



Mozambique

Women Economic Empowerment and Gender Responsive Budgeting

Mozambique signed and ratified a number of frameworks on gender equality and systematically considered gender issues since independence in 1975. In 1995, Mozambique adopted the Beijing Declaration and Platform for Action which made the country accelerate its initiatives to develop policies and systems on gender-related issues. Mozambique has signed frameworks that protect and empower women and such as the Convention on the Elimination of all forms of Discrimination against Women (CEDAW), Protocol to the African Charter on Human and People's Rights, and the SADC Protocol on Gender and Development.

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 and economic empowerment. The 2004 Constitution clearly recognised gender equality and

Total Population mid-2018	27,844,000
	52.2% women
	47.8% men
Population Annual Growth Rate	2.8%
Adult Literacy	50.3% women
	72.6% men
Maternal Mortality Rate	451.6/100,000 live births
Infant Mortality Rate	67.3/1,000 live births
Total Fertility Rate, per woman	5%
People Living with HIV and AIDS	2,222,963
HIV incidence(new infections) all ages	150,081

Annual GDP (2018)	US\$14.428 billion
GDP Annual Growth Rate (2018)	3.3%

Socio-Economic Empowerment of Women

Women with account at financial institution or mobile money	32.9%
Mandatory paid maternity leave	60 days
Proportion of:	
Women in Agriculture (2019)	69.8%
Parliamentarians who are Women	44%

emphasised the equality of men and women through principles that govern rights, obligations and relationships. The state was tasked to promote, support and value the development of women and encourage the growing role of women in society; in all spheres of political, economic, social and cultural activities.

Productive Resources and Property

Land

In Mozambique there is a close relationship between a person's decision-making power and the number and the quality of his or her rights to land. In rural areas, social integration or exclusion often depends solely on the status of the person in relation to land (FAO, 2003). Land access for women has become increasingly insecure, as young widows of the HIV and AIDS pandemic are vulnerable to eviction from their marital homes by relatives claiming the same land. Few women are able to effectively enforce their rights. Most women lack the education, financial resources, and mobility to approach a lawyer or use the formal court system. Despite having statutory law that guarantees equal rights for women and men in access to land, customary law has considerable influence in Mozambican society, and community and traditional authorities are in fact the first port of call for conflict management for the majority of the population, particularly in the rural areas. Customary practices in Mozambique often discriminate against women. FAO (2015) notes that of all the economically active women, 86.7 percent are involved in farming activities, compared to 63.4 percent of men. Women form the majority of the people working in the agricultural sector yet they do not have access to land of their own.

Agro-based activities in Mozambique contribute to 27 percent of the nation's GDP. This is the most common means for subsistence in rural Mozambique. From a survey conducted in 2011 it was noted that the amount of time women allocate towards agricultural production is comparable to that of men. Women focus mostly on food crop production on less arable land as compared to men who invest effort on cash crop production. Regardless of women being the heads of households due to their male counterparts being either deceased or having migrated, women remain on their land but have little means and access to gain control over the land. This then entails that access to inputs for production such as fertiliser, pesticides and machinery is a common challenge as the gender divide follows the same pattern in all areas of production.

Credit

Access to credit is considered as one of the main strategies for the empowerment of women and promotion of gender equality. Women suffer from gendered norms which create barriers to access credit, these include low levels of education, skills and access to assets. The legal and policy situation in Mozambique is quite supportive for women, but they find it hard in practice to access finance, particularly due to the banks' requirements for collateral and/or guarantees. Commercial banks find SMEs risky and thus have high requirements for granting SMEs loans. Whereas, commercial banks established as microfinance institutions tend to offer only small loan amounts with extremely high interest rates.

The majority of women in business are in the SME sector and hence face these barriers in accessing credit. However, although supporting statistics are not available, windows to microfinance for women are gradually opening, and agencies and programs such as *Cooperativa Crédito das Mulheres*, *Fundo de Desenvolvimento da Mulher*, *Mulher Caixa de Poupança e Crédito* and *Banco Mulher* target women. Access is mainly available in the urban areas and remains limited in rural areas.

