondary education⁷⁰, however, it is not clear how far this plan has been implemented.

[Vocational and Technical Education]

Vocational and technical education in Mozambique is composed of two levels, the basic level and medium level, with each level comprising a three-year program in three fields, i.e. commerce, industry, and agriculture. In recent years, the Government considers it important to increase female access to vocational and technical education. In the Education Strategic Plan, one of the goals is “to promote access and retention in vocational and technical education and pay particular attention to regional and gender disparities.” As an incentive for increasing access of girls to vocational and technical education, the Government offers full and partial scholarships and free supply of sanitary supplies⁷¹. According to government statistics, the number of students receiving vocational and technical education in 2013 was 113,328, of which 41,569 or 36.6% were girls. This represented an increase of 2.6% over 2011⁷².

[Informal Education]

According to the government statistics, the illiteracy rate in 2003 was 44.6% among men and 74.1% among women, and these figures had dropped by 10% each to 34.5% and 64.1% respectively in 2009.

⁶⁸ World Bank. 2013.

⁶⁹ Tvedten, Inge. 2012.

⁷⁰ Ministry of Education. 2012.

⁷¹ Republic of Mozambique. 2014.

⁷² *ibid.*

Improvement by 10% over six years represents a dramatic improvement, however, the disparity between genders in terms of literacy is still large and is indicative of the major differentials that exist between boys and girls regarding education opportunities. Moreover, according to the statistics for 2007, disparities are stark between the north and the south and between urban and rural areas. At this time, whereas the average illiteracy rate for the entire country (general) was 50.4%, it was 9.8% in Maputo City and 66.6% in Cabo Delgado Province in the north⁷³. The Government of Mozambique views literacy as an important factor in reducing poverty and improving living standards, and against such a background, since 2010 it has been striving to improve literacy through the implementation of the Strategy of Adult Literacy and Learning in Mozambique 2010-2015. This strategy, in which the government cooperates with nongovernmental organizations, aims to boost literacy among young people and adults with particular attention given to women and girls. Through doing so, it purports to make a contribution to advocacy on civic rights and participation in all areas of society in the process of social, political, economic, and cultural development. Particularly emphasizing the low literacy rate among women, the strategy has established activity goals and indicators with special consideration given to women and girls.

⁷³ Illiteracy in other northern provinces are as follows: Niassa 62.3%/Nampula 62.4%/Zambezia 62.6% (Republic of Mozambique National Literacy and Adult Education Strategy 2010-2015).

3.2 Health

Summary

- (1) Currently, the Strategic Plan of the Health Sector PESS 2014-2019 is under implementation, which stresses ‘Universal Health Coverage⁷⁴’ as its vision. It aims at improving the health system based on the decentralization process, and providing high quality medical services and its access for the priority issues such as improvement of maternal and neonatal mortality rates, and acceleration of reducing endemic and epidemic diseases including HIV/AIDS, and chronic malnutrition.
- (2) Since 2009, Ministry of Health has been implementing ‘Gender Equality Strategy in Health Sector’. Their appointment of gender focal point and capacity building on gender among the health and medical work related staff, as well as introducing gender disaggregated data are part of their effort under the strategy.
- (3) Maternal mortality rate in Mozambique was 480 per 100,000 live births as at 2013 which is still high. In addition to lack of access to antenatal and postnatal care, risky teenage pregnancy and delivery is said to contribute to this high rate. According to the report in 2013⁷⁵, females who give birth by 18 years old were 42%. In the north, in particular, the age for early marriage as well as their first intercourse was younger compared with other regions.
- (4) HIV prevalence rate in Mozambique in 2013 was 10.8%, which is still higher than the global average prevalence rate (0.8%), but the rate has slightly declined from 11.3% in 2007. Further, prevalence rate among women is much higher than among men, and female prevalence in Gaza Province was 29.9%. Underlying causes for this high rate are intercourse with several partners, low condom use, frequent move and immigration (especially migrant workers who work in South Africa).

[Legal and Policy Framework on Gender]

Mozambique is currently implementing the Strategic Plan of the Health Sector (PESS 2014-2019) which envisions Universal Health Coverage. It aims at improving the health system based on the decentralization process, and providing high quality medical services and its access for the priority issues such as improvement of maternal and infant mortality rate, and acceleration of reducing epidemic diseases including HIV/AIDS and chronic malnutrition. In terms of gender mainstreaming, ever since the Health Sector Gender Equality Strategy was approved in 2009, efforts have been made to build institutional capacity through appointing gender focal points, providing gender training to the health and medical workers, and adopting gender-based data⁷⁶.

In the health sector, many policies that considered gender aspect have been developed since 2009. In this report, such policies are listed below, and brief mention is made of the policies that are particularly relevant (See Table 1 below).

⁷⁴ Every citizen can receive adequate services for health improvement, prevention, treatment, and functional recovery with affordable cost. (Source: http://www.jica.go.jp/topics/notice/20130725_01.html)

⁷⁵ UNICEF, *State of the World's Children 2013 Statistical Tables*.

⁷⁶ Republic of Mozambique, *Strategic Plan of the Health Sector PESS 2014-2019*.

Table 1: List of Policies and Plans in the Health Sector

Health in General
<ul style="list-style-type: none">● Strategic Plan of the Health Sector PESS 2014-2019 (2014)● Health Sector Gender Equality Strategy (2009)
Reproductive Health
<ul style="list-style-type: none">● National Health Policy and Sexual and Reproductive Rights (2012)● A national partnership to promote maternal, neonatal and child health (2009)● Waiting House Strategy for pregnant women and Traditional Midwife Strategy (2009)● Integrated packages of Sexual and Reproductive Health Services● Humanization Initiative for citizens on Maternal and Child Health (2010)● National Family Planning Strategy (2010-2015)● The first National Strategy for Preventing and Treating Obstetric Fistulas (2012)● National Cancer Screening Program (for breast and cervical cancer) (2010)
HIV/AIDS
<ul style="list-style-type: none">● National Strategic HIV/AIDS Response Plan (PEN III):● National Survey on Prevalence, Behavioral, Risks and Information About HIV/AIDS:

[Reproductive Health and Family Planning]

According to World Development Report 2013, the maternal mortality rate in Mozambique in 2013 was 480/100,000 live birth. Although this rate has declined in recent years, it is still high compared to that of other countries in Southern Africa. The main causes are lack of access to antenatal and postnatal care as well as safe facilities. In 2011, the rate of deliveries that were assisted by midwives in 2011 was low at 54.3%⁷⁷. Other factors behind maternal mortality include lack of access to necessary medications and pregnancies among adolescent girls. In Mozambique, women tend to marry and give birth at young ages. According to data for 2002-2011⁷⁸, the rate of girls getting married by 18 years old was 43% and the rate giving birth by 18 years old was 42%⁷⁹. The trend of early marriage and childbirth is more pronounced in the north of the country, with the average marrying age in Nampula Province in 2009 reported to be 16 years old⁸⁰. According to a survey by the Ministry of Health in 2005, the percentage of girls who experienced sexual intercourse for the first time before the age of 15 was 35-45.5% in the north of the country, 16.7-24.9% in the central area, and 15.8-25.1% in the south, thus highlighting the high ratio in the north. This trend is underpinned by traditional social and cultural factors involving family and ethnic relations, economic links, and pressure to marry because of poverty. Although the social environment is changing in recent years, comparison between the north and south of the country shows that disadvantageous attitudes towards women are still firmly established in the north. Teenage pregnancy is said to entail greater risk than pregnancy after the age of 20⁸¹. Moreover, child marriages (officially, the minimum marriage age is stipulated as 18 years old according to the Family Law of 2004) have physical and mental impacts on girls. In addition, it also

⁷⁷ World Bank. 2013.

⁷⁸ UNICEF, *State of the World's Children 2013 Statistical Tables*. (<http://www.unicef.org/sowc2013/statistics.html>)

⁷⁹ Date is for 2007-2011.

⁸⁰ Tvedten, Paulo, and Montserat. 2008. 'Gender Policies and Feminization of Poverty in Mozambique.'

⁸¹ Gender Links. 2014. 'SADC Gender Protocol 2014 Barometer Chapter 6: Health.'

leads to the loss of education and employment opportunities. As a consequence, disadvantageous situations such as women's economic dependence on their spouses, lack awareness of their rights, and acceptance for male-dominant idea and attitudes are increasingly created.

The total fertility rate (birth per woman) is high at 5.3⁸², with the main reasons considered to be non-use of contraceptive devices (the contraceptive use rate in Mozambique is 12%⁸³, making it the second lowest among SADC member states), absence of joint decision making by married couples in family planning and reproductive health, early marriages, teenage pregnancies, and persistence of polygamy. Judging from the government statistics for 2011 showing that the total fertility rate (birth per woman) in urban areas is 4.5 compared to 6.6 in rural areas, and that the birth rate among the 15-19 age group is 141 (per 1000 women in this age group) in urban areas compared to 183 (per 1000 women in this age group) in rural areas⁸⁴, it can be gathered that the birth rate is especially high in rural areas of the country.

[Infant and under-five mortality]

In 2013, the infant mortality rate was 61.5 per 1,000 live births on average (57.3 per 1,000 live births for girls) and the under-five mortality rate was 87.2 per 1,000 live births (82.5 per 1,000 live births for girls)⁸⁵. Although the mortality rates are still high, they are declining every year. Compared to 2010, both the infant and under-five mortality rates in 2013 were more than 10% lower. The main factor in infant mortality is neonatal mortality, while the main causes of under-five mortality are malnutrition and infectious diseases⁸⁶. Childhood mortality is higher among boys than girls.

