

In 2011, Mozambique made no advancement in efforts to eliminate the worst forms of child labor. The Government began preparing an Integrated Strategy to address the needs of children; however, the Strategy was not finalized. A number of gaps also remain in Mozambique's legal framework, such as the lack of a comprehensive list of hazardous labor prohibited to children and incomplete prohibitions on child prostitution. Current social protection programs focus on raising awareness and on street children, but fail to address dangerous work in agriculture and domestic service, work in which many children involved in the worst forms of child labor may be engaged.

### Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	22.5 (1,526,559)
Attending School	5-14 yrs.	69.5
Combining Work and School	7-14 yrs.	22.4
Primary Completion Rate		60.6

#### Sources:

**Primary completion rate:** Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

**All other data:** Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2008.(2)

### Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Mozambique are engaged in the worst forms of child labor, many of them in dangerous work in agriculture and domestic service.(3-6) According to a UNICEF report released during the reporting period, the largest number of children work in the Inhambane region.(7)

Children work in the production of tobacco. Children also labor in the forestry sector, as well as on farms and small plots known as *machambas*. Reportedly, some of these children produce cotton, cashews, copra (dried coconut meat), seaweed, tea and sugar.(3, 5, 8, 9) Children's work in agriculture involves long hours. Children working in these types of agriculture are often exposed to pesticides, carry heavy loads and work in extreme weather conditions.(10) A report in 2006 suggested that children often work with no pay.(5, 8) In addition, anecdotal evidence indicates that there are cases of in which children are lent out as laborers to pay off family debt.(11) Children perform domestic labor in third-party homes.(8, 12, 13) Some domestic servants work up to



15 hours per day and are subject to physical abuse, including burns.(3, 14)

Children in Mozambique herd livestock, hunt and work in the fishing industry.(3, 5, 12) Children working in fishing are susceptible to risks such as drowning.(15) They also work in mining and carpentry.(5) Children work on the streets—selling items, collecting scrap metal and begging.(4-6, 13) Children working on the streets may be exposed to multiple dangers including severe weather, vehicle accidents and crime.(16)

Some children in Mozambique are subject to debt bondage.(4, 17, 18) Children also work in restaurants and informal bars known as *barracas*.(12, 19) Girls, including some who are employed in *barracas*, also engage in prostitution. Boys working in the *barracas* are often hired to find sex workers in exchange for a fee.(5, 12, 13, 20-22) Child prostitution is especially prevalent in rural areas, border towns and in the regions of Maputo, Beira and Nacala.(4, 6, 22)

Mozambique is a source, destination and transit country for child trafficking.(9, 23) Children are trafficked internally, and to South Africa and Swaziland for commercial sexual

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exploitation and forced labor in agriculture, mines and domestic service. Girls from Zimbabwe, Zambia and Malawi are trafficked to Mozambique for commercial sexual exploitation and forced domestic service.(4-6, 23-29)

Access to quality education is a critical component in preventing the economic exploitation of children.(4, 30) Access to education in Mozambique is limited because of teacher shortages, indirect schooling costs and a lack of schools and sanitation facilities.(4, 9, 17, 21, 31, 32) The Government of Mozambique estimated in 2011 that nearly 200,000 school aged children were out of the school system.(33) Despite government efforts to register children, some children may not attend school because they do not have the birth records needed for enrollment.(34, 35) Even though the National Organization of Professors has a code of conduct, verbal, physical and sexual abuse is common in schools; it is also common for teachers to demand sex as a condition for advancement to the next grade. For many children, especially girls, this type of abuse leads to withdrawal from school.(4, 5, 9, 17, 32, 34) Additionally, there are an estimated 1.8 million orphaned children in Mozambique, many of whom lost their parents to HIV/AIDS.(18, 36, 37) The Government of Mozambique estimates that nearly 20,000 children are heads of households and are responsible for their younger siblings.(38) These children are particularly vulnerable to poor school attendance and to engaging in the worst forms of child labor.(4, 36)

