

***BRAZILIAN NATIONAL REPORT ON THE
IMPLEMENTATION IN BRAZIL OF THE PLATFORM FOR
ACTION OF THE FOURTH WORLD CONFERENCE ON
WOMEN (BEIJING, 1995)***

FOR THE SPECIAL SESSION OF THE UNITED NATIONS GENERAL ASSEMBLY
"WOMEN 2000: GENDER EQUALITY, DEVELOPMENT AND PEACE FOR
THE TWENTY FIRST CENTURY"
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PART I

TENDENCIES TO ATTAIN GENDER EQUALITY AND THE ADVANCEMENT OF WOMEN

The government and Brazilian society have made numerous advancements in the area of gender equality, increasing the participation of women in the various facets of social life and changing prevailing mentalities.

The Beijing Conference was in effect a milestone for Brazil. It established a formal paradigm recognized by all social sectors as much within the government as in civil society that equality should be sought, and that all possible efforts should be made to attain it. The impact caused by the Conference in the country occurred also as a result of previous processes, linked to the realization of the Environment and Development Conference (Rio de Janeiro, 1992) and the 2nd World Conference on Human Rights (Vienna, 1993), the World Summit for Social Development (Copenhagen, 1995) and, in particular, the International Population and Development Conference (Cairo, 1994).

The preparation process for the conferences held in the 1990s required civil society to articulate with the State, whether it was to encourage and direct the dialogue, or to provide new information and conceptual instruments on the topics covered. Especially in 1994 and 1995, during the Beijing and Cairo conferences, the country was going through an important moment of political transition, when elections, including the presidential election, were being held at several levels.

Within this scenario, the possibilities for civil society to increase its participation and dialogue with the State created positive expectations and opened up possibilities which previously had not been as significant. The preparation process for the Cairo conference in 1994 was exemplary, serving as a model and providing momentum so that Brazil's position in the Conferences would be the product of a technical and political, public and continuous reflection among the various social actors. In this process, the National Council on Women's Rights, only slightly active at the time, was

reactivated with progressive forces which were genuinely concerned with Brazilian women.

A considerable number of women - apart from the governmental delegation - attended the Beijing Conference. They returned to their work places, inspired to put the defined platform into action. Eyes wide open and sure of their institutions, they looked for ways, publicized information, created new arguments and, above all, and in addition to the legitimacy of ideas and ideals conceived on the local level, had the certainty of an agreement reached among many and, especially among many women. For the Brazilian feminist movement, whose strength to press its views and negotiating capacity were visible and acknowledged among its peers, Beijing meant the re-firing of energies, promoted new networking among women from all parts of the country with different concerns and needs, and brought with it common codes and repertoires for action - the Platform - which has been a powerful instrument to build and give legitimacy to arguments used in the universe of the media and in public life in general.

In particular, the participation of congresswomen in the conference, forming a specific group, was certainly a determining factor, signifying in a way the agreement to build political associations which would be useful during the processes to be faced later by the National Congress.

In this context, "gender equality and equity" could no longer continue to be forgotten and shelved as in the years before.

The commitment of the Brazilian government, the sensitivity of the Brazilian congresswomen, the presence and continuous action of organized women and society in general keeping abreast through the media with such processes could only bring positive results. The Beijing Platform is then a special hallmark for the country, revealing and increasing the potential of what was already in the process of being created and, at the same time, bringing prospects for the future.

Evidently difficulties have also been encountered. There are many, particularly because Brazil has undergone considerable economic setbacks in the past five years. The federal government had to continue with State reform, dealing with the structural adjustment policies and the challenges to stabilize the national economy. Budget restrictions were an important component in all areas of the government as an essential measure to control the public accounts of the country. At the same time, the ministries faced the need to conceive of policies that would fulfill the national commitments made by the Brazilian government to the population, redesign the machinery available to operate, make cuts, restructure teams and produce results with relevant social impacts.

All this process has been accompanied by continuous and intense negotiations with the federal legislature.

The context in which the Beijing process developed then was at once rich and troubled. Undeniable, however, are the advancements made, especially in the field of health, but also in education and labor. There is no doubt that women, young women and girls are definitely better off than they were in 1995. They gained more access to school, increased their participation in the labor market, found more answers to their health demands and are getting more legal assistance to attain social justice. Also significant were the successes achieved in Congress, particularly with the law that established the quota strategy for the candidacy of women to elected office.

It should be stressed, however, that although various policies have been formulated and established with the objective of promoting gender equality and women's progress, especially in the fields of health, education, violence and human rights, it cannot be said that the gender approach has been applied in public policies to reach all areas (federal, state and municipal) or levels (planners, executives and managers) for its implementation. This document basically addresses the policies carried out by the federal government - leaving aside local experiments on course - but also indicates the new difficulties that decentralization policies impose on the country. In fact, to establish programs on a national scale, the federal government depends on the political and budgetary definition of the states and municipalities, neither of which are always so easy to obtain, especially when they deal with gender policies.

The federal government was highly successful precisely in its implementation of broad and general policies. In the case of education, for example, programs designed to increase access of the population in general ended up covering girls - who continue to surpass boys in schooling rates - more comprehensively. Such actions were also accompanied by initiatives to combat gender and race discrimination in textbooks and, chiefly, redistributive measures were taken to reduce the huge regional differences prevalent in Brazil, directly affecting the working conditions of women in the poorest regions of the country. Less successful in education was the fight to eliminate illiteracy among adult women and black women of all ages.

The managers and technical teams of the bodies working in the field of health have shown political will, competence and knowledge of the changes on course in the Unified Health System (SUS) and have made additional funds available. Greater prenatal care was provided, efforts were made to change the quality of the service rendered, to correct the high rates of Cesarean births that Brazil admittedly has, to create standards, to implement policies to fight

uterine and breast cancer, to expand services for abortion aiming to handle the cases permitted by law, and to regulate the Family Planning law, which aims to check and correct the distortions when carrying out sterilization - another large problem in the field of health and reproductive rights faced by Brazilian women in recent decades. Still to be resolved is the difficult process to make contraceptives available through the SUS, attending to the need to continue to encourage double prevention (pregnancy and STD/AIDS) for women. The young women were not forgotten. Initiatives were taken to create partnerships and encourage state and local managers to carry out programs focused on the health of this segment of the population. With these efforts it is hoped that in the next few years significant changes in the indicators will come about, such as maternal mortality rates, which continue to be unacceptably high regardless of the comparison parameter used, be it inter-regional or with other countries.

In the field of human rights, Brazil established the National Human Rights Program without, however, sufficiently incorporating the gender dimension. Nonetheless, steps were taken which should be highlighted, especially the effort made to eliminate the sexual exploitation of children and teenagers in the northern and northeastern regions of the country, to re-articulate the women's defense headquarters and to build shelters. An outstanding social debt still needs to be paid to black women as well as to those women never touched by the policies: they are the poorest of the poor who, as a result of social injustices, continue to be excluded.

Efforts to develop inter-ministerial policies and overcome the fragmentation of the policies were made, but the activities - and especially their final impact - frequently continue to be atomized and remotely known. All of the development of actions still requires enormous systematic and regional follow-up efforts. What can be stated is that government efforts would have created more social justice and would have multiplied in many areas, had the bodies in defense of women's rights had more access and voice in the formulation of policies, had more data and basic information and funds been obtained, and had the State been able to keep pace with the changes coming about in daily life in terms of the assimilation of women's rights as a mechanism of justice and social equality. Important to underscore as a positive aspect are tendencies of the Brazilian government to see that evaluations are made and that transparency is given to its actions.

Above all, however, the policies progressed because of the daily and tenacious effort of the women themselves who, in government structures or in civil society, persistently used their still precarious - therefore immensely

legitimate - power in public life, to make themselves heard.

PART II

FINANCIAL AND INSTITUTIONAL MEASURES

A Financial measures

Discuss how equality and women's advancement were addressed in the national budget

At the federal, state and municipal levels, the government rarely allocates funds specifically focused on the advancement of women. The practice of follow-up to the budget proposal of each ministry to attend to women's needs is also something that does not yet exist in Brazil.

Some feminist NGOs, allied to the feminist caucus in the National Congress, have recently been developing strategies to dispute within Congress still very small fractions in the process of reallocating funds from the budget proposal of the federal government, in order to ensure a specific budget for policies focused on women. Similar practices occur at the state and municipal levels, but in the states and municipalities the presence of articulate feminist caucuses cannot always be assured.

For these reasons it is almost impossible to identify, based on the programs of the ministries of the federal government, or of the state and municipalities, actions in the federal budget which are clearly destined to carrying out gender policies defined by the State.

Though obviously when defining and implementing policies for the general population it is also possible to benefit women, few policies are budgeted specifically for them. Among rare exceptions are the recent initiatives in the fields of prevention and health assistance - especially of reproductive health - and in the area of fighting violence.

B Institutional mechanisms

Discuss structures and mechanisms that have been put into place to institutionalize follow-up to, and implementation of, the Platform for Action. Describe whether similar mechanisms have been established for follow-up to other conferences, such as the World Summit for Social Development or the Vienna World Conference on Human Rights.

After the Vienna World Conference on Human Rights was held, a very broad policy was implemented in Brazil. The National Human Rights Program - PNDH has implemented a good number of policies and proceeded with their follow-up.

The scope of the present report relative to the follow-up of the Beijing Conference covers only federal bodies, except for those cases where state or municipal bodies were followed-up and/or supported by the federal government, or were integrated into actions of the ministries.

The governmental bodies described here, designated to institutionalize, follow-up and implement the Platform for Action of the Beijing Conference (or of other social conferences promoted by the UN in the 1990s), were not created specifically for this purpose.

B.1 CNDM – The National Council on Women's Rights

From the beginning, the National Council on Women's Rights was the body designated to follow-up and implement the Platform for Action of the Beijing Conference. Established in 1985 soon after the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace (Nairobi, Kenya, July 15-26, 1985), it went through various ups and downs as a result of specific political circumstances, and was revitalized as of 1994 due to the favorable national political situation as well as to the international context, inspired by the great UN conferences.

The CNDM is a collegiate body of a consultative nature linked to the Ministry of Justice. Falling within the structure of the Human Rights Secretariat, it receives administrative support through a body called the General Coordination for Gender Equality. It is essentially a political body, interlocutor of the government designed to propose public policies and legal changes. It has no executive nature, since the implementation of the policies it proposes is up to the respective ministries, through specific protocols – especially in

the fields of education, health, justice, labor and Administrative reform, described in Part III of this report. In fulfilling its mission of serving as a link and space for dialogue between the needs of Brazilian women and government entities, It has been identifying an entire set of difficulties resulting from the fragility of an instrument designed in a way which is disproportional to the task society expects it to complete. Despite the efforts made by the Council to ensure minimum operational conditions, bureaucratic and financial restrictions became accentuated over time, making the implementation of its work program difficult. The experience shows that strengthening the CNDM requires changes in its institutional profile and mode of financing as well as in its internal composition and pattern of interlocation with the government. Subject to the influences of every political moment of the country, it regained strength during the 1994 electoral process, resuming links to civil society, as much to form its new composition as to design its action program, drawing on its first far-reaching experience, which was preparing to participate in the Beijing Conference. The CNDM defined its Platform for Action, called *Equality Strategies*, and has worked in conjunction with the Executive at the federal, state and even the municipal levels of government.

Obstacles

The place and institutional setting of the National Council on Women's Rights within the structure of the government must take into account its specific role and importance as an instrument to promote public policies and social initiatives on behalf of gender equality according to the commitments made by Brazil at the Fourth World Conference on Women. The Council also needs better logistical and administrative support as well as more funds to consolidate and expand its program of activities.

B.2 The National Population and Development Commission (CNPD)

Created by the Brazilian government after the Cairo Conference, the Commission has proved to be a highly efficient mechanism to follow-up the Platforms for Action. The CNPD planned a wide range of activities to gather statistical data on the population and development issue and to assess difficulties encountered and the advancement made in terms of reaching the goals laid out at the Cairo Platform. The three powers (legislative, executive and judiciary), NGOs and study centers located in the various regions of the

country attended thematic seminars held in conjunction with other government bodies. Consistent analyses of Brazilian demographic matters were made during these seminars which contributed toward the proposal of a large number of policies to protect the rights of children, adolescents, women, the elderly, for access to land, to enhance the black population and to reformulate social protection mechanisms, such as the minimum income program.