[HIV/AIDS]

HIV prevalence in 2013 was 10.8%⁸⁷, and although the figure has been coming down each year (in 2011 it was 11.3%), it is still relatively high at the global level. According to the survey conducted in 2009⁸⁸, the average prevalence rate in the entire country (15-49 age group) was 11.5%, while the rate was 13.1% among women compared to 9.2% among men, showing a much higher rate for women. Further, data by Province shows clear gender and regional disparities as follows:

- Prevalence is higher in the south than in the north (for both men and women).
- Prevalence among women is extremely high in Gaza Province at 29.9%, followed by Maputo City (20.5%) and Maputo Province (20%). Among men, prevalence is highest in Maputo Province at 19.5%, followed by Gaza Province (16.8%) and Manica Province (14.8%).

⁸² WHO. 2014. *World Health Statistics*.

⁸³ Gender Links, *Gender Protocol Barometer Chapter 6: Health, 2014*.

⁸⁴ Ministry of Health. 2013. *Strategic Plan of the Health Sector PESS 2014-2019*.

⁸⁵ World Bank. 2013.

⁸⁶ Ministry of Health. 2013. *Strategic Plan of the Health Sector PESS 2014-2019*.

⁸⁷ World Bank. 2013.

⁸⁸ Instituto Nacional de Saúde. 2012. 'National Survey on Prevalence, Behavioral, Risks and Information about HIV/AIDS.'

- In the north of the country, prevalence in Niassa Province is 3.3% among women and 4.3% among men, while in Nampula Province, it is 5.5% among women and 3.3% among men. These figures are significantly lower than in other provinces.

The same survey points out the following reasons as the main causes behind HIV prevalence: Prevalence of intercourse with multiple partners, low rates of contraceptive use, frequent migration (especially sexual migration to South Africa for work), sexual relations in exchange for goods, and a low rate of circumcision among men⁸⁹. As for factors behind the high prevalence rates in the south of the country, there are numerous cases where migrant workers such as miners, and truck drivers who leave their families to work in South Africa, return home after becoming infected with other partners and spread infection when they have unprotected intercourse with their spouses. According to the latest survey on condom use at last sexual intercourse, the ratio for men and women is both far lower among married people (6% among men and 3% among women)⁹⁰ than unmarried people. Even though men and women are aware to a certain extent that HIV/AIDS can be passed on not only to partners but also infants during pregnancy, they remain averse to using contraceptive devices. The government, civil society, and aid agencies have been making an effort for distributing condoms and educating the public about HIV/AIDS, however, such an effort is not as effective as it is hoped because many men are absent from the country and/or communities. As a result, men have lower sense of urgency for risks than women. Further, the power relationships between men and are unequal and hence women cannot persuade men to use condoms. Therefore the result of advocacy activities does not necessarily influence the improvement of the indicators in reality.

⁸⁹ It has been medically proven that having circumcision is less likely to be infected by HIV/AIDS. (<http://www.who.int/hiv/topics/malecircumcision/en/>)

⁹⁰ Instituto Nacional de Saúde. 2012.

3.3 Agriculture

Summary

- (1) The Strategic Plan For the Development of Agriculture Sector -PEDSA 2011-2020 stresses the importance of gender equality and improvement of women's role, and gender is treated as a cross-cutting issue.
- (2) Since 2005, the Ministry of Agriculture appointed gender focal points and developed Gender Strategy for the Agriculture Sector. The strategy guarantees equal rights and opportunities where farmers can access and control productive resources and profits regardless of sex. It also aims at similarly promoting and improving gender equality in services/training, technology, finance, and market.
- (3) Nearly 90% of Mozambican women work in agriculture sector, of which most of them are engaged in subsistence agriculture or family-based micro-scale agriculture. It is quite challenging for women to engage in commercial agriculture without access to resources, technology, finance, and market, while having the responsibilities for domestic work.
- (4) Despite the number of women in the agriculture sector, there are not many female agricultural extension workers. In 2011, women accounted for 11% of the total agricultural extension workers. The challenges for increasing female extension workers include more difficulties to participate in agriculture schools than men (according to the report in 2010, female students were 20% of the total students) and cultural restrictions in some regions.
- (5) According to the Constitutions of Mozambique, the Family Law, and the Land Law, women can possess the same land use rights as men. As the Portuguese Inheritance Law from 1966 and customary land use are still valid, and women are challenged by illiteracy and lack of access to information, however, there are a limited number of women who possess such registered land use rights.

[Legal and Policy Framework on Gender]

The Strategic Plan for the Development of Agriculture Sector (PEDSA) 2011-2020 that is currently being implemented sets out its overall goal as “contributing to the competitiveness and sustainable food security, as well as income of agricultural producers, and guaranteeing social equity for people.” It further identifies the following as its policy: “to enhance the role of women in the agricultural sector and contribute to the advancement of overall equity in the social and agricultural fields”⁹¹. In this strategic plan, gender is regarded as a cross-cutting field, and it refers to the Gender Strategy for the Agriculture Sector 2005 for details.

The Gender Strategy for the Agriculture Sector was established in 2005 as part of the gender mainstreaming policy under Pro Agri I (National Agriculture Program)⁹² that was implemented prior to PEDSA. It envisions “to enable vulnerable agricultural producers to increase food security and income, and contribute to poverty reduction and sustainable development through the gender approach. To do so, it guarantees equal rights and opportunities enabling farmers to access and control

⁹¹ Republic of Mozambique, *Strategic Plan For the Development of Agriculture Sector -PEDSA) 2010-2019*.

⁹² Pro Agri I stated as a pilot for donor collaboration in agriculture sector with multi-donor support since 1998.

Subsequently, Pro Agri II was implemented until 2010. During the implementation of Pro Agri I, Gender Unit was established and gender focal points were appointed.

resources and profits regardless of sex.” Similarly, this policy also aims at promoting and improving gender equality regarding extension services and training, technology, finance, and markets. The effectiveness of this gender strategy is unknown at this stage, because implementation of its evaluation has not been confirmed as pointed out by other aid agencies⁹³. In order to review and improve the current situation, assessment and review of gender strategy should be considered in tandem with an assessment of PEDSA over a 10-year span.

[Roles of men and women in agriculture]

According to 2007 data by the World Bank, women accounted for 62% of agricultural workers in Mozambique, while agriculture accounted for almost 89% of all female labor⁹⁴. It is thus no exaggeration to say that agriculture in this country is supported by women. Almost all women are engaged in subsistence farming or family-based micro farming. Having limited access to land or resources, and being overloaded with domestic chores and child rearing duties in addition to farm labor, women find it difficult to engage in productive and lucrative farming activities.

The roles and characteristics of male and female participation in agriculture differ slightly between areas. In the south, since men tend to go to work in South Africa and are absent, women become the heads of household. Women often have to conduct work such as field cleaning, farmland preparation, and tending of livestock which are normally carried out by men in other regions, in addition to the agricultural tasks such as seeding, weeding, and harvesting that women normally conduct. Some women are engaged in commercial agriculture, albeit on a small scale. In contrast, in the more conservative north of the country, since women are discouraged to be out of the household domain, a higher proportion of women engage in subsistence agricultural activities, while usually the men conduct heavy labor such as preparation of farmland⁹⁵.

[Women’s access to resources]

Even though women play an important role in agricultural production and food security, they do not adequately possess access to opportunities for extension services and training, technology, inputs for production (seeds, fertilizer), funds, and markets, as well as information related to all those issues. Further, they do not possess decision making power over farming and profit from the production. Gender Strategy for the Agriculture Sector (2005) therefore aims at sustainable agricultural production and poverty reduction through having equal access to and control over resources, profits, rights, and opportunities to men and women⁹⁶ while mitigating such restrictions. However, as was mentioned above, because this strategy has not yet undergone assessment, it is not clear to what extent women’s access to resources and inputs have changed and to what extent those changes have contributed to

⁹³ SIDA. 2010. *Gender Aware Approaches in Agriculture Programmes-Mozambique Country report*.

⁹⁴ Tvedten, Inge. 2012.

⁹⁵ *ibid*.

⁹⁶ Republic of Mozambique. 2005. *Gender Strategy in the Agriculture Sector*.

increased productivity. Improvements have been made to policies and the numbers of micro finance programs accessible to women are increasing. In order for women to have the equal access to use resources and funds as men in reality, it is essential that gender relations be improved and men understood that empowerment of women and livelihood improvement will lead to better livelihoods for entire families.

[Agricultural extension services]

In spite of a number of female agricultural producers in Mozambique, women still only account for 11% of agricultural extension workers (according to a donor report from 2010). Moreover, the ratio of female students in agricultural colleges is only 20%⁹⁷. In the north, in particular, female farmers are reluctant to communicate with male extension workers and voice their opinions, due to a male-dominant culture. Moreover, there is little likelihood that male extension workers will give women opportunities to talk or show consideration for the heavy burden of housework on women. Hence it is vital that increased number of female extension workers be recruited to create an environment where female farmers can voice their own ideas and opinions, receive adequate extension services, and improve productivity and production, and improve their livelihood. Moreover, in order to aim for training and services that meet the needs of women, it will also be necessary to implement gender training for male extension workers, so that they can better understand the roles of women and their needs, thereby they can take consideration when holding extension services and training.

It is usually necessary to go to agricultural college in order to become an extension worker for the Ministry of Agriculture. Given that only 20% women can attend, there are still clearly impediments to female participation due to domestic and cultural factors. More women seem to be taking part of the Farmer Field Schools and courses staged by NGOs in recent years. Depending on the region, however, there are women who are not willing to move and live in remote areas, or commute to the remote sites on a big motorbike while having the role of childrearing even after graduating from such schools. Given that enhancement of social security system and infrastructure are also relevant besides employment issue itself, it may take long to have more women on board as extension workers⁹⁸.