## Laws and Regulations on the Worst Forms of Child Labor

The Labor Law establishes the minimum age for employment at 15 and the minimum age for hazardous work at 18. Article 3 of the Labor Law covers a number of special and non-commercial sectors, such as work in the home, domestic service and work in rural areas, among others, but only “insofar as it is suited to their particular nature and characteristics.”(39) The provision makes it unclear if the Ministry of Labor (MITRAB) has the authority to inspect in these non-commercial establishments. Although Article 259 of the Labor Law gives inspectors authority to enter any establishment, in practice, cases of labor violations are discovered through investigations rather than inspections.(11)

Children between ages 12 and 14 may work with the approval of the Ministries of Labor, Health and Education. These children are issued legal documents establishing the conditions under which they are allowed to work.(39) The Labor Law also restricts the conditions under which minors between ages 15 and 18 may work. Minors under age 18 are not permitted to

work in unhealthy, dangerous or physically taxing occupations and must undergo a medical examination.(39) The Child Protection Act prohibits children between ages 15 and 18 from working at night.(39, 40) The Labor Law does not specifically identify hazardous activities from which children are prohibited from or define the worst forms of child labor.(4, 18)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	✓
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	12
	Free Public Education	Yes

The Constitution guarantees the right to education for all.(41) The Child Protection Act provides for progressively free and compulsory education through primary school.(40) However, evidence suggests this goal has not been met.(9, 32, 34) Primary school covers a period of 7 years and begins at age 6, making education compulsory until the age of 13.(17, 42) This standard makes children ages 13 to 14 vulnerable to the worst forms of child labor, as they are not required to be in school but are under the minimum age to work. Additionally, although the Child Protection Act was passed in 2008, the procedures and regulatory frameworks to put the law into practice have not yet been implemented.(9)

The Constitution prohibits forced labor.(41) The Law on Military Service sets the age for military conscription at age 18, which can be lowered in times of war.(43) Act 3/97 prohibits the use of children in the transport and sale of illegal drugs.(18)

While the Child Protection Act does not provide protection from the sexual exploitation of children, the Act requires the Government to adopt legislation protecting children from all forms of sexual exploitation. However, legislation has not yet been adopted to meet this requirement.(4, 40)

Although child prostitution is not illegal under the Penal Code, the Code does provide penalties for rape and corruption of the morals of a minor.(44, 45) Children are protected from exposure to pornography, however, it is not explicitly prohibited to use, procure or offer children under age 18 for the production of pornography or pornographic purposes.(4, 40)

The Penal Code only prohibits the trafficking of persons out of the country for sexual exploitation. The Trafficking in Persons Law, however, covers some trafficking-related gaps in the Penal Code, and police have enforced anti-trafficking laws found in the Trafficking in Persons Law. Despite the lack of implementing regulations, there were police and prosecutorial enforcement actions, prosecutions, and convictions in 2011.(8, 11, 34, 46-48) However, information on TIP cases did not identify the number of cases involving children.(11, 21, 35) Implementing regulations would also clarify the roles and responsibilities of the ministries involved in anti-trafficking efforts.(48)

The Government is in the process of revising the Penal Code and provisions to protect children from all forms of trafficking are expected to be included.(4, 18, 47) The Trafficking in Persons Law forbids trafficking for forced labor as well as many other forms of trafficking, and enforcement actions are undertaken under the law, including prosecutions and convictions.(11)

### **Institutional Mechanisms for Coordination and Enforcement**

The Government of Mozambique does not have a specific mechanism to coordinate policies on the worst forms of child labor; however, it uses the National Council on the Rights of the Child (CNAC), an interagency commission led by the Ministry of Women and Social Action (MIMAS), to coordinate efforts to promote the welfare of children. The Council is comprised of religious and civil society representatives and the Ministries of Labor, Justice, Education, Health, Interior and Youth and Sports.(3, 4, 8, 34, 49)