B.3 Intersectoral Commission on Women's Health (CISMU)/The National Health Council (CNS)

At the end of 1996 the Intersectoral Commission on Women's Health was reorganized within the National Health Council with guidelines and a work program approved by the CNS through Resolution 205 of December, 1996. Its role continued to be strongly articulated to the efforts undertaken by the feminist NGOs, establishing at the same time new alliances with diverse sectors represented in the CNS and from civil society. It serves as a political space where the CNDM and the CNPD follow-up and monitor women's health/reproductive health policies. Without any doubt the debate on legal abortion widely publicized in recent years by the media can be considered one of the exemplary roles of the CISMU, which can be illustrated by the highly favorable results obtained in various public opinion surveys.

The work of the governmental structures described here led to the proposal of and follow-up to countless policies, programs and actions which became concrete in the executive, legislature and judiciary, a large part of them with the participation of civil society, especially the NGOs. These programs and actions are described in Part III of this report.

B.4 Coordination of the follow-up efforts to the global conferences

The Brazilian government had conceived of the possibility of making a Technical Council on Social Policies, linked to the President of the Republic, responsible for coordinating the follow-up efforts to the global conferences. However, in practice the follow-up activities were the responsibility of distinct government mechanisms and did not follow the articulated action proposal as presented by the United Nations. This operational difficulty, however, did not keep the anticipated follow-up from being carried out, as described below.

In 1997, the "Special Commission to Study Legislative Measures Aiming to

Implement in Brazil the Decisions of the Fourth World Conference on Women" was established in the Chamber of Deputies. The Commission created a venue to monitor legislative measures already on course or to be proposed in each area considered an object of "special concern" by the Beijing Conference, such as the quota law and the law which checks discrimination against women in the labor market.

B.5 Participation of the NGOs

Describe the role of non-governmental organizations (NGOs) in planning and shaping follow-up activities. Do the members of the NGOs participate formally in the mechanisms established to follow-up the Beijing conference?

Brazilian NGOs are recognized nationally and internationally for the vital role they played to follow-up the preparatory processes and establish the platforms for the social conferences held in the 1990s. The significant actions of the Brazilian feminist NGOs have been enhanced by several networking mechanisms: the National Feminist Network for Health and Reproductive Rights ("RedeSaúde") has nearly 120 associates, including NGOs, university centers and individuals who are politically militant in the fields of health, sexuality and reproductive rights. Another important cementing instrument has been the Brazilian Women's Network ("AMB") (comprised of twenty-eight regional forums, individuals and institutions). All Brazilian states are represented in this instrument, created in 1994, specifically during the process of mobilizing civil society developed to prepare for Brazil's participation in the Beijing Conference.

In the past five years countless members of NGOs have not only supported but participated in the action of all of the follow-up and implementation bodies of the Cairo and Beijing Platforms for Action, among which the Council on Comunidade Solidária should be mentioned, in addition to the CNDM, the CNPD and the National Health Council.

Joining the monitoring efforts following the Population and Development Conference and other UN conferences, the NGOs have privileged the follow-up to the issues of health and reproductive rights, communications and the media, political participation and human rights, especially in that concerning the fight to eliminate violence against women. The follow-up in these last areas works together with the monitoring of the platform for the Vienna Conference by the National Human Rights Plan.

The active presence of NGOs in Brazil has contributed significantly to promoting democracy in the country. They make themselves heard as an essential force in the process toward attaining equity and social justice, as much in the demand for as well as in the implementation of actions. A large part of the actions implemented by the authorities are due to the role played and the momentum provided by the NGOs, especially in the field of health and reproductive rights. These actions have prevailed over the position of conservative sectors in the Legislative, the Executive, the churches and society at large.

The reinvigorated and stimulating relation of the NGOs networks, frequently in conjunction with the CNDM and with the National Congress, catalyzing the possibilities for intervention of the feminist caucus merits special attention.

The Citizenship Observatory, created in 1995 through the initiative of various NGOs working in different countries, became consolidated on the international scene as a monitoring platform for the implementation processes of the commitments made at the social conferences promoted by the United Nations. Since 1997, the Observatory in Brazil (coordinated by the Brazilian Institute of Social and Economic Analyses (IBASE), and comprised of five large NGOs), has invested in a network to disseminate these commitments and to monitor the policies related to them.

PART III

IMPLEMENTATION OF THE CRITICAL AREAS OF CONCERN OF THE BEIJING PLATFORM

A Policies, programs, projects and proven practices

In relation to each one of the twelve critical areas, describe the best practices and innovative actions taken by the government or other actors (NGOs, civil society, the private sector) to reach the objectives in each area of critical concern of the Platform for Action.

I. Women and poverty

A number of strategies and programs were adopted by the government to combat hunger and poverty, favoring the access of women to economic resources, credit, land ownership and housing, as described below.

Comunidade Solidária Program

This program was created in 1995 as a strategy to generate technical and financial resources to combat poverty and social exclusion. It works on two fronts: to promote partnerships (under the responsibility of the Program's Council), with intersectoral articulation at the federal government level, and to maintain a dialogue among the federal, state and municipal levels (under the responsibility of the Program's Executive Secretariat).

The work evolved based on the observation that modern civil society is an indispensable partner of any government in confronting poverty, inequalities and social exclusion.

Thus it began to work along three major lines: adopting measures to strengthen civil society itself, developing political interlocution on social issues with diverse actors and creating innovative programs. These programs, distinguished by a new management model, are offered as a viable alternative

to sheer assistance, characterized by inefficient and outdated centralizing policies.

The strategy of the program was structured by the Executive Secretariat based on a Basic Agenda which has been carried out in an articulated way by five ministries (Agriculture, Education, Health, Labor and Planning) to reach the following objectives: to lower the infant mortality rate, improve the conditions for providing nutritional food to school children and needy families, support the development of early childhood education and primary school, strengthen family agriculture, generate jobs and income and promote professional proficiency and improve housing conditions and basic sanitation. The amount of funds applied rose from R\$ 980 million in 1995 to R\$ 3 billion in 1998, and federal funding allocated to complete the Basic Agenda from 1995 to 1998 totaled R\$ 8 billion.

It works in 1,368 municipalities classified as the neediest in the country, based on data from the 1991 census and other studies. In 1999 the *Comunidade Ativa* Program was created, which works to lower infant mortality as well as in the areas of housing and sanitation.

Infant mortality rates were reduced by 43% in the areas covered by the program. Throughout Brazil, the Project to Reduce Infant mortality - PRMI mobilized diverse ministerial structures, and had an overall amount of investment on the order of R\$ 1,956 billion. In 1999 alone, nearly R\$ 530.3 million were applied, which were distributed to various ministries since, given the multiple causes of infant mortality, diversified actions are required to lower its rates. The program benefits the population through services provided by community health agents, by sanitation actions (water and sewage), increased vaccination and the combat of nutritional needs, among others. In spite of regional variations, the infant mortality rates of Brazil decreased from 115/1000 live births in 1970 to 48/1000 in 1991. Projections for 1998 indicate rates of about 36/1000.

As one example of a successful project, the *Alfabetização Solidária* program began to operate in 1997 with 9,200 students in 38 cities. Until the end of 2000 it will be working in 866 municipalities in the North and Northeast and in the metropolitan areas of São Paulo and Rio de Janeiro, benefiting nearly one million persons.

The last assessment of the program was made in the second half of 1999 based on Module V, developed between January and June of that year. The analysis showed that 44.5% of the students in the module were women (which is an important indicator since due to domestic obligations it is difficult for women to participate in this type of educational program).

Another interesting piece of data: of the total students (200,8000) in Module V, 72.1% came from the rural zones of the northern and northeastern regions.

Both facts show that important work is being done with women and in areas which are barely or never served by social programs.

Capacitação Solidária is another example. Between 1996 and 1998 the program financed 736 professionalizing courses for 21,000 youths. In the first half of 1999, a new breakthrough: one thousand more projects conducted to train 31,000 young people. This activity also cannot be evaluated in numbers. The 1,745 courses that were conducted were proposed by NGOs (982 in total), based on the cultural and economic needs of the communities. For this reason many projects have unusual proposals which would never have been considered using conventional models of professionalizing actions.

A sampling referring to the sex and age of 17,947 youths who participated in the Training Solidarity courses between 1997 and 1998 in Fortaleza, Belém, Porto Alegre, Rio de Janeiro, São Paulo and Recife shows that the profile of the distribution by sex and age is relatively differentiated according to the metropolitan area, reflecting a different logic used in services and in access of the students to the program.

More women in Belém participate in the program, primarily because of their lower ages. This cannot necessarily be attributed to a typically feminine course profile, since although Belém has a high number of students in typically "feminine" courses (classified because of the "low qualification" needed for such courses as "Arts and Performances"), it also has a high number of students enrolled in "masculine" courses (such as agriculture). In other words, the significant presence of girls in the Belém courses reveals that the social organizations working in the locale favor this gender.

The Community Solidarity Council also created **Universidade Solidária**, in which students throughout Brazil develop educational activities - with emphasis on subject material related to women's health - in extremely poor communities. The program has also grown so much that today the work is done throughout the year rather than just during university vacation periods.

Another exemplary action is being adopted by the **Volunteer Program (Programa Voluntários)**, which has already set up 21 volunteer centers throughout Brazil.

Initiatives such as the creation of an information network on the tertiary sector, the **Mobile Art and Culture Project** and the **Project to Support the Handicraft Industry to Generate Income** have also produced excellent results.

Upon presenting the **Project to Support the Handicraft Industry**, the

President of the Council on *Comunidade Solidária*, Dr. Ruth Cardoso, pointed out, "... handicrafts cover a large universe of persons. As we see in most communities, it is an activity exercised by an especially large group of women. It is the small profits of these women which complements the household budget, which sometimes becomes the only source of income. Close observation of the family organization in these locales reveals that the settlement of families on the land is closely tied to the role played by the woman, who becomes stronger as an aggregating element above all when she is able to make a financial contribution". It is estimated that there are about 8 million artisans in Brazil and that more than half of this total are women. In the midst of their domestic duties and educating their children, they weave their cotton cloth, different types of lace, the various fibers known as straw; they model clay, paint, make witch dolls out of cloth, composing with their creativity and their knowledge the whole of Brazilian culture.

Minimum Income Programs

Implemented with financial support from the federal government in the southern and southeastern municipalities of the country, these programs aim to complement individual incomes and incomes of families with children up to 14 years of age who need a minimum basic income, requiring in exchange from the recipient families that those children 7 to 14 years of age regularly attend school. In some states of the federation, the credit is deposited directly in the woman's bank account.

Some of these programs have been systematically evaluated. Their results show that one of the limitations is the exclusion of the poor adult population, notably young adults with no children. Operational and managerial problems related to selection criteria, scale and cost also exist. Nonetheless, analyses conclude that such programs are positive because they meet needs that had not been considered in the policies and programs prevalent in the country up to the end of the 1980s.

The "Special Joint Commission for Studying the Structural and Circumstantial Causes of Social Inequalities and to Provide Legislative Solutions to Eradicate Poverty and Marginalization and Reduce Social and Regional Inequalities" comprised of congressmen and senators, proposed in its final report presented in December 1999, the creation of a "Constitutional Fund to Fight Poverty and the Social Contribution on the Movement or Transfer of Funds and Credit of a Financial Nature". The Fund aims to reduce social exclusion and improve income distribution and the quality of life of the

poor population of the country. Following approval by the federal legislature, it will remain in effect until the year 2020, and 75% of its funding will support the human development of children aged 0 to 14, through minimum income programs, nutritional food baskets, health services, etc.

Other programs

The Letter of Credit Program. Is maintained and paid by the Guarantee Fund for Length of Employment. Almost 32% of the total of 190,000 financings were granted to women.

