

In 2017, Mozambique made a moderate advancement in efforts to eliminate the worst forms of child labor. The government adopted a list of hazardous activities that are prohibited for children and approved a National Action Plan to Combat the Worst Forms of Child Labor. However, children in Mozambique engage in the worst forms of child labor, including in forced domestic work. Children also perform dangerous tasks in the production of tobacco. The law establishes 15 as the minimum age for work, but education is compulsory only until age 13, leaving children ages 13 and 14 vulnerable to child labor. Law enforcement officials also do not receive the appropriate training and resources to conduct inspections and prosecute cases of child labor. In addition, existing programs are inadequate to address child labor in the country.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mozambique engage in the worst forms of child labor, including in forced domestic work. (1; 2) Children also perform dangerous tasks in the production of tobacco. (1) Table 1 provides key indicators on children's work and education in Mozambique.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5 to 14	22.5 (1,526,560)
Attending School (%)	5 to 14	69.5
Combining Work and School (%)	7 to 14	22.4
Primary Completion Rate (%)		48.4

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2018. (3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2008. (4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of cashews, coconuts, cotton, sesame, sugarcane, tea, tobacco, and tomatoes (5; 6; 7; 8; 9; 10; 11; 12; 13; 1)
	Fishing, including preparing nets (7; 9; 1)
	Forestry, activities unknown (7; 1)
	Herding livestock, including cattle (9; 1)
Industry	Mining,† including gold and gemstones† (9; 12; 14; 15; 16; 17; 18; 19; 20; 1)
	Construction, † including crushing stone† and making bricks† (9; 17)
Services	Domestic work, including caring for babies and other children† (5; 6; 9; 11; 14; 21; 19; 20; 1)
	Street work, including car washing, street vending, and garbage scavenging† (7; 9; 10; 11; 12; 21; 20; 22; 23; 1)
	Selling alcoholic beverages in markets† (11; 22)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (9; 12; 17; 24; 2; 25; 1)
	Forced labor in agriculture, domestic work, mining, and vending, each sometimes as a result of human trafficking (9; 10; 14; 15; 2)
	Use in illicit activities, including drug trafficking, stealing, and assisting poachers in the illegal poaching industry (9; 11; 1)

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Mozambican children, lured from rural areas with promises of work and educational opportunities, are subjected to forced domestic work and commercial sexual exploitation in urban areas in Mozambique and South Africa. (10; 14; 2) Research indicates

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that Mozambican children are also trafficked to South Africa for forced labor in agriculture, street vending, and commercial sexual exploitation. (10; 2)

Although tuition for primary education is free, families must provide supplies and uniforms. (26) Moreover, there are not enough schools, and many students, particularly in rural areas, face difficulties traveling long distances to get to school. (27; 28; 29) In addition, physical and sexual abuse is common in schools. Research found that some teachers demand sex from female students. (30; 26)

## II. LEGAL FRAMEWORK FOR CHILD LABOR

Mozambique has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The government has established laws and regulations related to child labor (Table 4). However, gaps exist in Mozambique's legal framework to adequately protect children from the worst forms of child labor, including the minimum age for work.

**Table 4. Laws and Regulations on Child Labor**

Standard	Meets International Standards: Yes/No	Age	Legislation
Minimum Age for Work	No	15	Article 26 of the Labor Law; Article 4 of the Regulations on Domestic Work (31; 32)
Minimum Age for Hazardous Work	Yes	18	Article 23 of the Labor Law (32)
Identification of Hazardous Occupations or Activities Prohibited for Children	Yes	18	Hazardous Work List (33)
Prohibition of Forced Labor	Yes		Articles 5 and 10–11 of the Trafficking in Persons Law; Articles 196 and 198 of the Penal Code (34; 35)
Prohibition of Child Trafficking	Yes		Articles 5 and 10–11 of the Trafficking in Persons Law (34)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 5 and 10–11 of the Trafficking in Persons Law; Articles 226–227 of the Penal Code (34; 35)
Prohibition of Using Children in Illicit Activities	Yes		Articles 33 and 40 of the Law on Drugs (36)
Prohibition of Military Recruitment			
State Compulsory	Yes	18	Article 2 of the Law on Military Service (37)
State Voluntary	Yes	18	Article 23 of the Law on Military Service (37)
Non-state	Yes		Articles 5 and 10 of the Trafficking in Persons Law (34)
Compulsory Education Age	No	13‡	Article 41 of the Law of Basic Child Protection (38)
Free Public Education	Yes		Article 41 of the Law of Basic Child Protection (38)

