

NATIONAL PLAN of Policies for WOMEN



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SPECIAL SECRETARIAT FOR POLICIES FOR WOMEN
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Políticas para as Mulheres



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Ministry of Culture

Ministry of Education

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Ministry of Foreign Affairs

Ministry of Mines and Energy

Ministry of Agrarian Development

Ministry of Social Development and Combat against Hunger

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Ministry of Labour and Employment

Special Secretariat for Water-Culture and Fisheries

Special Secretariat for Human Rights

Special Secretariat for Policies Geared towards the Promotion of Racial Equality

Special Secretariat for Policies for Women

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GOVERNMENT COMMITMENT

The National Plan of Policies for Women is part of the commitment undertaken by this government on the occasion of its election, in 2002: to face gender and race inequalities in our country.

This commitment was reiterated with the creation of the Special Secretariats for Policies for Women and for the Promotion of Racial Equality; with the inclusion in the Pluri-Annual Plan (PPA) 2004-2007 of the challenges: reduction of gender and race inequalities; and, more recently, with the organization of the First National Conference on Policies for Women that indicated "the guidelines of the national policy for women within the gender and equality perspective, taking into account the diversity of race and ethnic groups."

The National Plan of Policies for Women, presented here, was built based upon the results of this Conference and expresses the recognition of the role of the State as promoter and articulator of political actions apt to guarantee a Constitutional State. It is responsible, as are the governments that represent it, to guarantee public policies and change the social inequalities in existence in our country. It also expresses the recognition that the formulation of these policies must be carried out within a permanent dialogue with society and the organizations that represent it.

The process of the Conference also involved State and Municipal Governments. It is our understanding that for the National Plan of Policies for Women become real, the active involvement of the governments of the states, municipalities and of the Federal District, is increasingly necessary, so that policies may reach and change the lives of women by establishing more equalitarian relations between women and men, as well as among women themselves.

This National Plan reiterates the commitment of the Federal Government and of the other governmental bodies to the incorporation of the gender and race perspective into public policies, recognising and facing the inequalities between men and women, black men and black women, within the context of the political project of governance, as State policies.

Our Government understands that a democratic country has to ensure dignified living conditions and equal opportunities for all people and that gender and race equality is fundamental to democracy.

As we present the National Plan of Policies for Women, we reaffirm the commitment of Brazilian Government to face and overcome gender and race inequalities in our country.

We also reaffirm the international commitments Brazil has undertaken, particularly in regard to the implementation of the actions proposed in the Conventions of Belém do Pará and CEDAW, the Conferences of Cairo, Beijing, Durban, and to the Millennium Development Goals.

Brasília, December, 2004

Luiz Inácio Lula da Silva
President of the Republic

PRESENTATION

The Federal Government is executing its role. This is the sensation we have as we deliver to Brazilian society the National Plan of Policies for Women (PNPM). Formulated upon the guidelines defined in the First National Conference on Policies for Women (CNPM), we herein indicate the policies and lines of action proposed for the promotion of gender equality.

The Plan is structured around four strategic areas of action: autonomy, equality in the domain of labour and citizenship; inclusive and non-sexist education; women's health, sexual and reproductive rights; and facing violence against women. We hereby contemplate policies and actions that must be further developed and studied so that qualitative and quantitative changes may occur in the lives of Brazilian women. Another challenge we face concerns the management and the monitoring of the Plan based upon a transversal gender approach.

The First National Conference on Policies for Women convened in by the President of the Republic and co-ordinated by the Special Secretariat for Policies for Women and by the National Council of Women's Rights, gathered 1787 delegates and over 700 observers and guests. The process directly involved over 120 thousand women who discussed, in local and regional plenary meetings, and in state-level conferences, the situation of Brazilian women, with a view at proposing the guidelines upon which the PNPM is based. This process reinforced our belief that standing up gender, race and of ethnic-group inequalities is a broad concept, which is not completed by the implementation of a government proposal. It is, therefore, a State policy to which all democratic governments must be committed.

The creation of the SPM, with the status of a Ministry, to directly advise the President of the Republic, hails a new moment in the history of Brazil. Its existence already reflects positive effects in the formulation, co-ordination and articulation of policies. The action of the Secretariat, to promote a transversal approach in policies for women and gender equality is an enormous challenge.

It is important to highlight that in order to face this challenge it is necessary that the different spheres of government (state, local and of the Federal District) also adapt their policies to the framework of the First National Conference on Policies for Women, which indicates as one of its guidelines is the need for the creation and the reinforcement of institutional organisms to defend women's rights and to promote gender equality.

The action of the Secretariat encourages and motivates the different areas of government to think of the impact of their policies can have on the lives of women and men.

Understanding that this impact occurs differently on the lives of women, of black women, of black, white men, of Indian women, and that policies, in order to be universal, this reaching all people, have necessarily to take into account different origins, sexual orientations, generations and physical and mental conditions. It is necessary to affirm differences with a view at promoting equality.

Statistics show the central role of women in Brazilian life and disclose the discrimination, inequalities and violence to which they are still submitted. History shows, day after day, the struggle of women to overcome them. It is, therefore, alongside these women that the SPM stands.

Thus, we intend to reiterate a solidarity-oriented and shared management model of permanent dialogue with the social movements and sectors. Our goal is to have Policies for Women effectively enforced; making the National Plan a monitoring instrument that may be appropriated by social monitoring organizations. Brazilian democracy will thus be strengthened.

The launching of the National Plan of Policies for Women closes the Year of Women in Brazil. May this Plan mark a positive inflexion in the Policies for Women in our country.

Nilcéa Freire
Special Secretary for Policies for Women
Chairwoman of the National Council of Women's Rights

Methodology

The process of elaboration of the National Plan of Policies for Women (PNPM) began with the First National Conference on Policies for Women (CNPM) convened by the President of the Republic and held in July, 2004. The Special Secretary for Policies for Women and the National Council of Women's Rights (CNDM) co-ordinated the Conference and it with counted with the participation of the state and local Executive Branches, several ministries and special secretariats, in addition to women and feminist organizations.

The First National Conference on Policies for Women was preceded by local and/or regional plenary meetings and by the State Conferences. This strategy allowed for female participation from all over the country, reinforcing the proposal, ensuring representativeness and the expression of the diversity of the population. The Plan is, therefore, the outcome of a collective construction of 120 thousand Brazilian women, who debated in their municipalities and deepened the discussion on rights and demands in 26 State Conferences and in the Federal District. In Brasilia, 1.787 delegates and circa 700 guests and observers approved the guidelines of the National Policy for Women.

The formulation of the PNPM began starting from the Presidential Decree of July 15th, 2004, which established the Inter-Ministerial Working Group (GTI), made up of representatives of seven Ministries – Health, Education, Labour and Employment, Justice, Agrarian Development, Social Development, Planning, Budget and Management – of the Special Secretariat for Policies Geared to Racial Equality (SEPPIR); of the CNDM and of the Secretariats for Women of the State of Acre and of the Municipality of Campinas/SP, under the co-ordination of the Special Secretary for Policies for Women.

The work was carried out between November 26th and December 3rd 2004. Parallel to the meetings of the GTI, the representatives of the Ministry of Planning, of IPEA and of the SPM, consulted different Ministries in order to put together the Plans of Action. In addition to the priorities that emerged from the works of the First National Conference on Policies for Women, the PNPM also included those already defined by the Federal Government. The consolidation of the proposals and of the information gathered by the GTI was made up of a group of representatives of the Under Secretariats and of the Special Assistance Bureau of the Cabinet of the SPM, with the administrative and technical support of the Under-Secretariat for Planning. It is worth mentioning that the Plan's temporal horizon is the next National Conference on Policies for Women, to be convened in three years. Thus, 2007 is seen as a reference for most of the actions defined, but we call attention to the fact that actions will be carried out throughout the period of 2005-2007.

The PNPM was discussed and agreed to by Minister Nilcéa Freire with the Ministers of the areas directly involved in the actions and proposals, before they were assessed and approved by the President of the Republic. The nomination of a

Committee for Articulation and Monitoring and a Technical Support Committee will follow the implementation of the PNPM.

The Federal Government will endeavour efforts to commit the States and Municipalities to the Plan, under the coordination of the Committee of Articulation and Monitoring of the SPM.

We firmly believe that the Plan will be construed by the federal, state and local governments, and by the social movements, as an instrument of work. It is with this purpose that we have included in its text, links for the whole national legislation dealing with women's rights.

Glossary of ACRONYMS

ATER – Rural Technical Assistance and Extension
ATES – Sustainable Technical Assistance
CAP – Psycho-social Care Centre
CECRIA – Centre of Reference, Studies and Actions on Children and Adolescents
CEDAW – Convention for the Elimination of All Forms of Discrimination against Women
CLT – Consolidation of Labour Laws
CNDM – National Council of Women’s Rights
CNE – National Council of Education
CNPM – National Conference on Policies for Women
CODEFAT – Deliberative Council of the Fund of Support to Workers
CONANDA – National Council of the Rights of Children and Adolescents
DAP – Capability Statement for PRONAF
DAS – Higher Counselling and Assistance
DATASUS – Department of Information and Information Technology of the Unified Health System
DEAM – Specialised Police Precincts for Women
DDAI/SECAD – Directorate of Development and Institutional Articulation
DISOC/IPEA – Directorate of Social Studies
DRT – Regional Superintendence of Labour
DST – Sexually Transmissible Diseases
ENAP – National School of Public Administration
ENEM – Secondary-School National Exam
ESF – Strategy of Family Health
FAO – United Nations Food and Agriculture Organization
GTI – Inter-Ministerial Working Group
IBGE – Brazilian Institute of Geography and Statistics
IML – Institute of Forensic Medicine
INCRA – National Institute of Colonization and Agrarian Reform
IPEA – Institute of Applied Economic Research
LDO – Budgetary-Guideline Act
LOA – Annual Budgetary Act
MCid – Ministry of Cities
MD – Ministry of Defence

MDA – Ministry of Agrarian Development
MDS – Ministry of Social Development and Combat against Hunger
MEC – Ministry of Education
MF – Ministry of Finance
MinC – Ministry of Culture
MJ – Ministry of Justice
MMA – Ministry of the Environment
MME – Ministry of Mines and Energy
MPOG – Ministry of Planning, Budget and Management
MPS – Ministry of Social Security
MRE – Ministry of Foreigner Affairs
MS – Ministry of Health
MTE – Ministry of Labour and Employment
OGM – Genetically Modified Organism
OECD – Organization for Economic Co-operation and Development
ILO – International Labour Organization
WHO – World Health Organization
NGO – Non-governmental Organization
UN – United Nations Organization
PAHO – Pan-American Health Organization
PAF – Sickle-cell Anaemia Programme
PEA – Economically Active Population
PETI – Programme of Eradication of the Child Labour
PHPN – Programme for Humane Pregnancy Care and Birth
PME – Monthly Employment Survey
PVAD – National Household Sampling Survey
PVDS – National Survey on Demography and Health
PNDSTIAIDS – National Programme of Sexually Transmissible Diseases and AIDS .
PNPE – National Programme of Encouragement of the First Job
PNPM – National Plan of Policies for Women
PVQ – National Plan of Qualification
PPA – Pluri-Annual Plan
PR – Presidency of the Republic
PRONAF – National Programme of Family Farming

SAM/PR – Under-Directorate of Articulation and Monitoring of the Office of the Chief of Staff of the Presidency of the Republic

SEAP – Special Secretariat for Water-Culture and Fisheries

SECAD – Secretariat for Continued Education, Literacy and Diversity

SEDH – Special Secretariat for Human Rights

SENAES – National Secretariat for Solidarity-based Economy

SEPPIR – Special Secretariat for Policies Geared towards the Promotion of Racial Equality

SIDRA – IBGE System of Automatic Recovery

SIH – System of Hospital Information of the Unified Health System

SIM – Information System on Mortality

SINASC – Information System on Live Births

SINE – National Employment System

SPI/MPOG – Under-secretariat for Planning and Strategic Investments

SPM – Special Secretariat for Policies for Women

SPPE – Secretariat for Public Policies of Employment

SUS – Unified Health System

SVS – Secretariat for Health Surveillance

UNESCO – United Nations Organization for Education, Science and Culture

PART I

LEGAL FRAMEWORK

The quest for equality and the struggle against gender inequalities are part of the history of Brazil, a history built in different places and spheres, by different women, in different ways. In both private and public domains, challenging this rigid division and expanding its intersections, women have been and are changing firmly established and unequal relations of power.

Generations of women and men have devoted part of their lives, some of them their whole lives, to the construction of a world of equalities: equality between women and men, respect for different sexual orientations; racial and ethnic equalities, transforming differences of colour and origin into a further expression of the rich human diversity; creating new values that become equal opportunities for all people.

The PNPM recognizes this legacy and complies with the assumptions of the instruments that regulate democracy in Brazil: the Constitution of the Republic, the Brazilian legislation and the international agreements on human rights and on women's human rights signed by Brazil.

The Federal Constitution of 1988, a landmark in the process of re-democratization of the Country, established and consolidated important progress in the broadening of women's rights and in the establishment of more equalitarian gender relations. The legal norms that ensure the rights of women, approved after the enactment of the 1988 Constitution follow the same line of reasoning (Attachment 1).

In the international sphere, the Brazilian Government has signed all the instruments defence of human and women's rights of the last decades (Attachment 2), among them the following:

- ❖ Declaration and Platform of Action of the III World Conference on Human Rights (Vienna, 1993);
- ❖ Declaration and Platform of Action of the International Conference on Population and Development (Cairo, 1994);
- ❖ Inter-American Convention for the Prevention, Punishment and Eradication of Violence against Women – Convention of Belém do Pará (1994);
- ❖ Declaration and Platform of Action of the IV World Conference on Women (Beijing, 1995);
- ❖ Convention for the Elimination of All Forms of Discrimination against Women – CEDAW (1979);
- ❖ Facultative Protocol to CEDAW (1999);

- ❖ Declaration and Programme of Action of the III World Conference against Racism, Race Discrimination, Xenophobia and Related Intolerances (Durban, 2001);
- ❖ Summit of the Millennium: Millennium Development Goals (2000);
- ❖ Recommendation Number 90, of June 29th, 1951, of the International Labour Organization – ILO, on the equality of remuneration of male and female workers for work of equal value;
- ❖ Recommendation Number 165, of June 23rd, 1981, of ILO, on equality of opportunities and of treatment for male and female workers with family dependants.
- ❖ Convention Number 100, of June 29th, 1951, of ILO, on the equality of remuneration of men and women for work of equal value;
- ❖ Convention Number 111, of June 25th, 1958, of ILO, on Discrimination in Terms of Employment and Occupation (entered into force, internationally, in 1960);
- ❖ Convention Number 156, of June 23rd, 1981, of ILO, on the equality of opportunities and of treatment for male and female workers with family dependants.

BRAZILIAN WOMEN TODAY

Since the 1970s, the international phenomenon of population ageing has been observed in Brazil. The scientific and technological progress and the increased effectiveness and efficacy of public policies have contributed to the increase in life expectancy and, consequently, for a real increase in the number of senior citizens. On the other hand, there has been an important drop in the rates of fecundity, that is, a reduction in the average number of children per woman, which also contributed to a reduction in the participation of children and adolescents of up to 14 years of age, even more so of the categories of 0 to 9 years of age, in the population as a whole.

As of the aforementioned period, one notices a change in the structure and in the dynamics of the population within the groups of young people, adults and of people within the above 60 age groups. This process has important consequences for social life, in particular for women, and poses challenges for the public action of the State.

Women represent 51.2% of the Brazilian population, 46% black and mulatto. They are approximately 89 million, 85.4% of which live in urban areas. The segment of women in reproductive age, that is, between 15 and 49 years, is expanding, and in 2003 it already represented 54.7% of the female population. Admitting the expansion of this interval for the ages between 10 and 49 years, by virtue of the high Number of cases of precocious pregnancy, this percentage would correspond to 63.7% (PNAD/IBGE 2003).

There is also an increase, in society as a whole, in the number of people who reach the economically active age, that is, who should enter the labour market. In this group, women tend to be the majority starting as of age 24, according to the Demographic Census 2000/IBGE.

From the point of view of public policies, the demographic data provides basic references for the identification and projection of social demands. However, it is necessary to take into account that, in order to face the major challenges posed to the public power, beginning by standing against all forms of discrimination, it is necessary to understand the determinants of gender, race and ethnic group in the set of social problems to be tackled and overcome. The struggle to overcome poverty clearly indicates that initiatives will be more effective if they are planned considering such information and appropriate approaches.

Women account for 42.7% of the Economically Active Population – PEA¹, of whom 43.7% live in urban areas and 37.8% in the rural milieu (PNAD/IBGE 2003). The increasing participation of the female population in the labour market is deemed an eminently urban process. Nevertheless, it is necessary to analyse more carefully the data concerning the participation of female workers in the rural milieu.

An important part of the activities of rural women is classified as “household work”, because their activities blend with family and household care. Thus, their real contribution to production and to the family income is masked. A recent study carried out by the SPM² shows that “the Brazilian indigents, of both sexes, are concentrated in rural areas”, particularly in farming activities, which absorbs 65% of indigent men and 53% of indigent women in the country.

Another type of analysis shows that, in Brazil, in global terms, the rate of activity³, in 2003, was 61.4%, corresponding to 72.9% for men and to 50.7% for women. When data is broken down by household and per sex, in urban areas, the global rate is 59.9%, corresponding to 70.1% among men and 49.9% among women. In the rural milieu, the rates are 69.5% (total), reaching 82.4% among men and 55.3% among women (PNAD/IBGE 2003).

It is worth noticing that the percentage of rural women in activity is greater than that of urban women. Nevertheless, the difference in the rate of activity between male and rural female workers is greater (27.1%) than the one recorded between urban male and female workers (20.2%). This situation might be explained, in part, by the hypothesis of the greater “invisibility of work of rural women”, as compared to that of urban female workers.

One of the most significant evidences of inequalities between men and women in the area of labour is the income received by each of them, a situation that worsens when analysed under the light of the variable race. According to the Monthly Employment Survey (PME/IBGE 2003), publicized in June, 2004, the salary received per hour of work, in Reais, was distributed as follows: white men: 7.16; white women: 5.69; black men: 3.45 and black women: 2.78.

In 2003, the distribution of the average monthly income of the employed population, per sex and per years of schooling, presented the following results:

Average monthly income of the employed population, per sex and years of schooling - Brazil – 2003

Sex	Years of schooling			
	Up to 3 years	From 4 to 7 years	From 8 to 10 years	From 11 years and more
Man	R\$342.28	R\$518.75	R\$631.73	R\$1,492.70
Woman	R\$211.02	R\$284.85	R\$350.64	R\$874.40

Source: IBGE/PNAD 2003 - Micro data. Preparation: IPEA/DISO.

Note: People without income and those for which the variable “years of schooling” was not determined or was not declared were excluded.

As can be noticed, although there is a positive relation between the level of schooling and monthly income (that is, the more schooling the higher income), in all categories, as an average, employed women earned less than employed men. Among those who only completed three years of schooling, women receive 61.6% of the income obtained by men. In the higher category, with 11 years of schooling, this percentage drops to 58.6%.

In global terms, also according to the PNAD/IBGE 2003, the average income of men was R\$ 785.82, while that of women was at R\$ 546.96, which represented 69.6% of the income of men. This indicates that education, *per se*, does not guarantee to women better wage conditions and/or more access to decision-making positions, a variable that also influences income received.

Analysing the income difference vis-à-vis years of schooling, the situation seems more unfair, since the schooling of women is deemed one of the variables that interfere most in the overall living conditions of families, for they account for most of the work involved in delivering care to family groups.

In 2003, the average years of schooling for the total of women, in Brazil, was 6,6 years, while that of men was 6,3. Among the urban employed population, the difference was even greater: 8,4 years of schooling for women and 7,4 for men (PNAD/IBGE 2003).

The educational situation in Brazil underwent sensible improvement in the last years, benefiting women, particularly as far as the reduction of the rates of illiteracy are concerned; these rates moved from 20.28% in 1991 to 13.50% in 2000, among those with over 15 years of age (demographic census).

The progress recorded in Brazilian society should not mask the inequalities that plague a large segment of the population. An analysis based upon the variables of gender and race shows that, in 2001, the general average of years of schooling of white men was 5,6 years and the average of white women was 5,9 years, and the average of black women was 4,2 and that of the black men was 3,9 years of schooling.⁴

The social, economic and cultural inequalities are determinants to the process of health-disease of populations and of each person in particular. Populations exposed to precarious living conditions are more vulnerable and live less. The Report on the Situation of the World Population (2002) shows that the Number of poor women is higher than that of men, that working hours of women are longer and that at least half their time is spent in non-remunerated activities, which reduces their access to social goods, including health services. The gender, race and ethnic-group discrimination increases inequalities and contributes to the establishment of different levels and patterns of suffering, disease and death.