Land Reform Program. Had as its goal the settlement of 260,000 thousand families during the 1996-1999 period. Twenty-five per cent of those families who received plots of land are headed by women. As far as the Land Reform Program is concerned, the possibilities for interaction between the technical support actions for farmers as well as those focused on the advancement of the rural woman have not been exhausted.

The "Habitar-Brasil" and "Pró Moradia" Programs. Developed as a partnership between the federal government and the state governments, their guidelines include encouraging women's participation and giving priority to issuing land titles in the name of the woman.

Many other programs with potential impact on reducing poverty implemented by the federal government are described in the following chapters, such as women's training programs, income-generating programs, the education of children and teenagers and health, according to the critical area of work.

Obstacles, learned lessons and future actions

As far as the *Comunidade Solidária* Program is concerned, it should be mentioned that difficulties exist to avoid local distortions in the distribution of the benefits, which were investigated because the objective of the program is to combat pork-barreling. Another identified obstacle refers to the negligible mobilizing effect of the benefits granted. For these reasons the program was redesigned while other programs such as the Active Community and Minimum Income programs began to require that the recipients be registered. Though it makes the execution of the programs more complicated, these measures provide for greater control, which can reduce the risk of fraud.

One of the difficulties identified in terms of improving the efficiency of the minimum income programs refers to establishing the amount of the

benefit, which must be commensurate with the minimum needs of the recipient group, instead of being defined by merely dividing the allocated budget by the number of recipients one wishes to cover. Research institutes maintained by the government have been working to overcome this obstacle, and even offer calculations of the amounts they estimate as sufficient.

One of the challenges is concentrated on assessing the gender impacts of the various programs so that they may be revised and thereby generate greater articulation among them. It is also necessary to promote research and more accurate systematic analyses on the situation of women heads of households, the so-called "feminization of poverty", on the inequality among women and the correlation between these diagnoses and the policies to reduce poverty.

As future actions, the definition of policies to fight poverty focusing on the more vulnerable female public can be implemented; to expand minimum income programs, increasing them by adopting minimum levels calculated for the amounts of the benefits, and to train professionals to attend to this highly excluded population. As far as the land reform program is concerned, a relevant action would be to couple actions focused on promoting the rural woman with those to provide technological support to agriculture.

II. Women's education and training

Though the Brazilian educational situation continues to be unsatisfactory, Brazilian women have benefited from greater access to education, occurring in Brazil since the 1960s. At the end of the 1980s, women began to overturn the male advantage in terms of schooling and average number of years of study. In the past ten years, two positive aspects regarding women's education can be observed in the quantitative data, regardless of their statistical sources. The first concerns the higher schooling rates for women compared to those for men; the second concerns a process which is progressively and rapidly increasing the access of the youth of both sexes to primary, secondary and higher education.

Women account for 51% of all enrollment in Brazil from the 1st to the 3rd grade, but they continue to be 60% more illiterate than men (data from the Economic and Applied Research Institute).

This situation suggests that Brazilian society is overcoming its resistance to women's access to education.

Illiteracy

Brazil has a high level of illiteracy of 14.7% of the population 15 years of age or older, according to the National Research by Home Sampling (PNAD), 1996, conducted by the Brazilian Institute of Geography and Statistics (IBGE). In absolute numbers, 15.5 million persons are illiterate. Despite the alarming rates observed in the northern and northeastern regions of the country, general data indicate that illiteracy rates among young men are higher than those among young women. According to the 1998 PNAD, the illiteracy rate among children 10 to 14 years of age dropped from 11.3% in 1993 to 6.9% in 1998. Only in the 50 years or older age group is the rate lower (28%) for men than for women (34.4%), not to mention that among black women the rates are even higher..

Early childhood and pre-school education

The data on early childhood education are more dispersed than those for the other levels of instruction. Researchers who work in the field recognize the increase in the number of spaces while they also mention the problems to be faced in the coming years, inter-relating matters of economic inequality (poverty), gender and race affecting early childhood education in aspects concerning the training of children and the labor market which reproduce gender inequalities.

According to these studies, the most appropriate path to follow to overcome race and gender inequality in the realm of early childhood education would be to invest in the training, proficiency and remuneration of those who work with children. Which means that providing equal opportunities for children regardless of sex, color and social origin requires the training of teachers (more than 90% women) who instruct and care for children in the day care centers and pre-schools, spaces for the education of children and work for women.

Early childhood education, the first phase of basic education according to the new Law of Guidelines and Bases (LDB), is regarded as the initial phase of the educational process, as a continuous process which begins with the birth of the child. Any of the groups and/or scholars who work and discuss the human formation process regard this phase in the same manner.

According to the Department of the Population and Social Indicators of the Brazilian Geography and Statistics Institute (IBGE), in 1998 the total population 0 to 6 years of age was 23,018, 874, while the total of those from 4 to 6 years of age was 9,764,599,

According to a survey published in the same year in the Statistics

Synopsis of the National Institute for Educational Studies and Research (INEP), 3,453,761 of those children ranging in age from 4 to 6 years were enrolled in pre-school, 129,801 enrolled in day care centers (not including those institutions offering only day care centers) and 475,936 were enrolled in literacy classes, for a total enrollment of 4,059,498, or slightly more than 41% of the total pre-school age population.

According to Article 211, paragraph 2, of the Federal Constitution regulated by the LDB, it is primarily up to the municipalities to offer this modality of education. Nonetheless, this does not rule out national public policies which offer this level of education with the necessary standard of quality.

Constitutional amendment No. 14 which created Law No. 9424/96 - the law to create the Fund for the Maintenance and Development of Primary Education and Enhancement of the Teaching Profession (FUNDEF) - was highly discouraging to the municipal systems, since out of the total funds to be spent on education by the municipality, 15% should be allocated to primary education and only 10% of them are to be used and divided among all the other alternatives and levels of basic education, since 65% of them should go to pay salaries and to train teachers. It is also stipulated that the 6-year-old child can attend the first grade of primary education. Though pedagogically this is an advancement, it makes the technical and financial assistance traditionally given to early childhood education even more scarce, due to the great priority given to pre-school and literacy classes.

Little can be reported about day care centers because very few are registered within the educational system of any sphere, and especially at the state and federal levels. The early childhood education scenario today, highlighting pre-school, is more or less as follows:

- 1) 96.6% of the Brazilian municipalities have pre-school.
- 2) there are slightly over 80,000 institutions.
- 3) there is an average of 53.0 students per classroom.
- 4) among the teachers, 7.4% have a secondary school diploma, and 14.9 per cent have a university diploma (1.0% in the federal system, 28.8% in the state system, 47.4% in the municipal system and 22.7% in the private system), according to the Basic Education Statistics Report, MEC/INEP/1998.

Far from being met is the LDB standard for teacher training, compulsorily set at higher education.

Primary education

According to 1998 PNAD, the primary education schooling rate for girls

is higher than that of boys. The proportion of boys from 7 to 14 years of age who are not enrolled in school is 5.6% and that of girls, 5%. Five years ago these percentages were 12.3% and 10.5%, respectively. Data from the 1999 School Census reveal for that year a new increase in the schooling rate of the population in that age group: 96% of children from 7 to 14 years of age are enrolled in school. Nonetheless the dropout and retention rates in primary education continue to be high and greater in the case of boys. In primary school (1st to 8th grades), the proportion between boys and girls out of the total number enrolled is equal, but the number of students who complete this level of education is greater among girls (60%) than among boys ((40%).

The National Curricular Parameters (PCN). These guides, organized by the Ministry of Education (MEC) to orient the revision of the curricula in the states of the federation, contain a roster of "transversal topics" to be incorporated into the instruction of traditional subjects in primary education.

The objective of teaching "transversal topics" is to bolster the fight to eliminate all forms of discrimination and prejudice, favoring the formation of respectful habits and attitudes toward individual differences, based on the premise that, "difference, without hierarchy, is good and should be appreciated". These new curricular parameters, established for students from the 1st to 8th grades, were printed and widely distributed throughout the public educational system.

Sex education. Since the 1980s in Brazil the feminist movement has paid special attention to the importance of sex education in school, where many NGOs conducted a number of pilot experiments that were adopted throughout the past fifteen years in the curricula of private schools and in some public schools. Another great advancement from the standpoint of gender policies was the inclusion of sex education in the PCN. For the first time parameters systematically suggest this topic in the national public school system and explicitly indicate which approaches are to be taken on the historical and cultural dimension of the differences between the sexes, questioning the rigidity in the patterns of masculine and feminine behavior.

Secondary education

In 1998 women comprised the majority among the students enrolled at the secondary and higher education levels: of the 6.9 million enrolled in secondary education, 56% were women, while of the 2.1 million students enrolled in higher education, 54% were women.

Preliminary data gathered by the 1999 School Census conducted by the

National Institute for Educational Studies and Research (INEP) show that the rate of growth in secondary education from 1998 to 1999 reached 11.5%, to include 7,767,000 students, 79% of which are enrolled in the state public school system.

During the period between 1994 to 1999, the rate of growth in enrollment was 57.3%. In 1994, there were approximately 5 million students and in 1999, 7,767,000. There are no doubts that this advancement had repercussions on the increase in absolute numbers of the female students who had access to school.

Nevertheless, despite the increase in enrollment, the percentage of the Brazilian population between the ages of 15 and 17 who attend secondary school continues to be low. Though this number increased from 22.7% in 1994 to 32.6% in 1999, it is far from being satisfactory, compared to the OECD countries where this percentage is 80%.

Other programs

In March 1996 the Ministries of Education and of Justice, through the National Council on Women's Rights (CNDM), signed a Cooperation Protocol aiming to implement a set of actions in the area of public education, emphasizing the combat against gender stereotypes in the school curricula, in the textbooks and in the strategies used to train teachers.

Among the measures adopted by the Brazilian government in the area of education, regarding gender equality, this was the one that was more widely covered in the media largely due to the polemics that unfolded, on one hand by conservative sectors of the churches who were highly critical of the inclusion of sex education in the school curricula and on the other hand, by active members of the feminist NGOs who defended the government proposal.

The training of teachers to cover sex education topics as well as to promote equal rights between men and women has been one of the components of the strategies to train teachers and of the distance education programs, using school TV. This is an exclusive channel transmitted by satellite, installed by MEC to train teachers and to support their class work. Fifty thousand schools have equipment and since 1997 have been receiving three hours of programs per day; with others contracts were signed to develop material and courses with this objective in mind.

Textbooks. Another initiative to combat gender stereotypes under the National Textbook Program was adopted, and implemented by the Ministry of Education. Prior to their purchase and distribution to the schools, books were

screened, passing through quality evaluation, which reinforces gender equality by classifying the textbooks used in the public education system and excluding the use of those having any type of discrimination.

The Fund for the Maintenance and Development of Primary Education and Enhancement of the Teaching Profession (FUNDEF), approved in December 1996 and to remain in effect for ten years, also paved the way for the advancement of policies which can directly benefit women. It provides for the redistribution of funds on the order of R\$15 billion annually among the municipalities, based on the number of students enrolled in primary public education, establishing that 60% of the funds from this source be spent on salaries and teacher training. Among other advantages, it is one of the most far-reaching initiatives ever undertaken in Brazil to enhance women's work, since 85% of the basic education teachers and 80% of the primary education principals are women, not to mention the administrative employees who are also mostly women.

Obstacles, lessons learned and future actions

One of the lessons learned during the past 15 years has been that although the educational indicators for women have improved, reflected in their employability, they have had little impact on narrowing the salary gap between men and women. Or, everything seems to indicate that for women, in terms of income, the rate of return on investment in education continues to be low.

One of the obstacles to be overcome is that of identifying in education the factors - in addition to the prevailing gender and race stereotypes - which should be worked on in order to increase women's opportunities (regardless of race or social origin) for entering the labor market, for obtaining access to decision-making instances, and for increasing their income.

Because the combat against the illiteracy of adult women deals with a segment of the population with very specific needs and their own limitations (such as their prior exclusion from the labor market, the desire or current need to exercise a paid activity or limitations due to visual or physical handicaps), the field requires very well planned policies in order to attract and keep this target public. However, many NGOs working throughout the country have been successful with such a public and may serve as examples for this type of policy.