‡ Age calculated based on available information (38; 39)

In October 2017, the government approved a list of dangerous work prohibited for children. (33)

The Regulations on Domestic Work allow children ages 12 to 15 to conduct domestic work with the permission of their legal guardian. (31) The Labor Law also states that children ages 12 to 15 may work under certain conditions defined by the Council of Ministers. (32) The minimum age of 12 for light work is not in compliance with international standards; the law does not determine the activities in which light work may be permitted, prescribe the number of hours per week for light work, or specify the conditions under which light work may be undertaken. (39) In addition, the Labor Law's minimum age protections do not apply to children working outside of formal employment relationships. (32; 39; 40)

The gap between the end of compulsory education and the minimum age for work leaves children ages 13 and 14 vulnerable to child labor, including its worst forms, because they are not in school, but they also may not legally work. (39)

### III. ENFORCEMENT OF LAWS ON CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor (Table 5). However, gaps exist within the operations of the Ministry of Labor, Employment, and Social Security that may hinder adequate enforcement of their child labor laws.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Employment, and Social Security	Enforce child labor laws and regulations. (41) Labor Inspectorate works with the National Police Force to enforce criminal law. (7) Monitors implementation of the National Action Plan to Combat the Worst Forms of Child Labor. (42)
Ministry of Industry and Trade's General Inspectorate of Economic Activities	Enforce child labor laws and regulations. (43) In 2017, the Inspectorate for Economic Activities fined clubs in Manica province for allowing girls under age 18 to enter the clubs and engage in commercial sexual exploitation. (44)
National Police Force	Enforce all criminal laws, including those related to the worst forms of child labor. The criminal investigation branch has a seven-person unit devoted to anti-human trafficking and violence against women and children; investigates cases and refers them to the Attorney General's Office. (7)
Attorney General's Office	Coordinate the government's efforts against human trafficking and receive cases from the criminal investigation branch of the National Police Force for prosecution. (7; 45)

#### *Labor Law Enforcement*

In 2017, labor law enforcement agencies in Mozambique took actions to combat child labor (Table 6). However, gaps exist within the operations of the Ministry of Labor, Employment, and Social Security that may hinder adequate labor law enforcement, including financial resource allocation.

**Table 6. Labor Law Enforcement Efforts Related to Child Labor**

Overview of Labor Law Enforcement	2016	2017
Labor Inspectorate Funding	Unknown (43)	Unknown
Number of Labor Inspectors	Unknown	Unknown
Inspectorate Authorized to Assess Penalties	Yes (43)	Yes (18)
Training for Labor Inspectors		
Initial Training for New Employees	Yes (46)	Unknown
Training on New Laws Related to Child Labor	N/A	Yes (47)
Refresher Courses Provided	Unknown	Yes (18)
Number of Labor Inspections Conducted	Unknown (43)	Unknown
Number Conducted at Worksites	Unknown	Unknown
Number of Child Labor Violations Found	Unknown	Unknown
Number of Child Labor Violations for Which Penalties were Imposed	Unknown	Unknown
Number of Child Labor Penalties Imposed that were Collected	Unknown	Unknown
Routine Inspections Conducted	Unknown	Yes (18)
Routine Inspections Targeted	Unknown	Unknown