The under-notification of the variable colour ("item colour") in the majority of the Information Systems of the field of health hampers the analysis of the health of black women in Brazil. Nevertheless, the socio-economic data concerning

the black population are indicators of their health condition. Among this population there is a higher risk of acquiring certain diseases and dying from them, and their life expectancy is of 66 years, while that of white women is of 71 years.

The *dossier* "Racial Asymmetry in Brazil: an alert for policy formulation" (2003)⁵ shows that the Afro-descendants historically occupy the base of the social pyramid. In this group 69.0% of the individuals live in a situation of poverty. The *dossier* informs, furthermore, that the racial dimension is a challenge for the implementation of public policies, due to the distance between the levels of well-being of the white population and of Afro-descendants in all regions. The distance is even greater regarding black women (Corral, 2000)⁶.

As far as health is concerned, the mortality associated to the pregnancy-puerperium cycle, including abortion, although it does not appear among the ten first causes of female demises, represents a serious problem, revealed when the fact that pregnancy is an event related to the experience of sexuality is stressed, and is not, therefore, a disease, and that in 92% of the cases, maternal death can be prevented.⁷ It is worth highlighting that abortion is one of the main causes of maternal death and that the situation of illegality in Brazil jeopardises the availability of reliable statistics.

With the progressive anticipation of the beginning of puberty, recorded since 1940, and the consequent decrease in the age of menarche, reproductive capacity begins earlier and the social competence for raising families is achieved later. This gap brings about more exposure to precocious maternity, defined by the World Health Organization (WHO), as that which occurs before the age of 20. The National Survey on Demography and Health (PNDS, 1996) showed that 14% of adolescents between 15 and 19 years of age had started reproductive life (they were already mothers or were pregnant with the first child), which increased the vulnerability to hazardous sexual and reproductive health in this group.

In the last years, the frequency of cases of AIDS among women grew considerably and heterosexual intercourse became the main vehicle of transmission of HIV. Furthermore, there has been a process of interiorization of the disease and an increase in the Number of cases in the poorer population. A positive aspect was the important reduction in the transmission of the virus by blood transfusion, starting with the intensification of blood quality control in the Country.

The occurrence of AIDS has been increasing both in men and in women with up to eight years of schooling. Low schooling and social class hamper the negotiations on the use of condoms. Nevertheless, even with greater purchasing power, higher levels of instruction and financial independence, women still have little space for negotiation with their partners. A circumstance that worsens the situation is the low perception of the risk, particularly in relations deemed "stable".

Another challenge to public power is violence against women in its different forms of expression, ranging from moral harassment and from psychological violence to extreme manifestations of physical and sexual aggression.

Violence against women is one of the main indicators of gender discrimination and a serious public-health problem. The World Report of the United Nations Organization (UN) on Violence, published in 2002, highlights the results: visible human cost; high cost to the public-health network, concerning hospital admissions and physical and psychological care; and consequences for the labour market, due to the damage to the professional performance of the victim.

Brazilian women are double victims of violent situations: as citizens, they face the different forms of violence that plague Brazilian society; as female citizens they face gender violence. This form of violence occurs fundamentally in the household environment, and it is nearly always practised by men within the family. Protecting by bonds of affection, they take to extremes the relations of domination created in the patriarchal Culture, focused on the idea of the subjection of women to the exercise of male power, and, if necessary, by the use of force (SPM, 2004)⁸.

Research carried out by the Perseu Abramo Foundation, in 2001, shows incoherent traits typical of the invisibility of the problem. When the question is asked in an encouraging manner, 43% of women say they have been victims of violence, but, spontaneously, only 19% admit it. The victims themselves lose the dimension of the violence to which they are submitted, due to the way violence is treated by society. This has been an obstacle to the formulation of public policies, for one of the factors that influence the action of the State is the pressure of groups that, aware of their problems, adopt a critical attitude and mobilize public opinion.

The information available confirm that violence against women is a cross-section phenomenon that affects women of different social classes, origins, regions, marital statuses, levels of schooling or races. This has justified the adoption of universal policies, accessible to all women, which encompass the different modalities through which it is expressed. From this perspective, it is also necessary to take into account the national and international traffic of women and girls.

The National Plan of Policies for Women - PNPM is aimed at expressing the needs and the expectations of Brazilian women and of society, which concern the formulation and the implementation of public policies for promoting equality and dealing with these issues. The Plan also expresses the commitment of the Federal Government to the construction of gender and race equality in our Country.

PART II

BUDGETS, PRINCIPLES AND GUIDELINES OF THE NATIONAL POLICY FOR WOMEN

Women have always endured situations of inequality. Social relations and the political, economic and cultural systems have impressed a relationship of subordination of women vis-à-vis men. This inequality has always been treated as natural, as unchangeable and it has been one of the ways to preserve the oppression of women. As if, it is assumed, subordination is inherent to the fact of being a woman. The unequal relations between women and men are supported by the sexual and unequal division of household work by the control of the body and of the sexuality of women and by the exclusion of women from the spaces of power and of decision.

In view of this situation, the State undertakes the responsibility for implementing public policies related to women, the consolidation of citizenship and of gender equality, with a view at breaking with this unfair logic.

The National Policy for Women is aimed at building gender equality and equity, taking into account all diversities – of race, ethnic group, generation, sexual orientation and deficiencies. Women are plural, and policies proposed must take into account the differences in existence among them.

The National Policy for Women is therefore, based upon such assumptions, principles and guidelines that fundament all its ramifications, and upon which was based the formulation of the National Plan of Policies for Women.

This Policy assumes that the definition of the social roles of men and women is a historical, political, and cultural construction and a structural component of social and economic relations and thus wishes to break with the current vision, which debases, de-qualifies and discriminates against women and their role in our society.

We recognize that the action of the State, particularly by means of the formulation and implementation of policies, interferes in the life of women, as it determines, reproduces or modifies relations of gender, race and ethnic group and the exercise of sexuality. The National Policy for Women has, as both commitment and challenge, to interfere in actions of the State, in order to promote gender equity, while reaffirming and respecting diversity.

Along this line of reasoning, even broader policies, such as macroeconomic policies, apply to the life of women and to the dynamics of gender relations, and must be thought of taking into account these implications, with a view at

breaking with the standards of discrimination. Women must be deemed subjects of rights and political subjects and economic and social development has to be promoted in a sustainable manner, respecting the environment and through the appropriate use of the natural resources of the country.

The National Policy for Women is based on the certainty that greater access to, and effective female participation, in the spheres of power is an essential instrument for democratising the State and society. Thus, it is a long-term goal towards the democratisation of the State, and it is up to government as a whole, and not a specific area, to implement the goal-oriented strategies. Such implementation requires co-ordinated and articulated action on the part of several organizations, secretariats and ministries.

To achieve this goal it is necessary to establish an institutional network among the Federal, states and municipal governments for the implementation of the policy, with a view at ensuring the achievement of its expected outcomes and the overcoming of gender inequality in the country.

Furthermore, the creation and the reinforcement of institutional mechanisms apt to expand popular participation and social monitoring are important instruments for the construction of democratic relations with the feminist and women's movements. Some examples of these mechanisms are: conferences, councils of women's rights, the processes of participatory budget that ensure the female participation, contemplating the representation of Indian women, black women, lesbians, elderly women, young women, handicapped women, gypsies, sex professionals, rural and urban women, among others.

The National Policy for Women is structured by the principles of equality and respect for diversity, by the principle of equity, of the autonomy of women, of the lay character of the State, of the universality of policies, of social justice, of the transparency of public acts and of participation and social control.

❖ **Equality and respect for diversity** – women and men are equal in their rights and this principle supports the policies of State aimed at overcoming gender inequalities. The promotion of equality requires respect for and attention to cultural, ethnic and racial diversity, social insertion, economic and regional situation, as well as the different moments of life. It requires fighting inequalities of all sorts, by means of affirmative action policies and taking into account the experiences of women in the formulation, implementation, monitoring and evaluation of public policies.

❖ **Equity** – the access of all people to universal rights must be ensured through universal actions, but also through specific and affirmative actions geared to historically discriminated groups. To unequally deal with the unequal, in the quest for social justice, it is necessary to have full knowledge of the specific needs of the different groups of women.

- ❖ **The autonomy of women** – women have to be ensured the power of decision over their lives and bodies, as well as the conditions to influence the events in their community and country, and to break with the historical legacy, with the cycles and spaces of dependence, exploitation and subordination that limit their lives in the personal, economic, political and social spheres.
- ❖ **The lay character of the State** – public policies of the State must be formulated and implemented irrespective of religious principles, in order to effectively ensure the rights enshrined in the Federal Constitution and in the different international instruments signed and ratified by the Brazilian State, as a measure of protection of the human rights of women and girls.
- ❖ **The universality of policies** – policies must be fully implemented and must ensure access to social, political, economic, cultural and environmental rights to all women. The principle of universality must be streamlined into permanent policies in the three spheres of government, characterized by indivisibility, integrity and by inter-sectorality, and combined with public policies of affirmative actions, understood as a necessary transition towards effective equality and equity of gender, race and ethnic group.
- ❖ **Social justice** – implies the recognition of the need for redistributing the resources and richness produced by society with a view at overcoming social inequality, which significantly affects women.
- ❖ **Transparency of public acts** – it is necessary to ensure respect for the principles of public administration: lawfulness, impersonality, morality, publicity and efficiency, with transparency in public acts and social control.
- ❖ **Participation and social control** – debate and female participation in the formulation, implementation, evaluation and social control of public policies must be ensured.

In order to materialise these principles, the State and the spheres of the federal, state and local government should comply with the following guidelines:

- ❖ To ensure the implementation of integrated public policies for the construction and promotion of gender, race and ethnic-group equality.

- ❖ To ensure democratic and sustainable development taking into account regional diversities, with social justice, and ensuring that development policies promoted by the Brazilian State are targeted to the elimination of economic and cultural inequalities. This implies the implementation of income and wealth-distribution and de-centralizing actions.
- ❖ To ensure compliance with the international treaties, agreements and conventions signed and ratified by the Brazilian State concerning the human rights of women.
- ❖ To encourage and implement affirmative-action policies as instruments necessary for the full exercise of all fundamental rights and liberties to different groups of women.
- ❖ To promote the balance of power between women and men, in terms of economic resources, legal rights, political participation and inter-personal relations.
- ❖ To fight against different forms of commercial appropriation and exploitation of the body and of the lives of women, such as sexual exploitation, the traffic of women and the consumption of stereotyped images of women.
- ❖ To recognise gender, race and ethnic-group violence as structural and historical violence that expresses the oppression of women and has to be dealt with as an issue of security, justice and public health.
- ❖ To delegated recognise the responsibility of the State in the implementation of policies applying to the social and sexual division of labour; the social importance of work traditionally delegated to women for human relations and for the production of living; the importance of the social infrastructure and related services, in particular the services and care of children and of the elderly.
- ❖ To contribute to public education in the social construction of values that emphasize the importance of work historically carried out by women and the need to establish viable new forms for their fulfilment.
- ❖ To ensure the inclusion of gender issues, race and ethnic group in the curricula, to recognise and look for forms of changing discriminatory educational practices, the production of knowledge, formal education, Culture and communications.
- ❖ To ensure the allocation and use of resources in the Pluri-annual Plans, Budgetary-Guideline Acts and Annual Budgetary Acts for the implementation of public policies for women.

- ❖ To prepare, adopt and publicise social, economic and cultural indicators, on the Afro-descendant and Indian population, as subsidies for the articulated formulation and implementation of public policies of health, social security, labour, education and Culture, taking into account the urban and rural reality and their specificities. To give special attention to the inclusion of the item colour in the forms and records in the different areas.

- ❖ To educate and train civil servants (male and female) in gender, race, ethnic-group and human-right issues, in order to ensure the implementation of public policies geared to equality.

- ❖ To ensure participation and social control in the formulation, implementation, monitoring and evaluation of public policies, making available data and indicators pertaining to public acts and ensuring the transparency of actions.

- ❖ To create, reinforce and expand the organizations that specifically deal with women's rights and policies for women at the first level of government, in the federal, state and local spheres.

CHAPTER 1

AUTONOMY AND EQUALITY IN THE DOMAIN OF LABOUR AND CITIZENSHIP

The history of the struggle of women for better conditions of work is ancient. In 1857, in New York, on March 8th, hundreds of women were killed in a factory fighting for transformations in their labour relations and for better living conditions. That date became an emblematic landmark in the history of feminism and one of the symbols of women all over the world.

Time passes, a new millennium begins, but difficulties remain. Women represent nowadays, in Brazil, 42% of the manpower in formal jobs and 57% in informal work⁹, without taking into account non-remunerated household work. Although schooling among women is higher than among men, differences in wages remain. The concentration of female workers is higher in the sector of services, in occupations deemed less important and with lower remuneration.

The rate of female participation in the labour market in Brazil, according to the National Household Sampling Survey (PNAD/IBGE) of 2003, is already 50%. A rate that is higher than the average of Latin America (45%), but lower than the average of several developed countries. And, although it has been growing significantly in the last three decades, the rate of female participation is over 20 percentage points below the rate of male participation, which is 73%. The data available on the labour market indicate the difficulties an important group of women, particularly the poorest and with least schooling, still face to be able to enter the labour market.

The differences recur within the racial groups: white women have more schooling than white men and black women have more schooling than black men. In spite of this, the rate of female unemployment remains 58% higher than that of men, and that of black women is 20% higher than that of white women.¹⁰ Recent data show that women represent 93.5% of household workers; 69% of those in the production for self-consumption and 55% of non-remunerated jobs. Among employers, men represent 75% (PNAD/IBGE 2003).

As to rural women, according to the last Demographic Census of IBGE (2000), the population living in the countryside is of approximately 32 million and corresponds to 31% of the Brazilian population. In this universe, 45.5% are women who, unlike those in the urban milieu, are less educated than men. For the few that have income, it is much less than that paid to men. Another aspect that deserves attention is the fact that young women are predominant in migration movements from the countryside to cities.

The struggle for the equality of rights, intensified after the Declaration of the Rights of the Human Person, did not have a similar impact among men and among women, in spite of the recognition that all human beings are born free and

equal in dignity and in rights (Article 1). And that there must be no distinction whatsoever, specifically in terms of race, colour, sex, language, religion, political opinion or any other opinion, of national or social origin, fortune, birth or any other situation (Article 2).

The authors of the 1988 Constitution did not disregard the equality of opportunities between men and women. In the Constitution, this principle is present, reflecting the commitments undertaken by Brazil in the international sphere, among which attention is called to the Conventions Number 100 and Number 111 of ILO, and the Convention on the Elimination of all forms of Discrimination against Women, of the UN, ratified in 1984.¹²

Convention Number 100 of ILO, enacted in 1953 and ratified by Brazil in 1957, establishes equality in the parameters of remuneration, without taking into account the sex of the worker and requires that the valuation of work of men and women be equivalent.¹³

Convention Number 111 of ILO, enacted in 1958 and ratified by Brazil in 1968, deals with the discrimination in employment and in occupation and deems discriminatory every distinction, exclusion or preference based upon several aspects, including sex, which ensues the annulment or the modification of the equality of opportunities or of treatment in terms of employment or profession.

All the States that adhered to these conventions undertake the commitment to formulate and implement policies of equality of opportunities and of treatment in employment, with a view at eradicating discrimination, counting on the involvement and the co-operation of employer and worker organizations in the formulation and enforcement of these policies.

In 1984, the Convention for the Elimination of All Forms of Discrimination against Women, adopted by the General Assembly of the United Nations in 1979, entered into force in Brazil. This convention reiterates that women have, irrespective of their marital status, the same rights as men to do things or receive benefits, in all types of services or activities.¹⁴ In Article 11, in dealing with work, the Convention provides guidance to governments for the elimination of the different forms of discrimination women endure regarding job opportunities, in particular when they are pregnant or already have children.

On August 23rd, 2004, a Presidential Decree created, within the Ministry of Labour and Employment, the Tripartite Commission on Equality of Opportunities of Gender and Race in Employment, aimed at promoting public policies of struggle against all forms of discrimination in employment and in occupation. The Commission has country-wide scope and is permanent and consultative in nature.

In spite of the existence of these instruments, the actions implemented were not enough to ensure differentiated treatment for female workers. The recognition of maternity as a social function of collective interest implies the guarantee of mechanisms of protection of women in the work environment. We lack public infrastructure and the rigidity of the sexual division of labour persists.

Few companies understand that social accountability has to do with gender issues, a recent concern. With a view at reinforcing this approach, in 2003, the Ethos Institute, with the co-operation of the SPM, launched the research "Commitment of Companies to the Valorisation of Women".

The Ministry of the Labour and Employment, the organization in charge of the regulation and supervision of labour and professional relations, started, in 1997, the Programme Brazil, Gender and Race – Implementation of Conventions Number 100 and Number 111 of ILO, with a view at enforcing their guidelines and principles.

Programme Brazil, Gender and Race is being implemented by the Regional Superintendences and Under-Superintendences of Labour, by means of the Centres of Promotion of Equality of Opportunities and to Fight Discrimination. These Centres organize educational and preventive activities; operate in the mediation of individual and collective conflicts and in affirmative actions; they enter into partnerships with bodies and associations representing the excluded population and also lend their support to actions developed by third parties aimed at promoting equality of opportunities and of treatment.

The most frequent types of discrimination against female workers have to do with pregnancy, race, HIV-positive women and handicapped or rehabilitated women. They are victims of sexual harassment, arbitrary and illegal dismissal or of hostility in the workplace, as a way of forcing resignation. Many women, after confirmation of the pregnancy, are immediately fired or submitted to inhuman and discriminatory treatment on the part of employers.

In the case of women with infectious-contagious diseases, particularly HIV/ AIDS, the lack of information on the part of company executives and of their own co-workers is one of the main factors that lead to discrimination. The discovery by employers that a worker is HIV-positive, even by means of illegal tests, a criminal practice, exposes female workers to the prejudice of their colleagues and nearly always means sheer dismissal.

Discrimination against women and racial prejudice, together with the difficulties of access to education, reserve for black women the lowest remuneration and the lowest-qualification functions.

The threat of sheer dismissal is one of the weapons used by employers, as a way to submit female workers to sexual harassment. The denunciations that reach the Centres to Fight Discrimination prove that women, particularly those that do household work, are often victims of sexual harassment in their work environment. This practice, however, occurs in all branches of activities, including women who occupy higher-qualification positions.

Regarding handicapped women, in addition to gender-related prejudice, there is discrimination against handicapped people, who are often seen as unable to exercise labour activities. Access to work is therefore hampered and there is no full compliance with the provisions of Article 93 of Law Number 8.213/91, which requires companies having over a hundred employees to hire 2 to 5% of handicapped or rehabilitated persons. Handicapped or rehabilitated women represent nearly 50% of this group.

Another form of discrimination is moral harassment. Women have to bear with threats, insults and sabotage on the part of employers or supervisors in the attempt at maintaining employment or do overtime. This situation brings about serious harm to the physical and mental health of female workers, who are among the most frequent victims of this type of harassment. In some cases this situation leads to resignation. However, the difficulty in proving moral harassment retracts the filing of denunciations. For this reason, preventive actions are justified, such as the promotion of awareness building and motivation among company executives for the implementation of actions to reduce the frequency of these cases.

Discrimination regarding sexual orientation prevents many male and female workers from having access to work and contributes to unjustified dismissals. This type of discrimination halts the access of qualified people to decision-making and higher-visibility positions.

Many denunciations of discrimination in the workplace referred to Governmental Organizations have to do with the "lists of exclusion", which include male and female workers who initiate labor-law suits, those who are included in the record of debtors of *Serasa* and workers of companies of given sectors of the economy, such as urban transportation who, after being dismissed are not hired by another company of the same industry. Women have little participation in these activities, but they are the first to be dismissed and the last to be hired again. Companies that do not hire male and female workers included in these lists must prove that they do not meet to the qualifications required for the position, which is not always respected.

Age is another factor of discrimination. The national legislation prohibits this type of discrimination, which can be punished with the payment of an administrative fine corresponding to ten times the amount of the highest salary paid by the company. Some measures have been adopted to prevent this type of discrimination from being practised, with

the co-operation of the media, particularly the printed press, including the subscription of terms of commitment not to publish ads for positions indicating age limits, for example.

Many female workers are discriminated due to obesity, based upon criteria devoid of any rational motivation. This situation particularly affects women looking for positions of service delivery to the public. Another type of discrimination has to do with religion, which deprives male and female workers from one of the fundamental rights ensured by the Brazilian Constitution, which is freedom of conscience and of creed.