As far as early childhood education is concerned, as mentioned previously, a large obstacle is the low level of teacher training, proficiency and remuneration as well as a lack of municipal support. The municipalities should

make full use of the recent funds (FUNDEF) made available for primary education by including training the teaching and administrative staff on the equality and equity issues.

The recent inclusion of topics concerning sex education and equity in the national curricula have not been followed-up by consistent steps to train teachers to deal with topics on domestic violence, education and sexual harassment, women's human rights, etc. The impacts of FUNDEF on the teachers' quality of life and motivation should be evaluated. It is also important to consider the need to make adjustments in the transversal curricula so that their implementation will be more successful.

III. Women and Health

The policies in the field of women's health and/or reproductive health comprise an important group of actions which can be considered successful. The changes in the post-Cairo and post-Beijing period occurred in a scenario which included:

- the persistence of the political debate within the women's movement on the topic
- the prior existence of a policy on assistance to women's health, defined and created through discussions held between the State and civil society in the 1980s (which culminated in the establishment of the Program of Total Assistance to Women's Health (PAISM))
- the political decision of the federal government to make women's total health a priority
- the use of new funds for specific programming strategies.

Added to this promising configuration should be the fact that a strong social movement within the field of health exists in Brazil, which since the 1970s has been arguing in favor of maintaining the Unified Health System (SUS), which more than 75% of the Brazilian population depend upon. The SUS is fundamental for making advancements to decentralize health policies, by giving more responsibilities to the state and municipalities to manage resources and establish priorities.

In contrast to what occurs in the field of education, when assessing the quality of the changes in the field of health, one cannot resort to the annual and updated indicators on, for example, maternal mortality rates and the prevalence of contraceptive use. Nonetheless within reproductive health the considerable increase in the number of prenatal consultations and drop in

deaths from AIDS should be highlighted.

The advancements included re-structuring the system itself, developing and publicizing exemplary experiences, re-structuring teams (primarily at the federal level), encouraging the articulation of various programming areas and emphasizing basic health assistance and decentralization. Despite the difficulties encountered to maintain the system within budget restrictions, the efforts made by the states and municipalities to allocate their own funds increase. Recent IPEA data show that the country spends nearly 2% (US\$ 1 billion in 1997) of its budget on reproductive health actions, including expenditures on childbirth and the purchase of medicine - required legally to respond to the demands from the area of STD/AIDS.

The Ministry of Health promoted important changes, re-orienting the system from a remedial model to a model which gives priority to basic health actions. In order to do this, the federal government has been implementing Family Health and Community Health Agents Programs, supported by the state and municipal governments, making use of the Basic Assistance Level (PAB). Such initiatives have been incorporating (albeit slowly) gender issues in their programming actions and, therefore, have been increasing the limits in the technical area of women's health. The concern with the development of gender policies is also reaching other areas of the Ministry of Health, such as the Technical Area for the Health of Adolescents and Young People, and the STD/AIDS Program. Consequently, in the past few years the focus of the attention of government actions was placed on the SUS and not only on the activities of a technical area.

Pregnancy and childbirth

Prenatal. Basic assistance during the prenatal phase was strengthened, which was responsible for the significant increase of these consultations in the SUS, which rose from 1.8 million in 1994 to 7.6 million in 1998. The greatest increase (79%) occurred from 1997 to 1998, due to the inclusion of prenatal follow-up in the set of basic actions which must be developed by the municipalities in order for them to receive funding directly from the federal government and develop their primary prevention strategies. The average number of consultations/pregnancy in 1998 was three and the goal of six prenatal consultations was introduced in 1999 as one of the consistent priorities of the Health Pact, signed by the three levels of government (federal, state and municipal).

A referral system was also created for high-risk pregnancies - by transferring

funds to the states through agreements - to establish a Referral System to Attend to High-Risk Pregnancies, which plans to equip 158 hospitals and/or lying-in hospitals in the country. In order to reach this goal, the amount paid for obstetric hospitalizations was increased in these institutions.

Childbirth. The Ministry of Health modified the payment system for services rendered during childbirth, increasing by 30% the amounts paid to hospital and health professionals for delivery procedures performed by the SUS; payment for deliveries performed by an obstetric nurse and with anesthesia during normal childbirth was introduced. In addition, as the high rates of Caesarian sections in Brazil help to keep the maternal and neonatal morbid mortality rates high, a maximum percentage was established to be paid to the hospitals for performing Caesarian sections. The acceptable percentage for the second half of 1998 was 40% of all deliveries performed, and has been reduced each half year until the rate of 30% is reached in July, 2000. As a result, the annual rate of Caesarian sections in the SUS was reduced from 32% to 28% in slightly over one year. Improvements were made in the notification system between the institutions rendering services and the Ministry of Health. The Ministry of Health also worked actively to approve Law No. 9,534/97 which guarantees that birth certificates and death certificates be free-of-charge, facilitating the statistical registry of live births/deaths per delivery, and leading therefore to greater precision in building health indicators, such as maternal mortality.

Maternal mortality

Maternal mortality rates continue to be high, estimated in 1990 at 114/100,00 live births for the country, reaching 380/100,000 in the northern region.

In order to reduce the maternal mortality rates in the country, the Technical Area for Women's Health of the Ministry of Health established new goals for the level of maternal morbid-mortality in the country and began to lend assistance to the State Maternal Mortality Committees to define work programs and raise funds to carry out its actions. Currently, in addition to the State Committees, 151 regional, 249 municipal, and 38 hospitals committees are operating. The National Mortality Commission was reactivated in 1999.

Fighting cancer

The Ministry of Health also signed a Cooperation Protocol with the National Council on Women's Rights (CNDM) of the Ministry of Justice, making

the commitment to develop actions in the area of family planning and in the area of preventing and combating cervical and uterine cancer. The Cooperation Protocol specified that the Ministry of Health would implement actions in the field of prevention, diagnosis and timely treatment of cervical and breast cancer. Notable among the actions as a result of this Protocol are:

The National Program to Combat Cervical and Uterine Cancer.

Launched in 1998 by the Ministry of Health in conjunction with the National Cancer Institute (INCA), it involved the state and municipal health secretariats to provide care for 3.1 million women by 1,300 health professionals trained to perform the appropriate exams. The campaign cost the Ministry of Health R\$ 57 million in 1998. To guarantee continuity to the program, this amount was maintained in the SUS payment system, as of 1999, with procedures and funds made available directly following the campaign. Additional funds totaling R\$ 25 million per year were placed at the disposal of the states to continue the activities under INCA coordination. The National Program to Combat Breast Cancer Mortality is another plan of action being developed by the INCA.

Contraception

Despite the abrupt and generalized decline in fertility, whose rates (TFR) fell from 5.8 in 1970 to 2.7 in 1991, estimated to reach 2.4 in 1998, in 1996 the Family Planning Law was passed aiming simultaneously to bring a halt to abuse and to standardize access of the population to contraceptives. Contraception is an area not yet totally resolved within the SUS. Data for the entire country show that in 1996, 76% of women legally married or married by common law use some sort of contraceptive method. Female sterilization, along with birth control pills, are the most frequently used options.

Among other aspects, the Family Planning Law formally includes tubal ligation and vasectomy in the range of contraceptive alternatives, specifying criteria for their use, emphasizing the prohibition of its insertion concomitantly with Caesarian section procedures and declaring that surgical contraception can only be performed by those institutions offering the patient all other types of birth control methods, a rare situation in the public health system. Up to 2002, the SUS intends to meet 100% of this demand free-of-charge. In 2000 it should meet 30% of the demand. The Family Planning Law is No. 9,263.

Male condoms continue to be purchased for the most part by the National AIDS Program. The Ministry of Health has been making efforts to begin its own production, estimated at almost 90 million units/year of

condoms, to lower their cost, by installing a factory in Rio de Janeiro. Nearly 150 million condoms/year are currently distributed, a number which could rise to 200 million in the year 2000, at a cost of R\$ 0.04 per unit. In this case centralization continues to be justified since their purchase on a smaller scale by local bodies would raise the price considerably.

Research on female condoms in Brazil is being conducted and the federal government has purchased nearly 2 million units to be distributed among women who are more vulnerable to contracting STD/AIDS, to those who participate in research programs and to victims of sexual violence who participate within the scope of the specific SUS programs. With support from civil society organizations - those associated to the women's movement as well as to the medical profession - the Ministry of Health has been offering inputs for recourse to emergency contraception, which is incorporated in legal abortion services.

Abortion

A highly important item in the Platform for Action of the Population and Development Conference and in the Beijing Platform for Action is the implementation of the Cairo recommendation regarding humanitarian treatment of women in abortion situations and the revision of the punitive legislation. According to the Penal Code in Brazil, in effect since the 1940s, abortion, with only two exceptions, is considered a punishable crime, for whoever performs the procedure and for the woman who resorts to it.

Throughout the past five years, two great battles were waged on the right to abortion. The first one of these began immediately following the Beijing Conference when NGOs, the feminist movement, the National Council on Women's Rights, the State and Municipal Councils, along with a number of congressmen, clashed over constitutional amendment proposal No. 25, which proposed including right to life since conception. The proposal was shelved in 1996.

The second battle refers to the efforts focused on Bill 20, of 1991, which regulated the obligation to provide, within public services, care for abortion cases provided for by law (rape and risk of life for the mother). Despite the continuation of the bill on the floor in Congress, it was favored by direct action from the Executive. After the motion made by the National Health Council was approved, based on a recommendation from the Intersectoral Commission on Women's Health for its regulation, the Ministry of Health endeavored to realize the necessary measures for regulating the practice of abortion within the public health system in those cases provided for by the

law. In 1998 the Ministry of health published the *Technical Norm for Attending to the Woman Victim of Violence*, setting out norms for establishing services to attend to the abortion cases provided for by the law. This technical norm revitalized the efforts to establish services, helping to overcome resistance among health professionals to perform this procedure in the SUS. Sixteen services are now operating to attend to those cases of pregnancy by rape and those which are life-threatening to the mother, indirectly encouraging the practice in the public health system of humanized care for incomplete abortion cases.

All of this mobilization around the abortion issue was publicized by the media which brought about two changes in public opinion: 1. The number of journalists and editors who became sensitive to the right to abortion gradually increased, especially in those cases provided for by the law. 2. Public opinion surveys conducted and widely publicized by two major Brazilian newspapers in 1997 revealed that 83% of the residents of São Paulo favor the practice of abortion in the case of rape and 86% in the case of a life-threatening pregnancy for the mother.

AIDS

Prenatal care, contraception, abortion and sexual violence are the object of actions which cannot be disassociated from the policies for the prevention and treatment of STD/AIDS, because similar to what is happening in a number of countries throughout the world, in Brazil AIDS is also becoming more widespread as a disease of women, the poor and the young.

The AIDS epidemic has grown rapidly among women, currently two men for every woman infected. The chief method of transmission continues to be through heterosexual relations, followed by transmission through drugs. The highest number of cases among women, or more than half of all such cases, is found in the 20 to 34 years of age group. The ratio between the sexes in those aged 15 to 24 is 1:1. The male adolescents and young men with AIDS in this age group contracted the virus primarily through the shared use of injectable drugs. Among female adolescents and young women transmission is predominantly sexual.

The National STD/AIDS program has been creating media campaigns targeted toward women. The use of male condoms has also been encouraged and research was conducted to assess the degree of acceptance of the female condom. Intense efforts have been made to offer the population tests to detect HIV as well as retroviral treatment. Special efforts have been made in the

specific case of women to reverse the vertical transmission of the virus from mother to child by alerting gynecologists and obstetricians. The objective is to guarantee the test at the outset of pregnancy as well as the correct usage of oral AZT doses to the pregnant woman from the 14th week of pregnancy, as well as during delivery and for the infant up to the 6th week of life. Special orientation has also been offered to discourage breast-feeding in these cases.

The STD/AIDS program financially supported vast work done in prevention, services and research conducted by the NGOs located throughout Brazil. The most important research includes: 1. A survey on the sexual behavior of the Brazilian, which conducted interviews in 3,600 households, selected in a probabilistic sampling, representing a universe of 60 million persons between the ages of 16 and 65 who live in urban areas throughout the country. 2. Another on the acceptability of the female condom, involving 2,500 persons who use the public health services, in six Brazilian cities, and 3. research conducted by the National Council on Women's Rights: "Women and AIDS: strategies and prevention". This analysis identifies the questions and sets out statistics.