[Land ownership]

All land in Mozambique is owned by the state, although the Land Law of 1997 recognized the Right of Land Use and Benefit Title (DUAT -Right of Land Use and Benefit title). To obtain this right, one can register with the government through an official procedure^{99/100} According to the Constitution of

⁹⁷ SIDA. 2010.

⁹⁸ Based on interviews with DPA Nampula staff.

⁹⁹ DUAT is categorized into the following 3 types: (1) Occupancy by traditional customs (individual or/and community) (2) Occupancy over 10 years with a good will (individual) (3) Application to the government (individual and/or cooperate agencies) /USAID. 2011. *USAID Country Profile, Property Rights and Resource Governance, Mozambique*.

¹⁰⁰ In this law, registration is not obligatory and hence it is possible to use land which is applicable to (1) and (2) even if one has not registered.

Mozambique and the Family Act, men and women have equal rights and married couples have joint ownership and succession of property. In other words, based on the Land Law and Family Law under the constitution of the country, women can officially hold the same land use rights as men. Further, major advance has been made under the Land Law and Family Law in enabling women to inherit land use rights when their spouse dies.

On the other hand, the still effective Portuguese Civil Law on Succession (inheritance law) after the independence, which was enacted in 1966, gives precedence to property ownership and succession by men and runs counter to the new Land Law. Currently, revision of this law is under way.. Although inequality under the law is being alleviated, in reality women's rights are still not respected. Because of the custom that women gain access to land via their families or husbands, and women's lack of knowledge on the Land Law and Family Law on top of their illiteracy, it is rare for women to inherit land or own it in their own name¹⁰¹.

¹⁰¹ USAID. 2011. USAID. 2014. NORAD. 2012. 'How to support Women's Land Rights in Mozambique,' *Land Governance for Equitable and Sustainable Development*. (<http://www.landgovernance.org/assets/2014/05/Mozambique-Factsheet-2012.pdf>) posted in May 2014.

3.4 Employment and Economic Activities

Summary

- (1) The Labor Law revised in 2007 states that employees are guaranteed equal rights at work regardless of sex. Further, it stipulates that harassment including sexual harassment is a disciplinary offense and contains clauses for maternity/paternity leaves and allocation of nursing time, the law has not fully reflected the realistic needs of women.
- (2) While women could not practice business without a permission from men (husband) before, the revision of the Commercial Code in 2005 officially made it possible for women to register her company (business) under her own name, to use loans, and to run a business¹⁰².
- (3) Over 95% of women are engaged in unskilled labor (agriculture/non-agriculture), of which most of them work for subsistence agriculture. Women have limited access and control over resources and land, and very few women are able to engage in commercial agriculture which generates more remuneration.
- (4) In the north, women tend to stay with subsistence agriculture due to religious and cultural restrictions. Meanwhile, women in the south may take up a small-scale commercial farming and informal commerce to replace men who are out of town for work. It should be also noted that, economic activities for women are also different between urban and rural areas.
- (5) Lack of access to finance has been a big challenge for women to engage in business. Recently, however, microfinance and commercial bank programs targeted for women began to increase. Nevertheless, it is still difficult for women who are not based in the capital or urban areas to access such opportunities and information.

[Legal and Policy Framework on Gender]

The revised Labor Act of 2007 stipulates that employees are guaranteed equal rights at work regardless of sex and that harassment including sexual harassment is a disciplinary offense. This law also contains articles on maternity and paternity leave; which includes that it purports to reduce labor for pregnant women, prevents personnel transfers that disregard the wishes of pregnant women, guarantees 60 days of maternity leave and 30 minutes of nursing time twice a day (or once a day for 1 hour), recognizes one day of maternity leave for fathers, and so on. However, as was also pointed out in the CEDAW Shadow Report, there are some challenges such as lack of monitoring systems for gender-equal employment and provisions on maternity leave and nursing break that do not respond to the actual needs¹⁰³. The Commercial Code was revised in 2005, officially enabling women to register their company (or business) under their names, use loans, and run businesses. However, priority still tends to be given to social cultural norms, and in the north of the country especially, there are barriers that prevent women from running businesses outside the domain of the household.

[Women's Employment and Economic Activities]

According to the World Development Index, the labor force participation rate in Mozambique in 2013

¹⁰² Associação das Mulheres na Comunicação Social, and 8 other organizations. 2007. Republic of Mozambique. 2005. SIDA. 2007.

¹⁰³ Associação das Mulheres na Comunicação Social and 8 other organizations. 2007. *Stage of implementation of the CEDAW in Mozambique (Shadow Report)*.

was 86.3% for women, 82.6% for men, and 84.5% on average. Further, the World Economic Forum's Gender Gap Report 2014, also showed that Mozambique was ranked first in the area of labor participation. Meanwhile, as may be quickly gathered from the following two tables, the kind of labor engaged in by women in Mozambique is not profitable and is also extremely unstable and vulnerable. Almost all women (89.3%) in Mozambique are engaged in subsistence farming, while in terms of skill, the majority of women (88.2%) are engaged in unskilled work (Table 2 and Table 3). Faced with limited access to and control over resources, land, finance, and skills, women struggle to engage in lucrative commercial agriculture.

Table 2: Participation in Occupied Labor Force by Sector and Gender (%)

Sector	By Sector		By Gender	
	Male	Female	Male	Female
Agriculture	37.9	62.1	67.5	89.3
Mining	83.7	16.3	0.7	0.1
Manufacturing	90.3	9.7	1.6	0.1
Construction	96.9	3.1	4.7	0.1
Transportation	96.0	4.0	2.3	0.1
Commerce	59.3	40.7	10.0	5.5
Service	65.1	34.9	7.6	3.3
Government	75.3	24.7	5.5	1.5
Participation Rate*	44.6	55.4	78.8	82.0

Source: Government of Mozambique 2005, Tvedten, Paulo, Montserrat 2008

* Proportion of employed men and women of total Population of Active Age (PIA) between 15 and 60 years of age

Table 3: Skills and Gender Composition (%) of the Labor Force in Mozambique

	Gender Ratio by Skill		Skill Ratio by Gender	
	Male	Female	Male	Female
Unskilled agricultural labor	41.0	59.0	67.0	88.2
Skilled agricultural labor	74.7	25.3	7.8	2.4
Unskilled non-agricultural labor	69.9	30.1	18.0	7.1
Skilled non-agricultural labor	74.8	25.2	5.8	1.8
Highly skilled non-agricultural labor	74.7	25.3	1.4	0.4
Average/Total	47.8	52.2	100.0	100.0

Source: Partial extracts from Government of Mozambique 2005, Tvedten, Paulo, Montserrat 2008

Moreover, according to the 2006 Poverty and Vulnerability Survey, it is clear that women conduct almost all household chores (cooking, water pumping, washing, cleaning, firewood gathering) and they must devote their labor to unpaid work while the men work for salary.

Although women's participation in the political and administrative executive positions is extremely high compared with other nations, they are only a small number of populations out of the total female population. Amidst such an environment, there is a slowly growing trend to increase the number of female workers in sectors other than agriculture. The Government has embarked on a policy of job creation for women by setting a quota in public works contracts requiring that 25% women be employed (quota system). Meanwhile, the ratio of women receiving specialist training provided by the

private sector and the National Institute of Employment and Vocational Training (INEFP) in the public sector is increasing every year. In 2013, out of 71,759 trainees, more than half were women¹⁰⁴. Moreover, because the number of micro finance programs and aid agency-sponsored business support programs geared to women is increasing, there is anticipation that paid labor and employment creation for women will increase more in the future.

[Regional Disparities in Women's Labor and Economic Activities]

As described above, many women are engaged in agriculture, however, regional disparities exist against the environment of cultural and economic development. In the north, many women stay in subsistence farming due to religious and cultural constraints, whereas in the south women sometimes engage in small-scale cultivation of commercial crops and informal commerce such as street vending to replace men who are absent for migrant works. Particularly in the informal business, whereas this is dominated by men in the north, women are the main players in the south. There are also some women who go to the cities to find salaried work to compensate for the men who are away for other jobs. Moreover, even within the same regions, conditions differ between urban areas and rural areas. In northern cities too, women are starting to seek economic activities outside of the home in line with recent economic development.

[Access to Finance and Micro Finance]

For women in Mozambique, a major barrier to participation in agriculture and business is access to funds. Factors behind this include illiteracy¹⁰⁵, high interest rates, and the need for husband's permission (before the revision of the Commerce Code). In recent years, windows to micro finance for women are gradually opening, and agencies and programs that target women (for example, Cooperativa Crédito das Mulheres, Fundo de Desenvolvimento da Mulher, Mulher Caixa de Poupança e Credito, etc.), as well as major banks such as BCI and micro finance agencies such as GAPI have made it easier for women to participate¹⁰⁶. Such access is mainly available in the cities, but access to finance and information is still limited in rural areas. The District Development Fund (FDD) that was started by the government in 2006¹⁰⁷ is also open to women. According to the government statistics, the number of female beneficiaries is lower than male but it is increasing, and there is one southern province where women account for 37% of beneficiaries¹⁰⁸. In contrast, female beneficiaries in the north and center of the country account for between 17~24%, which is still lower than the south.

¹⁰⁴ Republic of Mozambique. 2014.

¹⁰⁵ SIDA. 2007.

¹⁰⁶ GAPI prioritized strengthening women's Entrepreneurs While BCI established a program called 'BCI Women Business' focusing on female entrepreneur (CaDuP Gender Report).

¹⁰⁷ The District Development Fund is a government-led decentralized loan scheme for which the government allocates the central funds to 128 districts to benefit those who don't have access to loans from commercial banks.

¹⁰⁸ Ministry of State Administration 2013.

