



## MOVIMENTO DE EDUCAÇÃO PARA TODOS

(Education for All Movement)

Integration of gender perspectives in the  
*Education Sector Strategy for Preparedness,  
Responsiveness and Recovery in Emergency  
Situations (2020-2029)*  
and in the  
*COVID-19 Response Plan*

**FINAL REPORT**

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## I. INTRODUCTION

Education is one of the fundamental human rights that, according to the Universal Declaration of Human Rights, must be accessible to all citizens without distinction of color, race, gender, nationality, ethnicity, age group, social position, educational level, political choice, religion, marital status or physical and mental health condition. This right grants respect and dignity to citizens through their training as individuals and contributes to the development of societies.

The Right to Education is likewise enshrined in the Constitution of the Republic of Mozambique as a right and duty of every citizen. The constitution also enshrines equal rights of men and women before the law in all areas of political, economic, social and cultural life. However, prevailing traditions, rooted in the concept of patriarchy, perpetuate gender inequalities. Together with Mozambique's vulnerability to systematic natural and human-induced disasters, these traditions hamper the realization of the Right to Education, particularly for women and girls.

The occurrence of natural disasters, such as severe droughts, floods and storms, resulting from climate change, as well as armed conflict, have placed the country in a recurrent and almost constant state of emergency in recent decades. Layered upon these factors over the past two years has been the COVID-19 pandemic, which has prevented students from attending school. Almost the entire 2020 academic year was not in classrooms and a physical return to school in 2021 remains uncertain. Despite various modalities adopted by the government for the continuity of the teaching and learning process, socio-political instability and COVID-19 have led to an increase in illiteracy rates, which were already quite high, especially among women and girls.

Studies show that the longer schools are closed, the greater the loss of learning time, and the greater the chances that children, especially girls, will not return to classrooms when schools reopen.

The Movement of Education for All (MEPT) in Mozambique, a civil society coalition that advocates for inclusive and quality education, conducted a gender integration analysis of the country's *Education Sector Strategy for Preparedness, Responsiveness and Recovery in Emergency Situations (2020-2029)* and the *COVID-19 Response Plan*, looking at the targeting of girls in particular as they are the most vulnerable in emergency situations. The report herein analyses gender mainstreaming in these two documents and proposes recommendations for further integration of gender perspectives. Furthermore, the report examines the concept of gender mainstreaming, highlights the specific vulnerabilities of women and girls, and substantiates the relevance of integrating a gender perspective in the documents under analysis.

The production of this report was based on an extensive review and analysis of existing literature and data regarding gender and emergency situations related to the education sector. This included analysing the country's *Strategic Education Plan 2019-2029*, within the *Education Sector Gender Strategy*.

The hope is that this report will contribute to the review, integration and implementation of clear and strong gender perspectives in the *Education Sector Strategy for Preparedness, Responsiveness and Recovery in Emergency Situations (2020-2029)* and *COVID-19 Response Plan* and, consequently, contribute to the reduction of gender disparities in support offered to people affected by natural and human-induced disasters, particularly in the education sector.

## II. POLITICAL AND CONCEPTUAL FRAMEWORK

### 2.1 Political framework

Mozambique has made efforts to ensure gender equity and inclusion, in the broadest sense, through the ratification and approval of various national, regional and international instruments which are part of a political discourse that seeks to implement measures that promote gender equality.

International and regional instruments recognized by the country include those listed below.

- The 1948 Universal Declaration on Human Rights, which defends the equality and dignity of people and recognizes that human rights and fundamental freedoms must be applied in the same manner to every citizen in the world, without any type of discrimination.
- The Convention on the Rights of the Child, which establishes the rights of all children, without exception, the obligation of governments to protect children against all forms of discrimination and violence, and to consider the best interests of children (ratified by Mozambique in 1990).
- The International Convention on the Rights of Persons with Disabilities, which recognizes that women and girls with disabilities are often at increased risk of violence, injury or abuse, neglect or negligent treatment, maltreatment and exploitation, both within and outside their households (ratified by Mozambique in 2010).
- The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), which obliges signatory States to review all existing discriminatory legislation and to pass new laws that will eliminate any existing discrimination against women (ratified by Mozambique in 1993).
- The Beijing Declaration, which establishes programmatic frameworks to be implemented by governments to improve the status of women through the implementation of the Beijing Platform for Action and its 12 priority areas (ratified by Mozambique in 1995).
- The Solemn Declaration of Gender Equality in Africa, which sets goals for the African Union in terms of gender equity, which must be achieved by Member States (ratified by Mozambique in 1994).
- The SADC Gender and Development Declaration, which commits signatory countries to review discriminatory laws and enact new ones to eliminate factors that limit women's access to and control over resources and decision-making (ratified by Mozambique in 1997).
- The Optional Protocol to the African Charter on Human and Personal Rights and Women's Rights, which reinforces the measures adopted to eliminate any type of discrimination against women in Africa and to protect their rights (ratified by Mozambique in 2005).
- The SADC Protocol on Gender and Development, which sets targets for the SADC regarding the achievement of gender equity, including the recommendation to reach a 50 percent participation quota of women in decision-making areas (approved by Mozambique in 2008).

Overarching national instruments related to gender equality are the Constitution of the Republic of Mozambique and the Gender Policy and Implementation Strategy. Sector-level and particular plans with gender components available in the country include those listed below.