Mining

The lack of legislative stimulus, taboos and traditions continue to bar Mozambican women from participation in the Extractive Industries (EI). Access to the mining industry is difficult for women because of discriminatory traditions that are fuelled by legislation that does not provide incentives for a more active participation. A study conducted in the provinces of Cabo Delgado and Tete showed that the high levels of illiteracy and excessive bureaucracy of women's associations significantly contributes to the absence of women in mining. Other reasons include the workload of women, the consequence of a culture of subservience in most of Mozambique's rural areas. Despite Mozambique being richly endowed with a variety of natural resources, a review of the situation in Tete province suggests that women represent only 15 percent of the total number of workers hired directly by the EI.

It appears that men mostly benefit from EI, while women bear most of the costs, such as family or social disruption and environmental degradation which leads to the loss of employment and income. Furthermore, women face disproportionate risks in their engagements with EI operations and the communities that surround them: harassment,

gender-based violence, HIV, and extreme levels of violence in resource-based conflicts. These gender disparities have been accentuated by the absence of strong political and economic institutions that could integrate gender issues into the EI sector. In this context, organizations are collaborating with UN Women on a project on Gender, Environmental Governance and Mining. The overall aim of the project is to strengthen gender dimensions in the mining sector, particularly at the level of interventions and promoting a human rights-based approach that can deliver better governance in the mining sector, geared towards the SDGs.

Trade and SMEs

Statistics and evidence of women participating in the trade and SME sector in Mozambique is minimal, however women have traditionally contributed to productive activities, such as small-scale agriculture, agro-processing, crafts and home industries, as well as trade and commerce. However, there has been a tendency to underestimate their economic roles and their participation in economic development. Women in Mozambique have multiple strategies to generate income for livelihood, particularly in the trade sector. The main productive income-generating activities done by women are the production and sale of agricultural produce, animal rearing, production and sale of foodstuffs, charcoal, firewood, grass, straw mats and other products. There are a number of business membership organisations and Women Enterprise Associations (WEAs) in Mozambique that exist to help foster the growth and development of enterprises run by women. For example,

- ❖ Mozambique Informal Cross Border Trade Association, affiliated to the Southern Africa Informal Cross Border Trade Association launched in 2009 aims to address informal traders' needs and assist women to run their businesses smoothly.
- ❖ Mozambique Association for Women Promotion found in the Maputo and Gaza areas provides awareness training and advocacy on income generation activities.
- ❖ Association of Enterprising Women in Mozambique located in Matola on the outskirts of Maputo, the association provides enterprise and skills training for women.
- ❖ Association of Women Entrepreneurs and Women Executives (ACTIVA) is an association that promotes women entrepreneurship by creating market access through product exhibitions, providing

training on business management. ACTIVA is concerned with the limited access to finance of enterprise development for women.

- ❖ Association of Informal Sector Workers (ASSOTSI) formed in 1999 to safeguard the conditions of the practitioners and workers of the informal sector. The association has a committee for women, with members comprising of single, widowed and married entrepreneurs who operate both in the traditional (import-export retail), and non-traditional sectors such as stonemason, carpentry and fishing.

ICT

Article 48 of the Constitution of the Republic of Mozambique enshrines the rights of all citizens to freedom of expression and freedom to information, including information technology. The ICT policy aims to combat poverty and improve the living conditions of Mozambicans by ensuring that all citizens (men and women) have access to ICT. The ICT policy contains an entire chapter on gender and youth, covering a wide variety of policy areas and is recognized as a best practice on gender issues. However, the strategy for implementation of the policy which was adopted in 2002 does not make specific reference to women or ways of improving use and access to ICTs by women. As women are concentrated among the poor, lacking education and therefore unable to gain employment, they are disproportionately marginalised from the benefits of ICTs to enhance their wellbeing. Mozambique has the lowest mobile phone adoption level of 50 percent and the second highest gender disparity at 36 percent. More than 50 percent of men have mobile phones as compared to only 32 percent of women (Research ICT Africa, 2019).

In addition, the Women's Rights Online Mozambique report found that the low numbers of women with access to internet are as a result of four main reasons: Many women have not learned use of the Internet:

- Women simply do not have relevant devices;
- Women are not able to access the Internet on their devices;
- High costs, including both network and opportunity costs of accessing the Internet.