Other programs

Black Women. Fulfilling the mission to promote gender equity policies associated to race equity policies, the Ministry of Health developed a strategy with actions to benefit black women. Among these the Sickle Cell Anemia Program (PAF) was begun in several municipalities of the country. Other measures included financial support given to clinical research in two *Quilombo* (a hideout for runaway slaves) remnant communities in the states of Sergipe and Bahia, and the introduction of the race/color question on the nationally standardized forms for live birth and death declarations.

Young people. Policies developed by the Ministry of Health also began to include young people. As of 1999 the Technical Area for the Health of Adolescents and Young People was reactivated to implement a gender perspective. The issue of teenage pregnancy has been more widely covered in the media and is a matter of concern to the managers of health programs for teenagers and young people. An International Seminar on Teenage Pregnancy was held in 1999, supported by congressmen and specialists, directed toward leaders in the field of health, state coordinators of health programs for teenagers and young people. Publications were also elaborated for health and educational professionals, to present contemporary issues, including the vulnerability of young people to AIDS, sexuality, contraception and pregnancy

among young people, the absence of boys in the policies focused on teenage pregnancy, gender violence and domestic violence and the use of drugs. Professionals are being trained in family health programs and as community health agents.

Victims of violence. Assistance to the woman victim of violence was made possible by the publication of technical standards to help establish services for women who are victims of sexual violence, including performing abortion in rape cases. Thematic Councils on Violence against Women and against Children and Teenagers were also developed to propose and follow-up the development of policies focused on women in violence situations.

Obstacles, lessons learned and future actions

The development of the public policies for women's health and reproductive health benefited for their implementation from the existence of a number of articulated groups who stand out in the defense of rights in the area of reproductive health, putting pressure on, stimulating and assisting the public sphere to execute these policies. Many activists and specialists in the area also participate in the social control mechanisms and are influential in the political debate on this issue.

The Family Planning Law, which later had several of its aspects standardized by the Ministry of Health, represents a large legal and normative advancement. Its execution, however, within public services will still require many governmental efforts.

The availability of contraceptive methods runs into countless difficulties, three of which are: resistance of the health system managers in accepting that contraceptives are basic inputs for the population, especially for women, and that therefore they should be provided; insufficient purchase of inputs due to weak political and budgetary definition and to the lack of knowledge on buying strategies in the market, which makes it difficult to delegate their purchase to the states and municipalities; the lack of data research to know the real demands and needs for each type of contraceptive method.

Such obstacles create an insufficient and irregular supply of contraceptives and also hinder and jeopardize the educational work carried out by the services, making the supply of contraceptives fall short of the demands of the population.

Recent research conducted on the availability of female and male surgical sterilization, provided for in the Family Planning Law and standardized by the Ministry of Health in 1999, revealed that the law remains on paper, be it because of the number of services offered by the procedure, the resistance of

physicians who had their decision-making power limited by the criteria of the standard and, for this reason (or to contain the demand) impose much more rigid criteria in order to limit access to the procedure, or, the lack of compliance with the law regarding the obligation to offer reversible methods.

Many health professionals do not value the male condom as an instrument for preventing STD and AIDS. In turn, the purchase of female condoms by the federal government is basically provided to sex professionals, meaning that they do not reach others who use the SUS and who also are highly vulnerable to contamination by STD/AIDS.

In addition to these aspects, the horizontal integration among programs and areas which continues to be insufficient and vertical integration among the different SUS management levels create difficulties at the outlet of the health system. Administrative instabilities and lack of continuity associated to the deficient training of health professionals are problems that, throughout the post-Beijing period, delayed the development of consistent actions in the field of women's health/reproductive health.

A continuous technical evaluation of the National Campaign for the Prevention of Cervical and Uterine cancer is needed so that optimum use may be made of the resources channeled to the activities developed in this area.

A considerable obstacle to carrying out the reproductive health policies has been posed by the work of conservative groups, most of which are connected to different creeds and religions who conduct public actions of confrontation and demand the guarantee of policies and rights which have already been attained. They concentrate chiefly on fighting abortion, taking positions against access to abortion for girls, teenagers and women who are rape victims.

As future actions, the technical norms for prenatal and high risk prenatal cases will be published as well as the WHO cautions for assisted delivery. Now in the elaboration phase are a handbook on the rights of the pregnant women (in partnership with the National Women's Health and Reproductive Rights Network) and an agenda for the pregnant woman, in order to follow-up the prenatal phase and evaluate her need for attention.

In conclusion, three other challenges must be faced in addition to contraception: humanized attention to incomplete abortion; the construction of indicators and adoption of strategies to reduce maternal and neonatal mortality; systematic and consistent evaluations of the SUS activities and programs in the field of women's health/reproductive health.

IV. Violence against women

The actions taken by the federal government in the area of violence were largely connected to the National Program for the Prevention and Combat of Domestic and Sexual Violence of the CNDM, an integral part of the National Human Rights Program of the Ministry of Justice - MJ, structured along four basic lines: coordination of inter-ministerial actions, legal reformulation, strengthening of the legal police apparatus and campaigns for public opinion awareness. The adhesion of the state and municipal levels to the National Program for the Prevention and Combat of Domestic and Sexual Violence occurred through diverse initiatives that in many cases involved the joint participation of the governments and civil society. Notable among these are the projects to attend to men perpetrating violence, the conduction of research on the issue, the creation of multi-professional support networks for female victims, projects to redefine the application of Law No. 9,099 (associating the rendering of community services to re-educative programs) and the redesign of police statistics in order to incorporate the specific aspects of domestic and sexual violence. Such actions in the post-Beijing period gave continuity to the lines adopted in previous periods.

The combat of violence against women or gender violence has always been a topic close to the heart of the feminist movement. Since the 1980s, this issue has been gaining more and more social visibility. The sensitivity for fighting it in the context of increasing rights and social justice also grew. In the same decade, government initiatives were established in consonance with building broader democracy in the country, receptive at that time to innovative and exemplary State initiatives, such as police headquarters to defend women, which had national and Latin American impact.

Women's Defense Headquarters and Shelters

The Special Headquarters to Assist Women (DEAMs) are today comprised of a total of 255 units in the country, 124 of which are located in the state of São Paulo. The proposal to create shelters was also incorporated in the 1980s. Currently nine experiments supported by CNDM exist. These two types of governmental facilities are mostly located in the capitals or in important cities in the hinterland of the states, especially in the southern and southeastern regions of the country. They pose challenges as much in terms of establishing this facility in the other regions as in the search for greater uniformity in the service models through exchanging experiences. Three national seminars were

held where governmental and non-governmental experiences were shared on shelters and service units for women in violence situations. The last meeting, held for purpose of exchanging experiences and reflecting on the ethical and philosophical principles guiding the institutional interventions in this area, took place in Rio de Janeiro in December, 1999, and was supported by the National Human Rights Secretariat, among other entities.

Strengthening the women's defense headquarters as well as the shelters had a special place in the project of the National Council on Women's Rights. Protection for victims of domestic violence was promoted through the Integrated Centers for Assistance to Women at Risk of Domestic and Sexual Violence with the elaboration of the Term of Reference to establish and implement the shelters, acquiring a specific funding or, the transfer of federal resources to build and maintain nine shelters (in Brasília, Fortaleza, Macapá, Porto Alegre, Rio de Janeiro, Santo André, São Paulo, Sorocaba and Volta Redonda) through agreements with the National Human Rights Secretariat of the Ministry of Justice, making an approximate total of R\$ 1 million for the 1998-1999 period. Provided for in the bill that covers the Pluriannual Plan (2000/2003 PPA) are US\$ 5.932,20 (shelters) and US\$ 1.479,78 for the headquarters (to train the policemen at the women's defense headquarters and the special courts).

Police officer training. Also encouraged was the training of the policemen in various training projects for professionals in the area of citizens' safety, conducted within the Department of Public Safety (DEASP), of the Ministry of Justice, in conjunction with the Ministry of the Budget, Planning and Administration (MOG). An attempt was also made to establish a common minimum curriculum for the State Police Academies (civil and military) which would contain topics on human rights and citizenship.

Legal reformulation

Discussions evolved around the impact of the Law to create special civil and criminal courts (Law No. 9,099/95) in the field of violence to facilitate the trial of the so-called "petty offenses", such as minor body injuries, intended body injuries, abuse, illegal constraint, threats and trespassing, among others. Although the law was not created specifically to be applied to gender violence crimes, the majority of crimes committed against women registered in the police headquarters have been referred to special courts (not always with positive results, however, since in certain cases the violence becomes de-characterized as a crime and the felon receives minimal punishment).

Notable in the area of legal reformulation is: the reform of the penal code, in preparation, in which the so-called "crimes against sexual freedom" are no longer considered "crimes against customs" and become "crimes against the person". The CNDM also participated on the High Level Commission established by the Ministry of Justice where efforts are being made to establish sexual harassment as a crime, guarantee that rape continues to be a punishable crime and broaden the legal coverage for abortion. Also on the floor in the legislature are 26 bills dealing with the violence against women issue, 14 of which aim to reformulate the penal code. The Executive has a draft legislation to reform the penal code which proposes several changes in this field. The draft proposal for penal code reform is under analysis by the Ministry of Justice and will be forwarded to the Legislature.

Other programs

The following actions among others were added to these government projects: model case complaints, claim for punishment of aggressors, characterization in the penal legislation of domestic violence as a crime that requires punishment, support for the victims; and, also, actions of a preventive nature brought to the fore by the public opinion awareness campaigns: "A Life without Violence is our Right" and "Without Women Rights are not Human" developed in partnership.

The "Regional Pilot Program for the Prevention and Attention to Intra-Familiar Violence against Women - a Program of the Inter-American Development Bank (BID/Brazil)" is being implemented in Rio de Janeiro by the Community Against Intra-Familiar Violence Pact, through the National Human Rights Secretariat. This is an international, comparative project aiming to analyze intra-familiar violence in a low income community and consolidate an inter-institutional network capable of articulating the various services available in the area, thereby making it possible to prevent violence and to improve service to victimized women.

Technical norm. Highlighted here should be the policy formulated by the Ministry of Health, recommended by the Intersectoral Commission on Women's Health (CISMU) of the National Health Council and in response to the strong pleas made by the women's movement, which resulted in the publication of technical norm for assistance to women sexual violence victims (see Part III).

This norm informs all the state and municipal health secretariats of the viability of providing specific services to women in violence situations through the SUS system, including abortion in the cases provided for by the

law. With this norm, the Ministry of Health offers a scenario that authorizes health professionals to perform such procedures, collaborating definitively to overcoming the resistance observed in providing this service. Currently 16 legal abortion services exist in the country, which have the same limitations in terms of geographical distribution and lack of equipment previously mentioned in regard to the women's headquarters and shelters.

There is no doubt that the government is making efforts to develop intersectoral policies, a complex task in a country the size of Brazil where decentralization policies are also being established.

Perpetrators of Violence. A highly innovative action has been the initiative to converse and work with male perpetrators of violence carried out as one of the activities of the Pact against Intra-familial Violence, which was supported by the Ministry of Justice, the Community Pact against Violence, the World Health Organization (WHO) and the State Secretariat for Public Safety of Rio de Janeiro. A seminar held in 1999 promoted the theoretical, technical and methodological debate on the role and action of the offenders, a debate which in Brazil is much less developed than in other Latin American countries. The Ministry of Justice created a commission to elaborate the Law on Domestic Violence.

Financial support has also been guaranteed for projects developed by six NGOs, for actions taken to provide legal aid to female victims of violence, train leaders on the notions of human rights, train public prosecutors, form multiplier citizenship agents and prevent intra-familial and domestic violence.

Actions of an educational nature are being developed by the Ministry of Education through numerous initiatives using audiovisual mechanisms to broadcast educational programs, especially by Future TV and School TV.

One segment which has not yet been addressed by studies or specific actions by the government or society is that of the women and children who have been affected by rural conflicts and in a certain urban area (or areas) by confrontations between the drug traffickers and the police. It is acknowledged that this issue still requires more systematic analyses to assess the impact of the drug traffic issue on girls, adolescents and women.