- The Ministry of Education and Human Development (MINEDH)'s *Education Sector Strategic Plan 2019-2029* and its Operational Plan that integrates a gender component in a transversal manner.
- The *Gender Strategy of the Education and Human Development Sector 2016-2020*

(currently under review).

- It is now essential to integrate aspects related to the education of women and girls in emergency situations.
- The *Multisectoral Mechanism for Prevention, Complaint, Referral, Response and Assistance to Victims of Violence in Schools*.
- The *Policy for People with Disabilities and Decree 53/2008* which calls for accessibility to public buildings, and in the context of education addresses access and retention of girls and women with disabilities in schools.
- The *National Strategy for the Prevention and Combat of Child Marriages in Mozambique 2016-2019*, which in the scope of the education sector contains a Pillar (2) on Access to Quality Education and Retention.

These national, regional and international instruments demand a deeper knowledge and understanding of the inherent concepts and instruments related to gender issues and education so that their contents can be materialized and inserted, transversally, in national policies and strategies.

## 2.2 Concepts

Below are descriptions of important concepts that can be useful for understanding the gender perspective espoused in this document.<sup>1</sup>

**Emergency** – A situation where the lives, well-being and dignity of affected populations are at risk due to various factors such as natural or human-induced disasters such as civil instability, armed conflict, etc.<sup>2</sup>

**Empowerment process** – Actions aimed at strengthening a person's possibilities to make their own choices, to have access to all decision-making processes and structures, and to be able to guide their own lives.

**Gender** – A set of socially determined characteristics that identify the roles and behaviour patterns that differentiate men from women and girls from boys in society. The concept of gender is a comprehensive social construction that goes beyond biological sex, and to understand it, it is important to understand the gender roles that are related to masculinity and femininity, as defined socially. Associated with the attributes, roles and expectations that culture and society expect of men and women, the concept of gender is politically, socially, culturally and economically institutionalized, conditioning the relationships between men and women, boys and girls, and is not static.

Gender is a principle that transforms biological differences between the sexes into social inequalities, structuring society on the asymmetry of relations between men and women. It is a social construction that interferes with access to resources and the differentiation of opportunities for women and men. Gender is related to inequalities and divisions that affect the lives of men and women, impacting negatively above all on the lives of women and girls.<sup>3</sup>

**Gender analysis** – The analysis of the roles, tasks and responsibilities of men and women, and

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<sup>1</sup> Concepts extracted and adapted from the Gender Strategy of the National Institute for Risk and Disaster Management.

<sup>2</sup> INEE. Adapted from the Minimum Requirements for Education in Emergencies, Chronic Crises and Reconstruction.

<sup>3</sup> Juliana Anacleto dos Santos. Social Inequality and the Concept of Gender. [www.ufjf.br/virtu/files/2010/05/artigo-3a7.pdf](http://www.ufjf.br/virtu/files/2010/05/artigo-3a7.pdf).

the relationships between them, at the level of the community where they live and society in general.

**Gender-based budgeting** – The application of gender mainstreaming in planning and budgeting processes. It means incorporating a gender perspective at all levels of the process and restructuring revenue and expenditure to promote equal treatment and equal opportunities for men and women, considering that each group has specific needs. It involves analyzing the distribution of results by budget allocation, that is, how this distribution influences the economic and social opportunities of women and men.

**Gender equality** – The absence of discrimination based on gender. Men and women are treated equally under the law and enjoy the same rights, obligations and opportunities.

**Gender equity** – Equity relates to human rights and equal and fair treatment. Gender equity consists of ensuring equal access to services, resources and opportunities, so as to meet the common and different needs of men and women.

**Gender justice** – Creating the conditions, opportunities, rights and duties in which people of all genders are treated equally, making society both fairer and more egalitarian.

**Gender norms** – Social expectations of how men and women, boys and girls should behave and act in society.

**Gender relations** – Gender relations are relationships between women and men that develop within a specific context. These relationships can change, as they often do, in response to changing economic, political, social and environmental conditions.

**Gender roles** – A set of norms of action and behaviour traditionally attributed to men and women and classified, respectively, by masculine and feminine. Gender roles are learned through socialization processes (education in the family, community, school, society) and change from society to society and are therefore not fixed. They depend on geopolitical, economic and sociocultural factors.

**Gender transformative approach** – Activity and programme approaches that aim to create equitable social norms and structures, in addition to gender-fair behaviour.

**Integration of a gender perspective** – Integrating gender perspectives does not imply limiting the promotion of specific measures to protect women; it is the process of assessing the implications for women, men and people with diverse gender identities of any planned action, including legislation, policies and programmes, in a clear and visible way, in all areas and at all levels, with a goal of leading to gender equality. Such a perspective requires a systematic analysis of actions and policies and assessment of the possible effects in conception through implementation stages.<sup>4</sup>

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<sup>4</sup> Gender analysis and gender planning. Training module for UNDP staff.

### III. CONTEXT AND RATIONALE

#### 3.1 Context

In Mozambique, the Right to Education is enshrined in the constitution as a right and duty of every citizen. This instrument also enshrines the equal rights of men and women before the law in all areas of political, economic, social and cultural life. The operationalization of these rights is reflected in the various instruments that define the nation's priorities, including the country's education sector plans.