The MITRAB is responsible for the enforcement of hazardous child labor laws in an operating environment that is accepting of child labor frequently because of poverty or the death of parents due to HIV-AIDS.(3, 8, 50) Within the MITRAB, the Labor Inspection Office employs 130 labor inspectors who primarily inspect commercial establishments.(3, 8) Reportedly, this office routinely lacks vehicles to conduct inspections.(3, 8). Information was not found on the type of inspections nor what kind of labor law violations were detected.(51) There is no mechanism in place for the public to report labor law violations.(3)

The National Police Force, the Criminal Investigation Branch (PIC) and the Labor Inspectorate General share responsibilities for the enforcement of all criminal laws, including forced child labor, child trafficking, the commercial sexual exploitation of children and the use of children for illicit activities.(3) The Government of Mozambique has special gender-sensitive police units.(3) In addition, the PIC has a seven-person unit devoted to anti-trafficking. Further, there is a system in place for reporting instances of the sexual exploitation of children.(3, 4, 8, 24, 49) A telephone hotline Speak Child-116 was established in 2009 to report cases of child abuse and exploitation.(52) The Government also maintains approximately 252 help desks where trafficking victims can go to police stations and file complaints and receive assistance.(24, 47, 53) However, evidence suggests the Government lacks procedures to identify victims of child trafficking as well as services for child victims of commercial sexual exploitation.(4, 21, 54) Despite these efforts, the Ministries of Justice and Interior, including the police, reportedly have insufficient financial and human resources to improve their effectiveness in enforcing laws pertaining to children.(34, 51)

In 2011, the Government of Mozambique compiled data on trafficking cases which included seven cases pending from 2010, 15 new investigations of Trafficking in Persons cases, 11 new prosecutions, seven convictions, one acquittal and 16 cases carried over into 2012.(55)

### **Government Policies on the Worst Forms of Child Labor**

The National Action Plan for Children (2006-2011), implemented by CNAC, prioritizes basic education and social protection for children and takes measures to prevent child labor, prostitution and trafficking.(4, 34, 54) In addition, the National Plan of Action for Orphans and Vulnerable Children (OVC) (2006-2010) addresses the impact of HIV on children.(9, 34) Although CNAC is mandated to implement the National Action Plan for Children and the National Action Plan for OVC, implementation was hindered by the limited resources available.(21, 54) During the reporting period, the Government of Mozambique began to prepare the Integrated Strategy to address children's needs, from birth to primary school. This Integrated Strategy would replace the National Action Plan for Children.(38, 56) However, the strategy has not been finalized or implemented.

In March 2011, Mozambique and other members of the Community of Portuguese-Speaking Countries (CPLP) approved four target areas to focus efforts to combat child

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labor. They include the exchange of information and experiences, awareness-raising campaigns, use of statistical methodologies to collect child labor data and technical cooperation and training.(57, 58)

During the reporting period, the Government continued to support and participate in several programs that include components to combat child labor in Mozambique. The National Action Plan on Birth Registration aims to clear away a backlog of birth registrations and to strengthen and decentralize the birth registration system nationwide.(9, 36) The Strategic Plan for Education and Culture (2006-2010/2011) aims to ensure primary education is free and compulsory through higher primary school (grades six and seven) and to improve post-primary education.(8, 33, 41) The Plan also proposes to increase access to education for female students, support the construction of new schools and encourage the training and recruitment of teachers.(33) The Employment and Professional Training Strategy (2006-2015) aims to raise awareness of, and disseminate information on, labor laws, including the laws pertaining to the worst forms of child labor.(31, 49)

In 2009, the Government adopted the Strategic Plan of Action on Combating Trafficking in Persons, especially Women and Children in the Southern African Development Community (SADC).(9, 49) The Government and civil society representatives also form part of the Southern African regional network against trafficking and abuse of minors (SANTAC). (29) Mozambique also signed the Community CPLP Declaration against child labor, which calls for a CPLP plan of action and aims to eliminate the worst forms of child labor by 2016.(59) Research was unable to determine whether the Government continued to support these efforts.