Obstacles, lessons learned and future actions

One important obstacle in the field of prevention of violence against women is the scarcity of federal funds to provide effective financial support for implementing policies and regional facilities; there is also a lack of motivation for state and municipal funds to be used for such policies. The

governmental facilities available at this time reflect an important quantitative need and unequal distribution in the country.

The diversity of the service models implemented in each unit focused on women in violence situations needs follow-up which minimally aims to obtain common parameters, followed by a technical evaluation. It should be remembered that there are considerable technical and political barriers in the work with male offenders, which should be overcome. The scarcity of policies to carry out work with male offenders poses an important obstacle when an action or intervention to change the mentality of society is considered.

The training and qualifying actions for professionals operating in the women's defense headquarters and shelters should proceed, in order to try to change the biased attitudes of many professionals who do not show empathy when the topic is approached. The range of professionals to be trained to work in the field of violence prevention, human rights, citizenship and gender should be expanded.

The lack of research and systematized data on domestic violence committed against women makes the possibilities for evaluation difficult at the short, medium and long terms. Of particular concern are the tendencies identified by professionals in the field revealing that because some violence cases have not been followed up with punishment, the number of acts of aggression have decreased while the number of homicides identified by the Women's Defense Headquarters have increased.

The creation of federal, state and municipal policies needs to be promoted for the future in order to prevent violence, make corrections and repair damage. Policies need a system of measures and a network of professionals working within a common scenario where feminists participate.

In the various facilities already existing in the realm of public safety, more sensitivity needs to be mobilized and constant training provided so that the professionals may attend to the demands related to domestic and sexual violence. To do this, the isolated initiatives undertaken to train policemen and delegates in a localized and specific way should be reviewed and expanded. Qualified action should replace empirical action in handling public policies.

One measure which might be substantially effective would be the definition of a law on Domestic Violence which could approach the topic not in a punitive way but by discussing it and anticipating government actions which could handle the issue in an integral way as an individual, familial and social process. A law might express the degree of complexity of the issue, which by all indications is being treated as commonplace within the realm of the small claims courts.

Other measures might be adopted, such as the production of national data banks on the services available in the country (service centers, shelters, specialized health units, etc.) and the creation of specialized centers to attend to victims of sexual violence in the federal hospitals. The centers should provide psychological and social support, in addition to medical exams, emergency contraception and legal abortion, and adopt a notification system of domestic and sexual violence based on redesigning the complaints records of the police headquarters. Following the example of what has been happening in the state of Rio, the new design would incorporate information on the type of relation between the victim and the aggressor, the recurrence of aggressions, the exact place where the aggressions took place, etc., creating grounds for the first time for the formulation of police statistics on these types of violence; the development of household victimization research, especially designed to incorporate domestic and sexual violence; elaboration of quality teaching materials (printed and audiovisual) to train and recycle professionals who work with female victims in the service centers, in the police headquarters, the hospitals, the special courts, etc.; and the development of programs to foster research on domestic and sexual violence.

V. Women in armed conflict

VI. Women in the economy

The economy is the most critical area in the restructuring process that has been occurring in Brazil. The scenario for women in the labor market is, above all, paradoxical: women's participation grows and they have greater occupational mobility while occupational segregation and the gender wage gap persist and the rates of women's unemployment rise.

The presence of women in the labor market, which has been rising since the 1970s, is attributed to various inter-connected factors, as much of an economic and social as a cultural nature, such as urbanization and industrialization, the drop in women's fertility, more schooling of women, new consumption needs, new family arrangements and a considerable increase in the number of families headed by women.

Despite the drastic fluctuations occurring in the Brazilian economy throughout the past several years, and despite the fact that women continue to encounter a narrower range of options and earn less than men, even when they have better credentials, such as a higher level of schooling - recent

studies indicate that the competitive disadvantages women had compared to men have been slowly diminishing, above all because of their higher level of education. They also suggest that the higher degree of employability of women would be due to their greater disposition to learn new skills and the attributes forged by their gender condition (such as multiple attention, sensitivity and tolerance in personal relations). Thus this dimension would be a relevant aspect in the increasing level of women's employability.

The ratio of women heads of households in Brazil is one in every four families, or 18.1% of the EAP (IPEA data).

Employment and income

According to data from the National Research by Home Sampling (PNADs), employment of women rises constantly, though the insertion of women in the labor market continues to occur in the same female occupational ghettos. The percentage of women in the Economically Active Population - EAP rose from 31.3% in 1981, to 35.5% in 1990, reaching 40.7% in 1998. 1998 PNAD data show that from 1993 to 1998, the percentage of women among people with jobs, with an educational level equal to or higher than secondary school, increased from 23.2% to 29.7%, while for men this percentage rose from 16.3% to 20.7%. In the case of women heads of households, whites with more than 12 years of education earned an average income of R\$ 559.00, while blacks with the same amount of schooling earned only R\$226.00

Despite the gradual narrowing of the income gap between the two sexes, women's income continues to be lower than men's. According to PNAD data, in 1993 women earned an average income equal to 50.6% of that earned by men.

In 1998 this percentage rose to 59.3%. Data from the Inter-Syndical Department of Social and Economic Studies and Research (DIEESE) show that even performing the same duties, and despite having more education, women earn salaries which are 41.3% lower than men's.

Thus the optimism that the data on women's rising level of education might provoke ends up being relative when the insertion of women in the labor market and their income are taken into account. The large majority of women (70% of the female EAP) work in the tertiary sector of the economy where the lowest incomes are concentrated. A large percentage of women are connected (around 20% of the female EAP) to domestic work which pays the worst average incomes in urban work. Even the men employed in this traditional women's work ghetto (95% are women), have an average income

higher than women.

Despite the promising prospects, for all women at all educational levels income is consistently lower than that of men, and those having less access to education have lower incomes than those who have greater access. Recent studies suggest that there are indications that as female participation in the EAP increases and the gap in income between men and women narrows (albeit slowly), the heterogeneity among women also increases, some benefiting more than others from these advancements: on one hand, those having a higher level of education, employed in the services sector and, on the other, those who work in occupations with lower qualification and income.

It is logical to suppose that black women within this context benefit less than white women. One of the initiatives adopted by the government to obtain more consistent data on the black population was the introduction of the color and race questions on the Annual Roster of Social Information - RAIS, completed annually by employers and on the General Employed and Unemployed Cadaster (CAGED), a form which allows for follow-up to employment and unemployment ups and downs occurring in the formal market.

Even in the services sector, where women earn higher salaries and represent 74% of the labor force, women's salaries are on the average 35% lower than men's. Of the 60% of the working population not formally employed, there are 15% more women than the men. Of the women employed in domestic work (20% of the female EAP), 80% have no social security benefits (IPEA data).

Proficiency

Various governmental measures are being adopted in order to make female labor proficient, generate jobs and income for women and stimulate legislative and normative measures in favor of fighting discriminatory practices.

In 1996 through the CNDM, a Cooperation Protocol was signed between the Ministry of Justice and the Secretariat for Personnel Development (SEFOR) of the Ministry of Labor, to promote policies for professional training focused on the female population, especially socially marginalized women or those in social risk situations.

One of the SEFOR programs, the National Program to Qualify the Worker (PLANFOR), developed with resources from the Fund for Assistance to the Laborer (FAT), is considered a priority by the federal government. It intends to mobilize and articulate all professional training. This program reached the 50% mark in female participation in all training conducted throughout the country

from 1995 to 1998, and in the five Brazilian geographical regions, the percentages of female participation were much higher than those of female participation in the EAP. According to the Ministry of Labor, such investments in women's training in the 1996-97 period were on the order of R\$ 280 million, at an average per capita cost of R\$ 187.40 in 1996 and R\$ 173.10 in 1997. In order to evaluate the black segment of the population served by these programs, the race/ color question was introduced on the SEFOR basic forms.

Other programs

The Program to Generate Jobs and Income (PROGER) was also implemented, within the Ministry of Labor, funded by FAT, which is a set of credit lines for financing whoever wishes to initiate or invest in the growth of his/her own business in rural and urban areas with the objective of generating and maintaining jobs and income. It includes credit, managerial training and technical assistance. Its recipients include those who work informally in small family businesses, microenterprises and cooperatives formed by micro or small entrepreneurs. The profile of services provided by PROGER indicate that 48% of the financings were granted to women.

Another initiative in this area was the promulgation of Law No. 9029/95 which prohibits the requirement of a pregnancy or sterilization certificate for admission to employment.

In 1996 the Working Group for the Elimination of Job and Occupational Discrimination (GTEDEO) was created under the coordination of the Ministry of Labor and with the participation of the CNDM. A tripartite (government, businessmen and workers) representation formed to propose measures against discrimination in the work place, this group pays special attention to women and blacks.

The union movements have been including issues on gender equality in the labor market in their training activities. A growing inclusion of discussions on gender has been registered in the four major labor unions working in Brazil: the Unified Federation of Workers (CUT), the General Workers' Confederation (CGT), the Social Democratic Union (SDS) and the Union Force, which recognize the need to analyze and promote actions strategically and specifically focused on elaborating platforms to promote gender equality.

In 1999 Law No. 9,799 was approved which inserts in the Consolidation of the Labor Laws (CLT) rules on the access of women to the labor market, guaranteeing equal opportunities, prohibiting discrimination in terms of sex, age, color, family circumstances and pregnancy. It also prohibits frisking of female

workers or employees, and stipulates that the spaces in labor training courses given by governmental institutions, by the employers themselves, or by any professional education institution will be offered to employees of both sexes.

Obstacles, lessons learned and future actions

One of the great problems is the scarcity of mechanisms to promote equality/affirmative action in the work place, be it in the public sector or the private sector. In this respect the initiative of the Ministry of the Budget, Planning and Administration (MOG) in terms of researching and promoting equality should be encouraged.

The social security reform now on course in the country is a good example of another type of obstacle observed for the advancement of gender equality, specifically in the realm of the economy but which extends to all of the large policies established by the government. For example, the recent threat to the loss of benefits currently existing, a result of decades of struggle by the women's movement, such as paid maternity leave; also the very recent calculations indicating that even if female retirement benefits at 30 years (5 years less than men) of contribution are preserved, women would suffer cuts of almost 20% on the amounts they would receive if they retire after 30 years of contribution.

These examples reveal the immediate need within the realm of the great governmental policies undergoing change, to provide for systematic follow-up by specialists who study in detail the impact of each one of these changes on the maintenance, increase in or suppression of (as the two examples demonstrate) the opportunities for women and also encompassing the various social levels.

Another obstacle refers to the lack of executive instances in the bodies focused on fighting discrimination. Obviously this does not mean proposing that bodies such as the CNDM or the GTEDEO, for example, be made responsible for executing the policies. It does mean that one of the great obstacles is the lack of permanent personnel who work in these bodies and who are available to execute the decisions presented at the respective meetings so that these decisions may become concrete policies to be carried out by the corresponding ministries and secretariats.

Legislation within the Ministry of Labor gives the domestic servant the option to contribute monthly to the Guarantee Fund For Length of Employment - FGTS. This benefit aims to narrow the gap in rights existing between this and other work categories having a formal job link, and has the

potential of reaching more than 5 million women who are employed as domestic servants (as mentioned above almost 20% of the EAP).

VII. Women in power and in the decision-making process

Elected office

The most significant experiment developed in Brazil on the issue of women's access to power and the decision-making process was the initiative to establish quotas for the candidacies of women to elected office, enacted by the political parties upon the approval of Law No. 9,100/95. For the 1996 municipal elections, the Law stipulated that all the parties reserve at least 20% of their vacancies for female candidacies. The data indicate an increase in the percentage of female mayors and councilwomen occurring in the period from 1993 to 1996: the proportion of female mayors in the country rose from 3.4% to 5.9% and of councilwomen from 7.6% to 12.6%.