However, the repeat occurrence of natural disasters resulting from climate change, human-induced disasters such as armed conflict, health emergencies, such as the current COVID-19 pandemic, and other factors combined with systemic gender inequalities to limit women and girls' realization of the Human Right to education. Although throughout the country's history, decision-makers have shown concern over gender inequalities, sociocultural practices rooted in masculinity and patriarchy condition the participation of women in different spheres of social, economic and political domains, limiting women and girls' access to resources, basic services such as education, employment opportunities and, consequently, stifling their socio-economic independence.

Mozambique is one of the southern African countries most vulnerable to the occurrence of natural and catastrophic disasters, such as severe drought, flooding and storms resulting from climate change. In addition, human-induced disasters, such as the incidence of armed conflict in the north and centre of the country, cause Mozambique to be in a recurring context of emergency.<sup>5</sup> In the period 2014-2016, in particular, the provinces of Gaza, Inhambane, Niassa, and Sofala suffered a prolonged severe drought, putting over 176,000 people in a situation of food insecurity, with women and girls in particular being the most vulnerable. In 2019, northern and central parts of the country were affected by cyclones Idai and Kenneth which caused deaths, massive displacement of people, destruction of homes and fields, school and health infrastructure and various other damages. These cyclone disasters affected more than 335,000 students and damaged 3,504 classrooms.<sup>6</sup>

Military conflicts in the north of the country, more specifically in the province of Cabo Delgado, forced the displacement of 42,297 families, among which 40 percent were children and 17 percent of these were unaccompanied minors.<sup>7</sup>

Since 2020, the world has struggled with the COVID-19 pandemic. As a result of accelerated transmission rates and high death tolls, in January 2020, the World Health Organization decreed a global state of emergency, imposing restrictive measures to prevent transmission and contain the pandemic. These measures forced countries to shut down most public and private services. It is estimated that the COVID-19 pandemic has affected more than 75 million school-aged children and young people worldwide, 39 million of whom are girls.<sup>8</sup>

In March 2020, the Mozambican government decreed a Level III State of Emergency, imposing the closure of schools. This measure affected more than eight million children, 101,000 of whom were in pre-primary education, 6.9 million in primary, 1.25 million in secondary and more than

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<sup>5</sup> From the *National Strategy* of Mozambique's National Institute of Disaster Management (INGC).

<sup>6</sup> [www.unicef.org/mozambique/ciclone-idai-e-kenneth](http://www.unicef.org/mozambique/ciclone-idai-e-kenneth).

<sup>7</sup> UNICEF. The impacts of COVID-19 on children in Mozambique.

<sup>8</sup> Education Cannot Wait. The Fierce Urgency of Now! COVID-19 Emergency Response Education.

85,000 in technical and vocational education.<sup>9</sup> Given the need to maintain the country's economy, the government of Mozambique extended for the third time, on 28 June 2020, level III of the State of Emergency. However, this last Decree called for the reopening of some services, including educational institutions, in a phased manner.

Studies indicate that the longer schools are closed, the greater is the loss of learning time and the greater are the chances that children, especially girls, will not return to classrooms when schools reopen.

The education sector in Mozambique has made some efforts to reduce gender disparities in education, including in emergency situations. However, several challenges limit the achievement of these objectives, primarily sociocultural issues that prevent full recognition of the reality of gender inequalities and limitations of data and information disaggregated by sex and age. An analysis of data and information on education in the country leads to the conclusion that, among other aspects, these influence the weak implementation of actions to promote gender equality and equity in accordance with the needs of each group, in particular women and girls, who are among the most disadvantaged, vulnerable and excluded.

### 3.2 Rationale

Mozambique has made efforts to reduce gender inequalities by improving legal and policy frameworks that protect the rights of women and girls. Evidence of this is the range of international legal political instruments ratified and adopted and the numerous national instruments approved.

At the level of the education sector, these efforts are evidenced by the existence of a *Gender Strategy*, whose actions are transversally integrated in the *Strategic Education Plan 2019-2029*, promoting gender-sensitive guidelines that contribute to improving the environment of educational institutions.

However, implementation of actions from a gender perspective remains incipient and inequalities in relation to female students are clearly reflected in access indicators, especially in more advanced classes in primary and secondary education. Statistics demonstrate that as educational levels progress, rates of access, attendance, retention and completion among women and girls decrease, as shown below.

- Three out of four boys and girls aged 6-12 are attending primary school (75 percent and 74 percent respectively). However, the average number of years completed is higher for boys (3.1 years) than for girls (1.7 years); that is, half of the boys completed the third grade, while half of the girls completed less than the second grade.<sup>10</sup>
- The net rate of school attendance decreases dramatically for secondary education: one in four boys (27 percent) and girls (26 percent) aged 13-17 attend secondary school.<sup>11</sup>
- Overall, 83 percent of boys and 71 percent of girls aged 6 and over have attended school. However, only 5 percent of boys and 3 percent of the girls have completed secondary education.
- In higher education, 61 percent of men as compared to 39 percent of women have

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<sup>9</sup> UNICEF. The impacts of COVID-19 on children in Mozambique.

<sup>10</sup> IMASIDA 2015.

<sup>11</sup> IMASIDA 2015.