4. Gender Mainstreaming in JICA’s Development Assistance and its Lessons Learned

JICA’s development plan for the Republic of Mozambique focuses on three areas under the basic policy of “promoting sustainable economic development and poverty reduction leveraging potential capacity”: (1) Vitalization of regional economy including the corridor development; (2) human development; and (3) disaster prevention and climate change measures. This survey was intended to review status of mainstreaming gender and their ‘lessons learned’ for 5 projects in the Focus Areas 1 and 2 below.

Focus Areas	Development Goals (DG)	Programs	Projects
Focus Area 1: Regional economic development including the Nacala Corridor Development (Medium Goal)	DG1-1 Support to Corridor Development	Nacala Corridor Development Program	The Project for Establishment of Development Model at Communities’ Level with Improvement of Rural Extension Service under Nacala Corridor Agricultural Development (Pro-SAVANA PEM)
	DG1-2 Agriculture Development	Agriculture Technical Support Program	The Project for Rice Productivity Improvement in Chokwe Irrigation Scheme
	DG1-3 Industrial Development	Industry Promotion Program	Development of Local Industry through One Village One Product movement
Focus Area 2: Human Development (Medium Goal)	DG 2-1 Health	Basic Health Improvement Program	Project for Strengthening Capacities of NPCS for HIV Reponses in Gaza Province
	DG 2-3 Water and Sanitation	Water, Hygiene, and Sanitation Improvement Program	The Project on Promoting Sustainability in Rural Water Supply, Hygiene, and Sanitation in Niassa Province

4.1 The Project for Establishment of Development Model at Communities' Level with Improvement of Rural Extension Service under Nacala Corridor Agricultural Development (Pro-SAVANA PEM)

(Duration of the project: May 2013 - June 2016)

Background of the Project and the Status of Gender Mainstreaming

The Project for Establishment of Development Model at Communities' Level with Improvement of Rural Extension Service under Nacala Corridor Agricultural Development (Pro-SAVANA PEM) is one of the three projects¹⁰⁹ which consist of the Triangular Cooperation for Agricultural Development of the African Tropical Savannah in Mozambique (Pro-SAVANA). The project aims at improving agricultural productivity by developing and applying the agriculture models according to different size of farmers¹¹⁰ in the project target areas¹¹¹. The main objectives are developing the models and improving agriculture extension services, and five models¹¹² were proposed. As the project team interviewed the community members and further designed the details of the project, many challenges that women faced in the traditional culture and environment in the north have become evident. For instance, most women are responsible for domestic work and don't have access to finance and its decision making, hence they can't get engaged beyond subsistence agriculture. Further, women are not expected to express their opinions. Given such circumstances, the project proposed to adopt a separate approach which focuses specifically on women. While Model 1 originally targeted both male and female small-scale farmers, Model 1 Approach 2 supports formation of women's saving groups and their micro business, taking into consideration the conservative culture and gender relations in the north. The model also aims at improving women's livelihood and mutual help, as well as mutual assistance between a husband and a wife¹¹³.

At the initial target communities for Approach 2¹¹⁴, the project team captured the women's situation and environment, and the roles of both men and women by conducting the Gender Baseline Survey. Gender training was targeted both male and female farmers participating in the Model 1 and their spouses (Participation as a couple is the basic principle in the training, but if the participant is a widow/widower or a single mother/father, another male/female member in the family could join as a

¹⁰⁹ The other two projects are Project for Improving Research and Technology Transfer Capacity for Nacala Corridor Agriculture Development, Mozambique. (ProSavana-PI) and Support for Agricultural Development Master Plan for Nacala Corridor in Mozambique (ProSavana-PD) (JICA Pre Implementation Evaluation for Pro-SAVANA PEM).

¹¹⁰ JICA. 2014. *The Project for Establishment of Development Model at Communities' Level with Improvement of Rural Extension Service under Nacala Corridor Agricultural Development (Pro-SAVANA PEM) Project Progress Report*.

¹¹¹ Initial target provinces are Nampula, Niasa, and Zambezia and a final decision for selection of the target districts and communities was made according to the pre implementation assessment and in consultation with relevant stakeholders in the provincial and district levels, as well as the beneficiaries.

¹¹² Model 1: Subsistence Farming Community Support Model; Model 2: Association Support Model; Model 3-Cooperative Support Model; Model 4: Outgrower Scheme Model; Model 5-Value Chain Establishment Model (Interview with the ProSAVANAProject Team).

¹¹³ Based on interviews with ProSAVANA Project Team.

¹¹⁴ Namitartar, Muassiwá, Nacuia, and Muassiquissa in Rapale District, Nampula Province.

pair). Participants discussed gender equality and roles, access to and control over finance, and annual daily activities as a couple, and learned about mutual roles and support as well as improvement of household livelihood by sharing the resources. It is still premature to evaluate the effectiveness of extension services for productivity improvement and the establishment of the joint gender activities as the project has been implemented only for a year. Nonetheless, it is clear that the foundation of gender equality has been established slowly¹¹⁵. What is important here is that gender relations between a husband and a wife have changed. Prior to the commencement of this project, participants did not talk about sharing their tasks and roles as a couple. Today, they talk and husbands help their wives. Secondly, wives now manage the income that they jointly earned and have some opportunities to make decision on the use of the money, whereas that was not the case before. Furthermore, they, as a couple, understand the merits of the women's saving group and the social fund¹¹⁶ that derives from their saving¹¹⁷. Not only the project implementers and relevant stakeholders but also participating women themselves stated that they gained confidence through their involvement in the project activities over a year¹¹⁸. As a next step to expand their micro-business and sales of the extra products, women members plan to build a sales stand, for which their husbands are planning to provide support.

Lessons Learned and Challenges for Strengthening Gender Mainstreaming

As described earlier, the Project Team took various gender aspects into considerations before they witnessed certain achievement. First of all, to have the target community on board for gender training, the Project Team started the training early in the morning to meet participants' schedule and finished in half-day. Further, they created the environment to welcome participants with their children, avoided Fridays considering that the majority Muslim populations, and held the training on Saturdays so that they could use a school as a venue for the training. In order to think about the division of labor as a couple, participation as a couple was a basic principle. On the other hand, men and women were also separated in some group discussions so that women could express their opinions in a comfortable environment¹¹⁹. In short, the project approach which considered traditional culture, such as strong belief on male-dominance among the dominant Makua in the north, women's lack of voice on livelihood, and Muslim religion, lead to the achievement thus far.

Meanwhile, there are also many challenges. Key farmers (leaders who coordinate farmers) for the project activities are only male¹²⁰. Normally, they are selected by the community and men tend to be selected. It is challenging for women to become a key farmer due to their weak position and lack of

¹¹⁵ Based on interviews with the beneficiaries in Rapale District (Women's Saving Group), Project Team, Counterpart in DPA Nampula, SDAE staff in Rapale District.

¹¹⁶ Members use part of the savings for emergency of the members (sickness and death of the members) and community event as a social fund.

¹¹⁷ Based on Focus Group Discussions (FGD) with Women Farmers' Saving Group in Rapale District.

¹¹⁸ During the FGD with Women Farmers' Saving Group in Rapale District, responses of those women with confidence have been observed.

¹¹⁹ Based on interview with the Project Team.

¹²⁰ Normally, a community leader appoints the key farmer or sub-key farmer and men tend to be selected.

voice in a male-dominant society. Further, lack of leadership skills and low literacy do not fulfill the requirements to become a key farmer, while women are also busy with the responsibilities for domestic work and taking care of their children. In one of the target communities, a female candidate was supposed to attend the training for key farmers, however, she did not show up and did not become a key farmer after all¹²¹. To delegate more leadership roles to women under such circumstances, the project team proposed to the community, in consultation with DPA and SDAE, that three women work as Animadores (who plays a support role as a bridge between farmers and the key farmer) and this suggestion was accepted.

In the project target areas, there are not many female extension workers, mainly due to cultural restrictions and challenges in the work environment (See Section 3.3 Agricultural Extension Service). Difficult working conditions are common challenges for both men and women, however, it is necessary to make an extra effort to create an environment where women feel safe engaging in their duty in order to increase female extension workers. Some of the examples are revisiting the size of the motorbike so that women can safely ride, providing support to obtain the motorbike license, creating the family friendly living conditions to reduce the relocation problem¹²², and reducing the areas in charge. Taking those women-specific needs into considerations may increase female extension workers resulting in involvement of more female farmers into more productive agriculture. These special measures can be more costly indeed, however, empowerment of those women who are largely engaged in agriculture may lead to improved productivity and livelihood. In this regard, providing enabling environment seems like essential investment in a long-term.

In the future, the challenge will be how to utilize the lessons learned from the Model 1 Approach 2, apply for other models, and improve gender relations. In Model 2 which supports Associations¹²³, both men and women are targeted, but it is important to note that women's status and voice are very weak¹²⁴. In order to change their relationships, it is essential (1) to understand that women's empowerment and mutual help will lead to improvement of livelihood at home and associations as a whole; and (2) to create enabling environment for enhancement of women's status and voice within the associations (for instance advocacy and training for leaders, and confidence building training for women's groups). The project team believes that knowledge and skills on accounting will be a good entry point for women to gain enhanced status and voice, thus the team is planning to have a training for accounting for women. It will be interesting to monitor and analyze if the result of the training will trigger any changes in gender relations within the association. It is also important to observe, discuss, and analyze the gender relations within the respective entities (organizations) for each model in order

¹²¹ Based on interviews with the Project Team.

¹²² DPA Nampula Staff stated that they have been trying to provide adequate housing, but it is challenging to respond to the needs because of insufficient budget.

¹²³ Association Model: Model which aims at institutional capacity building of the associations that are the entry points for small farmers.

¹²⁴ Based on interviews with the ProSavana PEM Team.

to find the entry point for the change of gender dynamics and confidence building. Further, as stated in Section 3.3 Agriculture, increase of female extension workers and exposure of male extension workers to gender training may result in enhancement of relationships and status of women in the association. In respective models, making a small difference in gender relations and improving women's access to training and essential inputs shall contribute to enhanced agriculture productivities and reduction of poverty after all.