The success of the experiment developed in 1995 for the 1996 elections and expanded in 1997 - when new legislation raised the quotas for women's candidacies to 25% in 1998 and 30% in the following elections - was apparently partially due to the parallel existence of a campaign developed by the feminist caucus of the Chamber of Deputies and the Federal Senate and supported by the CNDM and the Women's Movement of civil society, known as "Women Unafraid of Power". Rallies and debates were held during this campaign to encourage women to take part in the race, which resulted in the increase mentioned above. Establishing public funding would be of great interest for similar campaigns.

Up to this time the extent to which the legislation is being complied with is unknown, for more than half of the regional electoral courts do not have sex disaggregated information on the candidacies.

Now on the floor in the Chamber of Deputies is Bill No. 2,355/2000 which proposes an increase in the candidacies quota to 50% for each sex, as of the elections to be held in the year 2000.

Executive offices

The initiative of the MOG, in partnership with the CNDM to establish the National Program to Promote Equality in Civil Service on the executive level, is relevant. According to this program, the federal public administration ministries and bodies must present proposals of equitable participation of

women on their staffs. The initiative originated from a protocol signed between the Ministry of Justice and the Ministry of Administration and State Reform, which proposed a set of actions aiming to promote equal opportunities for men and women in civil service. An analysis of the condition of federal women civil servants was made to compare it with the situation of male civil servants. Some of the tendencies observed are: women comprise 44.18% of the group of federal administration civil servants, and they are more widely found employed in what are commonly known as the social mission ministries: Education, Culture, Health, Social Security and Social Assistance. Within the other ministries (having an economic and infrastructure and internal mission - Planning, Administration and State Reform, External Relations and Justice), women are well-represented only in the Ministry of Industry and Commerce and in the Ministry of the Budget, Planning and Administration. It should also be pointed out no woman was appointed minister by the federal government and only two women are national secretaries. Furthermore, if the participation of white women is relatively rare, it is even more so for black women.

Judiciary positions

Within the judiciary, female judges already hold 25% of the judges positions existing in the federal justice system. Almost 40% of all women who sat for the exams for admission to the first instance courts passed successfully. Nevertheless the most important positions in the judicial hierarchy are still occupied for the most part by men: among 93 positions considered when combining the Federal Supreme Court, the Higher Court of Justice (TST), the Higher Electoral and Labor Courts (TST) and the Higher Military Court, only two of the posts are occupied by women in the STJ, one of them by indication from the feminist caucus. In the TST - the first higher court to have women as ministers - two spaces had previously been occupied by women, yet since 1999 all of the TST ministers are men.

Other empowerment initiatives

Notable among the initiatives to train women to participate in the decision-making process are those undertaken by the various ministries, in conjunction with other bodies, such as the International Labor Organization and the Pan-American Health Organization and civil society entities (union federations and confederations associated to the area of trade, industry, etc.).

The initiatives undertaken within the Ministry of Justice and of Labor were emphatic in their approach to gender and ethnic/racial issues. The seminars "Brazil, Gender and Race: all united for equal opportunities" and the seminar "Multiculturalism and Racism: the role of affirmative action in modern democratic States" were held in the Ministry of Justice. The Working Group for the Elimination of Job and Occupational Discrimination (GTEDEO), was created in the Ministry of Labor as a programming strategy which has the participation of the CNDM.

Among the initiatives in the field of organized civil society is the collective elaboration by unions of the *Survey on gender issues*, which attests to the under-representation of women in union federations as well as to the problems and priorities in the struggle for gender equality.

Obstacles, lessons learned and future actions

The more easily detectable obstacles to the access of women to power and decision-making positions were posed by the lack of permeability on the part of the political and party structures to gender demands as well as the lack of information to make an analysis of the advancements made in this field.

Observed are:

- * a lack of quantitative objectives in the activities developed
- * an excess of initiatives that promote debate on the issues but which do not result in actions
- * scanty statistical data including color/race.

Proposals include:

- the adoption of positive measures, duly planned, funded and implemented in order to create a significant number of women in positions of power and decision-making, especially in the public sphere where governments may act directly.
- to identify women who can assume key positions in spaces of power and relevant decision-making, especially within the Executive, as is the case in the ministries, and in the Judiciary.
- financial support to governmental bodies which, even in decentralized management, can debate with the various instances of the State and propose gender policies.
- to create or strengthen recruiting, access and professional advancement programs to ensure adequate training programs to encourage the political parties and congresswomen to receive assistance and training courses for elected women or those who are running for office.

- stimulation to the organization (institutionalized or not) of women and of their possibility for interlocution with the State in the formulation of public policies.
- the Magistrates' Code should incorporate criteria that favor the parity between the sexes at the highest hierarchical levels of the judiciary.
- specific resources should be channeled to establish a CNDM data base, which assembles the information available on the condition and situation of women in Brazil.
- the introduction of gender analysis procedures when implementing and evaluating policies.
- the availability of disaggregated statistical data in official research.
- the assignment of a specific percentage of the funds for electoral campaigns coming from the Parties' Fund, or funds of another nature, to finance women's candidacies in minimal proportion to their participation in the number of candidates, and
- the creation of mechanisms which favor the political training of women within the political parties and entities representing civil society

One of the lessons learned is that the existence of legislation, on its own, will not adequately ensure the promotion of candidacies. It becomes relevant to proceed with the implementation of media campaigns, dissemination of information on the existing legislation and instructional support material to the parties and the candidates, as occurred in 1996. The National Council on Women's Rights intends to include in its action project for the year 2000 the development of a campaign similar to that developed in 1995/96, inspired by the perception of a gain in the vitality of the political process occasioned by actions of this nature.

VIII. Institutional mechanisms for women's advancement

Notable among the institutional mechanisms Brazil currently has during the post-Beijing period to promote the advancement of women are: the National Council on Women's Rights, the National Population and Development Commission and the Intersectoral Commission on Women's Health of the National Health Council. These bodies existed prior to the Beijing Conference and have been reformulated or renovated due to contemporary needs and demands to promote, supervise and evaluate the development of public policies focused on promoting the life of women.

The National Council on Women's Rights

The CNDM is a collegiate body created by Law No. 7,353 of 1985. Since 1997, it has been linked to the State Secretariat for Human Rights of the Ministry of Justice. As it is comprised of representatives from the government and civil society, it is a hybrid body and acts to bring the concerns, needs and interests of women within the realm of the State.

The process of creating and operating the State and Municipal Councils depends on the local executive powers and the degree to which groups working in civil society are mobilized. Currently 50% of the Brazilian states have State Women's Councils actively operating, while only 1% of the municipalities have this mechanism. In absolute numbers there are 67 structures similar to the CNDM, bodies which are not policy executors but policy negotiators, having as interlocutors at the same time the State and civil society.

Analyzed from the standpoint of geographical distribution, it is observed that they exist in less than 1% of the municipalities in the northern, northeastern and mid-west regions, and in approximately 2% of the municipalities in the southern and southeast regions. At any rate, the sensitivity of the municipal governments for installing such mechanisms continues to be tenuous. The state councils are also distributed unequally among the regions of the country: only in the southeastern region do councils exist in all of the states, despite the efforts made by the CNDM urging governments to promote their installation.

Cooperation Protocols

In order to implement its mission after Beijing, described in the publication, *Equality Strategies*, which traces an Action Plan for governmental policies and civil society initiatives focused on eliminating gender discrimination and consolidating women's citizenship, the National Council on Women's Rights created instruments to foster commitments between the federal, state and municipal governments to promote specific policies: the Cooperation Protocols. As described in several previous items, a number of protocols were signed with the Ministries of Education, Health, Administration, Labor and Justice. The states of Alagoas, Rio Grande do Norte and Paraná also signed protocols of adhesion to the Beijing Platform. Only six of the 27 state capitals in the country (Curitiba, Palmas, Porto Alegre, Recife, Rio de Janeiro and Salvador) signed the said protocol, as well as only 31 municipalities - a small number considering there are 5,098 municipalities in the country.

The National Population and Development Commission

Another institutional mechanism relevant for projecting the advancement of women's condition in the country is the CNPD. Created in August, 1995, and installed in November of the same year soon after the Beijing Conference to work on a wider variety of policies, it has the defense and the mobilization of the State to promote the situation of women in the country among the results of its actions. It is also comprised of members who work in governmental and non-governmental areas, striving to establish partnerships which promote and stimulate the formation of committees, the conduction of seminars, and follow-up to policies. Among its numerous achievements are its representation on the Intersectoral Commission on Women's Health and its direct action with the Executive in matters directly related especially to the field of reproductive health. It also holds national seminars on jobs and violence and makes an analysis on the public policies focused on the young people in the country.

The Intersectoral Commission on Women's Health

Equally relevant is the role played by the CISMU, a commission which assists the National Health Council in the area of women's health policies and/or reproductive health, which was reorganized in 1996. The CISMU promoted the articulation among the various technical areas of the Ministry of Health, above all during the immediate post-Beijing period. The technical areas of the Ministry of Health during these years still lacked dynamism and consonance with the agreements established in Cairo and Beijing, or were only slightly compatible with the orientations established in the PAISM. It also promoted articulation between the concepts of the women's movements in the field of health, increasing the array of possible alliances with other social actors, such as the National Council of the State Health Secretariats (CONASS) and the National Council of Municipal Health Secretariats (CONASEMS); promoted the participation of the women's movement at the National Health Conference and, more specifically, ensured that resolutions were made to project actions in the field of reproductive health within the Ministry of Health.

Currently participating on the CISMU are NGO representatives who have accumulated knowledge in the field of health and reproductive rights, such as the Brazilian Federation of Gynecology and Obstetrics (FEBRASGO) and the Brazilian Collective Health Association (ABRASCO).

Obstacles, lessons learned and future actions

An important obstacle to the creation of domestic mechanisms for developing policies which promote gender equality and equity is the continuous frequent lack of sensitivity on the part of governmental leadership and, especially, the fact that the councils are not formed as specific budgetary units. Moreover, they are limited in their scope to insert the gender dimension from the moment the policies are formulated.

Though the advancements made by the State with the institutional mechanisms at the various levels (federal, state and municipal) described above have been significant, a certain immaturity exists on the part of the State to meet the real demands of gender public policies in all government areas, which indicates a need for medium-term changes in these bodies. Stratified data by sex and color, appropriately designed policies, professionals trained in all areas seem to require the formation of a body as a budgetary unit, that has duly prepared professionals and becomes an entity which permanently and continuously keeps up with all the large gender perspective government policies. That is, a government sector which can permanently analyze the risks and opportunities that the policies can proffer girls, young women and women of all ages as well as boys, young men and adult men when necessary. Among the policies to be analyzed possibly the analyses on the economy policies of the government would be notable.

IX. Women's human rights

Since 1993 the country has been developing initiatives - especially on the federal level - concerning the promotion of human rights. Brazil lived up to the commitment signed at the Human Rights Conference held in Vienna in 1993, by officially launching the Human Rights Program (PNDH) in 1996 by Decree No.1,904/96 of the National Human Rights Secretariat, linked to the Ministry of Justice and having privileged status in the federal government. The PNDH grew out of the discussions held between the government and various instances of civil society, representing the possibility for actions to be developed to rescue human rights in the country, initiated with approval of a project which characterized torture as a crime and of another that indemnified the families of missing political activists. The program places emphasis on the institutional mechanisms to guarantee the rule of law in democracy, emphasizing the acquisition of the citizens' civil rights. The program has a set of 154 short-term, 58 medium-term, 14 long-term, and 7 implementation and

monitoring measures, and is considered a relevant initiative by non-governmental organizations.

Prevention and Combat of Domestic and Sexual Violence

The National Program for the Prevention and Combat of Domestic and Sexual Violence was defined jointly by the CNDM and the PNDH specifically with respect to overcoming violence against women by planning inter-ministerial actions. However, it should be underscored that the risk of budget cuts in the PNDH affected the project to build and reform shelters, to be established by agreements made between the CNDM and the municipalities interested in their development (as described in the item on Women and Violence). Episodes of this nature, overcome through the organizational and political argumentation efforts of the CNDM and the women's movement, show how policies focused on women are still tenuously established within the Brazilian State and depend on monitoring and a special, constantly directed policy action.

Dial a Complaint ("Disque-Denúncia") services, a free telephone line available in some states to receive complaints from women in violence situations, as well as *SOS-Woman ("SOS-Mulher")* services which provide assistance to the woman victim of violence, by offering legal, psychological and social orientation, were established in some state and municipalities.