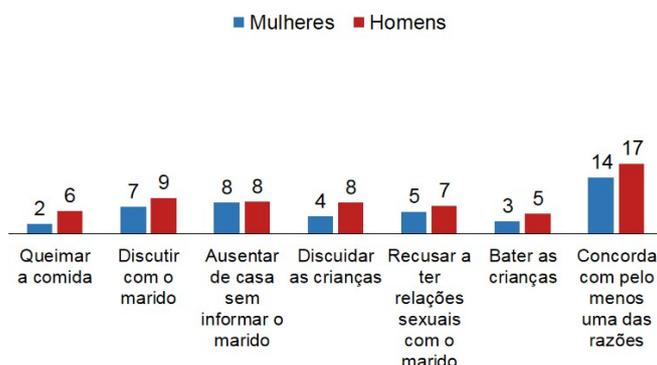
completed their programmes.<sup>12</sup>

- About 49 percent of women in the country are illiterate compared to 27 percent of men.<sup>13</sup>

Negative sociocultural practices not only result in poor education statistics for women and girls but also reinforce violence against women and girls. The above data, and other evidence from everyday life, show that attitudes and behaviours that rely heavily on a philosophy and beliefs based on patriarchy and masculinity have greatly harmed women and girls in Mozambique, as reflected in the prevalence of violence and abuse against women and girls (described below). In emergency situations, women and girls suffer even more, often becoming victims of extreme abuse and violence.

- Data indicate that 14 percent of women and 17 percent of men agree with at least one of the five reasons that justify a husband hitting his wife and 5 percent of women and 7 percent of men agree that it is justified for a husband to beat his wife if she refuses to have sex. The table below illustrates the situation described.<sup>16</sup>

*Percentagem de mulheres e homens de 15-49 anos que concordam que se justifica que o parceiro bata na mulher por razões específicas*



Source: IMASIDA 2015

Percentage of women and men aged 15 to 49 that agree that the husband can rightly beat the wife for specific reasons: Burning the food//Arguing with the husband// Leaving the house without informing the husband//Neglecting the children// Refusing to have sexual relations with the husband//Beating the children//. The final statistic shows the number of persons that agree with at least one of these reasons.

- Mozambique has the tenth highest prevalence of child marriage in the world; 14 percent of women between 20 and 24 years old married before they turned 15 and 48 percent married before 18 years old.<sup>14</sup>
- The incidence of sexual violence between the ages of 15 and 49 is 12 percent for women and 7 percent for men. Among teenagers (aged 15 to 19), 4.5 percent of girls have experienced sexual violence, against 0.8 percent of boys.<sup>15</sup>
- The same source indicates that HIV infection occurs more frequently among women and girls with only primary education and decreases dramatically among women and girls with higher levels of education.
- As for early pregnancy, the data indicate that 40.2 percent of young women reported having had children before 18 years of age and 7.8 percent before 15 years of age.<sup>16</sup>

<sup>12</sup> Census 2017.

<sup>13</sup> Census 2017.

<sup>14</sup> Ministry of Gender, Child and Social Action (MGCAS). National Strategy for the Prevention and Combat of Child Marriages in Mozambique (2016-2019).

<sup>15</sup> National Plan to Prevent and Combat Gender-Based Violence (2018-2021).

<sup>16</sup> UNFPA and UNICEF. Early Marriage and Teenage Pregnancy in Mozambique: Causes and Impact (2015).

- The war in Cabo Delgado has brought increased abuse and sexual violence into the lives of women and girls. The main areas in which various sexual violence occur are: (i) girls being kidnapped, raped and forced into sexual slavery; (ii) the prostitution of women due to the increase in foreigners seeking sexual services, especially in mining areas; (iii) the exchange of sexual services for food and other essential goods; (iv) rape and other sexual abuse during flight from war, causing profound trauma, shame and affecting sexual and reproductive health, as well as the mental health of girls and women, with consequences that will last the rest of their lives.<sup>17</sup>

With a view to mitigating the risks of school loss caused by emergency situations, the Ministry of Education and Human Development (MINEDH) approved the *Education Sector Strategy for Preparedness, Responsiveness and Recovery in Emergency Situations (2020-2029)* and the *COVID-19 Response Plan*. However, in light of the above-mentioned data, the continuity of education for women and girls in emergency situations is vital to not only ensure their right to education but also to protect them against any form of violence. Thus, the effective observance of gender mainstreaming in these two instruments is foundational to protecting women and girls' human rights.

#### IV. GENDER PERSPECTIVE INTEGRATION

The integration of a gender perspective in policies and plans implies not limiting efforts to the implementation of specific measures in favour of women and girls, but explicitly revising all actions and general policies, taking into consideration the implications on women and girls and men and boys and paying attention to their specific needs, which are different. This requires actively introducing a gender perspective in their conception so that women and girls and men and boys receive equal benefit and inequality is not perpetuated.

The results of a gender analysis should feed planning, budgeting and implementation processes, assist with implementation monitoring and impact assessment and help create valuable lessons learned and feedback for future planning cycles. A gender analysis should create a broader understanding of the implications of gender issues and recognize the advantages that each group (women and men) holds over the other. Likewise, the different facets of the vulnerable situations faced by women and girls should be reflected in instruments that demand a change in attitudes and behaviours in favour of women and girls' empowerment.

The main risks that different categories of the Mozambican population face, particularly the most vulnerable groups, are reflected in the dimensions of health and gender relations. Poverty accentuates most social risks, including child mortality, chronic malnutrition, school dropout, child labour, early unions and others.<sup>18</sup> The analysis of the impact of vulnerability risks on education demonstrates that, due to poverty, school-age girls are at greater risk of not entering education, not completing primary education and not entering and remaining in secondary education.<sup>19</sup> To increase household income, parents and caregivers hand girls over to early unions in exchange for money and other material benefits. Orphaned children, particularly girls, are especially vulnerable to all kinds of violence, abuse, labour and sexual exploitation, sexual violation and to various deprivations, such as food, health care, access to education, among others. These facts are reflected in the HIV and AIDS prevalence rates among women and girls and in

<sup>17</sup> Forum Women. Women's Forum Position on the Impacts of the War in Cabo Delgado on the Lives of Women and Girls (2020).