Employment and Benefits

Mozambican law does not discriminate on the basis of gender in job appointments, promotion or salary grading, although there are still challenges in practice. The Labour Law revised in 2007 states that employees

are guaranteed equal rights at work regardless of sex. Article 11:2 states that “Employers are forbidden from dismissing, punishing or otherwise causing prejudice to a female employee for reasons of alleged discrimination or exclusion”. Generally, women aged 15 and above with higher employment rates than men is unusual for most economies, however, in Mozambique, women are very active participants on the Mozambican labour market with 63 percent of women aged 15-24 being employed compared to 60 percent of men as of 2016. However, for the age category 24 and above, the unemployment rate is higher for women than men at 24 percent and 20 percent respectively (LFS, 2016).

Maternity and paternity leave benefits offered by Mozambique according to the Labour Law (2007) entitles female employees to 60 consecutive days of maternity leave which may commence 20 days prior to the expected delivery date and which may be enjoyed consecutively. Male employees have an entitlement to one day paternity leave in every two years which they take on the birth of the child. Article 11 of the Labour Law provides special protection to working women, during the period of pregnancy and after childbirth, not to be dismissed, without just cause, during pregnancy and up to one year after giving birth.

Multiple Roles of Women

Women have a far heavier workload than men in the areas of agriculture, cooking, fetching water, collecting firewood, cleaning and food-processing. Ninety three percent of women are involved in agriculture. Family agriculture, particularly subsistence agriculture, is traditionally the work of women; men can cleanse the land and participate in the harvest, but the woman's tasks include sowing, planting, weeding and irrigation. Gender relations in Mozambique are characterized by women's subordinate status. Both patrilineal and matrilineal communities in Mozambique are based on forms of social control that prioritize the collective over the individual. In this type of social organization women have clearly defined roles based on gender relations that place them in a subordinate position while at the same time defining them as holders of tradition and preservers of culture. Time Use Surveys have not been conducted in Mozambique.

Gender Responsive Budgeting

According to the SADC Guidelines on Mainstreaming Gender, GRB was first implemented in 1998 when the Ministry of Finance defined gender indicators within the public budget. Training was conducted on Planning and Budgeting Gender in Optics for planners and gender focal points of the sectors at central and provincial levels. With the support from UNIFEM (now UN Women), Forum Muhler worked hand-in-hand with Tanzania's TGNP (Tanzania Gender Networking Programme) in building the capacity of the Ministry of Finance. Methodological guidelines for different sectors to implement Mozambique's Social Economic Plan with a gender perspective were issued by the Ministry of Planning and Development (MPD) between 2009 and 2010. Mozambique's Ministry of Finance has set benchmarks in terms of which sectors can specify expenditure by sex in the budget of human resources and investment. Sectors that have made progress in mainstreaming gender in their budgets include education, health and social work.

The 2006 budget call circular was the first in Mozambique national budget process to mention "gender". The 2008 call circular letter for preparation of 2009 sector budgets added "activities that empower women's capacity", in reference to activities supporting rural populations in the areas of job creation, income generation and food production. In guidance to social sectors, the 2008 letter made specific mention of gender equality in organizational and institutional activities. For the first time, the budget call circular letter stated that "the cross-cutting issue of gender merits specific attention, as inequalities and women's limited participation in decision-making impede progress in relation to HIV and AIDS, food security, environment and rural development." Since then, gender mainstreaming has regularly appeared in Budget Call Circulars. In Mozambique, the UN Capital Development Fund (UNCDF) has also been supporting local governments to implement GRB through the Gender Equitable Local Development (GELD).

Since 2002, Mozambique has adopted a system of programme planning and budgeting. The PARP (2011-2014) and the Economic and Social Plan led to the creation of three gender-related programmes in the social action (women), health and employment sectors. The Government of Mozambique, through the Ministry of Planning and Development,

developed a simplified matrix to support these sectors in mainstreaming gender and other crosscutting issues in planning and budgeting. Sectors are mandated to apply the annually updated matrix as part of the methodology for development of economic and social planning. Sectors are expected to mainstream gender issues in the matrix by having regard to sector commitments under the national plan for the advancement of women, the gender policy implementation strategy, guidelines of the strategic five-year government programme, and PARP. Efforts have been made to build the capacities of decision-makers such as permanent secretaries, district administrators and planning technicians. However, Mozambique still experiences limitations in analysing the gender responsiveness of budgets, developing solid monitoring tools that can capture GRB related achievements and gaps in all sectors, and continued strengthening of the technical capacity to apply gender at all levels.

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