The Federal Constitution of 1988 provides, as a right of urban and rural workers, for the protection of women in the labour market, by means of specific incentives, pursuant the law. The Consolidation of Labour Laws (CLT), an infra-constitutional set of norms, contains specific rules for protection of maternity (Section V, Title III of Chapter III) that were for this reason absorbed by the Constitution of 1988. They are public norms and, therefore, non-susceptible of renunciation; however, this right has not been regulated.

It is also necessary to emphasize the protection that has to be granted to female workers regarding reproductive functions, forbidding, for example, the handling of toxic substances, which can hamper or even make a impede future pregnancy impossible.

Collective negotiations have as strategic objective the articulation of work with other public policies, thus contributing to the reinforcement of citizenship. Studies on the clauses of collective negotiations on the work of women, gender and race relations may effectively subsidise supervision actions and fight discrimination. They can disclose to the relevant organizations, and to society, clauses of agreements and collective conventions containing discriminatory abuse and/or illegality regarding the insertion and permanence in the labour market.

Resolution Number 318, of April 29th, 2003, of the Deliberative Council of the Fund of Support to Workers (CODEFAT), introduced significant changes to the guidelines that govern the decentralised conduction of manpower-intermediation actions. The purpose is to invest in more vulnerable groups: women having completed elementary, secondary or university schooling, and in ages up to 24; women having completed elementary, secondary or university schooling, and in ages from 25 to 39; women with less than 4 years of schooling or incomplete elementary or secondary schooling, in all age groups; and women having completed elementary, secondary or university schooling and aged 40 or more.

It is also aimed at increasing the chances of insertion of the more vulnerable populations into the labour market, by means of the National Plan of Qualification (*PNQ*), under the responsibility of the Secretariat for Public Policies of Employment (SPPE), of the MTE, which is aimed at planning, articulating and financing the implementation of

qualification, certification and professional-guidance actions, articulated with employment, education and development policies.

The Programme First Job, geared to the young population, is a fundamental part of the strategy for the inclusion of that segment in the labour market. This programme innovates, as it encourages the creation of a “Social Consortia of Youth and Voluntary Civil Service” as instruments of consolidation of the government-society partnership.

The National Secretariat for Solidarity-based Economy (SENAES)¹⁶ was created within the MTE. As a strategy that goes beyond the market structure, Solidarity-based Economy corresponds to a set of economic activities, of production, distribution, consumption, savings and credit, organized under the form of self management, through the collective ownership of the means of production of goods or service delivery and through the democratic participation in the decisions of the members of the organization or venture. Solidarity-based Economy is one of the forms of struggle against exclusion and the precarious character of work.

The presence of rural female workers in the struggle for the agrarian reform in Brazil is paramount. In spite of this, the access of these women to land is restricted, even taking into account the important progress recorded in the Brazilian legislation. According to Ecre¹⁷, “the Land Statute”, of 1964, gave priority to older family heads willing to devote themselves to farming activities, but family leadership has been attributed to men. As a consequence of this legislation, starting from the 1980s, rural female workers participated in the struggle all over the country to ensure egalitarian access to land in the settlements of the agrarian reform.

The demand for joint deeds of land possession expanded within the women’s social movements and caused the inclusion of Article 189 of the Federal Constitution, which reads: “the title of dominium or concession of use will be given to the man or to the woman, or to both, irrespective of their marital status”. In spite of the constitutional guarantee, its implementation is precarious. In the census of the agrarian reform, carried out in 1996, the presence of female land holders corresponded to 12%, a rate deemed low as compared to other countries of Latin America. In Colombia, for example, this rate reaches 45%. Research carried out in 2002 by the University of Campinas/FAO shows that 87% of the deeds of land issued by INCRA are in the name of men, maintaining the rates previously recorded. The rate of access of rural women to land is even lower in the Programme Land Bill. Out of the deeds issued by this programme, 93% directly benefited men.

It is important to point out that women’s access to land, in the same period, was higher among married women, but at a much lower rate than that of married men. Widows and single women also have less access to land than men in the same marital status.

Another significant fact is that, in the event of the separation of couples, the most widespread practice in the rural milieu is the permanence of the men in the land, since ownership of land is in the name of the head of the family. The departure of the woman, who in most cases leaves accompanied by the children, means she has to join a new camp of peasants struggling for land.

In 2001, the Programme of Affirmative Actions, of the Ministry of Agrarian Development (MDA), recognised as a problem the fact that credits meant for women did not surpass 10% of the total granted.¹⁹ Administrative Decree Number 121, of May 22nd, 2001, established that a minimum of 30% of the resources of the National Programme of Family Farming (PRONAF) should be earmarked to female farmers, which did not change the reality of the access of female farmers to the rural credit provided by this programme.

One of the factors that influence this situation is that rural women are not recognised as female farmers. They themselves often see themselves as housewives who help their husbands plant and harvest. They have little economic autonomy even in terms of the management of resources deriving from their work. Furthermore, they deem exaggerated the set of documents required by banks and their traditional procedures regarding female farmers as inappropriate. This represents one more difficulty in terms of access to credit.

PRONAF is structured as a credit instrument for families and it involves all family members, but their representative and spokesperson is a single individual, typically a man, the husband or the father. This is expressed in the Capability Statement to PRONAF (DAP), which has only one holder, in 88% of cases, a man.²⁰ The DAP is the “passport” to credit. If a female farmer requests credit, she needs her husband to submit the request and sign the application documents.

When the application is made by the man the written consent of the wife is not necessary.²¹ With the introduction of the DAP of mandatory joint ownership by the man and by the woman, in the HARVEST 2004/2005, more room for discussion was opened.

Female farmers carry out activities that can improve the financial situation of families, not through the direct income of the product but through the economy of consumption. They often challenge the agri-chemical model and want to develop ecological agricultural practices. They want to dare in markets where they see a potential and belong to a universe apart from that of experts, a universe of medicinal plants or handicraft. They generally feel safer with small amounts that do not compromise the indebtedness capability of the family and allow them to experiment before they take greater risks.

The ATER System is insufficient, and in general it fails to see this reality, therefore, most of the times it does not recognise women as female farmers and does not face gender inequalities. The absence of civil and labour documents hinders the recognition of women's condition as citizens. The social movements, particularly women's movements, are active participants in this denunciation and in the solutions found. Examples of this struggle include: the campaign for a block of female rural producers²² in the Southern Region and the campaign in favour of the issuance of trade-union documents for women with a view at the recognition of rural female workers as such. Among the main difficulties faced in obtaining documents are the costs involved. It is a matter of consensus that the *CPF* is the less accessible document, followed by the identity card and the social-security registration, the latter being indispensable in the Brazilian rural milieu, because it proves the condition of special insured for the purposes of retirement.

Training for facing inequalities in the area of labour is deemed essential for social inclusion, for growth with the environmentally sustainable generation of work, employment and income, for the increase of the likelihood of permanence in the labour market and for increasing productivity.

In 2003, the Programme of Promotion of Equality of Gender, Race and Ethnic Group was created, within the Ministry of Agrarian Development, with the mission of promoting the cross-section inclusion of rural women, *quilombola*^{T.N.} populations and Indian peoples in public policies aimed at access to land, agricultural development and the upgrading of citizenship.

Objectives, targets, priorities and plan of action

Objectives

- I. To promote the economic and financial autonomy of women.
- II. To promote equity of gender, race and ethnic group in labour relations.
- III. To promote affirmative-action policies apt to re-assert the condition of women as social and political subjects.
- IV. To expand the inclusion of women in the agrarian reform and in family farming.
- V. To promote the right to life in the city with quality, access to public goods and services.

^{T.N.} Descendants of runaway slaves who settled in the hinterlands of Brazil in Colonial and Imperial times.

Targets

A - To adopt measures to promote the increase by 5.2% in the rate of activity of women in the PEA, between 2003 and 2007.

B - To maintain the national average of, at least, 50% of female participation in the total of workers trained and qualified served by the *PNQ* and in the agreements of the MTE with bodies involved in professional training.

C - To grant credit to 400 thousand rural female workers, in the period from 2005 to 2006.

D - To issue documents for 250 thousand rural women, in the period from 2004 to 2007.

E - To grant 400 thousand joint deeds of land, in the case of plots belonging to couples, to all families having benefited from the agrarian reform, between 2004 and 2007.

F - To serve 350 thousand women in projects of Rural Technical Assistance and Extension and of Sustainable Technical Assistance, between 2004 and 2007.

Priorities

1.1. To expand women's access to the labour market.

1.2. To promote the economic and financial autonomy of women, encouraging entrepreneurship, associative and co-operative initiatives and trade.

1.3. To promote non-discriminatory labor relations, with wage equity and access to executive positions.

1.4. To ensure compliance with the legislation on household work and encourage the division of household chores.

1.5. To expand the exercise of citizenship by women and of access to land and to housing.

Plan of Action

Priority 1.1. To expand women's access to the labour market

Number	Actions	Body in charge	Deadline	Product
1.1.1	To enrol young women on a priority basis in the programme Social Consortium of Youth (First Job)	MTE/MDA	2007	Woman enrolled
1.1.2	To privilege the intermediation of female workpower in the actions of the National Employment System-SINE	MTE	2007	Women employed
1.1.3	To expand the formalization of labour relations focusing women, by means of Actions of Labour Inspection	MTE	2007	Women with formal employment bonds
1.1.4	To establish percentage targets of female participation in the National Plan of Qualification and in the agreements of the MTE with the bodies that conduct professional training with public funds	MTE	2007	Women benefiting from professional training and re-qualification
1.1.5	To promote or support the conduction of technical and managerial courses for women, in partnership with other	SPM	2007	Women trained

	sectors of Government, the private sector and organizations of civil society			
1.1.6	To train quilombola women with a view to generation of employment and income	SEPP/IR/SPM	2007	Quilombola women trained
1.1.7	To support states and municipalities in the construction of social infrastructure to facilitate the insertion and permanence of women in the labour market (kindergartens, restaurants and public washing facilities)	MDS/MEC	2007	Social team created

Priority 1.2. To promote the economic and financial autonomy of women by means of the support to entrepreneurship, associative and co-operative initiatives and trade

Number	Actions	Body in charge	Deadline	Product
1.2.1	To provide technical and financial support to projects of job and income generation, fitting the logics of Solidarity-based Economy, focusing families headed by women	MDS	2007	Project supported
1.2.2	To provide technical and financial support to projects of job, work and income generation, such as hatching units, co-operatives and associations	SPM	2007	Project supported
1.2.3	To privilege the support to start-up projects of Solidarity-based Economy presented by women's associations	MTE	2007	Star-up projects supported
1.2.4	To provide technical and financial support to co-operative projects involving rural women	MDA	2007	Project supported
1.2.5	To prepare a sub programme of co-operative and gender initiatives within the Department of Cooperatives of the MDA	MDA	2007	Sub programme supported
1.2.6	To support young women on a priority basis in the financing line Young Entrepreneur of the Programme of Employment and Income Generation	MTE	2007	Women served
1.2.7	To train Multiplying Agents for the structuring of Solidarity-based Economy (technical assistance, networking for consumption, commercialization, self-management and credit, among other actions) in women's productive organizations or associations	MTE/SPM	2007	Multiplying Agent trained. productive organization or association supported
1.2.8	To expand women's access to all credit systems available as well as to the volume of credit meant for them within the programmes of the MTE and of the MDA, including those of the line Pronaf-Woman	MDA/MTE	2007	Credit granted to women
1.2.9	To publicise the Pronaf-Woman provided for in the plan Harvest 2004/2005, and the mandatory character of the acquisition of the Capability Statement for the credit in the name of the two holders (male and female farmers)	MDA	2005	Booklet published and distributed
1.2.10	To propose to the system of operators of PRONAF the inclusion of the items sex, race / colour and ethnic group in the follow-up system of the applications and contracts entered into, and a permanent strategy of publicity of this information	MDA	2006	Items sex, race / colour and ethnic group included in the follow-up system
1.2.11	To evaluate the access of rural women to PRONAF in meetings with the technical team and social movements	MDA	2007	Evaluation carried out
1.2.12	To prepare and implement a policy of Rural Technical Assistance and Extension and Sustainable Technical Assistance with a Gender Approach (ATER and ATES)	MDA	2007	Policy formulated and implemented
1.2.13	To monitor and evaluate the implementation of the policy of gender applied to rural technical assistance and	MDA	2007	Opinion issued. Project followed and evaluated

	extension, and to issue opinions; to follow and evaluate projects supported by the sub programme of sectoral ATER			
1.2.14	To promote social networking in gender and rural technical assistance and extension issues	MDA	2007	Network of ATER in gender in action
1.2.15	To train female family farmers for access to new technological and professional knowledge	MDA	2007	Female family farmer trained
1.2.16	To prepare a plan of territorial development and gender	MDA/SPM	2005	Plan prepared
1.2.17	To implement a pilot action of territorial development and gender	MDA/SPM	2005	Pilot action implemented
1.2.18	To promote the inclusion of women's organizations in institutional articulation activities in the territory	MDA/SPM	2007	Women's organizations included
1.2.19	To train male and female credit operators as to the specific aspects of gender, race and ethnic group	SPM	2005	Operators trained
1.2.20	To seek the support of financial institutions, both public and private, for ensuring and/or expanding women's access to the lines of productive micro credit	SPM	2007	Credit granted to women
1.2.21	To publicise, by means of campaigns, information on the existing lines of credit and on the forms of access	SPM	2007	Campaign carried out
1.2.22	To organize a National Fair and other fairs for the trade of products made by rural women	MDA	2007	Trade fair organized
1.2.23	To promote commercialisation networks of Indian and quilombola rural women	MDA	2007	Network in action
1.2.24	To organize updating courses for extension workers of the network of technical assistance of INCRA, with the inclusion of a module on gender and agrarian reform	MDA	2007	Course delivered
1.2.25	To provide technical and financial support to projects of ATER involving women	MDA	2007	Projects supported
1.2.26	To implement plans of sustainable rural development with a gender perspective	MDA	2006	Plan implemented
1.2.27	To support the participation and the exposure of commercial ventures involving rural women in family-farming fairs of the MDA	MDA	2007	Participation / exposure of ventures supported

Priority 1.3. To promote non-discriminatory labour relations, with wage equity and access to executive positions

Number	Actions	Body in charge	Deadline	Product
1.3.1	To identify and refer for the relevant steps agreements and conventions containing abusive, illegal clauses or clauses hurting the exercise of equal rights in employment and profession vis-à-vis gender, race and ethnic-group issues.	MTE	2007	Agreement / convention referred to the Secretariat for Labour Inspection and to the Office of the Public Prosecutor for Labour Issues
1.3.2	To encourage the inclusion in labour-related agreements and conventions, of clauses apt to promote equal rights in employment and profession vis-à-vis gender, race and ethnic-group issues	MTE	2007	Agreement / convention with clauses apt to promote equal rights
1.3.3	To carry out, in partnership with the trade unions, training activities for trade-union members with a view at the promotion of equal rights in employment	MTE	2007	People trained
1.3.4	To establish percentage targets of female participation in the occupation of positions within the functional group of Higher Counselling and Assistance-DAS, even within the highest national hierarchy (National Programme of Affirmative Actions within the Federal Public	SEDH/SPM	2007	Targets defined. Women in DAS positions

	Administration– Presidential Decree number 4228/02)			
1.3.5	To define an additional ranking criterion to benefit suppliers in bidding procedures that prove to have adopted affirmative policies of gender, race and ethnic group (National Programme of Affirmative Actions within the Federal Public Administration – Presidential Decree number 4228/02)	SEDH/SPM	2007	Supplier benefited
1.3.6	To establish percentage targets of female participation in the contracts of service-delivering companies, as well as of experts and consultants for projects developed in partnership with international organizations, entered into by the Federal Public Administration (National Programme of Affirmative Actions within the Federal Public Administration – Presidential Decree Number 4228/02)	SEDH/SPM	2007	Targets defined. Women hired
1.3.7	To train the inspection agents of the MTE regarding the guidelines and principles of the international treaties and conventions, particularly Conventions numbers 100 and 111 of ILO, which deal with inequality and discrimination in the workplace	MTE/SPM/SEPPIR	2007	Inspection agents trained.
1.3.8	To publicise, by means of events such as seminars and conferences, the guidelines and principles of Conventions numbers 100 and 111 of ILO, among others, in Universities, schools, companies, NGOs, trade unions, etc.	MTE/SPM/SEPPIR	2007	Events carried out
1.3.9	To inspect private companies and governmental organizations in order to ensure compliance with the guidelines and principles of the international conventions that deal with inequality and discrimination in the workplace, as well as with the national labour legislation, taking into account the diversity of gender, race and ethnic group (Programme Network of Labour Protection)	MTE	2007	Company inspected
1.3.10	To carry out the mediation of conflicts regarding discriminatory practices in terms of access to work and of labour relations, by means of the Centres to Fight Discrimination and Promotion of Equality of Opportunities of the Regional Superintendences of Labour.	MTE	2007	Conflict solved
1.3.11	To expand the partnerships of the Centres to Fight Discrimination and Promotion of Equality of Opportunities of the Regional Superintendences of Labour with feminist bodies and associations and with governmental organizations	MTE/SPM/SEPPIR	2007	Partnership in place
1.3.12	To carry out a campaign of prevention of sexual harassment, publicise the legislation on sexual harassment in private companies and public institutions	SPM/MTE	2007	Campaign carried out
1.3.13	To train civil servants of the Regional Superintendences of Labour (DRT) on sexual harassment and on gender, race, ethnic-group and sexual-orientation discrimination in the workplace	SPM/SEPPIR	2007	Civil servants trained
1.3.14	To carry out campaigns of valorization of activities deemed feminine	SPM/SEPPIR	2007	Campaigns carried out
1.3.15	To carry out information campaigns on the rights of female workers	SPM/MTE/MDA	2007	Campaigns carried out
1.3.16	To carry out national campaigns against discrimination in	SPM/MTE/SEDH	2007	Campaigns carried out

	the workplace vis-à-vis gender, race, ethnic group, sexual orientation, deficiencies and HIV-positive people	/SEPP/MS		
1.3.17	To promote articulation with the National Congress for the approval of the Draft Law on moral harassment	SPM/Secretariat for Political Coordination	2007	Meetings to support the Draft Law held
1.3.18	To prepare and implement a process of certification of companies and institutions that respect women's rights	SPM	2005	Project implemented

Priority 1.4. To ensure compliance with the legislation on household work and encourage the division of household chores

Number	Actions	Body in charge	Deadline	Product
1.4.1	To carry out a campaign of valorization of household work	STM/SEPP/MS	2007	Campaign carried out
1.4.2	To carry out a campaign for publicising the legislation that guarantees the rights of female household workers	SPM/MS/SEPP	2007	Campaign carried out
1.4.3	To carry out campaigns of encouragement for the division of household chores	SPM/SEPP	2007	Campaigns carried out
1.4.4	To review the legislation in order to extend all labour rights to female household workers	MS/SPM/SEPP	2007	Proposal for review presented
1.4.5	To prepare a methodology to take into account household work in macroeconomic calculations	SPM/MP/MF/MS	2007	Methodology prepared
1.4.6	To train civil servants of the Regional Superintendencies of Labour (DRTs) on the rights of female household workers	MS/SPM/SEPP	2007	Civil servants trained
1.4.7	To include child female household workers as target-audience of the PETI (Programme of Eradication of Child Labour) in order to contribute for the eradication of child household work	MDS/MS/SPM/SEPP	2006	Inclusion of the girls who do household work as target-audience of the PETI
			2007	Girls who does household work served
1.4.8	To carry out a campaign for the eradication of child household work	SEDH/SPM/SEPP/MS/MS	2007	Campaign carried out
1.4.9	To prepare and implement a process of follow-up of the draft law on retirement for housewives	SPM/MPOG	2007	Follow-up meetings held
1.4.10	To follow the handling of the PLP 210/2004 that creates a special social-security and labour tax regime	SPM	2005	Handling followed
1.4.11	To carry out campaigns of awareness building and publicity on the special social-security and labour tax regime	SPM	2007	Campaigns carried out
1.4.12	To include in the registration of the system of special insured data on sex, race and ethnic group	SPM	2005	Sex, race and ethnic group included in the registration

Priority 1.5. To contribute for the expansion of the exercise of citizenship by women and of for access to land and housing

Number	Actions	Body in charge	Deadline	Product
1.5.1	To train civil servants (male and female) to work in the National Programme for the Provision of Documents for Female Rural Workers and in the National Programme of Provision Civil Documents	MDA/SEDH/SPM	2007	Civil servants trained
1.5.2	To carry out campaigns / information events on the importance of documents and access to social benefits for the conquest of citizenship	SPM/MDA/SEDH	2007	Campaigns / events carried out
1.5.3	To organize community voluntary work)/events in the states for the issuance of documents for women	SPM/MDA/SEDH	2007	Community voluntary work /events carried out. Documents issued
1.5.4	To train women in communities to work as leaders, particularly in the rural milieu, informing and building awareness on the need for documents	SPM/MDA/SEDH	2007	Women trained
1.5.5	To prepare and implement a programme of gender for the II National Plan of Agrarian Reform	MDA	2007	Programme prepared and implemented
1.5.6	To publicise legislation that determines the issuance of joint land deeds for couples benefiting from the agrarian reform	MDA	2007	Booklet / pamphlet prepared and event carried out
1.5.7	To train civil servants (male and female) in all Regional Superintendences of INCRA on gender and agrarian reform with emphasis on the issuance of joint land deeds	MDA	2007	Civil servants trained
1.5.8	To reinforce the action of the Right Counters in order to expand the delivery of services to the female population, with the issuance of civil documents	SEDH/SPM/SEPPPIR	2007	Right Counters reinforced
1.5.9	To support programmes of urban development in slums, with especial attention to the female heads of family	MCid	2007	Female heads of family served within the programme
1.5.10	To encourage integrated actions among the Federal Government, state governments and local governments in order to promote basic sanitation and access to water, with a view at ensuring housing in healthy environments	MCid/MDS/MMA	2007	Sanitation/cistern network in place
1.5.11	To train local female and male counsellors on sustainable rural development in gender, agrarian reform, family farming and ethnic development	MDA	2007	Counsellors trained
1.5.12	To encourage electrification with basic two-phase systems in rural communities, giving priority to equipment and services having direct effects on the life of women	SPM/MME	2007	Equipment and services electrified

CHAPTER 2

INCLUSIVE, NON SEXIST EDUCATION

The increase in female schooling was an achievement of women, endeavoured to ensure the access to girls and women to schools and Universities throughout the Twentieth Century. Analysing women's access to education, one notices that, unlike other developing countries, in Brazil, women are in equality of conditions with men or have higher levels of schooling. The table below shows that most of the enrollment, at nearly all levels of learning, in particular at the secondary (high-school) and university levels, concern women.