<sup>18</sup> National Strategy for Basic Social Security (2016-2024).

<sup>19</sup> Extracted and adapted from the National Strategy for Basic Social Security (2016-2024).

their financial and social dependence, perpetuating the cycle of poverty and vulnerability in this group.

A gender mainstreaming perspective seeks to respond to these challenges through three types of approaches: (i) one that explores gender inequalities; (ii) one that reconciles the differences between gender needs; and (iii) one that effectively results in the transformation of gender relations.

- The first approach (gender inequality) is centred on women and girls. It is felt that the problem lies in the lack of participation or exclusion of this group. This approach suggests that the integration of this group into existing structures is a solution.<sup>20</sup>
- The second approach (gender centred) focuses on the relationships between women and girls and men and boys. It considers that the problem is the unequal relationships that impede the equitable development and full participation of women and girls and men and boys, bringing as a solution the empowerment of disadvantaged groups.
- The third approach (gender transformative) seeks to transform unequal relationships and structures. This approach addresses the causes of gender-based inequalities and acts to transform harmful roles, norms and power relations.

To effectively integrate a gender perspective in the documents under consideration, it will be necessary to (i) ensure the effective participation of students in decision-making processes; and (ii) empower school stakeholders in gender-related matters, protection and safeguarding of children.

## V. GENDER PERSPECTIVE IN THE TWO DOCUMENTS

### 5.1 Gender perspectives in EiE (2020-2029) in the Education Sector Strategy for Preparedness, Responsiveness and Recovery in Emergency Situations (2020-2029)

The *Education Sector Strategy for Preparedness, Responsiveness and Recovery in Emergency Situations (2020-2029)* seeks to safeguard the right to education of all children by establishing a gender-sensitive goal and alignment with:

- The Gender Policy and the Strategy to guide the main lines of action for the promotion of gender equality and respect for human rights, in an integrated manner;
- The Policy for safeguarding and including people with disabilities meets the response to the inclusion of girls and boys with disabilities in education in emergency situations;
- Child protection that outlines protection measures and mechanisms taking into account the best interests of the child;
- The Education sector gender strategy, aims to promote equal rights and opportunities for children, youth and adults of both genders in accessing quality education and its benefits, ensuring an integral and sustainable human development with a horizon for cultural, social and economic transformation.

Specifically, the instrument includes actions that aim to ensure access, attendance and retention of boys and girls in school in emergency situations. It furthermore considers the specificities that promote girls' right to education, without harming boys. These actions can be found in the Strategy under analysis in PHASE I, of the first response, in PHASE II, of the initial recovery,

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<sup>20</sup> Gender analysis and gender planning. Training module for UNDP staff.

and in PHASE III, of preparation (ongoing) and long-term recovery, with emphasis on the below actions (presented with some terminological changes).

- Provide and distribute personal hygiene and menstrual hygiene kits for girls.
- Provide prompt training for trainers and teachers in psychosocial support matters, ensuring that trainers and teachers are capable of assisting students in this field, in the affected areas. This psychosocial support training should integrate the subjects of Violence Against Children (VAC), Gender Based Violence (GBV) and Prevention of Sexual Exploitation and Abuse (PSEA).
- Promote the defense of children's rights through the dissemination of messages and a protection mechanism, particularly with regard to combating violence, sexual harassment and abuse of minors and women.
- Continue to implement a clear and credible mechanism for reporting, referring and responding to cases of violence and sexual abuse in schools.
- Ensure that inclusive disaster preparedness and Disaster Risk Reduction (DRR) activities are carried out in schools, including messages about the danger of forced and/or early unions, child labour, sexual exploitation and abuse and the need for strong measures to protect children of both genders.

The strategic map presents some indicators that respond to the specificities of girls, such as:

- Number of school-age girls (6-18 years) attending temporary classrooms, with gender-sensitive WASH facilities (this includes latrines for children and teachers of both genders and basic hygiene kits); and
- Number of girls provided with feminine dignity and basic hygiene kits.

## **5.2 Gender perspectives in the COVID-19 Response Plan**

Regarding the *COVID-19 Response Plan*, although the assumption is that all actions contained in the plan will benefit girls and boys, it is important to recognize that, as in all crises, girls and boys will face the COVID-19 crisis differently and therefore actions in the plan should be gender sensitive.

Only one of the 44 activities contained in the *COVID-19 Response Plan*, explicitly responds to girls' specific needs, as follows:

- To distribute 2,500 dignity kits (3 panties, 1 bar of soap and 1 package of washing powder) for an equal number of girls in shelter homes and boarding schools.

It is important to make the plan gender sensitive by understanding and addressing the differentiated needs of girls.