4.2 The Project for Rice Productivity Improvement in Chokwe Irrigation Scheme

(Duration of the project: February 2011 - November 2011)

Background of the Project and the Status of Gender Mainstreaming

This project was implemented for increasing the productivity of rice cultivation in the target area of the Chokwe Irrigation District and increasing farm households' annual incomes from rice cultivation, following the technical cooperation project: "The Chokwe District Irrigation for Small Farmer's Comprehensive Agricultural Development Project in Mozambique" that had been implemented for three years from March 2007. The project team noted from the beginning of the project formulation that more than half of the agricultural actors were women in the target area. Then they focused on creating the environment for women to participate in training and consultations easily by incorporating female farmers' opinions by paying attention to gender roles¹²⁵.

It should be noted that Gaza Province, Chokwe District among others, has a unique characteristic in that women support agriculture on their own initiatives because many of the men migrate to the Republic of South Africa or urban areas in the country for work. Indeed, the sex ratio of participants in the target four areas of the project is 84.1 % in women and 15.9 % in men¹²⁶, occupied predominantly by women. Group leaders were comprised of two men and two women in four groups. In addition, it is said that there are very few female extension workers in the whole country, but 30 % of the 49 workers are women in Gaza Province. Ten extension workers consist of 5 men and 5 women in Chokwe District, but it does not mean that the project in particular employed women proactively. Good communications were observed among groups under women leaders, partly due to many women members in those groups¹²⁷.

This project fostered the environment for meeting community needs by listening to women's opinions in the context that women are main actors in agriculture. For example, rice planting is more productive than direct sowing. As the former required demanding work for women especially aged female farmers, however, the project respected their choice of direct sowing, aiming at the weight saving of human-power sower by incorporating women's opinions. The project also intends to further reduce the burden of labor by using a sower led by cattle in the future¹²⁸.

Lessons Learned and Challenges for Strengthening Gender Mainstreaming

As described in the above, women's situations vary by their circumstances where they are placed. A very important point is that the project was implemented in a flexible way to suit women's needs at the

¹²⁵ JICA, *JICA Pre Implementation Evaluation for The Project The Project for Rice Productivity Improvement in Chokwe Irrigation Scheme*.

¹²⁶ Based on interviews with the JICA Expert in the project via email. The information source is the Project Completion Report on the Project for Rice Productivity Improvement in Chokwe Irrigation Scheme: Annex 6 "8-1. Performance report."

¹²⁷ Based on interviews with JICA Expert in the project via email.

¹²⁸ Based on interviews with the staff in the Rural Development Department, JICA Headquarters.

sites in a specific environment of Gaza Province where women also bear a great burden of housework while they are responsible largely for agriculture under the absence of men. Thus it is essential to pay attention to different backgrounds or situations in each local area or community at the time of project formulation or later for gender mainstreaming.

Currently, the implementation of a similar project is being considered in the central region as the next scheme for improving the productivity of rice cultivation in the irrigation area. What should be noted here is that the traditional culture and farmer composition are different between Gaza Province and the central region. Because the gender relationship between men and women also varies among them, it is necessary to conduct a gender survey at the time of project formulation and a baseline survey to consider how to incorporate women's opinions and how to involve women as extension workers or leaders. Moreover, information sharing with other projects that have been (or are currently) implemented in the same region beyond the scope of the project is considered to help the project take advantage of their lessons.

In the Project for Establishment of Development Model at Communities' Level with Improvement of Rural Extension Service under Nacala Corridor Agricultural Development (ProSAVANA), for example, an approach was taken to involve couples (husband and wife) in gender training to deepen their understanding of gender roles and mutual assistance. If this approach is highly effective, the implementation of a similar approach would be considered, although the target region is different.

The fact that there are many female extension workers in Gaza Province and in that project is attributed mainly to the role of women in agriculture while men are absent. As described in the sub-section of 'Agricultural Extension Services' in Section 3.3, it has been challenging to increase female extension workers because of the motor ride to remote area and living conditions in some regions. Their working conditions, however, appear more or less the same in Gaza Province. If there are specific reasons or an effort was made to create an environment to attract more female workers in the Gaza Province, apart from absence of men, it should be analyzed probably for utilizing a similar idea in the central region.

4.3 Development of Local Industry through One Village One Product Movement

(Duration of the project: January 2013 - December 2016)

Background of the Project and the Status of Gender Mainstreaming

Industrial development for medium-sized, small and micro enterprises in rural areas is a major challenge in Mozambique. Institute for Promotion of Small and Medium Enterprise (IPEME), which were established in 2003, supports fostering entrepreneurs and enhancement of added values of local special products. As part of their program, it also implements One Village One Product (Cada Distrito Um Produto: CaDUP) program. Subsequent to dispatch of the Japanese expert for two years from 2010, the implementation system has been built for regional industrial development in this country since 2013. Currently, the project is under implementation aiming at improvement of administrative services for medium-sized and small enterprises/producer groups¹²⁹.

This project has been advocating a baseline survey and monitoring with a gender perspective and the promotion of women's proactive participation since its formulation. Some of those activities have already been carried out during 1.5 years after its inauguration. Further, some factors contribute to having gender perspectives in the project implementation, such as a number of female staff working in IPEME, the familiarity of the Chief Counterpart with gender issues, and having a gender expert in the JICA Project Team.

The baseline survey (with 98 samples for target five provinces), which was held soon after the commencement of the project, included some key questions that helped to understand the employment situation of women. Those questions include: the sex ratio of representatives of medium-sized, small and micro enterprises/producer groups, full-time employers, and non-regular workers, as well as the presence or absence of preferential treatments/incentives for female employees. The result of the survey showed that the average ratio of female representatives was 31% and the ratio of female full-time employees was 46 %, revealing the regional difference in that the ratio was higher in Maputo Province but lower in other provinces, particularly the lowest in Nampula Province¹³⁰.

The subsequent interviews related to gender considerations included more in-depth questions to better understand the business environment and socio-cultural challenges that women face, as well as their potential capability. Those questions included: women's contribution to the household and community development by their social participation; impacts of their participation in economic activities on livelihood improvements; their limitations by culture or tradition; the presence or absence of access to the finance and training by the female entrepreneurs; and areas where women are expected to take an

¹²⁹ Target areas covered three provinces: Maputo, Gaza, and Inhambane Provinces for two years as a period of expert dispatch, but they have been expanded to five provinces with the addition of Nampula Province and Zambezia Province (for some of the project components only).

¹³⁰ JICA CaDUP Project Team. 2014. "Efforts for gender considerations in the Project for Development of Local Industry in Mozambique."

active role^{131/132}. In addition, the Project conducted a separate gender survey¹³³ to collect the latest information such as gender-related indicators and policies, the status of activities implemented by female entrepreneurs, information on accessible financial institutions, and successful case studies so as to create the enabling environment for women entrepreneurs to participate. These studies revealed that there exist women's organizations, associations of female entrepreneurs, and lending institutions catered for female entrepreneurs in Mozambique. Registration data for CaDUP activities is gender disaggregated and women currently account for 30%. In addition, detailed information such as the number of employees by sex, their means of commuting, and their means of communications are filled in by the registers. Such data is extremely useful not only to analyze the organization as a whole but also corporate fields that women manage, challenges for gender equality, and trends of women's organizations.

CaDUP is also in the process of enhancing their gender knowledge. They are currently considering the establishment of sessions on basic knowledge of gender issues and how to hold their viewpoints and the future implementation of refresher courses for training to focal points of IPEME, provinces and districts. The CaDUP is also planning to include sessions on gender perspectives in the business training for medium-sized, small, and micro enterprises and groups registered in CaDUP programs¹³⁴.

Lessons Learned and Challenges for Strengthening Gender Mainstreaming

This project does not specialize in women by itself. The project team, however, always implements the CaDUP project with gender perspectives taking various issues into considerations such as; Mozambican women are often producers of the raw materials; have enormous potential abilities as well as weaknesses in business; and have multifaceted roles and responsibilities (other roles as a wife and a mother within a family). Specifically, the project created the enabling environment for beneficiaries to participate in the introduction session and the basic business session, such as responding to the preferred time of the commencement, and allowing them to bring their children to the session. In addition, considerations were taken for different levels of literacy and comprehension of Portuguese, thereby the instructors changed the way of explanation, gave sessions with more use of pictures rather than letters, and held more discussions¹³⁵. This is the type of approach that will enable women and marginalized people who didn't have the opportunities to get involved in entrepreneurship. Further, gender training, which targets focal points of IPEME, province and districts as well as beneficiaries, adopts approaches such as combining the gender session with a practical session, and holding refresher's course, which will lead the participants to consciously think from gender perspectives. It is believed that other projects can also proactively adopt this approach.

¹³¹ JICA, *Work progress report (2)*, "Development of Local Industry through One Village One Product movement."

¹³² Interviews are under way as of September 2014, as all of the responses have not yet been collected.

¹³³ CaDUP Project, 'Report on Women Empowerment.'

¹³⁴ Based on interviews with an officer in charge of gender in the CaDUP project team.

¹³⁵ Based on interviews with a counterpart of IPEME and an officer in charge of gender in the project team.

In order to build partnerships among various actors, it is believed that providing more indirect support to the stakeholders will contribute to creating more opportunities for women's business in the project. While the lack of women's access to funds has been a big barrier to women's entrepreneurship, microfinance and loan programs have recently been increasing for women, including those provided by private banks. It is believed that collaboration and information sharing between IPEME and those microfinance institutions and programs for women by the commercial banks will ease the access to fund by women's organizations. Moreover, while noting the links with the District Development Fund, cooperation with the Provincial Directorate of Women and Social Action and enhanced collaboration with women's business associations in provinces will further activate the CaDUP project. In addition, synergistic effects whereby partners will also learn from the CaDUP project may be expected.