Number of students enrolled according to schooling and sex – Brazil – 1998/2000

Level of Schooling	Total		Male		Female	
	1998	2000	1998	2000	1998	2000
Kindergarten	9%	9%	9%	9%	8.5%	9%
Pre-elementary	1%	1%	1%	1%	1.5%	1%
Elementary	75%	69%	77%	71%	74%	67%
Secondary	15%	16%	13%	14%	16%	17%
University		5%		5%		6%
Total	47,678,493	51,700,517	23,814,075	25,731,777	23,864,418	25,968,740

Sources: MEC/INEP/SEEC, 2002 and site: www.inep.gov.br, consulted on March 21st, 2004.

In the last decade, there was a significant reduction of female illiteracy (0.7% more than among men). In 1991, the number of illiterate women over 15 years of age was a little higher than that of men.

Rate of literacy and of illiteracy of the people of 15 years of age or more, according to sex – Brazil – 1991-2000

Year	Total	Men	Women
Rate of Literacy %			
1991	79.93	80.15	79.72
2000	86.37	86.23	86.50
Rate of illiteracy			
1991	20.07	19.85	20.28
2000	13.63	13.77	13.50

Source: IBGE, Demographic Censuses, 1999 and 2000

Another indicator that expresses the progress in female education is the average number of years of schooling of the population over 25 years of age. In 1990, men had, as an average, 4,9 years of schooling while women had 6,2 (PNAD/IBGE). It is important to highlight that the level of schooling of the Brazilian population, taking into account people over ten years of age, featured a very slow growth between 1981 and 1999. In these eighteen years, the average schooling of Brazilians increased by less than two years. In 1999 it was still under six years.

The change in female schooling affects younger women. The educational exclusion of some groups is worth highlighting. One of these groups is that of poorer and older women. Among people of up to 39 years women are proportionally more literate than men, but as age increases, the picture is reversed. Among those aged 45 or more, the proportion of illiterate women increases gradually with age. Although vis-à-vis the whole population this group is not numerically significant, education is a substantive human right and, as such, has to be universally ensured. According to the Census 2000, this group represents a contingent of 4.562.968 women aged 50 or more. They must be taken into account in the formulation of policies because they have not been covered by the national literacy programmes.

Number of people aged 15 or more, literate, according to sex – Brazil - 2000

Age groups	Man			Woman		
	Total	Literate		Total	Literate	
		Total	%		Total	%
15-19 years	9.019.130	8.436.782	93.54	8.920.685	8.606.616	96.48
20-24 years	8.048.218	7.376.801	91.66	8.093.297	7.679.000	94.88
25-29 years	6.814.328	6.156.395	90.34	7.035.337	6.582.652	93.57
30-34 years	6.363.983	5.656.224	88.88	6.664.961	6.109.602	91.67
35-39 years	5.995.875	5.248.098	88.12	6.305.654	5.691.903	90.27
40-44 years	5.116.439	4.463.756	87.24	5.430.255	4.771.355	87.87
45-49 years	4.216.418	3.575.650	84.80	4.505.123	3.779.548	83.89
50-54 years	3.415.678	2.758.243	80.75	3.646.93	2.868.226	78.65
55-59 years	2.585.244	1.977.501	76.49	2.859.471	2.077.854	72.67
60-64 years	2.153.209	1.577.531	73.26	2.447.720	1.682.302	68.73
65-69 years	1.639.325	1.144.933	69.84	1.941.781	1.251.849	64.47
70-74 years	1.229.329	817.348	66.49	1.512.973	938.636	62.04
75-79 years	780.571	480.472	61.55	999.016	571.893	57.25
80 or more	731.350	402.078	54.98	1.100.755	554.911	50.41
Total	58.069.097	50.071.812	86.23	61.463.951	53.166.347	86.50

Source: SIDRA – IBGE. Census 2000. Tabulation DDAI/MEC

Other groups that were not benefited and historically excluded are Indians and blacks, in particular the *quilombola* populations, and they present rates of schooling quite lower than that of whites. A young black of 25 years of age has as an average 2,3 years less schooling than a white young person (Henriques, 2001).²³

The Brazilian employed population with university degrees is mostly white, which showed the enormous exclusion experienced by the black population. The percentage of black men and black women among those employed having university degrees is of 17%, a rate quite below that of its participation in the Brazilian population (circa 47%,

according to PNAD 2003), and the population of Asian origin presents a participation quite above of its representation in the population (that is of circa 0.5%), composing 1.7% of the population employed having university degrees.

The policy for educational inclusion must ensure public education to all children of zero to six years of age, so that parents of small children have better chances of egalitarian insertion in the labour market. The type, frequency and quality of female occupation are related both to their position in the family (head or spouse) and to the Number and age of the children. Women with children in pre-school age participate less in the labour market and occupy the worst positions, particularly when they are heads of family. This group, in Brazil, is overrepresented, for example, among household workers.²⁴

In the table below, one notices that, in Brazil, the percentage of children of zero to six years of age enrolled in kindergartens and pre-elementary schools is under 30%, except for the South-East Region, with 32,86% of the children in this age group enrolled in child education. The Centre-West is the region that presents the lesser coverage of this type of service, attaining little over 20%.

Children of 0 to 6 years enrolled in kindergartens and pre-elementary schools – Brazil – 2003

Large Regions	Total population from 0 to 4 years of age (A)	Population of 0 to 6 years of age enrolled			
		In kindergarten (B)	In pre-elementary school (C)	Total (D)	(D) / (A) %
Brazil	21.005.855	1.221.876	4.738.931	5.960.807	28.38
North	1.618.203	59.276	358.466	417.742	25.82
Northeast	6.805.327	307.817	1.423.104	1.730.921	25.43
South-East	8.159.231	563.980	2.116.746	2.680.726	32.86
South	2.856.648	218.245	582.024	800.269	28.01
Centre-West	1.566.446	72.558	258.591	331.149	21.14

Sources: (A) IBGE – National Survey by Household Sampling 2003. (B) and (C) – MEC/INEP – Summary 2003

Nevertheless, Brazil presents a high rate of educational services for children in pre-school age under the responsibility of the private sector and, therefore, beyond the reach of poor mothers. In the South-East, where the rates of female occupation are higher, concentrates the highest proportion of private services as compared to public service are concentrated.

Enrollment in kindergarten in Brazil – 2003

Large Regions	Number of enrollments in kindergarten			
	Total	Public kindergarten Total %	Private kindergarten Total %	
Brazil	1.237.558	767.505 62.0	470.053 38.0	

North	60.431	50.585	83.7	9.846	16.3
Northeast	310.645	229.148	73.8	81.497	26.2
South-East	571.351	291.236	51.0	280.115	49.0
South	221.922	150.958	68.0	70.964	32.0
Centre-West	73.209	45.578	62.3	27.631	37.7

Source: MEC/INEP – Summary 2003, *Table 1.2 Number of Enrollments in Day-Care Centres, per location and administrative dependency, according to the geographical region and the unit of the Federation, on 26/3/2003*. Tabulation: DDAI/SECAD/MEC

Note: Public kindergartens comprise federal, state and local establishments.

Out of each 100 Brazilian teachers and professors in activity, 83 are women. The rate, which encompasses elementary and higher education, is the highest in the world, according to a survey carried out in 2003, by the Organization for Economic Co-operation and Development (OECD) involving 34 countries. The study shows that, in all countries analysed, women are the majority among elementary-school teachers and the minority among higher-education professors. In Brazil, they represent 92.6% of the teachers of the first grades of elementary school and 40.8% in higher education. The graph below presents the percentage of women who teach in some of the countries surveyed.

Percentage of women teaching*

India	39.40%
Japan	45.30%
Tunisia	46.40%
China	50.60%
Germany	58.30%
Mexico	60.90%
United States	65.80%
New Zealand	68%
Argentina	75.70%
Russia	76.80%
Israel	77.20%
Brazil	83.10%

Source: OECD – 2003

*Includes elementary and higher education & <http://www.inep.gov.br/informativo/informativo47.htm>

School is one of the major agents of mentality formation and transformation. Gender prejudice, which brings about discrimination and violence against women, appears in different manners in the educational environment. Discriminatory contents and stereotyped images of women are still reproduced in didactic and para-didactic materials, in different educational spaces and contexts. And biased attitudes of male or female teachers or educational guides can contribute for certain careers to be seen as “typically feminine”, and others “typically masculine”.

At university level, women are 76.44% of the students enrolled in Education and 27% in Engineering, Production and Construction. Men are 87.6% of the students enrolled in Industry, while women are 94.4% of the students enrolled in Secretarial courses.

To promote education policies for gender equality means at least to expand and improve the quality of educational services, including professional valorisation; to increase the rates of female enrollment at all levels and in all modalities of learning and to promote affirmative actions for specific groups.

The Ministry of Education created the Secretariat for Continued Education, Literacy and Diversity (SECAD), with the purpose of preparing and implementing public policies of affirmative actions, and to ensure access, success and permanence of Indians and blacks – including *quilombolas* – in the whole system of learning. Recently, the MEC reinforced the discussion of public policies of affirmative actions with public universities to receive vacancies for the participation of blacks and Indians.

It is still necessary to create literacy strategies for older women and to reinforce the actions aimed at meeting the educational demands of Indian women, expanding schooling, improving the quality and consolidating bi-lingual and multi-cultural education.

The educational inclusion of children and of young people contributes to the social inclusion of women. It is necessary to ensure the approval of the Draft Constitutional Amendment for the implementation of the National Fund of Elementary Education, under the scrutiny of Congress, and the allocation of resources for the expansion of the network of kindergartens and pre-elementary schools.

In the legal-institutional field it is necessary to consolidate, in the educational policy and its instruments (curriculum guidelines, norms, Pluri-annual plans, budgets, programmes, indicators of evaluation and follow-up, statistical data), actions to promote gender, race, ethnic-group and sexual-orientation equality and the respect for religious, cultural and generational diversity, among others.

It is important to integrate the perspective of gender and race in the collection and analysis of statistical data, both by breaking down all information per sex, race and ethnic group, as well as by the inclusion of such subjects in studies and questionnaires.

Education for equality demands permanent training of managers, teachers and students of both sexes.

Objectives, targets, priorities and plan of action

Objectives

- I. To incorporate gender, race, ethnic-group and sexual-orientation perspective in the formal and informal educational process.
- II. To ensure a non-discriminatory educational system, which does not reproduce stereotypes of gender, race and ethnic group.
- III. To promote the access to elementary education of young and adult women.
- IV. To promote the visibility of the contribution of women the construction of the history of humankind.
- V. To stand against stereotypes of gender, race and ethnic groups in Cultural activities and Communications.

Targets

- A. To reduce by 15%, between 2003 and 2007, the rate of illiteracy among women above the age of 45 years.
- B. To increase by 12%, between 2004 and 2007, the number of children between zero and six years of age enrolled in kindergarten or pre-elementary school, in the public network.

Priorities

- 2.1 To promote actions in the educational process aimed at equity of gender, race, ethnic group and sexual orientation.
- 2.2 To expand the access to child education: kindergartens and pre-elementary schools.
- 2.3 To promote literacy and expand the supply of elementary education for adult and elderly women, particularly black and Indian.
- 2.4 To valor cultural initiatives of women.
- 2.5 To encourage the dissemination of non-discriminatory and non-stereotyped images of women.

Plan of Action

Priority 2.1. To promote actions in the educational process aimed at the equity of gender, race, ethnic group and sexual orientation

Number	Actions	Body in charge	Deadline	Product
2.1.1	To publicise and implement Law Number 10.639/2003 that provides the guidelines for the National Council of Education (CNE) in terms of teaching Afro-Brazilian and African History and Culture and for fostering Studies on Ethnic-Racial Relations in the country's educational networks.	MEC/SEPPIR	2005	Campaign carried out for publicising Law Number 10.639/2003 and the Guidelines of the CNE
			2007	Male and female teachers trained. Teaching material prepared and distributed.
2.1.2	To select the text books and auxiliary teaching material of the public learning network, ensuring appropriate selection criteria concerning non-discrimination in terms of gender, race, ethnic group and sexual orientation.	MEC	2007	Material prepared and distributed
2.1.3	To include in the evaluation and selection committees of the text books and auxiliary teaching material specialists in issues of gender, race, ethnic group and sexual orientation	MEC	2007	Commission of evaluation and selection made up of specialists
2.1.4	To promote and support the initial and continued education of male and female students, male and female teachers and other education professionals of the federal, state, local and private networks regarding issues of gender, race, ethnic group and sexual orientation.	MEC	2007	Male and female students, male and female teachers and/or education professionals trained
2.1.5	To implement a pilot project for the permanent follow-up and evaluation of the quality of the language used in the didactic and pedagogic materials, with special attention ensuring non-discriminatory contents.	MEC	2007	Pilot project implemented
2.1.6	To privilege financial support and to secure additional resources for states and municipalities that develop educational activities involving the promotion and equity of gender, race, ethnic group and sexual orientation.	MEC	2007	State and/or municipality benefited
2.1.7	To support the formulation and distribution of teaching and auxiliary materials with contents that respects and valorizes equity of gender, race, ethnic group and sexual orientation.	MEC/SPM/SEPPIR	2007	Teaching and auxiliary materials prepared and distributed
2.1.8	To prepare teaching materials for male and female teachers and male and female students with issues of gender, race, ethnic group, sexuality, teen-age pregnancy, sexual diversity and prevention of DST/AIDS	MEC/MS/SPM	2007	Material prepared and distributed
2.1.9	To review the curriculum parameters of Elementary Education with a view at intensifying and qualifying the treatment of issues of gender, race, ethnic group and sexual orientation.	MEC	2007	Curriculum parameters reviewed

2.1.10	To reinforce actions proposed by the National Plan to Fight Sexual Exploitation of Children and Adolescents in pedagogic activities	MEC/SPM/SEDH	2007	Schools with pedagogic activities adapted to the Plan
2.1.11	To propose the inclusion of subjects of gender, race, ethnic group and sexual orientation in the curricula of Higher Learning	MEC/SPM/SEPPPIR	2007	Curricula with subjects included
2.1.12	To support projects geared to the inclusion of sports and cultural practices of different matrixes in the school environment	MEC/SPM/SEPPPIR/SEDH	2007	Project supported
2.1.13	To follow-up and evaluate educational programmes in order to promote the equity of gender, race, ethnic group and sexual orientation	MEC/SPM/SEPPPIR/SEDH	2007	Educational programme evaluated
2.1.14	To incorporate guidelines concerning gender, race and ethnic group within Professional and Technological Education, including the active participation within the National Forum of Professional and Technological Education	MEC/SPM/SEPPPIR	2007	Guideline incorporated

Priority 2.2. To expand access to Child Education: kindergarten and pre-elementary school

Number	Actions	Body in charge	Deadline	Product
2.2.1	To serve children from zero to six years of age in kindergartens and pre-elementary schools or other physical spaces, such as toy-libraries and itinerant kindergartens in schedules compatible with the working hours of parents, by means of monthly transfers of resources to municipalities, proportional to the Number of children served	MEC/MDS	2007	Children served
2.2.2	To direct the use of the resources meant for elementary education to the construction and expansion of new schools of child education, kindergarten and pre-elementary school	MEC/MDS	2007	Kindergarten/pre-elementary school built or expanded. Children served.
2.2.3	To encourage the allocation of budgetary appropriations to Child Education in the annual plans of resource use of the Fund of Children and Adolescents	SEDH/CONANDA	2007	Plan of allocation with resources meant for Child Education

Priority 2.3. To promote literacy and expand the supply of elementary education for adult and elderly women, particularly black and Indian

Number	Actions	Body in charge	Deadline	Product
2.3.1	To equip and adapt schools so that they can meet the specific needs of women, particularly black, in the education of young people and adults	MEC	2007	School adapted and/or equipped
2.3.2	To promote a campaign in the media, especially in radio stations, the main communication vehicle in rural areas, with information concerning access to education and its importance in the life of women	MEC	2007	Campaign carried out
2.3.3	To adapt the teaching and auxiliary materials to the living and work conditions of adult and elderly women	MEC	2007	Teaching and auxiliary materials adapted
2.3.4	To support local programmes of training for male and	MEC	2007	Male and female teachers

	female teachers and other professionals who work in the education of young people and adults			and professionals trained
2.3.5	To promote campaigns in the media aimed at eradicating illiteracy among adult and elderly women	MEC	2007	Campaigns carried out
2.3.6	To create specific programmes to promote literacy and to expand the supply of elementary education for adult and elderly women	MEC	2007	Programmes created
2.3.7	To adapt educational programmes to the needs of women, in terms of schedule and location	MEC	2007	Programme adapted
2.3.8	To extend educational services to Indian women, according to specific demands	MEC	2007	Indian women served

Priority 2.4. To value the cultural initiatives of women

Number	Actions	Body in charge	Deadline	Product
2.4.1	To prepare education/information material with the history of women who have contributed to the conquest of women's rights and citizenship	SPM/MEC	2007	Material prepared and distributed
2.4.2	To encourage the production of videos, documentaries and movie pictures dealing with the presence of women in history and in culture	SPM	2007	Videos/documentaries/movie pictures produced and distributed

Priority 2.5. To encourage the dissemination of non-discriminatory and non-stereotyped images of women

Number	Actions	Body in charge	Deadline	Product
2.5.1	To carry out a national campaign of denunciation and struggle against discrimination and the stereotypes of images conveyed of women	SPM/MinC	2007	Campaign carried out
2.5.2	To create an intitutional mechanism to regulate the transmission of images of women, of blacks and homosexuals in the media in general, in order to fight discrimination	SPM/MinC/ SEPPPIR/SEDH	2007	Mechanism created
2.5.3	To evaluate the publicity activities and publications of the Federal Government to ensure respect for issues of gender, race and ethnic-group equality	MEC	2007	Publication/publicity evaluated and deemed non-discriminatory
2.5.4	To promote, in partnership with organizations of the press or their trade unions, training activities for professionals with a view at ensuring valorization of and respect for diversity and at preventing discrimination related to gender, race, ethnic group and sexual orientation	SPM/MinC	2007	Professionals trained
2.5.5	To carry out a national campaign against prejudice based upon gender, race, ethnic group and sexual orientation	SPM/SEDH/ SEPPPIR	2007	Campaign carried out

CHAPTER 3

WOMEN'S HEALTH, SEXUAL AND REPRODUCTIVE RIGHTS

In Brazil, the main causes of death in the female population are the cardio-vascular diseases, particularly acute myocardial infarcts, vascular-cerebral accidents, cancers, particularly breast cancer, lung cancer and cervix cancer; diseases of the respiratory tract, namely pneumonia (that can mask non-diagnosed cases of AIDS); endocrine diseases, nutritional conditions and metabolic disorders, especially diabetes; and external causes (SIM/SVS/MS – Brazil, 2000).

The changes of habits, associated to the stress of the life style in the modern world, contribute for chronic degenerative diseases to figure among the main causes of death in the female population. High blood pressure and mellitus diabetes are the main risk factors for cardio-vascular diseases.