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**Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)**

Overview of Labor Law Enforcement	2016	2017
Unannounced Inspections Permitted	Yes (43)	Yes (18)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Yes (43)	Yes (18)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (43)	Yes (18)

Reports indicate that the number of labor inspectors is likely insufficient for the size of Mozambique's workforce, which includes approximately 13 million workers. (2; 18; 48) According to the ILO's technical advice of a ratio approaching 1 inspector for every 40,000 workers in less developed countries, Mozambique would employ about 325 labor inspectors. (49) Furthermore, inadequate training and financial resources hamper the Labor Inspectorate's capacity to enforce child labor laws. (2)

Ministry of Labor, Employment, and Social Security officials can refer victims of child labor to either the police or social workers from the Ministry of Gender, Children, and Social Action (MGCAS) for family assessments and potential placement of the children in foster homes. (50)

### *Criminal Law Enforcement*

In 2017, criminal law enforcement agencies in Mozambique took actions to combat child labor (Table 7). However, gaps exist within the operations of the criminal enforcement agencies that may hinder adequate criminal law enforcement, including training for criminal investigators.

**Table 7. Criminal Law Enforcement Efforts Related to Child Labor**

Overview of Criminal Law Enforcement	2016	2017
Training for Investigators		
Initial Training for New Employees	Unknown	Yes (18)
Training on New Laws Related to the Worst Forms of Child Labor	N/A	Unknown
Refresher Courses Provided	Yes (51)	Unknown
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (43)	Yes (18)

Research found that law enforcement officials responsible for investigating and prosecuting criminal child labor cases are poorly trained. (9) Case investigations are of very low quality and lack appropriate evidence for prosecution. (7)

Criminal law enforcement officials work with the MGCAS and the National Reference Group for the Protection of Children and Combating Trafficking in Persons to coordinate referrals of children to social service providers. (18)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON CHILD LABOR

The government has established mechanisms to coordinate its efforts to address child labor (Table 8). However, gaps exist that hinder the effective coordination of efforts to address child labor, including the efficacy of coordination efforts on child labor.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role and Description
National Reference Group for the Protection of Children and Combating Trafficking in Persons	Coordinate efforts to combat all forms of human trafficking. Led by the Attorney General's Office. (52) Provincial-level groups coordinate regional efforts to combat human trafficking. (2) Research was unable to determine accomplishments during the year.

**Table 8. Key Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role and Description
National Commission on Children's Rights	Oversee and report on children's rights in Mozambique to the African Charter and other international bodies. Perform consultations and deliberations on national action plans and legislation. Led by the Ministry of Gender, Children, and Social Action (MGCAS). (50) Research was unable to determine accomplishments during the year.
The Ministry of Interior's Women and Children Victim Assistance Units (GAMC)	Provide services to children who have been victims of crimes, including human trafficking. Operates countrywide through facilities in more than 215 police stations. (53; 2) Research was unable to determine accomplishments during the year.
MGCAS	Provide support and reintegration services to victims of human trafficking. (45) Research was unable to determine accomplishments during the year.

Research found there is no coordination mechanism dedicated solely to address child labor, outside of the scope of human trafficking.

## V. GOVERNMENT POLICIES ON CHILD LABOR

The government has established policies that are consistent with relevant international standards on child labor (Table 9).

**Table 9. Key Policies Related to Child Labor<sup>‡</sup>**

Policy	Description
National Action Plan to Combat the Worst Forms of Child Labor (2017–2022) <sup>†</sup>	Aims to map 70 percent of the worst forms of child labor occurring by province and activity by 2019, and to withdraw 20,000 children from the worst forms of child labor and enroll them in the Basic Social Subsidy program. (42)
National Action Plan for Children II (2013–2019)	Establishes four priority areas: child survival; child development; child participation; and child protection, which aims to reduce child labor. (54)

<sup>†</sup> Policy was approved during the reporting period.