4.4 Project for Strengthening Capacities of NPCS for HIV Responses in Gaza Province

(Duration of the project: February 2012 - January 2015)

Background of the Project and the Status of Gender Mainstreaming

According to the 2009 data, HIV prevalence rate in Gaza Province was the highest in Mozambique with the rate of 25.1%. Whereas the prevalence rate among men was 16.8%, the rate among women was 29.9% which is the worst in the country¹³⁶. The prevalence rate among men was the second worst in the country though lower than that among women. Furthermore, it is said that the mortality associated with AIDS-related diseases is the highest (40.7 %) in the province¹³⁷. This project was requested with a view to help reducing and preventing the prevalence under these circumstances, thereby its implementation went ahead. Towards the aim of reducing the number of new HIV/AIDS prevalence in Gaza District, this project sets three core initiatives of (1) enhancing coordination capacity of Provincial AIDS Combat Nucleo (NPCS), (2) capacity building of district focal points under the decentralization of HIV/AIDS measures, and (3) implementation of the IEC (Information, Education, and Communication) on AIDS prevention.

Noting the high women's prevalence rate from the project formulation stage, preparation of IEC materials and awareness raising for prevention responding to the needs of men and women as well as communities were included in the activities in along with the assistance at the policy implementation level. As part of the prevention activities condom working groups¹³⁸ and workshops were held where participants learned and shared information on gender-responsive HIV/AIDS prevention measures, particularly on the use of condoms for women that is uncommon in Mozambique, as well as their distributions¹³⁹. It was initially the intention of the project to have the IEC materials translated into local languages (languages used in Gaza Province). Taking consideration of the effective awareness raising for illiterate population (illiteracy rate of women is a national average of 64%¹⁴⁰), however, they changed the media in place of translation into: creation of billboards periodically changing the messages and the design; dissemination of the message on prevention through TV and community radio; and putting the stickers on the buses that the population uses as means of transport.

Furthermore, the project supported activities led by the local government and schools as part of the decentralization of HIV/AIDS measures. It was prevention advocacy for youth through 'edu-tainment' (method through a combined use of education and entertainment), in which adolescent male and female students in Grade 1 of junior high schools convey the messages on HIV/AIDS prevention

¹³⁶ Instituto Nacional de Saúde. 2009. Republic of Mozambique, *INSDA 2009 National Survey on Prevalence, Behavioral Risk and Information about HIV and AIDS*.

¹³⁷ JICA. 2011. *Project for Strengthening Capacities of NPCS for HIV Responses in Gaza Province Project Document*.

¹³⁸ It is one of the working groups in NPCS to discuss technical issues on condom use to improve their work.

¹³⁹ *JICA First Quarterly Report for 2014*.

¹⁴⁰ WDI 2009, <http://data.worldbank.org/indicator/> (website accessed in December 2014).

through singing and dancing contests. It is believed that this advocacy had direct and indirect effect on different stakeholders to think about HIV/AIDS Prevention: Male and Female students in 11 districts (1 group is comprised of 5 male and 5 female members) through devising the idea for the message and performing, other children and the communities as audience, and teachers and parents through the process of children's engagement in the activities. Based on the success in 2013, the event was also held in 2014¹⁴¹.

Lessons Learned and Challenges for Strengthening Gender Mainstreaming

Despite the nation-wide awareness rising for prevention and advocacy by donors and the civil society in and outside the country, reduction of HIV prevalence rate has not progressed as fast as it is hoped for. To prevent more effectively, the government has been working specifically on high-risk groups¹⁴² in collaboration with donors and partners, and it is hoped that this measure will show effectiveness. Moreover, assistance with a gender perspective is significant, for which gender disaggregated data and gender analysis at the provincial and district levels is essential. Currently, collection of gender-disaggregated data, and its systematization and analysis have not been conducted at the provincial and district level¹⁴³, hence they have to rely on the National Survey on Prevalence, Behavioral Risk Factors and Information about HIV and AIDS in Mozambique (INSIDA) held in 2009 when it comes to specific data and their analysis. If data collected by the Provincial Directorate of Health and health posts at the provincial level are integrated and organized allowing age and gender disaggregated data analysis, decentralized needs-based approach may be possible.

In addition, the Ministry of Women and Social Action and Provincial Directorate of Women and Social Action are in the position to advise on collection of gender disaggregated data and its analysis, as well as corresponding policies in the Board of Directors of the National AIDS Commission and at the provincial-level coordination meetings respectively. It is important to scrutinize to what extent these agencies are advocating and to what extent they have the capacities and involve other development agencies and the government in this regard.

To advocate more effectively, it is crucial to analyze the gaps where advocacy has not reached and come up with the solution on how to fill this gap in collaboration with NPCCS, district focal points, civil society organizations, as well as aid agencies. In the case of Gaza Province, many men migrate to South Africa for work and return to Mozambique for holidays between December and January. According to the interviews with the NGO worker, HIV prevalence rate rises on the occasion of their return, however, due to lack of survey results of evidence, it is not evident whether this statement is true or not¹⁴⁴. Around the International AIDS Day on December 1, advocacy activities are carried out

¹⁴¹ The 2014 contest was carried out during the field survey.

¹⁴² Women, youth/children, military/police officers, health care workers, teachers, inmates, athletes, miners, and sex workers constitute the high-risk group (Most at Risk Population Groups-MARPs).

¹⁴³ Based on the interviews with the officer of the JICA Mozambique Office.

¹⁴⁴ Based on the interviews with the officer of the JICA Mozambique Office.

such as a parade, exhibitions, and radio programs, however, migrant workers are absent. Meanwhile, it seems there is no specific prevention campaign targeting migrant workers during the period of their stay. In the future, it may be suggested to extend the current activities such as carrying out the campaign until their homecoming or holding 'edu-tainment' event at the end of December. Another idea is to organize an in-depth dialogue between migrant male workers on holiday return and male networks (See Section 7. Gender-related information sources: "HOPEM"). Toward the completion of the project in March 2015, it is important to discuss these challenges at the provincial and district levels. Even if JICA does not initiate a follow-up project on this issue, it will be crucial to keep records of the discussions and share the information, so that other donors and stakeholders can possibly provide follow-up supports.

4.5 The Project on Promoting Sustainability in Rural Water Supply, Hygiene, and Sanitation in Niassa Province¹⁴⁵

(Duration of the project: March 2013 - February 2017)

Background of the Project and the Status of Gender Mainstreaming

According to the calculation method of the National Directorate of Water (DNA)¹⁴⁶, the rate of access to safe water and sanitation facilities in Niassa Province including its urban areas is higher than the national average. It is predicted, however, that people's access is most likely estimated higher than actual because the total population and the population per community are small in the province¹⁴⁷. As the province has not ever been included in the targets for construction of new water supply facilities in large-scale water supply assistance programs, water supply rate is declining. In addition, some districts don't have a good access to sanitation facilities¹⁴⁸ resulting in high mortality rate of infants due to water-borne diseases (12.3%)¹⁴⁹, thereby this project implementation came into effect to improve the situations of water supply and sanitation in the target area.

This project sets out a policy of 'promoting women's participation to mitigate disadvantages to women such as the reduction of time to fetch water, when the project establishes the community water and sanitation committee and supports its operation'¹⁵⁰. It is understood in the society of Mozambique that fetching water is women's role. In fact, the study on a weekly activities conducted under the Poverty and Vulnerability Survey (2006) shows that 85 % and 70 % of the women in rural and urban areas are engaged in water drawing, respectively, whereas only 15 % and 25 % of the male respondents in rural and urban areas are engaged, respectively.¹⁵¹ Considering that women have spent a long time in fetching water and consequently lost time for livelihood improvement activities or their own time, it is crucial for women's empowerment to reduce time for fetching water and increasingly involve women in the use and management of water.

Based on this reality, interviews were conducted on the distance from water sources and time spent for fetching water by women in the target four districts during the initial baseline survey. The survey also had a scope to include the difference in time spent for water drawing between the dry and rainy

¹⁴⁵ Based on the consultations with JICA staff, it was decided that the field research will not be conducted on this project due to time constraints. Hence the information here is based on the desk review and interviews with JICA HQ staff.

¹⁴⁶ In the calculation method by DNA, the water supply rate is computed mechanically with the assumption that the population supplied with water per water supply facility is 500 persons.

¹⁴⁷ JICA. 2012. *The Project on Promoting Sustainability in Rural Water Supply, Hygiene, and Sanitation in Niassa Province, Project*, "Report of Detailed Planning Study in Niassa Province,"/According to this report, the provincial water rate (2008) was 69.8 % in Niassa Province, much higher than the national average (50.9%).

¹⁴⁸ Four districts: Majune District, Muembe District, Mavago District, and Mandimba District were the targeted.

¹⁴⁹ JICA. 2012. *The Project on Promoting Sustainability in Rural Water Supply, Hygiene, and Sanitation in Niassa Province Project Document*.

¹⁵⁰ *ibid*.

¹⁵¹ Tvedten, Inge. *World Development Report 2012- Gender Equality and Development Background Paper. Mozambique Country Case Study: Gender Equality and Development 2011*.

seasons and the time spent in acquiring the daily amount of water required by a household. Furthermore, interviews were also conducted on water-borne diseases in each season and the prevention methods for diarrhea, with the expectation that the improvements in water supply and sanitation would result in the decrease in children's water-borne diseases, thereby contributes to the reduction of labor burden on women who are responsible for taking care of patients in the future.