Health problems affect the population in different manners. Some problems are more frequent among certain racial and ethnic groups. In the case of black women, the scientific literature identifies higher frequency of type-II diabetes, womb tumours, high blood pressure and Sickle-cell anaemia.

In the last decades progress was achieved in the coverage of obstetric care and family planning, but the quality remains precarious, to the extent that the corrected ratio of maternal mortality in Brazil, in 2002, was of 75 maternal deaths per 100 thousand live births (SIM/SINAC/MS). In developed countries these ratios vary between 6 and 20 maternal deaths per 100 thousand life births.

Some studies indicate that maternal death by toxemia during pregnancy (first cause of maternal death in Brazil) is more frequent among black women. Sickle-cell anaemia is also more frequent in this group and its bearers present higher risk of miscarriage and complications during childbirth (nati-mortality, premature foetuses, serious toxemia, anticipated placenta and precocious releasing of the placenta, among others).

Access to pre-natal care is a significant problem for the rural population, particularly in the North and Northeast regions. According to the National Survey on Demography and Health (PNDS, 1996), approximately 13% of the women who had children, in the five years that preceded the research, had not had any pre-natal medical visit and there was a high concentration of women living in the rural milieu in this group.

However, according to the Information System on Outpatient Care of the Unified Health System, there is a trend towards an increase in the Number of pre-natal medical visits. In 1995, records show 1, 2 pre-natal medical visits for each birth in the SUS, while in 2003, this proportion was already of 5, 1 pre-natal medical visits for each birth. In spite of the

increase in the Number of pre-natal medical visits, the quality of care is precarious, which can be testified by the fact that high blood pressure is the most frequent cause of maternal death in Brazil; because only 45.3% of pregnant women received the second dose of anti-tetanus vaccine, the reinforcement or the immunising doses, and by the high frequency of congenital syphilis, estimated at 12 cases per 1000 live births, in the SUS (PN-DST/AIDS, 2002).

Regarding care during childbirth, 91.5% take place in a hospital environment, but in many regions of the country, particularly in rural zones, the only option available for women is childbirth at home assisted by traditional midwives. Although childbirth at home is, in some cases, a choice of the woman, the traditional midwife, in general, works without the support of the health services. As a consequence of this isolation, the majority of childbirths at home occurs in precarious conditions and is not notified to the Health Information Systems. Neither is there an accurate record of the Number of midwives working in the country.

Another indicator of the poor quality of childbirth care in Brazil is the rate of caesarean childbirths, 39%, one of the highest in the world. The data also show that medical care during puerperium is not consolidated in the health services, for only 28% of women had medical visits during this period.

Abortion is the fourth cause of maternal death in Brazil. When abortions are performed in conditions of risk, they are often accompanied by serious complications. The immediate and more frequent complications are perforation of the womb, haemorrhage and infection, which can lead to different degrees of morbidity and mortality (Langer, 2001)²⁵. In a study carried out in Brazil, Hardy and Costa²⁶ estimated that 20% of illegal abortions performed by women themselves or by untrained midwives brought about complications.

In the SUS, every year there are circa 240.000 curettages performed post-abortion. In the last decade there has been a trend towards stabilization, a possible consequence of the increase in the Number of women who use contraceptive methods and of the high frequency of tubal ligation, particularly in the states of the Northeast and of the Centre-West.

The PNDS (1996) shows that tubal ligation (40%) and the pill (21%) are the contraceptive methods most used in Brazil. The frequency of tubal ligation is higher in the regions where women have less schooling and more precarious socioeconomic conditions. The low frequency of the use of other methods (injectable hormones 1.2%, condom 4.4%, male sterilisation 2.6%, IUD 1.1%, natural methods and others 6.6%) associated to the lack of mention of the diaphragm indicate the limited access women have to information on the options available.

Also according to this research, 43% of the users of contraceptive methods have interrupted the use during the first twelve months after adoption, and, in the five years that preceded the study, approximately 50% of the births were not

planned. The proportion of women who presented unsatisfied needs for contraception was of 9.3% in the rural milieu and of 4.5% in urban areas. This situation is likely to contribute to the occurrence of abortions under unsafe conditions and to the increase of the risk of death by this cause.

In Brazil, access to contraception, a right guaranteed by the Constitution, is not widely complied with. There are problems in production, quality control, acquisition, logistics of distribution of the inputs and maintenance of the continuity of the supply of contraceptive methods. The result is precarious and excluding care, or even non-existent in some locations, with more harm to women coming from the poorest layers and from rural areas.

In the period from 1996 to 2000 there was an increase of 1.8% in the percentage of childbirths in the age group of 10 to 14 years, moving from 31.911 childbirths, in 1996, to 32.489 recorded in 2000 (DATASUS/MS).

The Programme of DST/AIDS (December/99 to June/2000) informs that, the proportional distribution of cases of AIDS according to sex and age, the highest incidence, 13.2%, affected the female sex in the age group of 20 to 24 years. Taking into account the time elapsed until the emergence of the disease, one notices that contamination may have occurred in the first years of adolescence, when the difficulty women face in negotiating safe sex is increased.

Recent estimates suggest the occurrence of over 10 million new sexually transmitted infections, which can evolve into symptomatic diseases, such as urethritis, cervix infections, genital ulcers and warts, or remain asymptomatic. This fact, associated to the high rate of self-medication, has worsened the problem, for many of these people do not receive appropriate guidance and treatment and, as a consequence, keep on transmitting the disease.

The total of cases of AIDS accumulated in Brazil, in the period from January, 1980 to December, 2002, is of 257.780 thousand, 68.528 of whom are women (PN-DST/ AIDS). In 1986, 0.5% of the cases of AIDS reported concerned the female sex. In the last years, the female participation in of cases reached 30%. The age group of 20 to 39 years has been the most affected and presents higher risk of infection. A study of incidence in women during childbirth, based upon samples, carried out in 2000, has estimated an average frequency of 0.6% of infection by HIV among women in delivery.

A research co-ordinated by the WHO, in 2002, in 8 countries, drew the profile of the violence suffered by women in the age group of 15 to 49 years. In Brazil, the study was carried out in São Paulo and in the Zona da Mata of Pernambuco. In the municipalities covered by the research, 29% of women reported physical and/or sexual violence on the part of the partner. Among the women who suffered such aggressions, more health problems were reported: severe pain or

discomfort, difficulty in concentration and dizziness. There has also been recorded more disseminated attempts at suicide and a higher frequency in the use of alcohol.

The Census of 2000 shows that in Brazil there are 13.179.712 women with visual, motor, hearing, mental or physical deficiencies.

The records of the SUS on psychiatric hospital admissions between 2000 and 2002 (SIH/SUS) show that hospital admissions of women are increasing proportionally. Mental and behavioural disorders associated to puerperium deserve closer survey. Research carried out in 24 state capitals and in the Federal District, by Laurenti, in 2001, in a universe of 3.265 women, identified 97 deaths by suicide, associated to depression, including cases associated to puerperium.²⁷

Health care for women among the Indian peoples is precarious. There is no guarantee of such basic actions as pre-natal care, neither of prevention of cervix cancer or of DST/HIV/AIDS. Furthermore, the epidemiological data available for evaluating the problems of adult and adolescent Indian women are insufficient.

In Brazil, women's health was incorporated to national health policies in the first decades of the Twentieth Century, limited, however, to the demands concerning pregnancy and delivery. This model translated a restricted vision of women, based upon their biological specificity and on the social role of mother and home maker, in charge of child raising, education and health care, as well as of such services for other families.

In 1984, the Ministry of Health published the Programme of Full Care for Women's Health (PAISM), marking a conceptual break with the principles that so far had guided policies for women's health and the criteria for the selection of priorities in this field.

Studies carried out²⁸ within the PAISM show the existence of difficulties in the implementation of these actions and, although there is no comprehensive view of the situation in all municipalities, it is possible to say that the majority face, furthermore, political, technical and administrative difficulties.

The institutional balance sheet of actions carried out between 1998 and 2002 (Corrêa and Piola, 2003)²⁹, showed that in this period work was carried out from the perspective of problem resolution, giving priority to reproductive health and in particular to the reduction of maternal mortality. According to the authors, although the image-goal of full health care for women has been maintained, the real definition of priorities hampered the action in other strategic areas from the point of view of the wide agenda of women's health. This perspective of action has also jeopardised cross-section gender and race approach, in spite of an advance recorded towards full care and to the discontinuation of vertical

actions carried out in the past, for the problems were not treated individually and because a new subject was incorporated: sexual violence.

Still within this balance sheet several gaps were identified: menopause care, gynaecological complaints, infertility and assisted reproduction, women's health in adolescence, chronic-degenerative diseases, occupational health, mental health, infectious-contagious diseases and the inclusion of the gender and race perspective in said actions.

In 2003, the Technical Area of Women's Health (Ministry of Health) identified the need for articulation with other areas and actions, that is: health care for rural women, handicapped women, black and Indian women, female prison inmates and lesbians.

Taking into account the heterogeneity that marked the characteristics, whether regarding the socio-economic and cultural conditions or vis-à-vis the access to health actions services, it is understandable that the epidemiological profile of the female population features important regional differences. This diversity must be taken into account in the formulation and in the implementation of the national policy of holistic health care for women, allowing for an action closer to the local reality and, therefore, with better results.

The National Policy of Full Health Care for Women adopted the principles of humanisation and of quality of health care as essential conditions for health actions to be translated into the resolution of problems identified; in the satisfaction of users; in the reinforcement of the capability of women as to the identification of their demands; in the recognition of and respect for their rights and in the promotion of self-care.

Objectives, targets, priorities and plan of action

Objectives

- I. To promote the improvement of the health of Brazilian women, by means of guaranteed of rights, legally defined, and the expansion of access to the means and services of health promotion, prevention, care and recovery, all over the Brazilian territory.
- II. To ensure the enforcement of the sexual and reproductive rights of women.
- III. To contribute for the reduction of female morbidity and mortality in Brazil, particularly due to preventable causes, in all cycles of life and in the different population groups, without any kind of discrimination.
- IV. To expand, qualify and humanise holistic health care for women within the Unified Health System.

Targets

- A. To establish in one municipality of each region of the country, with family-health teams (SF), a service of qualified health care for women with clinical gynaecological complaints, menopause, adolescence and the elderly, with especial attention to race and ethnic groups.
- B. To establish pilot projects on mental-health care for women within a gender perspective, in 10 municipalities with Centres of Psycho-Social Care (CAPs).
- C. To implement in one municipality of each region of the country, with a Centre of Reference in Workers' Health actions geared to the worsening of the health conditions of female workers of the countryside and of the city.
- D. To establish full health care for Indian women in 10% of the basic indian populated regions.
- E. To equip 35% of the states with female prisons to deliver full health care to female inmates.
- F. To expand the actions of family planning, ensuring the supply of reversible contraceptive methods to 60% of the female population in fertile ages, users of the SUS, in all municipalities counting on teams of the Family Health Strategy (ESF) or having adhered to the Programme of Humanization in the Pre-natal Stage and in Childbirth (PHPN).
- G. To reduce by 5% the Number of abortion-related complications in patients served by the SUS.
- H. To reduce by 15% the ratio of maternal mortality in Brazil, taking into account the target established in the National Pact for the Reduction of Maternal and Neo-Natal Mortality launched in March, 2004.
- I. To reduce by 3% the incidence of AIDS in women.
- J. To eliminate congenital syphilis as a problem of public health.
- K. To increase by 30% the coverage of Papanicolau in the population at higher risk (35 to 49 years of age).
- L. To increase by 30% the Number of mammographies performed.

Priorities

- 3.1. To encourage the implementation, within the system of holistic health care for women, including the specific needs of women in different stages of the vital cycle, encompassing black women; handicapped women, indian women, female prison inmates, female rural and urban workers; and women with different sexual orientations; contemplating issues related to gender relations.
- 3.2. To encourage the establishment and the implementation of assistance to family planning, for men and women, adults and adolescents, within the perspective of holistic health care.
- 3.3. To promote qualified and humanized obstetric care, including assistance to abortion under unsafe conditions, for women and adolescents, with a view at reducing maternal mortality, particularly among black women.
- 3.4. To promote the prevention and the control of sexually transmissible diseases and of the infection by HIV/ AIDS in the female population.

3.5. To reduce the morbidity and the mortality by cancer of the cervix, of the womb and breast cancer in the female population.

3.6. To review the punitive legislation that deals with the voluntary interruption of pregnancy.

Plan of activities

Priority 3.1. To encourage the implementation, of complete health care for women, including the specific needs of women in different stages of the vital cycle, encompassing black women; handicapped women, indian women, female prison inmates, female rural and urban workers; and women with different sexual orientations contemplating issues related to gender relations

Number	Actions	Body in charge	Deadline	Product
3.1.1	To encourage the incorporation of the gender perspective in the implementation of policies and programmes of the Ministry of Health: Programme of High Blood Pressure, Diabetes, Control of Smoking, Tuberculosis, Leprosy, Health for the Eldery, Health in Adolescence, Sexually Transmissible Diseases/AIDS and Strategies of Family Health.	MS	2007	Policy and/or programme proposed by the Ministry of Health, contemplating actions with a perspective of gender
3.1.2	To incorporate complementary practices in the approach and treatment of clinical-gynaecological complaints (phyto-therapy, homeopathy, acupuncture and others).	MS	2007	Technical manual on clinical-gynaecological complaints with recommendation of the use of complementary practices
3.1.3	To review the indicators and goals used by the Ministry of Health in the management agreements, policies and technical documents, allowing for the definition of the health profile of adolescents of both sexes, to favor specific strategies for health improvement	MS	2007	Management agreements, policies and/or technical documents of the Ministry of Health with by age specifications
3.1.4	To provide technical and financial support to the coordinations of adolescent health of the States in the North, Northeast and Centre-West regions	MS	2007	Support to the Coordinations that implement policies geared to the health of adolescents in specified states
3.1.5	To support the governments of the States and Municipalities in the implementation of the calendar of vaccination for adolescents, in accordance with the provisions of Resolution 597 of the Ministry of Health.	MS	2007	States and municipalities with a calendar of vaccines implemented
3.1.6	To support the implementation of pilot experiences in the Implementation of the programme of Sickle-cell Anaemia (PAF/MS), emphasising the specific aspects of women in their fertile age and in the cycle of pregnancy and puerperium.	MS/SEPPIR	2007	Support to the pilot experience of the Programme on Sickle-cell Anaemia
3.1.7	To assist to the Hubs of Permanent Education in Health so that they include contents on social and cultural diversity, racism, and ethnic problems.	MS	2007	Contents included
3.1.8	To create projects of intervention in cases of injury or damage to the health of women living in the countryside or in the city	MS	2007	Implementation of the project
3.1.9	To create programmes for the protection of working	MS	2007	Programme implemented

	pregnant women			
3.1.10	To create a specific project of protection and care for female household workers	MS	2007	Implementation of the project
3.1.11	To expand and adapt the contents of technical manuals and of training manuals for health professionals to meet the health specifications of female workers	MS	2007	Public-health professionals trained technical manual adapted
3.1.12	To expand access to and the quality of health for female inmates, by training of health professionals to deliver complete health care to them, including the prevention and the control of sexually transmissible diseases (STD) and AIDS	MS	2007	States equipped to deliver complete health care to female prison inmates. Public-health professionals are trained
3.1.13	To create thematic chambers on: health of women during menopause, health of handicapped women, gender and mental health, with representation of government and of society	MS/SPM/SEPPIR	2007	Thematic chambers that establish the guidelines and strategies of action of the MS, defined with the participation of government and of society.
3.1.14	To prepare and/or print and distribute technical and educational material on clinical-gynaecological care, menopause, the health of black women, gender and mental health, the health of lesbians and adolescents	MS/SPM/SEPPIR	2007	Technical manual prepared, printed and distributed.
3.1.15	To reinforce the training of the basic care and reference services personnel, to implement clinic-gynaecological care and holistic health care for Indian women, lesbians and adolescents	MS	2006	Public-health professionals trained

Priority 3.2. To encourage the establishment and implementation of assistance to family planning geared to men and women, adults and adolescents, under the perspective of full health care

Number	Actions	Body in charge	Deadline	Product
3.2.1	To purchase and distribute reversible contraceptive methods, including emergency contraceptive for the municipalities included in the Programme of Humanization of the Pre-natal and Childbirth (PHPN) or that have family-health teams.	MS	2007	Health services of municipalities including in the PHPN or with family-health teams having contraceptive methods
3.2.2	To launch the National Policy of Sexual and Reproductive Rights	MS/SPM/SEPPIR	2006	Policy launched
3.2.3	To encourage the inclusion in the health units belonging to the SUS of surgical sterilisation pursuant the provisions of Law Number 9.263/96 and of the relevant ministerial resolution	MS	2007	Health services of the SUS accredited to perform tubal ligation and vasectomy
3.2.4	To provide technical and financial support to the organization of centres of reference for assistance to infertility in at least 5 centres of reference (1 per region) to serve different HIV-positive couples.	MS	2007	Centre of reference for assistance to infertility established Centre of reference to serve different HIV-positive couples established
3.2.5	To prepare and/or review, print, and distribute technical and educational material to support family planning	MS	2007	Technical manual prepared, printed and distributed

3.2.6	To reinforce the training of the basic care and reference services personnel to implement actions on family planning including emergency contraception, and the prevention of HIV infections or other sexually transmissible diseases, in addition to menopause	MS	2007	Public-health professional trained.
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Priority 3 .3 To promote humanized and quality obstetric and neo-natal care, including assistance to complications due to abortions performed in hazardous conditions to women and adolescents, with a view at reducing maternal mortality, particularly among black women

Number	Actions	Body in charge	Deadline	Product
3.3.1	To provide technical and financial support to the formulation of the plans of state governments aimed at the reduction of maternal and neo-natal mortality, thus enforcing the National Pact for the Reduction of Maternal and Neo-natal Mortality, ensuring articulation among governmental and non-governmental sectors in the definition and implementation of strategies for the reduction of these cases	MS	2005	Seminars in the States carried out with the participation of municipalities and representatives of organized civil society.
			2007	State and local plans of action for the reduction of maternal mortality prepared
3.3.2	To expand the programme of Humanization of Pre-natal and Childbirth Care (PHPN), by transferring financial resources to the municipalities that comply with the requirements of improvement in the quality of care in the pre-natal stage, in childbirth and in puerperium	MS	2007	Local government with PHPN implemented
3.3.3	To carry out a campaign in favour of humanized childbirth, together with the National Councils of Health Secretaries of the States and Municipalities, the Federal Council of Medicine of Brazil, the Brazilian Association of Nursing, the Brazilian Federation of Gynaecology and Obstetrics Societies, the Network for the Humanization of Childbirth and of the Feminist Health Network.	MS	2007	Campaign carried out
3.3.4	To establish agreements with states and municipalities so that they maintain the payment limitations for caesarean operations in the SUS and the implementation of strategies for reducing such surgeries	MS	2007	States and/or Municipalities having adhered to the agreement for the reduction of caesarean operations.
3.3.5	To evaluate the maternity sectors of the SUS as to humanization of care during delivery for the attribution of the Galba de Araújo Award	MS	2007	Maternity Hospitals having received the Galba de Araújo Award.
3.3.6	To support the organization of a mobile emergency service for the emergency maternal unit in 130 municipalities.	MS	2007	Municipalities with mobile emergency services organized.
3.3.7	To provide technical and financial support to states and municipalities in the organization of the network of services of obstetric care to guarantee care to high-risk pregnancies and in situations of emergency, including mechanisms of reference and cross-reference.	MS	2007	Maternity Hospitals restructured. Beds in ICUs created. Vacancy location centres created
3.3.8	To prepare and/or review, print, and distribute technical and educational material on obstetric care, including care delivered to women in abortion situations.	MS	2007	Technical manual prepared and distributed.
3.3.9	To reinforce the training system for the personnel in obstetric care, including care delivered to women in	MS	2007	Health professional, traditional midwife and

	abortion situations.			community midwife trained.
3.3.10	To support the expansion of the laboratory network, thus expanding the supply of laboratory tests.	MS	2007	Laboratory examinations performed
3.3.11	To establish empower Committees on Maternal Death in order to improve the record of maternal demises	MS	2007	Committee established
3.3.12	To support 78 municipalities with populations above 100 thousand inhabitants and recording the highest rates of maternal-infant mortality in the implementation of local plans for the reduction of maternal death	MS	2006	Local plans supported

Priority 3.4. To promote the prevention and the control of sexually transmissible diseases and of the contagion of HIV/AIDS in the female population

Number	Actions	Body in charge	Deadline	Product
3.4.1	To provide technical and financial support to the implementation of NGO projects for the prevention of STD and HIV/AIDS among women.	MS	2007	NGO projects supported
3.4.2	To support the training of female community leaders and NGO militants in the defence of the female cause, for the prevention of STD and HIV / AIDS among women	MS	2007	NGO militant trained
3.4.3	To purchase and distribute emergency contraceptives for the services that care for HIV-positive women	MS	2007	Emergency contraceptives purchased and distributed
3.4.4	To purchase and distribute condoms for states, municipalities and non-governmental organizations	MS	2007	Condoms purchased and distributed

Priority 3.5. To reduce morbidity and mortality due to cervix, womb and breast cancer among the female population

Number	Actions	Body in charge	Deadline	Product
3.5.1	To support the organization of care for cervix and breast cancer at all levels of complexity, contemplating breast reconstruction	MS	2007	Service organized for the performance of the preventive tests for cervix cancer and for the early detection of breast cancer among the population of risk

Priority 3.6. To review the punitive legislation dealing with the voluntary interruption of pregnancy

Number	Actions	Body in charge	Deadline	Product
3.6.1	To establish a tripartite committee of the Executive Branch, the Legislative Branch, and civil society in order to discuss, prepare and present proposals for the review of the punitive legislation that deals with the voluntary interruption of pregnancy	MS/SPM	2007	Proposal for the review of legislation submitted.