## **VI. CONCLUSIONS AND RECOMMENDATIONS**

### **6.1 Conclusions**

The recurrence of emergency situations has significantly negatively impacted Mozambique by amplifying poverty levels and hampering education, resulting in higher illiteracy rates and widening gender gaps and inequalities. The MINEDH is committed to ensuring that all school-age girls and boys (ages 6 to 18) and all those affected by natural or human-induced disasters

continue to have access to inclusive, safe and quality education in emergency situations. Specifically, the country's *Education Sector Strategy for Preparedness, Response and Recovery in Emergency Situations (2020-2029)* and *COVID-19 Response Plan* both suggest actions for the continuity of education in emergency situations and in times of COVID-19. However, this analysis has uncovered gaps in gender-related requirements in both of these documents.

Taking into account the higher vulnerability of women and girls in times of crisis and emergency, gender perspectives of these documents need to be improved and actions must be integrated that ensure clear and strong gender-supportive responses. Using a gender mainstreaming approach, actions should be included that respond to the specificities of girls and boys.

## 6.2 Recommendations

Reducing the gender gap during emergency situations requires both the *Education Sector Strategy for Preparedness, Response and Recovery in Emergency Situations (2020-2029)* and the *COVID-19 Response Plan* to contemplate clear guidelines and practices that enable the creation of a safe and protective environment for all education actors, and in particular for girls, who constitute one of the most vulnerable groups.

### 6.2.1 Mainstreaming gender into Education in Emergencies (2020-2029)

To mainstream gender into education in emergencies in Mozambique requires all education stakeholders to create a gender-sensitive institutional culture. This will require broad participation and capacity building of staff, teachers and emergency officials at all levels.

**Participation:** Ensure the effective participation of students, teachers and managers throughout the emergency response process during all phases of emergencies: prevention/mitigation, preparation/readiness, response and recovery/reconstruction. It is essential to include women members of School Councils and those who are influential and most active in the community.

**Training:** As many stakeholders as possible need to be trained on gender issues. Consider training managers, technicians, teachers, students, members of school councils, community leaders, influential people, local authorities and other education stakeholders.

In general terms, it would be relevant to include:

- Carrying out the gender analysis: this process will make it possible to assess the roles, tasks and responsibilities of men/boys and women/girls and the relationships between the groups in their local context. Through this, ensure access to education, in an equitable way. The gender analysis will involve women/girls and men/boys, taking into account the specificities of each age group.
- Definition of minimum quality requirements for actions, integrated from a gender perspective: in the process it is essential to ensure the effective participation of women/girls. This requires the use of local languages when necessary, considering the availability/tasks of women/girls and other aspects that may prevent their participation.
- Access to information: depending on the methodology for sharing or disseminating information, it is important that everyone has adequate access to information. This requires using the language people understand; the availability/tasks of women/girls and other aspects that may impede access to information should be considered.
- Monitoring and evaluating the implementation of gender mainstreaming actions in EiE: as girls and boys face emergency situations in different ways, and girls, in general, are

discriminated, it is important that monitoring takes into account attendance and the risks of school dropout. Furthermore, it is necessary to assess whether girls are having access to information about prevention of risks of harassment, abuse and violence, to whistleblower contacts and whether they have confidence in existing reporting mechanisms.

- Reporting of actions with qualitative and quantitative data disaggregated by sex and age group: the use of results from gender analyses, monitoring and meetings with women/girls and men/boys will be relevant for the preparation of gender-sensitive plans and budgets. This procedure will contribute to the reduction of inequalities and exclusion and the definition of costs in the budget may be more realistic, taking into account the needs of each population group.

The proposal for readjustments in each phase reinforces the need to ensure the participation and involvement of everyone in the populations affected by the emergency situation, from the phase of prevention/mitigation, preparation/promptness, response to the recovery/reconstruction phase.

### **Prevention/mitigation phase**

- Conduct gender analysis taking into account the local context (provincial, district and locality level may be more appropriate for an effective response);
- Train managers, teachers, members of School Councils and local leaders in matters of human rights and child protection, with special attention to girls;
- Create mechanisms that help to develop a sensitive and protective culture for children, by signing codes of conduct on child protection and safeguarding, with special attention to girls, with clear punitive measures;
- Disseminate instruments relating to the protection of girls, in particular, such as Dispatch 435/GM/MINEDH/2018, the Code of Conduct for Male and Female Teachers, the Multisectoral Mechanism for the Prevention, Complaint, Referral and Response to Violence against Children in Schools, Including Victim Assistance;
- Produce Information, Education and Communication (IEC) materials with information on issues of gender, sexual and reproductive health and rights, the relevant Teacher's Code of Conduct, Dispatch 435/GM/MINEDH/2018, the Multisectoral Mechanism for Prevention, Complaint, Referral and Response to Violence against Children in Schools, Including Assistance to Victims, among others;
- Establish school clubs where girls have a voice to share their needs, experiences, fears and doubts, especially teenagers;
- Empower school clubs in matters of identifying risks of harassment, abuse in the context of different forms of violence, human rights, particularly those of girls, as well as forms of self-protection;
- Identify and nominate students of different age groups to proceed with the definition of the contents of the female dignity kits, for situations of response and recovery;
- Identify girls, boys, male and female teachers to be part of the Local Disaster Risk Management Committees in each school;
- Appoint teachers as focal points to support girls, in particular in situations of preparation, response and recovery;
- Based on the Multisectoral Mechanism for the Prevention, Complaint, Referral and Response to Violence against Children in Schools, define the most appropriate reporting mechanism for girls and boys, taking into account the local context and issues of trust and confidentiality;
- Produce a real-time data collection system, with data disaggregated by sex and pre-

defined age groups, of boys and girls at risk of dropping out of school, in particular those who are pregnant, have a disability, are orphans and are more vulnerable, indicating the potential causes of giving up.