Lessons Learned and Challenges for Strengthening Gender Mainstreaming

As described above, the project was formulated with gender perspectives by conducting in-depth studies on the reduction of women's time spent in fetching water and the areas of sanitation and health management where women played a role (e.g. taking care of illness among the family members).

It is suggested that questions covering the gender situations in social aspects be further added, if possible, while there are some concerns about adding more questions as the survey already covers a fairly wide range of issues in detail. For example, they would include the safety of the routes that women use for fetching water (e.g. susceptible to sexual violence along the way), the linkages between the availability of toilets at schools (their existence and conditions), and the truancy and dropouts.

With regard to women's status as a maintenance manager or PEC promoter (Activista), the progress report does not deal intensively with how much women are involved in such activities. Activista is said to be selected at the local level. If men are normally selected, the balanced selection of a man and a woman maybe considered in order to make the outreach to women more effective. Further, it will be important to analyze why women's role as a water manager and a PEC Activista is important; if women do not assume such roles, why not; and how to improve their roles and the way of promotion, although it might be premature to carry out such analysis at this point as the project has been under implementation only for 1.5 years thus far. Improvement of the situation based on the analysis is believed to lead to the establishment of water supply system which meets women's needs, and women's empowerment not only as users but also as managers. Furthermore, it maybe possible to alter the communications of the PEC consultants with women by addressing the importance of gender perspectives in their terms of reference and providing them with gender training, thereby they are expected to work on their advocacy to respond to women's needs.

5. List of Gender-related Areas of Assistance by International Agencies and Other Organizations

Support Field	Implementing Agency	Outline
Gender in general		
Support for gender mainstreaming in the national programs	UNFPA	Support gender mainstreaming in the state policies and programs, capacity building of stakeholders responding to GBV(national agencies, service providers), provision of technical advice
Support for women and gender equalization in economic activities	UNFPA	Knowledge enhancement of sexual and reproductive health, life skills, livelihood improvement support for youth combined with behavioral change component, and support for access of women to land and micro finance
Strengthening of communication, advocacy, and participation of duty bearers and rights holders	UNICEF	Support for capacity building of duty bearers and rights holders with a view to protecting adolescent girls against violence, sexual abuse, and effects of HIV/AIDS; and enabling children and youth to participate in decision making and have access to information
Gender equality and rights of women	UN Women	Policy advice and technical support to the government on gender equality and women's rights (Beijing +20 Report, CEDAW Report, etc.); capacity building of counterparts; and advocacy (advocacy on gender equality through partnerships with NGOs)
Eradication of violence against women	UN Women	Public education and social mobilization (community-wide activities) geared towards elimination of violence against women, and support services for victims of violence
Formulation of gender budget	UN Women	Technical support and advice on transparent government planning and budgeting with gender consideration; partnership building with civic groups and academia
Gender-based violence (GBV)	USAID	Support for enhancement of GBV policy implementation, effective prevention, and improvement of support services for victims of GBV. An approach that involves men as stakeholders for advocacy and prevention.
Women's participation in politics and decision making (scheduled)	USAID	Support for empowerment of women through leadership training
Health and Medical Care		
Behavioral change in youth health	USAID	Behavior and attitude change for early marriage and HIV/AIDS
Support for capacity and systems of duty bearers and rights holders and strengthening of implementation in reproductive health and prevention of HIV/AIDS	UNFPA	Strengthening of capacity and knowledge of stakeholders regarding rights and gender equality in reproductive health and AIDS, support for policy dialogue, support for gender-sensitive and integrated health and medical care services, and support for community-based risk mitigation in reproductive health and HIV/AIDS.
Education		
Support for appropriate age school attendance and completion of orphans and vulnerable children (OVC) in primary and secondary education	USAID	GBV countermeasures for schools and PTA, risks of early marriage and teenage pregnancy, training for enhancement of knowledge about children's rights, training on school block subsidies for girls and OVC.
Support in basic education	UNICEF	Support for improvement in the quality of education, capacity building of teachers, creation of school environments that are kind to children, life skill activities concerning prevention of HIV/AIDS prevalence among youth and violence against girls
Economy and Employment		
Support for female agricultural workers	USAID	Subsidization and technical support for women's agro businesses, tourism businesses, and agricultural processing businesses
Support for women and youth in preparing for employment	USAID	Support in preparing for employment and internship via skill training suited to market demand. Half of scholarships are targeted at women.

6. Challenges and Considerations for Gender Mainstreaming in Development Assistance for Mozambique

6.1 Regional Culture-responsive Gender Equality

As has been stressed a number of times in the foregoing sections, one of the characteristic of Mozambique is the existence of different traditional culture and conditions of economic development between the north, center, and south of the country. When implementing activities, it is important to constantly implement gender analysis in the target areas and conduct regional culture-responsive gender mainstreaming. Moreover, it is crucial to pay special attention to the rapid changes in Mozambique where significant economic development is under way. In the north, as has been described previously, a conservative culture and harsh economic conditions have impeded the social advancement of women, however, in recent years, development of the Nacala Corridor has brought about changes in economic structure and employment needs. At this important economic juncture, whether opportunities for women's social and economic participation will increase or not will depend on how the government and stakeholders will involve women, and how the mind-set of individuals on gender will change.

First of all, at the government level, in addition to accelerating gender mainstreaming, it will be necessary for stakeholders to consciously implement activities from the gender perspective. For this reason, both men and women must understand that female participation in society and economy is linked to improving livelihoods not only for women themselves but also for households, communities, and in their areas. Moreover, it is necessary to build an environment that leads to higher awareness that each person can make a contribution to development and improvement of livelihood. On the other hand, it is anticipated that economic development will bring forth social impacts. For example, inflow of new population can lead to the introduction of different culture and thinking to the north, and increased HIV prevalence among women. At the same time, economic development offers opportunities for women to gain greater access to literacy and education. Faced with such diverse changes, it will be necessary to engage in mind-shift on gender relations which is applicable to the northern culture, while utilizing experiences from the south.

In the south, while it is expected that women will gain more opportunities for social and economic participation in men's absence, there is an urgent need to protect women's rights to health through prevention of burden on women and from further prevalence of HIV/AIDS. Moreover, even if women are active while men are away from home, it cannot be said that sustainable gender relations are established, if women cannot participate in decision making when men have returned. In addition to such regional disparities, it should be noted that there are differences between urban and rural areas in terms of customs and thinking, poverty situations, and the conditions and environment where women are placed.

In future, it will be increasingly important to understand aforementioned social and cultural factors, economic development conditions, and historical background, so as to reflect what kind of effects the region responsive gender approach can lead to and what kind of goals are attainable.

6.2 Women's Empowerment and Participation in Decision Making - Disparities between the Political and Non-political Levels

As was mentioned earlier, in spite of a high rate of political participation in Mozambique, conditions surrounding women away from the political level are harsh. The ratio of women living on or below the poverty line is 57.8% (for men the figure is 53.9%¹⁵²), and there are still large gender disparities in education opportunities and literacy. As is demonstrated by the fact that many men and women still believe that “domestic violence is unavoidable,” the decision making rights of women on the domestic level are extremely limited.

In order to improve the social and economic environment and enhance participation in decision making by women, who are faced with vulnerability at the non-political level (households, communities, society), it is essential to gain support from women who are already displaying leadership in decision making bodies and at the grassroots level, and to secure the understanding of men. In Mozambique, greater progress has been made in the introduction and revision of policies and legislation geared to gender equality and mainstreaming since 1995. However, their implementation has not been fully materialized, yet. In order to change the environment and conditions surrounding women, it is urgently necessary to accelerate the implementation of such policies with the support of aforementioned female leaders. Towards such acceleration, it will be necessary to build government-level capacity and systems in various sectors, improve the awareness and increase opportunities for participation for beneficiaries. Moreover, as improvements are made in terms of the business environment and access to finance for women, there are increasing opportunities for women to train as entrepreneurs and participate in the private sector. And further provision of support will widen the possibilities for women to advance in non-political sectors.

Further, both in policy implementation and female participation in business, it is essential to first acquire the understanding of men. In recent years, the importance of active male participation concerning the rights and empowerment of women has come to be reviewed on the global level. In Mozambique too, activities and public education that also involve men are being conducted, and the Ministry of Women and Social Action has established partnerships with civil society organizations and anticipates effects from such developments. As was mentioned previously, in Model 1 of the ProSAVANA PEM project, efforts to improve gender relations assuming married couples to be a single unit are generating positive results. Intervention and advocacy across sectors and at various levels (households, communities, society) are necessary and possible in order to enhance female participation in decision making at the non-political level. Furthermore, it is possible to improve such participation at all levels through adopting the viewpoint of facilitating women's participation in all assistance interventions.

¹⁵² Republic of Mozambique. 2014.

6.3 Gender Mainstreaming in JICA's Development Assistance for Mozambique

As five JICA projects targeted in this research for Country Gender Profile in Mozambique do not present 'gender equality' aspect as their main aspect of their projects, descriptions on gender perspectives and approaches are fairly limited in their study report for the detailed planning. However, it has become clear that each project is implemented with gender perspectives in reality (although degrees of views and implementation depend on the project). Nonetheless, in order to realize more effective gender mainstreaming, it is essential to adopt the gender perspective in all stages of the project cycle (project formation, implementation, monitoring, and evaluation). In particular, focus should be given to the areas such as agriculture for which majority of women are engaged, health including reproductive health, and water resources where women play an important role in water drawing and sanitation management. In this regard, it is important to conduct gender analysis and clarify how the intervention will affect the gender relations and how it will contribute to the achievement of gender equality. Clarifying such ideas at the project formulation stage will make it possible to assess the progress and effectiveness at monitoring and evaluation.