CHAPTER 4

FACING VIOLENCE AGAINST WOMEN

One of the serious problems of humankind is violence. In general, all over the world, violence is one of the main causes of mortality among people with ages between 15 and 44 years. The intentional use of physical force or abuse of power against another person, group or community has harmful consequences for humanity.

Violence is a complex phenomenon that is expressed in several ways. It can be committed against third parties or against the subject of the violent action him or herself, it can occur within an interpersonal relationship or affect a whole community, it can be committed by one person, by groups or nations.

Both men and women, due to specific aspects of gender, are affected by violence in different ways. While a great part of the violence committed against men occurs in the streets, in public spaces, and, is, in general, practised by another man, women are most often attacked at home, in a private space, and the perpetrator of the aggression is typically a close person: boyfriend, husband, partner or lover.

Violence against women is present all over the world and involves women of all ages, social classes, races, ethnic groups, and sexual orientation. Irrespective of the type: physical, sexual, psychological, or related to assets, violence is associated to power and to inequality in gender relations, due to general domination by men, and it is also associated to the dominant ideology that supports it.

There are many forms of violence against women: salary inequalities; sexual harassment; the use of the body as an object; cases of sexual aggression, moral harassment, the national international traffic of women and girls. Recent information, coming from research and from care delivered in specialized services, such as Specialized Police Superintendencies, Centres of Reference and Shelters for Battered Women, show the magnitude of the problem.

In a piece of research carried out by the Perseu Abramo Foundation, 43% of women admit, when a direct question is asked, having suffered some form of violence, but spontaneous, by only 19% admit having been submitted to some form of violence.

This work shows that approximately one in five Brazilian women underwent some type of violence on the part of some man. "The projection of the rate of ill treatment (11%) for the universe studied (61, 5 million) indicates that at least 6, 8 million, among living Brazilian women have already been mistreated at least once". The projection is of at least 2, 1 million women mistreated per year, that is, one for every 15 seconds".³⁰

The national report on the Research on *Traffic of Women, Children and Adolescents with Purposes of Commercial Social Exploitation in Brazil*, co-ordinated by CECRIA (2002)³¹, proves that the traffic with sexual purposes predominates for Afro-descendant women and adolescents, with ages between 15 and 25. The research shows that out of the 131 international routes, 102 have to do with the traffic of women, 60 are used for transporting “only women” and of the 78 inter-state routes, 62 are used for transporting adolescents. Adult women are preferably transported to other countries.

Another serious fact is the sexual abuse of young people. Based upon the research *Youth and Sexuality* (UNESCO, 2004)³², it is estimated that one out of each three or four young girls is sexually abused before the age of 18. The Ministry of Justice records every year approximately 50.000 cases of sexual violence against girls and adolescents.

According to the World Health Organization (WHO, 2002)³³, a study carried out in South Africa, Australia, Canada, the United States and Israel confirms that among female victims of murder, between 40 and 70% were killed by their husbands and boyfriends, typically in the context of a relationship involving constant abuse. In Brazil, the women’s movement of Pernambuco has denounced the high Number of murders of women in that State: there were 369 victims in 2002 and 300 and in 2003³⁴. In Ceará, according to the Secretariat for Public Safety and Social Defence, 110 women were victims of murder in 2002.

According to WHO “in addition to the human costs, violence represents a huge economic burden for societies in terms of loss of productivity and of the increase in the use of social services” (WHO, 2002). The report says that 13% of women researched in Nagpur (India) leave a remunerated job due to abuse and that they miss approximately seven working days after each incident; 11% of women attacked were unable to do household chores due to an episode of violence. Although gender violence does not, in general, constantly affect the overall likelihood of a woman finding a job, it seems that such episodes do influence the level of salary and women’s ability to keep their jobs.

Studies show that people in situations of violence face difficulties, obstacles that characterize a path of comings and goings, circular paths covered over and over without solutions and, especially, energy spent, which leads to emotional stress and to the recurrent feeling of being victimized. This process is called critical route (PAHO, 1998)³⁵.

The effectiveness of actions of prevention and reduction of household and sexual violence depends on joint of public and community funds and on the involvement of the State and of society as a whole. It is necessary to involve the three branches of power, the social movements, and the community, each of them with its competences and responsibilities, establishing a network of care and protection.

It is an attribute of the State to adopt a systematic and continuous policy in different areas. Its intervention must be characterized by the promotion and implementation of public policies of accountability of the federal, state and local governments, establishing a network of actions and services.

The networks must articulate legal and social assistance, health services, public security, education and labour authorities. The services and organizations that make up the networks include: Specialised Superintendencies for Assistance to Women, ordinary police precincts, Centres of Reference, Public Defence Offices for Women, Forensic Medicine Institutes, Health Services, the Police, Fire Squads and Shelters for Battered Women.

The policy of facing up to violence against women has been a priority of the Special Secretariat for Policies for Women, which has been working in the promotion of care for women, training and qualifying professionals and providing access to justice.

In the area of health, Law Number 10.778, of November 24th, 2003, establishes the mandatory notification all over the national territory of cases of violence against women cared for in public or private health services. It is an achievement of women's movements and an important step towards the focus of the problem of violence against women in Brazil.

It is also worth highlighting the implementation of assistance services for women who are victims of sexual violence, which include services ranging from emergency contraception to the guarantee of a legal abortion. These services are insufficient to meet the needs of the population, and they are concentrated in state capitals, particularly in the South of the country. The implementation of these services is deemed an advance because they are a means of enforcing a right provided for by law since 1940.³⁶

In public security, the inclusion of a subject in the curricula of Police Academies which discusses gender inequality and its consequences for women and men provides security professionals with a new understanding of gender-related violence. Within this trend the inclusion of resources in the PPA for the National Secretariat for Public Safety for organizations that assist women in situations of violence is also to be highlighted.

The formulation of standards for the Specialised Police Stations for Assistance to Women (DEAM) is important in order to professionally credit and recognise employees within the corporation itself and vis-à-vis society at large, allowing for greater satisfaction at work and for greater development of the functions.

Regarding international agreements, for the first time the Brazilian State reported to the CEDAW Committee (UN) on the progress achieved and on the difficulties to be overcome. The Brazilian Government has also pledged to support the creation of a Monitoring and Evaluation Mechanism to follow the enforcement of the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Convention of Belém do Pará).

In response to the demands of the women's movement, the SPM has created an inter-ministerial group to evaluate, study and propose a bill of law on household violence against women, referred to the National Congress on November 25th, 2004. The idea is to create a specific procedure within Law Number 9.099/95 for cases of household violence against women, creating at the same time specialized courts to deal with all kinds of violence.

During the last decades, according to the balance of power prevailing at each moment and in each region, women's and feminist movements have exercised pressure on the State to take up its role in facing violence against women. Thus, there came to being in the 1980s the DEAMs, the area of health incorporated gender violence to its agenda and protection and assistance services have been more frequently established, to assist women who live in situations of violence, such as Shelters for Battered Women and Hospital Centres of Reference.

The result of this process brought to light the heterogeneity prevailing all over the national territory, both from the conceptual and from the quantitative points of view, within the range of services delivered in this area, both in terms of prevention and of care.

Thus, in spite of the progress achieved, there remain major challenges. It is time to achieve a new stage in this struggle through the implementation of a National Policy to Face Violence against Women that may articulate spheres and levels of power and that, at the same time, may work towards the integration of services, basing on a single conceptual framework.

Objectives, targets, priorities and plan of action

Objectives

- I. To establish a National Policy to Face Violence against Women.
- II. To ensure full, humanized and quality care to women in situations of violence.
- III. To reduce the rates of violence against women.
- IV. To ensure compliance with the international instruments and review the Brazilian legislation on facing violence against women.

Targets

- A. To carry out a quantitative and qualitative diagnosis of the services of prevention and care delivered to women in situations of violence all over the national territory.
- B. To define the enforcement of national technical standards for the operation of the services of prevention and care.
- C. To integrate the services into local, regional and national networks.
- D. To establish networks of care for women in situations of violence in all Brazilian States, encompassing the following services: Specialized Police Precincts to Assist Women, Military Police and Mobile Units of the Fire Squad, Centre of Reference, Shelters for Battered Women, Health Services, Institute of Forensic Medicine, of the Public Prosecutor, Office of the Public Prosecutor for Women, and social programmes related to employment, housing, education, culture and justice, Councils and Social Movements.
- E. To establish specialized services to assist women in situations of violence in all Brazilian States and in the Federal District pursuant the diagnosis carried out and the statistics available on violence in each region.
- F. To increase by 15% the services of assistance to women's health in situations of violence.
- G. To establish a National Information System on violence against women.
- H. To establish a process of training and coaching for professionals who work in the services of prevention and care, according to the integrated model developed by the MS/SEPP/IR/SPM and the SENASP in all States of the country, with special emphasis in the cities with higher rates of violence against women.
- I. To expand by 50% the Number of Specialized Police Stations for Assistance to Women and to put in place Specialized Centres in the already existing Stations.

Priorities

- 4.1. To expand and improve the Network of Prevention and Care that serves women in situations of violence.
- 4.2. To review and implement the national legislation and ensure the enforcement of international treaties ratified, with a view at improving the mechanisms of combat to violence against women.
- 4.3. To promote preventive actions vis-à-vis household and sexual violence.
- 4.4. To promote health-care services for women in situations of household and sexual violence.
- 4.5. To produce and systematise data and information on violence against women.
- 4.6. To train professionals of the areas of public security, health, education and psycho-social assistance on the subject of gender-related violence.
- 4.7. To expand access to justice and to free legal assistance.

Plan of action

Priority 4.1. To expand and improve the network of prevention and care for women in situations of violence

Number	Actions	Body in charge	Deadline	Product
4.1.1	To train professionals of specialised services in care to be delivered to women in situations of violence	SPM/MJ/ SEDH/MS	2007	Professionals trained
4.1.2	To re-equip the specialised services that deliver care to women in situations of violence	SPM/MJ/ SEDH	2007	Specialised services re-equipped.
4.1.3	To create specialised services to deliver care to women in situations of violence	SPM/MJ/ SEDH	2007	Specialised services created
4.1.4	To serve women in situations of violence particularly in regards to programmes of employment and housing	SPM/MTE/ MCid	2007	Women served
4.1.5	To support events that encourage articulated actions among the services that make up the network of assistance to women in situations of violence in all Brazilian States, contemplating capitals and municipalities with rural profiles	SPM/MJ/ MS	2007	Events carried out Network established in States and Municipalities
4.1.6	To encourage the creation of specific spaces in Institutes of Forensic Medicine and in health services to serve women who are victims of violence	SPM/MJ/ MS	2007	Space created
4.1.7	To encourage articulation between the Institutes of Forensic Medicine (IML) and the health services that serve women who are victims of violence	MS/ SPM/MJ/	2007	Services articulated
4.1.8	To lend technical and financial support to the training of professionals of the IML in order to meet the needs of women who are victims of violence.	MS/SPM/MJ	2007	Professionals trained.
4.1.9	To create procedures and operational norms for the specialised services that deliver care to women	MS/SPM/MJ/	2007	Procedures and standards established
4.1.10	To create a telephone service or central to assist women in situations of violence.	SPM	2007	Telephone central established.

Priority 4.2. To review and implement the national legislation and ensure the enforcement of international treaties ratified, with a view at improving the mechanisms of combat to violence against women

Number	Actions	Body in charge	Deadline	Product
4.2.1	To publicise the national legislation and the international treaties dealing with facing violence against women.	SPM	2007	Campaign carried out/publication produced
4.2.2	To evaluate the public policies concerning violence against women with a view at ensuring the upgrading of the national legislation and of the enforcement of international treaties.	SPM/MP	2007	Evaluation carried out
4.2.3	To build awareness, through events or campaigns among the operators of the system of security and justice so that the legislation dealing with the combat to violence against women be appropriately enforced	SPM	2007	Events/campaigns carried out

4.2.4	To articulate with the National Congress the drafting and the approval of bills of law pertaining to violence against women, referred by the Executive Branch	SPM	2007	Bills of law approved
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Priority 4.3 To promote preventive and educational actions regarding household and sexual violence

Number	Actions	Body in charge	Deadline	Product
4.3.1	To support actions of prevention of household and sexual violence, prioritising the school community (elementary and secondary education)	SPM/MEC	2007	Actions supported
4.3.2	To carry out actions against the traffic of women	SPM/MJ/ SEDH/ SEPIIR	2007	Actions carried out
4.3.3	To carry out campaigns against the traffic of women	SPM/MJ/ SEPIIR	2007	Campaigns carried out
4.3.4	To include subjects related to gender and the combat to violence against women in the curricula of Police Academies	SPM/MEC	2007	Subjects included
4.3.5	To carry out campaigns of prevention of violence against women	SPM/MJ/ SEPIIR	2007	Campaigns carried out
4.3.6	To encourage the inclusion of a discipline on legislation and international treaties concerning violence against women and human rights in the law courses in universities	SPM/MEC	2007	Discipline included in law courses

Priority 4.4. To promote health care for women in situations of household and sexual violence

Number	Actions	Body in charge	Deadline	Product
4.4.1	To provide technical and financial support to the organization and evaluation of the network of health care to include and implement care for women and adolescents in situations of household and sexual violence	MS	2007	A service of care for women in situations of violence implemented in the most important municipalities in each micro region
4.4.2	To purchase and distribute emergency contraceptive pills to services of reference and in the municipalities that receive the basic KIT of contraceptive methods.	MS	2007	Emergency contraceptives purchased and distributed.
4.4.3	To prepare instruments for the implementation of the mandatory notification of cases of violence against women	MS	2007	Instrument for recording cases of violence against women prepared

Priority 4.5. To produce and systematise data and information on violence against women

Number	Actions	Body in charge	Deadline	Product
4.5.1	To encourage the production of studies and research on violence against women in the country.	SPM/MJ/ SEPIIR	2007	Study and research carried out
4.5.2	To organize and/or consolidate the information systems on violence against women.	SPM/MJ/ MS	2007	System organized/consolidated.
4.5.3	To create or implement a national information system on violence against women in public-security organizations.	MJ/SPM	2007	Information system created and implemented
4.5.4	To create/ consolidate an information system that	MS/SPM	2007	Information system

	incorporates data on mandatory notification.			created/consolidated.
4.5.5	To prepare a diagnosis on violence against women in the country	SPM	2007	Diagnosis prepared

Priority 4.6. To train professionals of the areas of public security, health education and psycho-social assistance in the subject of gender violence

Number	Actions	Body in charge	Deadline	Product
4.6.1	To provide training courses on the subject of gender for professionals of the areas of public security, health education and psycho-social assistance	MJ/SPM	2007	Professionals trained

Priority 4.7. To expand access to justice and to free legal assistance

Number	Actions	Body in charge	Deadline	Product
4.7.1	To encourage the creation of Offices of Public Defenders for women or Defence Centres for Women in the existing Offices of Public Defenders	MJ/SPM	2007	Offices of Public Defenders or Centres created
4.7.2	To encourage the creation of new DEAMs and/or Specialised Centres in the already existing Superintendencies of Police	MJ/SPM	2007	DEAMs or centres created

PART III

CHAPTER 5 MANAGEMENT AND MONITORING OF THE PLAN

This chapter deals with the process of formulation of the Pluri-Annual Plan (PPA) and of the National Budget, with the inclusion of a section on gender, race and ethnic group, and the challenges to be faced in the cross-section management of governmental activities in the process of implementation of public policies.

In addition to this, the chapter presents the actions of monitoring and evaluation of the PNPM, based upon a model of integrated management for the different sectors and geared at results for the reduction of the aforementioned inequalities.

Pluri-Annual Plan and Budget

The Federal Constitution of 1988 invested the Executive Branch with the responsibility for a System of Planning and Budget, as well as for the formulation of the Pluri-Annual Plan (PPA) and of the National Budget, defined by the Budgetary-Guideline Act - LDO and by the Annual Budgetary Act -LOA.

The PPA is the instrument that establishes guidelines, goals and targets for the federal public administration, for a period of four years, for the implementation of government programmes and actions, within a long-term development project, in addition to the formulation of the National Budget.

The Budgetary-Guideline Act -LDO establishes the targets and priorities for the formulation of the annual budgetary proposal. The LOA governs all actions of the federal government, and authorises payments within the forecast of expenditure.

The PPA 2004-2007 was prepared in an innovating manner. Organized according to a perspective of long-term development, the programmes proposed for this period contemplate strategies for social inclusion and for a better distribution of income, with a strong growth of production and of employment; environmentally sustainable growth, which reduces regional inequalities and disparities; reduction of external vulnerability through the expansion of competitive activities that allow for sustainable growth and for the reinforcement of citizenship and of democracy.

Another relevant aspect was the integration of civil society to the process of discussion of the strategic lines of the PPA. Through the Forums of Social Participation, held in the 26 States and in the Federal District, representatives of over 2 thousand bodies of civil society were included in this dialogue, an unheard-of fact in the history of the Brazilian public administration.

In order to ensure the permanent updating of the PPA and its effectiveness as an instrument of public management, annual reviews will be presented to the National Congress, which will allow Government to re-direct its actions, adapting them to the evolution of the internal and external overall situations.

As to social policies, with the PPA in force, the idea is to promote the expansion of quality care and to ensure priority treatment for segments traditionally excluded from the benefits of public actions and discriminated by social prejudice, which is translated in inequality of opportunities and of conditions in the most diverse spheres of life.

Inequalities of gender, race and ethnic group, regarding quality of living and access to opportunities, show that social rights in Brazil are not yet fully consolidated.

The effective universal approach of basic social rights requires the implementation of measures that expand the coverage of more consolidated policies (health, social security, social assistance and education); that promote differentiated care for more vulnerable groups, through policies of income transfer, affirmative urban policies and policies of digital inclusion; that ensure the provision of alimony and the integration of employment policies with development policies.

The analysis of the Brazilian social inequalities and the formulation of policies meant to fight them cannot do without the dimensions of gender, race and ethnic group neither without discussion with society. For this reason, Government undertakes as a permanent goal in its work, included in the PPA 2004-2007, the principle of cross-section approach of these categories in the formulation and development of public policies in all sectors and at all levels of power.

Based upon this commitment, the PPA 2004-2007 included the following programmes: Management of the Policy of Promotion of Racial Equality and Brazil *Quilombola*, within the SEPPIR; Management of the Cross-section Approach of Gender in Public Policies, Incentive to the Economic Autonomy of Women in the World of Labour and Prevention of and Combat to Violence against Women, under the responsibility of the SPM.

The creation of the SEPPIR and of the SPM, with ministerial status does not exempt the other ministries from insisting on the quest for the incorporation of the perspectives of gender, race and ethnic group in the definition and implementation of their policies. The creation specific organizations to deal with cross-section issues does not represent an alternative to the action of sectional organizations, since their main function is that of ensuring the inclusion of gender, race and ethnic-group issues in the set of public policies through articulation, evaluation of actions and support to other governmental organizations. The direct implementation of policies is the attribute each area, assisted by the Special Secretariats.

Although there has been progress in some areas, the inclusion of these subjects in the PPA and in the National Budget is still incipient and insufficient to deal with the specific aspects of gender, race and ethnic group. There remain governmental programmes and actions that are comprehensive and universal, with budgets established in terms of financial additions and formulated without taking into account the differentiated impact of public policies on each specific social group. This model faces major difficulties in measuring and evaluating the outcomes of governmental action geared towards the promotion of equity of gender, race and ethnic group.