## **Social Programs to Eliminate or Prevent the Worst Forms of Child Labor**

During the reporting period, the Government of Mozambique made efforts to combat the worst forms of child labor. It continued partnerships with NGOs to provide anti-trafficking seminars for new police officers throughout the country. Anti-trafficking training now forms part of the regular training

curriculum for new officers. The Mozambique's Center for Judicial Training included a session on trafficking in which was provided to 95 judges.(51) In 2011, the Government increased TIP prevention efforts by distributing posters and training local officials about legal remedies provided under the anti-trafficking law in the provinces of Sofala and Nampula.(51) Despite these efforts, the Government of Mozambique has devoted limited resources for assisting trafficking victims, including a lack of safe houses and no formal referral system.(4, 48, 51, 55)

During the reporting period, the Ministry of the Interior partnered with an NGO to deliver awareness training to police officers and local law enforcement officials on combating child abuse and exploitation. Another objective of the training was to inform local authorities on the international network of organizations that combat child abuse.(2)

The Government continued to partner with civil society organizations to provide a reintegration process for street children. The program provided shelters and schooling to prepare children for reintegration.(4) Minors, who are head of households, receive small amounts of cash from the Government until age 18. The cash disbursements amount is determined by household size.(51)

The Government continued to participate in a 2-year \$500,000 USDOL-funded project that assisted participating countries in developing a national action plan and promotes south-south cooperation between Lusophone-speaking countries for the purpose of eliminating worst forms of child labor.(60)

Government officials received training from UNICEF on the use of radio broadcasts to communicate to the public about issues of child abuse, including child labor.(3) The Government of Mozambique is also participating in a 10-year UNESCO Literacy Initiative.(18) The impact of this Literacy Initiative on child labor has yet to be assessed.

The Government is not currently involved in social programs to eliminate the worst forms of child labor in sectors where the majority of children work such as in agriculture and domestic service.

**Based on the reporting above, the following actions would advance the elimination of the worst forms of child labor in Mozambique:**

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Labor Law to identify hazardous activities from which children are prohibited and to define the worst forms of child labor.	2009, 2010, 2011
	Raise the age of compulsory education to be consistent with the minimum age for employment.	2009, 2010, 2011
	Ensure children under age 18 are prohibited from military conscription in all circumstances.	2010, 2011
	Amend both the Child Protection Act and the revised Penal Code to include protection for all children from all forms of sexual exploitation.	2010, 2011
	Adopt implementing regulations for the Trafficking in Persons Act and the Child Protection Act.	2009, 2010, 2011
	Amend the Child Protection Act so that provisions relating to child prostitution, child pornography, child trafficking and child sex-tourism are consistent with international legal standards.	2010, 2011
	Clarify whether MITRAB has the authority to conduct labor inspections in non-commercial establishments.	2011
Coordination and Enforcement	Create a mechanism to coordinate policy and efforts on the worst forms of child labor.	2010, 2011
	Allocate sufficient resources such as vehicles to MITRAB to conduct inspections.	2009, 2011
	Ensure the Labor Inspection Office targets sectors where children are known to work, including agriculture.	2009, 2010, 2011
	Create mechanisms to identify victims of child trafficking and commercial sexual exploitation.	2011
	Make information publicly available on the sectors in which inspections were carried out and sanctions imposed for child labor violations.	2009, 2010, 2011
Policies	Ensure the National Action Plan for Children and the National Action Plan for Orphans and Vulnerable Children have access to the resources necessary for implementation.	2010, 2011
	Take measures to ensure children have access to quality education and safety in schools.	2010, 2011
	Incorporate components to address the worst forms of child labor in the new Integrated Strategy to address children's needs	2011
	Assess the impact that existing education and other policies may have on addressing child labor.	2010, 2011
Social Programs	Develop social protection programs that assist children working in sectors such as agriculture and domestic service and provide adequate services, such as safe houses, for victims of the worst forms of child labor.	2010, 2011
	Assess the impact of the UNESCO literacy program on child labor.	2010, 2011

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