### **Preparation/readiness phase**

- Apply the results of gender analysis and meetings with those affected, men/boys and women/girls, for operational and budgetary decision-making;
- Collect data on the areas, male and female students, male and female teachers, male and female managers, infrastructures and affected populations, including the most vulnerable groups, and the specific needs of each group, for a more adequate and effective response;
- Monitor the frequency and reintegration of boys and girls, in particular pregnant girls, and those who are at risk of dropping out, until the risk is completely mitigated and there is more security to continue their studies;
- Sensitize everyone involved in the process about measures to protect and safeguard girls and boys and about the complaint mechanism;
- Make available and post in accessible places the list and contacts of the focal points of each subject.

### **Response phase**

- Apply the results of gender analysis and meetings with those affected - men/boys and women/girls - for operational and budgetary decision-making;
- Identify places for the construction of toilets, taking into account the issue of safety and protection, particularly of girls/women;
- Make available and distribute the personal hygiene and menstrual hygiene kits to the girls (including condoms in the menstrual hygiene kit);
- Monitor the frequency and reintegration of pregnant girls and girls at risk of dropping out of school, until the risk is completely mitigated and there is more security to continue their studies;
- Sensitize everyone involved in the process about measures to protect and safeguard girls and boys, and about the complaint mechanism;
- Make available and post, in accessible places, the list of the focal points of each subject, with the respective contacts;
- Ensure that girls and boys have access to the educational resources made available, in an equitable manner;
- Immediately forward reports of cases of harassment, abuse and sexual violence, ensuring confidentiality psychosocial support and the 72 hours principle for cases of rape;
- Collect real-time data, disaggregated into pre-defined age groups, on pregnant girls and girls at risk of dropping out of school, indicating potential causes; define ways to monitor school attendance and reintegration, until the risk is mitigated and there is more security to continue studying.

### **Recovery/reconstruction phase**

- Assess the degree of change in behaviour and attitudes dominated by convictions related to patriarchy and masculinities, and report on the good practices evidenced at each stage;
- Ensure that girls and boys receive the educational resources made available in an equitable manner.

The proposal for readjustments to the strategic map should consider the aspects contained in the table below.

Dimension	Strategic objective	Performance indicator	Indicator goal	Initiative
Beneficiaries (community, school)	Improve access to teaching (SO1)	<p>Number of girls of school age (6-18 years) in Temporary Classrooms</p> <p>Number of girls with access to gender-sensitive WASH facilities (including latrines for children and separated by gender)</p>	<p>100% affected girls and boys of school age in Temporary Classrooms with WASH</p> <p>100% girls receive hygiene kits</p> <p>100% teachers with gender sensitive WASH facilities (including teachers' latrines separated by gender)</p>	Create Temporary Classrooms with gender-sensitive WASH facilities, including water supply to schools.
	Improve the quality of teaching and learning (SO2)	<p>Number of girls that received a basic feminine hygiene kit</p> <p>Number of teachers with gender-sensitive WASH facilities (including teachers latrines separated by gender)</p> <p>Number of girls who received female dignity kits.</p> <p>Number of girls who received a kit of basic female hygiene items.</p>	<p>100% of affected girls listed on the map for menstrual management</p> <p>100% of girls listed on the map of vulnerability</p>	<p>Rehabilitate and rebuild classrooms damaged by disasters, with gender-sensitive WASH facilities.</p> <p>Distribute dignity and hygiene kits.</p>
		Number of meals offered to children in affected areas (data disaggregated by sex and age group)	100% of affected children receiving school meals	Provide school meals for children in the affected areas

		Number of children with access to classes via radio, television or internet (data disaggregated by sex, age group and school grade)	At least 10% of affected children have access to classes via radio, television or internet	Broadcast radio and television lessons (or through the internet) for children in the affected districts/villages.
		Number of initiatives for community radio expansion and access to internet	Increase of at least 2% of affected children with access to community radios and to the internet	
		Number of students who received packages of school supplies (data disaggregated by sex, school grade and age group)	100% of affected students	Provide basic school materials to all affected students.
		Number of schools with recreational packages received	100% of affected schools	Provide recreational packages.
		Number of affected trainers and teachers trained in EiE and DRR from a human-rights perspective (disaggregated by sex and school)	At least 90% of schoolteachers trained in EiE and DRR from the human rights perspective  At least % of trainers trained in EiE and DRR from a human-rights perspective	Train teaching staff in EiE and DRR from a human-rights perspective.
		Number of trainers and number of teachers trained in PS and DRR from a human-rights perspective (disaggregated by sex and school)	At least 90% of affected teachers trained in PS and DRR from a human-rights perspective  At least 90% of affected trainers trained in AP and DRR from a human-rights perspective	Train trainers and teachers in PS and DRR from a human-rights perspective.