Challenges

Cross-section management is one of the major challenges for the public administration. Its characteristic is horizontal rather than hierarchical articulation, thus aiming at influencing the design, the formulation, the implementation and the evaluation of the set of public policies. By articulating all organizations of government and levels of power, this model is, *inter alia*, aimed at re-integrating programmes and issues so far excluded due to a sectional treatment. It is about a more comprehensive approach intended to broadly contemplating the needs and rights of the population.

Committed to this model and, more concretely, to the need for being geared to the quest for results, the current management undertakes the challenge of evolving towards the so-called "integrated management of groups of programmes", which tries to bring together the complementary traits and to widen the outcomes of government actions. Thus, the final outcome achieved by society will be greater and better than the sum of isolated outcomes of individual programmes. To ensure the efficiency of the model, cross-section management is a political priority of Government.

In addition to incorporating the approaches of gender, race and ethnic group in the formulation and implementation of the PPA and of the National Budget, another current challenge is that of preparing the budget in such a fashion that allows for the separate identification of investments meant for policies for women and of those meant for the struggle against inequalities of gender, race and ethnic groups.

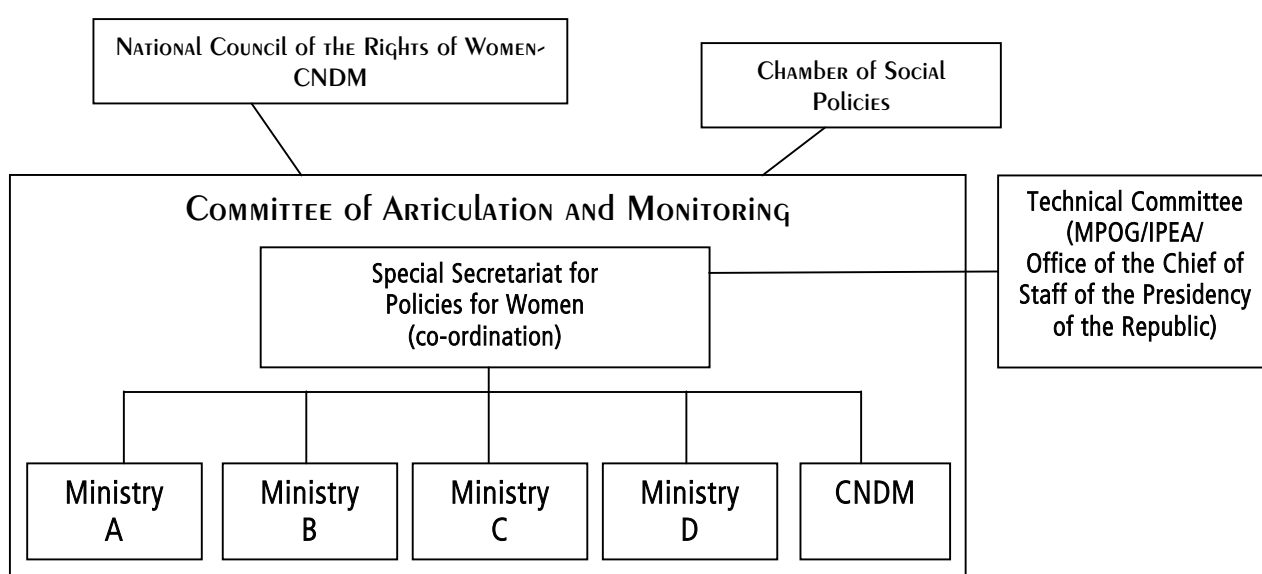
The main objectives of cross-section management are:

- ❖ To incorporate concepts and practices concerning the cross-section approach in governmental policies.
- ❖ To improve the integration among sectoral organizations in the definition and treatment of the cross-section approach.
- ❖ To increase the degree of articulation between institutions and the other players involved in the management of the cross-section approach.
- ❖ To identify sectoral opportunities for investments in specific activities concerning the cross-section approach.
- ❖ To publicise and disseminate knowledge related to the subject at the different governmental and non-governmental levels and forums.

Monitoring and evaluation

The monitoring and evaluation of the PNPM will be done by means of the articulation among the different sectors of government. The priorities, goals, targets and indicators defined in the PNPM will be monitored (continuously and evaluated during the whole period of implementation of actions planned.

With this purpose, a Committee of Articulation and Monitoring of the PNPM will be created, made up of the sectoral organizations, of the SPM and with the representation of the CNDM. This Committee will count on the support of a technical committee, made up of the Under-Directorate of Articulation and Monitoring of the Office of the Chief of Staff of the Presidency of the Republic (SAM/PR), of the Secretariat for Planning and Strategic Investments (SPI) of the Ministry of Planning and of IPEA, according to the following chart.



It will be attributed to the SPM: to co-ordinate the work of the Committee of Articulation and Monitoring with a view at ensuring compliance with the actions and the achievement of the goals established in the plan. The Technical Committee will help comply with the goals established, systematise the information received and assist in the formulation of management reports.

The sectional organizations will be in charge of implementing the actions and programmes that make up the Plan of Action, ensuring compliance with goals and targets established. Sectional organizations are also in charge of providing the information necessary to support the monitoring and evaluation of the outcomes of the Plan.

The Committee of Articulation and Monitoring is the body in charge of preparing an annual management report that will inform Government and society on the status of governmental actions and support public managers in their decision making.

The annual report shall be referred to the CNDM, so that the outcomes of the plan be analysed, and also to the Chamber of Social Policies, to which the recommendations of said report will be presented, so that the necessary steps be taken, highlighting the analysis and the solution of restrictions and difficulties of implementation of the set of actions of the PNPM.

Thus it is expected, on the one hand, to democratically socialise information on the management of the Plan and to use such information as a basis for decision making, in addition to mobilising managers of different areas in the quest for outcomes agreed to, improving the integration and the communications among sectional organizations and contributing to social control.

Objectives, priorities and plan of action

Objectives

- I. To implement the National Plan of Policies for Women in an efficient, efficacious and effective manner through the articulation among the different organs of Government.
- II. To monitor and evaluate the implementation of the National Plan of Policies for Women, with a view at updating and improving it.

Priorities

Within the management of the PNPM, three priority lines of action are meant to assist the planning, evaluation and implementation of public policies for women and to ensure the efficacious implementation of the Plan.

5.1. To train and qualify public agents in issues of gender, race and human rights.

5.2. To produce, organize and disseminate data, studies and research dealing with issues of gender and race.

5.3. To create and reinforce institutional mechanisms of rights of and of policies for women.

Priority 5.1. To train and qualify public agents in issues of gender, race and human rights

Number	Actions	Body in charge	Deadline	Product
5.1.1	To include a module on gender, race and human rights in training and development courses in the careers of federal public administration	SPM/SEPP/IR/ SEDH/ENAP	2006	Module produced/ course with module provided
5.1.2	To include a module on gender, race and human rights in the training courses for executive managers and co-ordination officials of actions of the PPA 2004-2007	SPM/SEPP/IR/ SEDH/MP	2005	Module produced/ course with module provided
5.1.3	To provide training courses in gender, race and human rights for public employees working in the implementation of the PNPM.	SPM/SEPP/IR/ SEDH/ENAP	2007	Course provided
5.1.4	To include the subjects of gender, race and human rights in the training courses already existing meant for employees.	SPM	2007	Course with subject included
5.1.5	To include a module on gender, race and human rights in the courses of training and development of the Higher Schools of the Armed Forces.	SPM/MD	2007	Module produced /course with module provide
5.1.6	To include a module on gender in the training courses of Rio Branco Institute (Brazilian Diplomatic Academy)	SPM/MRE	2007	Module produced /course with module provided.
5.1.7	To propose events of awareness building on subjects of gender, race and human rights with the Legislative and Judiciary Branches.	SPM	2007	Event carried out

Priority 5.2. To produce, organize and disseminate data, information, studies and research on race and gender

Number	Actions	Body in charge	Deadline	Product
5.2.1	To create a virtual library of studies and research pertaining to the subject of gender	SPM	2006	Virtual library in place and available.
5.2.2	To establish and update the National System of Indicators of Gender	SPM	2007	System established and available
5.2.3	To support studies and research on gender relations and on the situation of women	SPM	2007	Study/research carried out
5.2.4	To support research on values, beliefs and behaviours of adolescents of both sexes regarding sexual and reproductive health, contemplating the gender perspective	MS	2007	Research carried out
5.2.5	To provided technical and financial support to studies on maternal mortality and teen-age pregnancy, emphasising the ages between 10 and 15 years.	MS	2007	Study carried out

5.2.6	To support studies and research in the field of the reproductive health of women who live with HIV/AIDS	MS	2007	Study/research carried out
5.2.7	To improve the records and the production of data on the health of black women.	MS	2007	Database upgraded.
5.2.8	To carry out a diagnosis on female farmers and fisherwomen.	SEAP/SPM	2005-	Diagnosis carried out
5.2.9	To promote a research on the PRONAF and women, and another on women and technical assistance and rural extension.	MDA	2007	Research carried out
5.2.10	To support studies on women in family farming and the agrarian reform.	MDA	2007	Studies carried out
5.2.11	To carry out a study on the differences of income between men and women in the labour market.	SPM/IPEA MTE	2006	Study carried out.

Priority 5.3. To create and empower institutional mechanisms of rights policies for women

Number	Actions	Body in charge	Deadline	Product
5.3.1	To support the creation and the empowerment of councils of the rights of women in the states and municipalities, ensuring their existence in the 27 Brazilian States	SPM	2007	Council supported
5.3.2	To support the empowerment of organizations of Policies for Women within the Executive Branch of the states and municipalities.	SPM	2007	Organization supported
5.3.3	To carry out every three years the National Conference of Policies for Women, preceded by stages in the municipalities and in the states	SPM	2007	Conferences carried out

ATTACHMENTS

ATTACHMENT 1

LEGISLATION ON WOMEN'S RIGHTS (1988 - 2004)

Constitution of the Federative Republic of Brazil

Text enacted on October 5th, 1988

http://www6.senado.gov.br/con1988/CON1988_05.10.1988/CON1988.htm

Final text up to the Constitutional Amendment Number 44, of June 30th, 2004.

http://www6.senado.gov.br/con1988/CON1988_30.06.2004/index.htm

http://www6.senado.gov.br/con1988/CON1988_30.06.2004/CON1988.htm

Decrees

Decree Number 4.773, of July 7th, 2003.

Deals with the composition, structuring, competences and operation of the National Council of Women's Rights - CNDM, and determines other measures.

<http://wwwt.senado.gov.br>

Decree Number 4.625, of March 21st, 2003.

Approves the Regimental Structure and the Demonstrative Chart of the Commissioned Positions of the Special Secretariat for Policies for Women, an organization within the Presidency of the Republic, and determines other measures.

<http://wwwt.senado.gov.br>

Decree Number 4.316, of July 30th, 2002.

Approves the text of the Preliminary Optional Report to the Convention on the Elimination of all Forms of Discrimination against Women.

<http://wwwt.senado.gov.br>

Decree Number 4.228, of May 13th, 2002.

Creates, within the Federal Public Administration, the National Programme of Affirmative Actions.

<http://wwwt.senado.gov.br>

Decree Number 1.973, of August 1st, 1996.

Approves the text of the Inter-American Convention for the Prevention, Punishment and Eradication of Violence against Women, signed in Belém-Pará on June 9th, 1994.

<http://wwwt.senado.gov.br>

Legislative Decree Number 270, of November 14th, 2002.

Approves the text of International Convention Number 171, of the International Labour Organization, concerning night work.

<http://wwwt.senado.gov.br>

Legislative Decree Number 63, of April 19th, 1995.

Approves the text of the Convention on International Co-operation and Protection of Childhood and Adolescence in Terms of International Adoption, signed in The Hague, on May 29th, 1993.

<http://wwwt.senado.gov.br>

Legislative Decree Number 26, of June 23rd, 1994.

Determines the suspension of the reserves opposed by the Brazilian Government to the signature of the Convention for the Elimination of All Forms of Discrimination against Women.

<http://wwwt.senado.gov.br>

Constitutional Amendments

Constitutional Amendment Number 41, of December 19th, 2003.

Deals with several subjects of the Reform of the System of Social Security in the Interest of Women.

<http://wwwt.senado.gov.br>

Constitutional Amendment Number 29, of September 14th, 2000.

Modifies articles 34, 35, 156, 160, 167 and 168 of the Federal Constitution and adds one to the chapter of transient provisions to ensure the minimum resources for funding health actions and public services benefiting care delivered to women.

<http://wwwt.senado.gov.br>

Constitutional Amendment Number 20, of December 16th, 1998.

Deals with the Overall Regime of Social Security, changing among many other things, women's rights to retirement.

<http://wwwt.senado.gov.br>

Laws

Law Number 10.886, of June 17th, 2004.

Adds paragraphs to Article 129 of Decree-Law Number 2.848, of December 7th, 1940 - Criminal Code, establishing the special criminal type called "Household Violence".

<http://wwwt.senado.gov.br>

Law Number 10.778, of November 24th, 2003.

Establishes mandatory notification, in the national territory, of cases of violence against women served in public or private health services.

http://www.presidencia.gov.br/ccivil_03/Leis/2003/L10.778.htm

Law Number 10.764, of November 24th, 2003.

Modifies articles 240 and 241 of Law Number 8069, of July 13th, 1990 - Statute of Childhood and Adolescence. Includes as a crime the production of photographic activities or of any other visual means, using adolescents in situations of explicit or simulated sex; increasing the penalty if the crime has as its victim a child.

http://www.presidencia.gov.br/ccivil_03/Leis/2003/L10.764.htm

Law Number 10.748, of October 22nd, 2003.

Establishes the National Programme of Encouragement of the First Job for Young People - PNPE, includes a provision of Law Number 9.608, of February 18th, 1998, and determines other guidelines.

http://www.presidencia.gov.br/ccivil_03/Leis/2003/L10.748.htm

Law Number 10.745, of October 9th, 2003.

establishes 2004 as the “Year of Women” and determines that the State shall promote the publicity and celebration of this Year, by means of programmes and activities, including sectors of civil society, with a view at establishing conditions of equality and justice as to the insertion of woman in society.

http://www.presidencia.gov.br/ccivil_03/Leis/2003/L10.745.htm

Law Number 10.741, of October 1st, 2003.

Deals with the Statute of the Elderly and presents a series of matters that concern women in this period of life.

http://www.presidencia.gov.br/ccivil_03/Leis/2003/L10.741.htm

Law Number 10.714, of August 13th, 2003.

Authorises to the Executive Branch to make available at national level a telephone Number meant for receiving denunciations of violence against women.

http://www.presidencia.gov.br/ccivil_03/Leis/2003/L10.714.htm

Law Number 10.710, of August 5th, 2003.

Modifies Law Number 8.213, of July 24th, 1991, to re-establish the payment, on the part of the company, of the maternity allowance to ensured employees and self-employed pregnant women.

http://www.presidencia.gov.br/ccivil_03/Leis/2003/L10.710.htm

Law Number 10.683, of May 28th, 2003.

Deals with the organization of the Presidency of the Republic and of the Ministries, and, inter alia, of the Special Secretariat for Policies for Women and of the National Council of Women’s Rights.

<http://wwwt.senado.gov.br>

Law Number 10.678, of May 23rd, 2003.

Establishes, as an advisory body immediately subordinated to the President of the Republic, the Special Secretariat for Policies Geared toward the Promotions of Racial Equality.

http://www.presidencia.gov.br/ccivil_03/Leis/2003/L10.678.htm

Law Number 10.651, of April 15th, 2003.

Deals with the control of the use of thalidomide.

http://www.presidencia.gov.br/ccivil_03/Leis/2003/L10.651.htm

Law Number 10.639, of January 9th, 2003.

Modifies Law no 9.394, of December 20th 1996, which establishes the guidelines and the bases of national education to include in the official curriculum of the school network the mandatory subject "Afro-Brazilian History and Culture".

http://www.presidencia.gov.br/ccivil_03/Leis/2003/L10.639.htm

Law Number 10.516, of July 11th, 2002.

Creates the national health card for women within the Unified Health System - SUS.

http://www.presidencia.gov.br/ccivil_03/Leis/2002/L10516.htm

Law Number 10.455, of May 13th, 2002.

Modifies the only paragraph of Article 69 of Law Number 9.099, of September 26th, 1995, requiring bail and determining imprisonment to aggressors in cases of household violence.

http://www.presidencia.gov.br/ccivil_03/Leis/2002/L10455.htm

Law Number 10.449, of May 9th, 2002.

Authorizes the sales of latex male preservatives in every commercial establishment, irrespective of the purpose mentioned in the acts of incorporation and of the activities for which establishments are licensed.

http://www.presidencia.gov.br/ccivil_03/Leis/2002/L10449.htm

Law Number 10.421, of April 15th, 2002.

Extends to adoptive mothers the right to maternity leave and maternity allowance, changing the Consolidation of Labour Laws, approved by Decree-Law Number 5.452, of May 1st, 1943, and Law Number 8.213, of July 24th, 1991.

http://www.presidencia.gov.br/ccivil_03/Leis/2002/L10421.htm

Law Number 10.406, of January 10th, 2002.

Launches the updated Civil Code and deals with several matters of interest for women.

http://www.presidencia.gov.br/ccivil_03/Leis/2002/L10406.htm

Law Number 10.317, of December 6th, 2001.

Modifies Law Number 1.060, of February 5th, 1950, which establishes standards for the provision of legal assistance to people needing free DNA tests, in cases in which such testing is required by judiciary authorities in lawsuits aimed at determining paternity or maternity.

http://www.presidencia.gov.br/ccivil_03/Leis/LEIS_2001/L10317.htm

Law Number 10.244, of June 28th, 2001.

Revokes Article 376 of the Consolidation of Labour Laws – CLT, approved by Decree-Law Number 5.452, of May 1st, 1943 and allows thenceforth the payment of overtime to women.

http://www.presidencia.gov.br/ccivil_03/Leis/LEIS_2001/L10244.htm

Law Number 10.237, of June 11th, 2001.

Determines that video tapes recorded with erotic or pornographic movies meant for sale or rental in the country contain, in the beginning, a message recommending the use of preservatives in sexual intercourse. It also determines that tapes that do not contain this message will be subjected to seizure.

http://www.presidencia.gov.br/ccivil_03/Leis/LEIS_2001/L10237.htm

Law Number 10.224, of May 15th, 2001.

Decree-Law Number 2.848, of December 7th, 1940, the Criminal Code, is henceforth in force with the addition of Article 216- A (“Sexual Harassment”), which establishes the penalty of imprisonment for 1 to 2 years for those who harass someone with a view at achieving sexual advantages or favours, availing themselves of their condition as hierarchical supervisors or of the authority inherent to their employment, position or function.

http://www.presidencia.gov.br/ccivil_03/Leis/LEIS_2001/L10224.htm

Law Number 10.223, of May 15th, 2001.

Modifies Law Number 9.656, of June 3rd, 1998, which henceforth deals with the mandatory character of restorative plastic surgery of the breasts in private medical care plans in cases of mutilation following treatment for cancer.

http://www.presidencia.gov.br/ccivil_03/Leis/LEIS_2001/L10223.htm

Law Number 10.048, of November 8th, 2000.

Guarantees special treatment for handicapped people, to the elderly, pregnant women, women who are breast feeding and the people with children in public offices and concessionaries of public utilities, public buildings and public rest rooms and collective means of transportation, establishing penalties for offenders.

http://www.presidencia.gov.br/ccivil_03/Leis/L10048.htm

Law Number 9.975, of June 23rd, 2000.

Adds an article to Law Number 8069, of July 13th, 1990, which deals with the Statute of Children and Adolescence.

http://www.presidencia.gov.br/ccivil_03/Leis/L9975.htm

Law Number 9.876, of November 26th, 1999

Deals with the contribution for Social Security of individual taxpayers, the calculation of benefits; modifies provisions of Laws Number 8212 and 8213, both of July 24th, 1991, and determines other guidelines.

http://www.presidencia.gov.br/ccivil_03/Leis/L9876.htm

Law Number 9.799, of the May 26th, 1999.

Includes in the Consolidation of Labour Laws rules on the access by women to the labour market.

http://www.presidencia.gov.br/ccivil_03/Leis/L9799.htm

Law Number 9.797, of May 6th, 1999.