<sup>‡</sup> The government had other policies that may have addressed child labor issues or had an impact on child labor. (55)

In 2017, the government drafted a National Action Plan on Trafficking in Persons. (47)

## VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2017, the government funded and participated in programs that include the goal of eliminating or preventing child labor (Table 10). However, gaps exist in these social programs, including adequacy of efforts to address the problem in all sectors.

**Table 10. Key Social Programs to Address Child Labor<sup>‡</sup>**

Program	Description
Global Action Program on Child Labor Issues (GAP)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the <i>Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016</i> established by the Hague Global Child Labor Conference in 2010. (56) In 2017, completed a draft report on the analysis of national child labor data from the Integrated Household Survey; however, the government has not yet published the study's findings. Additional information is available on the USDOL website.
Trafficking in Persons Project (2014–2017)	\$750,000 USDOS-funded, 3 year project implemented by the IOM to support the establishment and institutionalization of services for victims of human trafficking. (57)
Basic Social Subsidy Program <sup>†</sup>	Government- and donor-funded program that provides cash transfers to children heads of households until age 18. (7; 58)
Programs For Street Children <sup>†</sup>	Government and civil society operate 176 shelter centers that provide education, occupational training activities, health, and psychosocial care for street children. (58; 59)
Victims of Violence Centers <sup>†</sup>	Government-funded program implemented by the GAMC that provides temporary shelter, food, limited counseling, and monitoring for victims of crime following reintegration. Includes 22 centers located throughout the country. (45; 2)
Speak Child-116	NGO-funded program that works with the government to run a hotline to receive complaints of child abuse, including those related to child labor and sexual exploitation. (40) Research found that the hotline lacks adequate equipment and human resources and has not received sufficient support from the government to respond to complaints. (60; 18)

<sup>†</sup> Program is funded by the Government of Mozambique.

<sup>‡</sup> The government had other social programs that may have included the goal of eliminating or preventing child labor. (61; 62)

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Research found no evidence that the government has carried out programs to assist children engaged in domestic work. The scope of existing programs is also insufficient to fully address the extent of the child labor problem.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor in Mozambique (Table 11).

**Table 11. Suggested Government Actions to Eliminate Child Labor**

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that all children are protected under the law, including children working outside of formal employment relationships.	2015 – 2017
	Raise the minimum age for light work to age 13 to comply with international standards. Establish the activities, number of hours per week, and conditions under which light work may be undertaken.	2015 – 2017
	Raise the age of compulsory education to be consistent with the minimum age for employment.	2009 – 2017
Enforcement	Make law enforcement information publicly available, including the Labor Inspectorate's funding, the number and training of labor inspectors, the number and type of labor inspections conducted, the number of child labor violations found, and the number of child labor penalties imposed and collected, as well as the training of investigators responsible for enforcing laws related to the worst forms of child labor and the number of investigations conducted, violations found, prosecutions initiated, and convictions achieved.	2009 – 2017
	Allocate sufficient resources for law enforcement agencies, including by increasing the number of labor inspectors to provide adequate coverage of the workforce.	2009 – 2017
	Provide labor inspectors with adequate training on child labor and provide adequate training to criminal law enforcement officials to ensure that violators are prosecuted.	2009 – 2017
Coordination	Establish coordinating mechanisms to combat all worst forms of child labor.	2010 – 2017
	Ensure coordination mechanisms related to child labor are active during the year.	2017
Social Programs	Take measures to ensure that all children have access to education by providing supplies and establishing an adequate number of schools. Take preventative steps to protect children from physical and sexual abuse in schools.	2010 – 2017
	Make the results of the child labor study publicly available and use the findings to inform policies and programs.	2015 – 2017
	Increase support for the Speak Child-116 hotline to ensure that child labor complaints are investigated.	2016 – 2017
	Institute programs to address child labor in domestic work and expand existing programs to address the scope of the child labor problem.	2010 – 2017

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