		<p>Number of children who benefited from PS (disaggregated by sex, age group and school)</p> <p>Number of School Disaster Risk Management Committees (DRMC) trained in DRR (data disaggregated by sex, school and age group) from a gender and human-rights perspective</p>	<p>At least 50% of affected male and female students in each school</p> <p>50% of DRMC trained in DRR</p>	<p>Train trainers and teachers to support PS to students and DRR from a gender and human-rights perspective at DRMC.</p>
<p><b>Internal processes</b></p>	<p>Strengthen systems processes, coordination, management, monitoring, evaluation of EiE from a gender perspective <b>(SO3)</b></p>	<p>Number of monthly abstracts integrating a gender perspective produced on the progress of activities by EiE coordination groups (at national, regional and district level)</p> <p>Improved systems and procedures for management, coordination, M&amp;E from a gender perspective</p> <p>Number of online training actions organized considering a gender perspective</p>	<p>Monthly abstracts</p> <p>Gender integrative perspective</p> <p>Management of EiE information/data updated, integrating a gender perspective</p>	<p>Hold meetings of educational groups for national and sub national collection.</p> <p>Analyse data presentation from a gender perspective.</p> <p>Train in data collection, analysis, presentation and update from a gender perspective.</p> <p>Establish a Real-Time Based (RTB) monitoring system.</p>

Dimension	Strategic objectives	Performance indicator	Indicator goal	Initiatives
<b>Learning and capacity building process</b>	Strengthen the institutional capacity of MINEDH for EiE at all levels and in all phases (SO4)	Plans produced for emergency readiness (storage of materials, training on PS, DRR, EiE and information management (gender sensitive))	Number of gender sensitive plans produced and % staff participating in PS, DRR and EiE training and management of information from a gender perspective	Train officers of the MINEDH, DPEDH, SDEJT and teachers in the area of PS, DRR and EiE from a gender perspective.
<b>Financial</b>	Adopt a budgeting policy for EiE actions (SO5)	Number of initiatives/actions for increased support financial	Increase financial support on average by 10% per year (add % to answer girls' specific needs)	Advocate for an increase in the budget allocation for EiE.
		Number of annual and operational plans concerning readiness, response and recovery with gender-sensitive budgets, completed minus % of funds available	Annual operating plans and budgets sensitive to gender confirmed	Develop annual and operational preparedness, recovery plans (including activities, priorities and budget sensitive to gender).

## **6.2.2 Recommendations for the integration of gender perspectives in the COVID-19 Response Plan**

Resuming classes during COVID-19 requires revising the plans of different levels of education, considering the specificities and needs of women and girls and men and boys.

While there is an assumption that all actions contained in the plan will benefit girls and boys, some of the actions could be clearer and more specific to make them more gender-sensitive through, for example:

- disaggregation of data by sex and age group, taking into account that girls and boys in each age group have different needs;
- including girls and boys with disabilities requires the availability and support of teachers who have the skills and sensitivity to support this group, particularly to support girls in issues of menstrual management, prevention of abuse and other forms of violence; and
- the reactivation of school clubs must consider the risks of abuse and other forms of violence against children, particularly against girls, who are most often the victims.

In addition to reviewing the approach to the plan's proposed activities, a review of some of the indicators and results is also suggested.

### ***Recommendations based on various scenarios***

#### **Before closing schools**

The *COVID-19 Response Plan* should include the below gender-responsive actions.

- Draw up a list or create a system online of children who are at risk of dropping out of school, disaggregated by sex and school grade, including potential causes of dropout and taking into account the particularities of each group;
- Create study groups, by area and affinity through which girls and boys can support each other while physically out of school.
- Appoint teachers of both genders by area to support study groups with pedagogical support.
- Display in accessible places the contact details of male and female teacher who have been designated as gender focal points and those working with study groups, with special attention to girls.
- Make available and post in accessible places informational material on the prevention of situations of violence and mechanisms for reporting, responding and referring cases of violence and abuse, with special attention to girls.

#### **Schools closed for 30 days or more**

For situations when schools have been close 30 days or more, the *COVID-19 Response Plan* should add the below gender-responsive actions.

- Monitor girls and boys at risk of dropping out of school, taking into account girls' particular vulnerability.
- Provide pedagogical support for girls and boys, taking into account the particular needs of each group.
- Provide psychosocial support for girls and boys, taking into account the particularities of each group and the specific age groups.
- Supply hygiene kits for girls in the age group about to begin the menstrual cycle and for those who are already menstruating.
- Conduct a campaign to resume classes sharing key messages about the importance of

education, particularly for girls and other vulnerable groups (such as those with disability, those who are orphaned, etc.).

- Promote and reinforce the Zero Tolerance against Abuse and Violence campaign in communities and disseminate the multi-sectorial mechanism for the prevention, denunciation, referral, response and assistance to victims of violence in schools.

### **Safe reopening for quality education in schools**

Taking into account that distancing measures have the potential to increase gender-based discrimination, in terms of female student participation in classes, a safe school reopening plan should provide for the gender-sensitive actions suggested below.

- Conduct a campaign to resume classes that shares important messaging about the importance of education with a focus on girls' education (taking into account specificities linked to disability, orphanhood, etc.).
- Strengthen the culture of zero tolerance against abuse and violence at school through sharing information on the prevention of violence and how to report, refer and respond to cases of abuse and violence at school.
- Create a system to verify the return of girls to school, such as an online diary.
- Follow-up on girls returning to school and monitor their situation until it is confirmed that the risk of lower female participation is mitigated.
- Provide pedagogical support to girls and boys, taking into account the particular needs of each group (disability, orphanhood, duties as head of family, caregivers for relatives, etc.).
- Provide psychosocial support for girls and boys, taking into account the particular needs of each group (disability, duties as head of the family, etc.).
- Create spaces for conversations and support discussion groups for girls and boys on issues related to human rights and protection.
- Supply hygiene kits for girls (be sure to include support for menstrual management, particularly for girls who are orphaned and heads of households).