Deals with mandatory restorative breast plastic surgery the network of units that make up the Unified Health System - SUS in cases of mutilation following treatment for cancer.

http://www.presidencia.gov.br/ccivil_03/Leis/L9797.htm

Law Number 9.713, of November 25th, 1998

Deals with the Basic Organization of the Military Police of the Federal District (aimed at unifying the ranks of male and female military police officers).

http://www.presidencia.gov.br/ccivil_03/Leis/L9713.htm

Law Number 9.601, of January 21st, 1998

Establishes in temporary contracts the minimum period of three months and establishes that this period can be extended for two years. This minimum period and, furthermore the existence of a base of contractual hours in most cases render unfeasible two of the "guarantees" provided for in this instrument: maternity leave and the temporary tenure of pregnant women.

http://www.presidencia.gov.br/ccivil_03/Leis/L9601.htm

Law Number 9.504, of September 30th, 1997

Establishes norms for the elections and, in the general provisions on the registration of candidates, earmarks a minimum of thirty per cent and a maximum of seventy per cent for candidacies of each sex.

http://www.presidencia.gov.br/ccivil_03/Leis/L9504.htm

Law Number 9.455, of the 07 of April of 1997

Defines that the crimes of torture, harassment with use of violence causing physical or mental suffering oblige the perpetrator to confess or to provide information for administrative police inquiries or for legal procedures, or subjects

perpetrators to personal punishment, such as imprisonment for 2 to 5 years and to a fine, added by one third if the perpetrator is a civil servant or holds public office.

http://www.presidencia.gov.br/ccivil_03/Leis/L9455.htm.

Law Number 9.394, of December 20th, 1996

Establishes the guidelines and bases of national education, dealing with child education, which is structured through kindergartens and equivalent institutions for children of up to 3 years of age and pre-elementary schools for children of four to six years of age.

<http://www.senado.gov.br/>

Law Number 9.318, of December 6th, 1996

Includes the circumstances that increase the penalty for crimes perpetrated against pregnant women; changing item "h" of numeral II of Article 61 of the Criminal Code.

http://www.presidencia.gov.br/ccivil_03/Leis/L9318.htm

Law Number 9.281, of June 5th, 1996

Derogates the only paragraph of articles 213 and 214 of Decree Law Number 2848, of December 7th, 1940, Criminal Code, which reduced the penalty for crimes perpetrated against persons under 14 years of age.

http://www.presidencia.gov.br/ccivil_03/Leis/L9281.htm

Law Number 9.278, of May 10th, 1996

Regulates paragraph 3 of Article 226 of the Federal Constitution, which deems stable unions as family units. Vetoes articles 3, 4 and 6, which would allow spouses to register a contract regulating their rights and obligations.

http://www.presidencia.gov.br/ccivil_03/Leis/L9278.htm

Law Number, 9.263, of January 2nd, 1996

Regulates paragraph 7 of Article 226 of the Federal Constitution, which deals with family planning, establishes penalties and determines other guidelines. Vetoes the articles that regulated voluntary sterilisation. Vetoes annulled on August 13th, 1997, published in the Official Gazette of August 20th, 1997.

http://www.presidencia.gov.br/ccivil_03/Leis/L9263.htm

Law Number 9.100, of October 2nd, 1995

Establishes norms for the conduction of local elections on October 3rd, 1996, and determines other guidelines. In paragraph 3 of Article 11 it establishes the minimum quota of 20% of candidacies of each party or coalition for female candidates.

http://www.presidencia.gov.br/ccivil_03/Leis/L9100.htm

Law Number 9.046, of May 18th, 1995

Adds paragraphs to Article 83 of Law Number 7.210, of July 11th, 1984 (Criminal Execution Act). Determines that correctional establishments meant for women should have day-care facilities for children where inmates can breast-feed their children.

http://www.presidencia.gov.br/ccivil_03/Leis/L9046.htm

Law Number 9.029, of April 13th, 1995

Prohibits the requirement of certificates of pregnancy and sterilization, and other discriminatory practices in conjunction with entering or remaining within a legal labour relationship. The interdiction includes the requirement of a test, exam, expertise, opinion, certificate, declaration: or any other procedure concerning sterilization or the state of pregnancy; induction or encouragement of sterilization, control of maternity etc. and determines penalties in such cases.

<http://wwwt.senado.gov.br>

Law Number 8.978, of January 9th, 1995

Establishes that housing developments financed by the Financial Housing System should contemplate, on a priority basis, the construction of children day-care centres and pre-school establishments.

http://www.presidencia.gov.br/ccivil_03/Leis/L8978.htm

Law Number 8.974, of January 5th, 1995

Establishes norms for the use of the technique of genetic engineering (including in-vitro fertilization and "rented wombs") and the release in the environment of genetically modified organisms (GMO), authorising the Executive Branch to create, within the Presidency of the Republic, the National Technical Commission on Bio-security.

http://www.presidencia.gov.br/ccivil_03/Leis/L8974.htm

Law Number 8.971, of December 29th, 1994

Regulates the right of non-legally established couples to alimony and inheritance, provided that they prove to have been living together for over 5 years or the existence of children.

http://www.presidencia.gov.br/ccivil_03/Leis/L8971.htm

Law Number 8.952, of December 13th, 1994

Modifies the Code of Civil Procedures in which reference is made to the process of right recognition and to the cautionary process. Regulates the participation of spouses in the proposal of lawsuits dealing with real real-estate rights – with or without the need for participation.

http://www.presidencia.gov.br/ccivil_03/Leis/L8952.htm

Law Number 8.930, of September 6th, 1994

Includes rape among the so-called hideous crimes that do not allow bail, according to Article 5, numeral XLIII, of the Federal Constitution.

http://www.presidencia.gov.br/ccivil_03/Leis/L8930.htm

Law Number 8.921, of July 25th, 1994

Provides new language for numeral II of Article 131, of the Consolidation of Labour Laws, eliminating the expression “non-criminal abortion”, maintaining only “abortion”, as one of the reasons that justify absence from work.

http://www.presidencia.gov.br/ccivil_03/Leis/L8921.htm

Law Number 8.861, of March 25th, 1994

Guarantees maternity leave to urban, rural and household female workers and maternity allowance to small female rural producers and to self-employed women. The regulation of maternity leave was limited to Social Security. The law provides new language for the articles that deal with maternity leave, articles 387 and 392 of the CLT; modified articles 12 and 25 of Law Number 8.212, of July 24th, 1991; and articles 39, 71, 73 and 106 of Law Number 8.213, July 24th, 1991.

http://www.presidencia.gov.br/ccivil_03/Leis/L8861.htm

Law Number 8.629, of February 25th, 1993.

Deals with the regulation of provisions of the Agrarian Reform and in Article 19 it ensures that the deed of ownership and the concession of use will be granted both to men and to women, or to both, irrespective of the marital status, with preference for heads of large families.

http://www.presidencia.gov.br/ccivil_03/Leis/L8629.htm

Law Number 8.560, of December 29th, 1992

Regulates the investigation of paternity and the form of recognition of children born out of wedlock; of children registered only by the mother and the lawsuits of paternity investigation in these cases.

http://www.presidencia.gov.br/ccivil_03/Leis/L8560.htm

Law Number 8.408, of February 13th, 1992.

Establishes a period of time for legal separation and determines that the woman, at the moment of separation, may resume her maiden name, unless the change of the name ensues serious damage. It also provides new language for the provisions of to Law Number 6.515, of December 26th, 1977.

http://www.presidencia.gov.br/ccivil_03/Leis/L8408.htm

Law Number 8.213, of July 24th, 1991

Regulates the plans of benefits of Social Security for women, such as differentiated retirement and maternity allowance.

http://www.presidencia.gov.br/ccivil_03/Leis/L8213orig.htm

Law Number 8.212, of July 24th, 1991

Deals with the organization of Social Security and ensures to beneficiaries, among other rights, the payment of maternity allowance.

http://www.presidencia.gov.br/ccivil_03/Leis/L8212orig.htm

Law Number 8.009, of March 20th, 1990

Establishes that the dwelling place belonging to the couple, or to the family unit, may not be sold and should not be accountable for any civil, commercial, fiscal or social-security debt or for debts of any other description, made by the spouses or by the parents or children who own the property or who live in it, except for the hypotheses provided for in this law.

http://www.presidencia.gov.br/ccivil_03/Leis/L8009.htm

Law Number 7.353, of August 29th, 1985

Creates the National Council of Women's Rights

<http://wwwt.senado.gov.br>

Provisional Measure

Provisional Measure Number 103, of January 1st, 2003

Deals with the organization of the Presidency of the Republic and of the Ministries, among others the Special Secretariat for Policies for Women and the National Council of Women's Rights. Transformed into Law Number 10.683.

<http://wwwt.senado.gov.br>

Resolutions

Resolution of the House of Representatives Number 15, November 28th, 2003

Adds numerals to articles 235 and 241 and modifies paragraph 2 of Article 241 of the Internal Regulation of the House of Representatives and guarantees the maternity leave for female Federal Representatives.

<http://www.camara.gov.br>

Resolution of the House of Representatives Number 03, of June 25th, 2003

Creates the diploma Woman Citizen Carlota Pereira de Queirós, and determines other guidelines.

<https://www.camara.gov.br>

Resolution of the Federal Senate Number 02, of March 16th, 2001

Creates the diploma Woman Citizen Bertha Lutz and determines other guidelines.

<http://wwwt.senado.gov.br>

ATTACHMENT 2

INTERNATIONAL INSTRUMENTS ON WOMEN'S RIGHTS SIGNED BY BRAZIL

Declaration and Platform of Action of the III World Conference on Human Rights (Vienna, 1993)

http://www.direitoshumanos.usp.br/counter/UNO/Confere_cupula/text/text_3.html

Declaration and Platform of Action of the International Conference on Population Development (Cairo, 1994)

http://www.unfpa.org/icpd/docs/icpd/icpd_spa.pdf and <http://www.pnud.org/ve/cumbres/cumbres05.html>

Declaration and Platform of Action of the IV World Conference on Women (Beijing, 1995)

<http://www.UNO.org/documents/confwoman.htm>

Declaration and Platform of Action of the Third World Conference against Racism, Race Discrimination, Xenophobia and Related Intolerances (Durban, 2001)

<http://www.mulheresnegras.org/doc/Declafinal.pdf>

Summit of the Millennium - Millennium Development Goals.

<http://www.un.org/spanish/millenniumgoals/index.html>

Convention for the Elimination of All Forms of Discrimination against Women - CEDAW (1979).

http://www2.mre.gov.br/dts/cedaw_p.doc

Declaration, Prior to the CEDAW (1999)

http://www2.mre.gov.br/dts/cedaw_Protocol_p.doc

Inter-American Convention for the Prevention, Punishment and Eradication of Violence against Women - Convention of Belém do Pará (1994)

http://www2.mre.gov.br/dts/violence_and.doc

Convention Number 100/1951 of the International Labour Organization – ILO, on the equality of remuneration between men and women .

http://www.ilo.org/public/portugue/region/ampro/brasil/brasil/brasil/info/download/conv_100.pdf

Recommendation Number 90/1951 of ILO: on the equality of remuneration between male and female workers for work of equal value

http://www.ilo.org/public/portugue/region/ampro/brasil/brasil/brasil/info/download/rec_90.pdf

Convention Number 111/1958 of ILO: Discrimination in Terms of Employment and Occupation

<http://www.ilo.org/public/portugue/region/ampro/brasil/brasil/brasil/info/download/convencao111.pdf>

Convention Number 156/1981 da ILO: on equality of opportunities and of treatment for male and female workers with large families.

http://www.ilo.org/public/portugue/region/ampro/brasil/brasil/brasil/info/download/conv_156.pdf

Recommendation Number 165/1981 of ILO: equality of opportunities and of treatment for male and female workers with large families

http://www.ilo.org/public/portugue/region/ampro/brasil/brasil/brasil/info/download/rec_165.pdf

ATTACHMENT 3

ADMINISTRATIVE DECREE (RESOLUTION) NUMBER 45, of AUGUST 26th, 2004, modified by ADMINISTRATIVE DECREE NUMBER 55, of NOVEMBER 25th, 2004

THE SPECIAL SECRETARIAT FOR POLICIES FOR WOMEN OF THE PRESIDENCY OF THE REPUBLIC, in the use of its attributions and bearing in mind the provisions of the Decree of July 15th, 2004, which created the Inter-Ministerial Working Group with a view at formulating the National Plan of Policies for Women, resolves:

Article 1 – To appoint the following members who will make up the Inter-Ministerial Working Group:

1. Special Secretariat for Policies for Women of the Presidency of the Republic, which will be co-ordinated by:
Angela Maria Mesquita Fontes
2. Ministry of Health:
Maria José de Oliveira Araújo
3. Ministry of Education:
Eliane Cavalleiro
4. Ministry of Labour and Employment:
Rita de Cássia Vandanezi Munck – Incumbent
Eunice Léa de Moraes – Deputy
5. Ministry of Justice:
Leila Regina Paiva – Incumbent
Cristina Gross Villanova – Deputy
6. Ministry of Agrarian Development:
Renata Leite
7. Ministry of Social Development and Combat against Hunger:
Hildézia Alves de Medeiros – Incumbent
Helena Ferreira de Lima – Deputy
8. Ministry of Planning, Budget and Management:
Fábia Oliveira Martins de Souza – Incumbent
Luana Pinheiro – Deputy
9. Special Secretariat for Policies of Promotion of Racial Equality of the Presidency of the Republic:
Denise Antônia de Paulo Pacheco
10. National Council of the Rights of Women:
Maria Ednalva Bezerra de Lima

Article 2 - Representatives of the governments of the states, municipalities and of the Federal District will participate in the meetings and discussions of the Inter-Ministerial Working Group.

Article 3 - This *Administrative Decree* (resolution) will enter into force on the date of its publication.

Nilcéa Freire
Special Secretary for Policies for Women

ATTACHMENT 4

MEMBERS OF THE NATIONAL COUNCIL OF THE RIGHTS OF WOMEN

Representatives of Government

Chairwoman: Nilcéa Freire - Special Secretariat for Policies for Women
Technical Assistant: Maria Laura Sales Pinheiro

Minister of Planning Budget and Management: Néelson Machado (acting)
Technical Assistant: Mariana Meirelles Nemrod Guimarães

Minister of Health: Humberto Sergio Costa Lima
Technical Assistant: Maria José de Oliveira Araújo

Minister of Education: Tarso Genro
Technical Assistant: Lúcia Helena Lodi

Minister of Labour and Employment: Ricardo Berzoini
Technical Assistant: Rita de Cássia Munck

Minister of Justice: Márcio Thomaz Bastos
Technical Assistant: Myriam Brea Honorato de Souza

Minister of Agrarian Development: Miguel Soldatelli Rosseto
Technical Assistant: Andréa Lorena Butto Zarzar

Minister of Culture: Gilberto Passos Gil Moreira
Technical Assistant: Flávia Gomes de Galiza

Minister of Social Development and Combat against Hunger: Patrus Ananias
Technical Assistant: Hildézia Alves Medeiros

Special Secretariat for Policies Geared towards The Promotion of Racial Equality: Matilde Ribeiro
Technical Assistant: Denise Antonia de Paulo Pacheco

Special Secretary for Human Rights: Nilmário Miranda
Technical Assistant: Isabel Maria Madeiro Loureiro Maior

Minister of Science and Technology: Eduardo Campos
Technical Assistant: Mari Machado

Minister Foreign Affairs: Celso Amorim
Technical Assistant: Regina Célia de Oliveira Bittencourt

Bodies representing civil society

Articulation of Brazilian Women – AMB

Incumbent: Schuma Schumacher (Maria Aparecida Schumacher)

Deputy: Analba Brazão Teixeira

National Articulation of Female Rural Workers – ANMTR

Incumbent: Justina Inês Cima

Deputy: Lúcia of Fátima Félix da Silva

Articulation of Non-Governmental Organizations of Brazilian Black Women

Incumbent: Nilza Iraci Silva

Deputy: Givania Maria da Silva

Brazilian Association of Women in Legal Careers – ABMCJ

Incumbent: Gisela Zilsch

Deputy: Maria Dirce Mendonça Fonseca

Unified Central of Workers– CUT

Incumbent: Maria Ednalva Bezerra de Lima

Deputy: Carmen Helena Ferreira Foro

General Confederation of Workers– CGT

Incumbent: Maria Lúcia Alves Dias

Deputy: Eliana Fernandes da Cruz Malfarage

Confederation of Women of Brazil – CMB

Incumbent: Márcia de Campos Pereira

Deputy: Edna Maria Costa

National Council of Indian Women – CONAMI

Incumbent: Dirce Cavalheiro Veron

Deputy: Maria do Socorro Pinheiro de Carvalho

National Confederation of Workers in Education – CNTE

Incumbent: Raquel Felau Guisoni

Deputy: Luzia Aparecida de Oliveira

National Confederation of Agricultural Workers – CONTAG

Incumbent: Raimunda Celestina de Mascena

Deputy: Simone Battestin

Federation of the Associations of Businesswomen and Female Professionals of Brazil – BPW/BRASIL

Incumbent: Ana Luisa Fernandes Gonçalves

Deputy: Iria Martins

National Federation of Female Household Workers – FENATRAD

Incumbent: Creuza Maria Oliveira

Deputy: Maria Noeli dos Santos

Forum of Women of Mercosur
Incumbent: Maria Elvira Salles Ferreira
Deputy: Dalva Maria Thomaz Rocha

Articulated Movement of Women of Amazonas – MAMA
Incumbent: Maria da Conceição Maia de Oliveira
Deputy: Maria das Graças Lopes de Castro

Brazilian Bar Association – OAB
Incumbent: Marilma Torres Gouveia de Oliveira
Deputy: Maria Avelina Imbiriba Hesketh

National Secretariat for the World March of Women
Incumbent: Nalu Faria Silva
Deputy: Eleutéria Amora da Silva

National Secretariat for Trade-Union Policies (Trade-Union Force) for Women
Incumbent: Neuza Barbosa Lima
Deputy: Helena Ribeiro da Silva

Brazilian Union of Women – UBM
Incumbent: Eline Jonas
Deputy: Mary Garcia Castro

National Feminist Network of Health, Sexual and Reproductive Rights
Incumbent: Ana Maria da Silva Soares
Deputy: Lia Zanotta Machado

Women with great knowledge on gender issues

Rose Marie Muraro
Clara Charf
Albertina de Oliveira Costa

NOTES AND BIBLIOGRAPHICAL REFERENCES

1 According to IBGE, “To be part of the labour market does not mean to be employed”. That is, the population deemed economically active is the one that might potentially be part of the labour market. It is, therefore, based upon this population that employment and unemployment are evaluated, and that one obtains the rates of employment, unemployment and of activity. Young people and women make up the segments most affected by unemployment. In 2003, while the rate of unemployment among women reached 12.3%, among men it was of 7.8% (PNAD-IBGE).

2 MELO, H. P. de. *Gênero e Pobreza no Brasil. Relatório final do Projeto Governabilidade Democrática e Igualdade de Gênero na América Latina e no Caribe*. Brasília: Special Secretariat for Policies for Women/ Economic Commission for Latin America and the Caribbean, January, 2004. The study took into account poor families having family per-capita income below or equal to half one minimum wage in force in the month of reference (R\$ 180,00) and above one fourth the minimum wage in force (R\$ 45,00). Indigent families have per-capita family incomes below or equal to one fourth of the minimum wage in force in the month of reference.

3 The IBGE deems rate of activity the “percentage of economically active people as compared to people of 10 years of age or more” (IBGE. *Pesquisa Nacional por Amostra de Domicílios: Síntese de Indicadores 2003*. Rio de Janeiro: Brazilian Institute of Geography and Statistics, 2004).

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11 MELO, 2004, op.cit.

12 In the Constitution, the principle is clearly present in the chapter concerning the Individual and Collective Rights and Obligations, Article 5, when it proclaims the equality between men and women in terms of rights and obligations. In the chapter that deals with the Individual Rights of the Urban and Rural Workers, Article 7, reference is made to protection against arbitrary or unjustified dismissal that, should it occur, might ensue the payment of indemnity.

13 ILO. *The hour of equality at work*, p. 53. Geneva: International Labour Organization, 2003.

14 AGENDE. *Direitos Humanos das Mulheres: em outras palavras*, p.23. Brasília: AGENDE, 2003.

15 ETHOS, Institute. *O compromisso das empresas com a valorização da mulher*. São Paulo: Institute Ethos, 2004.

16 Solidarity-based Economy encompasses different economic and social practices organized as co-operatives, federations and co-operative centrals, associations, self-managed companies, movements, community organizations, networks of cooperation and co-operative complexes. It also presupposes the production of goods, service delivery, finance, barter, trade and consumption. To the

extent that Solidarity-based Economy is an economic alternative for the poorest populations and the populations most excluded from the labour market, is often defined as a popular economy.

17 Eecre, C. D. "Os direitos da mulher à terra e os movimentos sociais rurais na reforma agrária brasileira". Revista Estudos Feministas, vol. 12, Number 1, January/April 2004.

18 FAO - United Nations Organization for Food and Agriculture.

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Source: SEADE, *Fundação. Arranjo familiar e inserção feminina no Mercado de trabalho da RMSP na década de 90*. Boletim Mulher e Trabalho, Number 10, December, 2002. São Paulo: Fundação SEADE, 2002. (www.seade.gov.br)

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36 Article 128 of the Criminal Code, which deals with abortion in cases of risk of life for pregnant women and caused by rape.

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