In the projects which are implemented with ministries and government institutions as their counterparts (national and provincial levels), it is crucial to make an effort to actively involve their gender focal points. Although these counterparts may not have technical expertise for the project itself, involving them is beneficial in terms of adopting gender perspectives and opinions that are otherwise not visible to the project team. Moreover, sharing and extending information on gender mainstreaming in JICA projects at the intra-ministerial and MMAS-led gender coordination meetings may create synergies between the policy and implementation levels in gender mainstreaming. However, gender mainstreaming through these gender units and focal points is not always functional. Part of the reasons derives from lack of their knowledge on gender, voice within their ministries, as well as the ministries' budget, which are also pointed out by some donors as well as the staff of MMAS. Further, lack of coordination between the policies and implementation in the field for respective sector and lack of information are also believed to take part in the challenges. Moreover, those ministries do not involve the focal points in the project.

In the current development assistance framework of JICA for Mozambique, there is no plan for supporting the capacity building of such units and focal points. However, some actions such as involving the focal points, making opportunities for them to speak up, and advocating the importance of the focal point's roles with the executives are believed to lead to self-awareness of the counterpart ministries on gender mainstreaming. In addition, enhancement of partnership building with relevant aid organizations may create some space for cooperation such as capacity building (ex: participation in training programs for improving gender knowledge and gender analysis that are organized by other aid organizations) of the focal point.

7. Gender Information Sources

7.1 List of Relevant Agencies and Organizations

Organization	Activities	Point of Contact
Government organizations and academia		
Ministry of Women and Social Action	Advice on gender policy, facilitation of gender mainstreaming; window with women's civic groups; building of systems for protection of women, children, and elderly people	Ave. Ahmed Sekou Touré, Maputo
National Councils for the Advancement of Women	Promotion and monitoring to ensure that government gender policies are reflected in government plans and programs	Ave. Ahmed Sekou Touré, Maputo
Eduardo Mondlane University (UEM) Gender Issues Coordination Centre	Implementation of courses on gender planning and budget in cooperation with the Ministry of Women and Social Action	Ave. do Zimbábwe, Maputo
International agencies		
UN Women	Eradication of violence against women; HIV/AIDS and women; gender responsive budget; gender and aid effects; policy advice for gender and disasters; support for implementation of policy; advocacy	Rua José Craveirinha, 237 Maputo
UNFPA	Reproductive health; HIV/AIDS prevention; support for risk mitigation; support for strengthening of gender-sensitive health and medical services; gender mainstreaming	Avenida Julius Nyerere 1419 Maputo
UNICEF	Basic education, child protection, water and sanitation, health and nutrition	Ave do Zimbabwe, 1440 Maputo,
UNDP	Policy advice, capacity building, and technical support in the areas of environment and energy, poverty mitigation and economic development, disaster prevention and climate change, human rights, governance, women's empowerment, and HIV/AIDS	Kenneth Kaunda Av, N. 931, Maputo
Donors (bilateral)		
USAID	Mainstreaming gender within the work of governance, economic growth, employment promotion via education and vocational training, and health	JAT Complex, Rua 1231, Nr. 41 Bairro Central, Maputo
NORAD	Energy, petroleum development, fisheries (gender mainstreaming within the sectors)	Ruseløkkveien 26 0251 Oslo, Norway postmottak@norad.no
SIDA	Democracy and human rights (including gender equality), agriculture, infrastructure, research and higher education	Valhallavägen 199 105 25 Stockholm Sweden sida@sida.se
NGOS		
Forum Mulher	A network organization comprising groups active in the fields of violence against women, sexuality and reproductive health rights, and women's rights	Rua Vila Namwali No 246 Bairro da Malhangalene Maputo
WLSA (Women and Law in Southern Africa)	Research and advocacy for reform of legislation and customs geared to women's socio- economic, political, and legal equality	Rua Padre António Vieira nº 68, Maputo
OMM	Established as the women's wing of the FRELIMO Party. Conducts advocacy related to women's rights, empowerment, and reproductive health	Bairo da Sommerchild, Rua Pereira do Lago, nº147- 2 ° Andar, Maputo
HOPEM (The Men for Change Network)	A network that promotes men's positive participation in gender relations while questioning discriminatory ideas, customs and attitudes and masculinity to protect human rights of men, women, and children.	Vila Namwali No 296 G/Floor, Malhangalene, Maputo

7.2 List of Relevant Documents and References

Documents	Author	Publisher/ Source of Information	Year
Education			
Education Strategic Plan 2012-2016	Ministry of Education	Ministry of Education	2012
Estratégia de Alfabetização e Educação de Adultos em Moçambique	Council of Ministers	Council of Ministers	2011
SADC Gender Protocol 2014 Barometer Chapter 3	Gender Links	Gender Links	2014
Health			
Strategic Plan of the Health Sector (PESS2014-19)	Ministry of Health	Ministry of Health	2013
National Strategic HIV/AIDS Response Plan 2010-2014	Council of Ministers	Council of Ministers	N/A
National Survey on Prevalence, Behavioral Risks and Information about HIV and AIDS (INSIDA)	National Institute of Health	National Institute of Health	2009
SADC Gender Protocol 2014 Barometer Chapter 6	Gender Links	Gender Links	2014
Agriculture			
Strategic Plan for the Development of Agriculture Sector (PEDSA 2010-2019)	Ministry of Agriculture	Ministry of Agriculture	2010
Gender Strategy for the Agriculture Sector	Ministry of Agriculture	Ministry of Agriculture	2005
Gender-Aware Approaches in Agriculture Programme- Mozambique Country Report	SIDA	SIDA	2010
Gender and Social Issues in General			
Mozambique National Report on the Convention on the Elimination of All Forms of Discrimination against Women	United Nations	United Nations	2005
Shadow Report- Stage of implementation of the CEDAW in Mozambique	9 NGOs in Mozambique ¹⁵³	N/A	2007
Law on Domestic Violence	Republic of Mozambique	Republic of Mozambique	2009
Gender Policy and Its Implementation Strategy	Republic of Mozambique	Republic of Mozambique	2006
Beijing +20: Mozambique Report on the Implementation of the Declaration and Platform of Action	Ministry of Women and Social Action	Ministry of Women and Social Action	2014
World Development Report 2012 Gender Equality and Development Background Paper	Tvedten, Inge	World Bank	2011

¹⁵³ *AMCS, AMMCJ, AMRU, ANSA, COMUTRA, LDH, MULEIDE, Rede CAME, WLSA Mozambique.

8. Definitions of Terms and Indicators

Explanation of Terms

Term	Explanation
Women's Caucus	An informal meeting of women party members and representatives voluntarily gathered to discuss matters
Empowerment	Empowerment is about people taking control over their lives, pursuing their own goals, living according to their own values, developing self-reliance, and being able to make choices and influence - both individually and collectively - the decisions that affect their lives.
Gender	Rather than biological gender (sex), this refers to gender in the social and cultural sense.
Gender Mainstreaming	Means for achieving gender equality in all fields
Gender Budget	Analyzing state or local government overall budgets or specific ministry budgets from the viewpoint of gender equality, and revising policies and redistributing budgets to ensure that the effects of policies are equally distributed
National Machinery	The national machinery for the advancement of women is the central policy-coordinating unit inside government. Its main task is to support government-wide mainstreaming of a gender-equality perspective in all policy areas.
Reproductive Health	Reproductive health is a state of complete physical, mental and social well-being and not merely the absence of illness or disability, in all aspects relating to the reproductive system and to its functions and processes. Reproductive health therefore implies that people are able to have a satisfying and safe sex life and that they have the capability to reproduce and the freedom to decide if, when and how often to do so. Implicit in this last condition are the rights of men and women to be informed and to have access to safe, effective, affordable and acceptable methods of contraception.

Indicators

Indicator	Explanation
Oral Rehydration Therapy	An approach to treating dehydration caused by diarrhea through orally administering fluids. This method can be easily implemented by anyone without medical know-how.
Total Fertility Rate	The total age-separate fertility rate of women aged between 15~49. This is the average number of children that a woman gives birth to in her lifetime.
Under-5 Mortality Rate	Probability of a child dying before reaching the age of five, this is shown as the number of mortalities per 1,000 births.
Gender Empowerment Measurement	Focusing on opportunities for women rather than their potential ability, this is calculated from three variables, i.e. proportion of seats held by women in national parliaments, percentage of women in managerial positions, specialist occupations, and technical occupations, and earned incomes of males vs. females.
Gender Development Index	This indicator is calculated by applying penalties to gender disparities in the same three areas targeted by the HDI (health, education, standard of living).
Gender Inequality Index	This indicator expresses gender disparities in the three areas of reproductive health, empowerment, and employment opportunities.
Gini Index	An indicator of income disparity, this is zero when the incomes of everybody in society are zero, and 1 when income is concentrated in one person. Income disparities are smaller as the Gini index becomes lower.
Net Enrollment Rate	The total number of children or students who enroll in school in a theoretical cohort pertaining to a certain stage of education, this is expressed as the ratio of that age cohort compared to the general population.

Indicator	Explanation
Gross Enrollment Ratio	The total number of children or students who enroll in school in a certain stage of education irrespective of age, this is expressed as the ratio in relation to the official school age population that corresponds to the same stage of education.
Human Development Index (HDI)	Calculated based on average life expectancy, adult literacy, school attendance rate at all levels of education, and per capita real GDP (purchasing power parity), HDI is utilized as an indicator of the national mean of basic human capacity, i.e. how far people live long and healthy lives, receive education and have knowledge, and attain adequate standard of living.
Infant Mortality Rate	Infant mortality rate is the probability of a child born in a specific year or period dying before reaching the age of one. It is shown as rate per 1000 live births.
Maternal Mortality Ratio	This is the annual number of female deaths from any cause related to pregnancy or childbirth or within 42 days of completion of pregnancy, for a specified year. It is shown as the number of deaths per 100,000 live births. This is one of the indicators for measuring attainment of MDG5.

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