The following actions were also developed within the realm of the PNDH:

- * the National Campaign to End the Exploitation and Sexual Tourism of and Violence against Children and Adolescents, represented by civil society, including the women's movements (Executive Secretariat for the Brazilian Women's Network and the Brazilian Collegiate Body of Women Attorneys).
- * the Community Pact against Intra-Familial Violence focused on making the family aware of the importance of peaceful relations, sensitizing society to prevent and combat domestic violence.
- * The Amazon Children's Agenda, a pact signed among the states in the region, cooperation agencies and non-governmental organizations to face the problems of the adolescent and child population, including the issue of sexual violence and exploitation of children and teenagers. This program includes the TXAI project specifically centered on sexual violence, which integrates the actions in the seven states of the northern region in Brazil.

Violence and health

Also established within the Ministry of Health by an agreement with the PNDH, were two Thematic Councils (Domestic and Sexual Violence against Women and Violence in Childhood and Youth), both formed in order to collaborate on the definition of general and specific guidelines and strategies for each segment of the population to be submitted to the National Health Council. Support was also given to the states to establish and expand activities to prevent and treat injuries resulting from domestic and sexual violence (see parts III and IV) as well as to train community health agents, which included human rights aspects and orientation on the role to be played by the community to prevent violence.

The Ministry of Health directly conducted several training programs for technical personnel, focusing on aspects related to human rights and violence:

- The Acother project, the result of an agreement between the Ministry of Health and the Brazilian Nursing Association to distance train roughly 200,000 nurses and assistant nurses to lend assistance to adolescents and young people, focusing on the violence aspect.
- multi-professional training of teams to attend to adolescents and children in health services and public schools in the northern and northeastern regions, including the topic of violence in the context of prevention, assistance and promotion of health actions.
- distance training of family health teams on adolescents' health, involving the topic of intra-familial violence, which includes gender violence
- formation of the Regionalized Inter-Institutional Network - RIR Project, which works in the field of violence against children and adolescents, training human resources and creating intersectoral service routines.

Other programs

Notable among local experiences are the training programs for civil and military police in São Paulo and Rio de Janeiro, and the action of the State Health Secretariat of Pernambuco with the Council on the Defense of the Rights of Children and Adolescents.

In partnership with the State Labor Secretariats and non-governmental organizations, SEPOR of the Ministry of Labor established actions directed to young people who are not fulfilling military service, training them on matters related to human rights, citizenship and gender, offering them supplementary school courses and proficiency courses.

Among the actions focused on the defense of women's human rights are

those developed by the Latin American and Caribbean Committee to Defend Women's Rights (CLADEM), in conjunction with other civil society organizations and supported by governmental bodies, especially the campaign "Without women rights are not human" (see Part IV).

Obstacles, lessons learned and future actions

There is little awareness and sensitivity in ministerial circles as well as in the rest of the other governmental instances of the diverse nature of the gender hierarchy built in society.

Still under discussion and relevant is the proposal to elaborate and publicize a *Quality Manual* within the National Human Development Program which would establish limits and seek commitments from businesses and television networks to deal with sex and violence scenes, where sensitivity to the approaches to gender and race is taken for granted.

A challenge for the National Council on Women's Rights and National Human Development Program is the creation of a clearer agenda in terms of the articulation of reproductive and sexual rights as human rights.

X. Women and the media

Actions of the National Council on Women's Rights

For the CNDM, communications is considered the best instrument for fueling public debate, the space for presenting and sustaining ideas, the argumentation field in which the women's cause gains wider exposure. Communications as a strategic field was one of the priorities established by the Brazilian delegation at the Beijing Conference, ratified in the document, *Equality Strategies*. Since then, the CNDM counselors and presidents have established media strategies which make it possible to invest in the presence of women in the debate on democracy, providing visibility to the cause of women, defending women's rights and criticizing prejudices in countless manifestations of public opinion in the mass media. Members of the Council published more than one hundred op-ed articles in a number of newspapers and magazines from different regions of the country and participated in programs shown on Brazilian television before large audiences.

The CNDM formed partnerships to develop nationwide campaigns in order to make known to the public at large the notion that violence

against women is a crime: the campaign "A life without violence is our right", promoted by the United Nations, and the campaign "Without women rights are not human", in partnership with the CNDM, the CLADEM and the Feminist Study and Advisory Center (CFEMEA).

The Council is also constantly in contact with the radio networks focused on women, which have proved to be excellent vehicles for publicizing the campaigns and strategies created to combat violence against women.

NGO actions

Nevertheless, because of their scope, the importance of their impacts and the urgency to obtain results in order to make the necessary changes in public opinion, the communication strategies cannot and should not remain exclusively in the hands of governmental organizations. In the past five years, some Brazilian NGOs have focused on actions in the media, in order to help overcome the sexual stereotypes among media professionals and within national public opinion.

These groups adopted numerous strategies for their actions: training NGO leaderships to use the new communication technologies, in order to interact with the media and to elaborate information adapted for use by journalists, publication of op-ed articles and interviews given on the large radio and television networks, monitoring material published by the major newspapers and systematic publication of an analytical bulletin on the press media as well as interaction with journalism schools and national media watch groups.

All of these efforts have resulted in an increase in the presence of women's voices in the public debate on topics such as abortion and violence against women. Another positive result is that the NGOs, as a rule not highly regarded by journalists as sources of information, are gradually preparing to turn into reliable sources and are therefore becoming more visible.

Obstacles, lessons learned and future actions

One of the factors that made governmental and Brazilian NGO action difficult (and continues to make it difficult) in this strategic field is the lack of tradition and experience in participating in the battles fought through the media. An exemplary lesson offering optimistic prospects, refers to the success of the information network and contacts organized by the NGOs, the CNDM, the feminist caucus and other leaderships in order to raise discussions on the

abortion issue over the past five years, which included voting on a bill and the publication of standards by the Ministry of Health.

Another obstacle refers to the fact that among the traditional international agencies that fund Brazilian NGOs in the feminist field, very few are attuned to the importance of financing projects in the media field. Nonetheless, an encouraging prospect in two aspects emerges from the frequent contact with journalists and editors. The great mass media are increasingly realizing the magnitude and the importance of the female audience and for this very reason are becoming sensitive to the publication of material targeted toward this public. It has been observed at the same time that the approach to topics concerning health and behavior substantially increase their sale and their public. It is up to the governmental mechanisms and to the NGOs to explore these gaps in the years to come to broadcast news that argues in favor of women and helps fight prejudice.

The following future actions are recommended:

- action programs to promote gender awareness in media professionals.
- campaigns to encourage women to participate in politics.
- stimulation for more women to participate in the vehicles of communication.
- support for public opinion awareness campaigns on gender equality and women's rights.
- dissemination of information on the success stories and achievements of women's organizations and women in powerful positions
- the elimination of sexist stereotypes and the transmission of positive images of women and girls in the large media.
- the institutional advertisements of public bodies should respect parity when presenting male and female figures and encourage the use of images which respect and value women as participants in the public life and socio-economic development of the country.

XI. Women and the environment

When the formulation of governmental policies is taken into consideration, the debate on the environment and women in Brazil and in other countries as well may have been damaged by the strong birth control perspective in poor countries, strikingly evident on the first agendas of environmentalist action.

Having overcome this discord, two matters have consistently arisen in Brazil relating environmental projects to women:

- * the development of projects which promote an improvement in the quality of life of the population and which are self-sustainable. Projects of this kind cannot fail to be viewed from the angle of the relation of women to productive activities. Above all in rural communities, women exercise activities directly related to the environment. The same occurs in urban areas, albeit in a more complex manner.
- * Society also needs to be made aware of the impact direct aggression on the environment by pollution may have on fertility. One should speak of the demographics of environmental risks which could directly involve the female population, reproduction and consequently reproductive health and its interfaces, such as health in the workplace.

Obstacles, lessons learned and future actions

Despite the development of governmental initiatives undertaken in relation to the environment, the gender perspective was not taken into account by such policies. From 1991 to 1996 the Ministry of the Environment, of Water Resources and of Legal Amazonia created the National Environment Program, supported by international agencies and by the United Nations Development Program (UNDP). The program promoted the creation of institutions, consolidated environmental areas, assuming their control and conservation, especially in the Atlantic forest, the Pantanal and the coastal zone. It also attempted to make operational the sustainable development concept, which associates economic production, income distribution, ecological sustainability and the participation of civil society. Notable among the relevant non-governmental social actors involved was the SOS - Atlantic Forest Foundation. However, neither the government nor civil society promoted gender policies or gender analyses of the existing policies.

Nevertheless it can be stated that the major problems of Brazil in the area of the environment are urban ones, especially those connected to sanitation and the drainage of pluvial waters, defense of water quality and to the food consumed. Frequently floods have caused huge problems for the poor population (where more households are headed by women).

The area has huge potential for the adoption of gender perspectives and the elaboration of specific policies, however it brings up the built in risk of placing women at the helm as caretakers of the living conditions of the population, which might reinforce the traditional gender patterns and which should be combated.

XII. The girl-child

Within the spirit of the decisions made at the Beijing Conference to focus on the promotion of the rights of the girl-child as a point departure for action to fight discrimination against women, it should be mentioned that Brazilian girls largely benefited from the implementation of public policies that focused on women during the period.

On the other hand, it is important to stress that the set of governmental and non-governmental efforts directed toward protecting the rights of children and adolescents as a whole were also responsible for the improvement in the general living conditions of girls in Brazil.

In effect, such positive results are evident above all in the area of education, where notable are the increase in access to pre-school and primary education, the inclusion of sex education in the national curricular parameters and the revision of stereotypes in the textbook. The minimum income programs also naturally had a positive impact on the population of children and teenagers in general.

It is important to note that in the field of education in contrast to many developing countries, more girls are enrolled in school in Brazil than boys. Recent UNIFEC data for 1997 indicate lower illiteracy rates in all age groups of girls: thus, while the rates among boys and young men from 10 to 14, 15-17, 18-19, 20-24 were 11%, 7.3%, 8.3% and 9%, respectively, the rates for girls and young women of the same ages were 6.4%, 3.5%, 4% and 5% respectively.

Despite the favorable aspect as far as access to education is concerned, Brazilian girls continue to face serious situations in which their rights are violated, especially in terms of the persistence of child labor and its legal and anti-social ramifications, such as prostitution and drug trafficking. Such a situation is unacceptable to the Brazilian government which endeavored during the period and continues to make efforts to strengthen integrated actions to fight abuse and the sexual exploitation of children and adolescents in general, and of girls, in particular, the direct target of such violations.

Analyses made by non-governmental networks indicate that the sexual exploitation of children and teenagers has been observed particularly almost always in the coastal regions, in ports and at borders and, though it may affect a varied universe of children and teenagers, it predominantly occurs among girls and young women from low income levels who live on the outskirts of urban centers.

According to the same analyses, the governmental responses to confronting these violence situations are still relatively recent and localized,

for the most part in the Northeast of the country. The experiments to fight such practices have been taking place based on the institutionalization of paradigms of rights and on strengthening the concept of guarantee of rights. They therefore incorporate the perspective of the right that originates in the national legal instruments, such as 1988 Constitution of Brazil, and the Children's and Adolescents' Statute (ECA) of 1989. And they reflect the principles and the provisions of the United Nations Convention on Children's Rights of 1989, of which Brazil is a member state.

Brazilian policies to combat the sexual exploitation trade of children and adolescents seek to eradicate the phenomenon, have a decentralized administration and are organized in partnerships and in project and program networks in cooperation with the governments and non-governmental organizations. They focus on prevention, rehabilitation and defense. The media and the organizations have played a relevant role in this process helping to make society in general aware of the need to defend and guarantee the rights of Brazilian children and adolescents.

Obstacles, lessons learned and future options

The issue of the girl-child did not become an effective priority for the Brazilian government which did not formulate systematic and specific public policies, projects and programs for this group.

Thus the service rendered to the girl-child suffers from such an omission, and consequently there is a lack of coordination in the actions and of the articulation among the organizations involved as well as a lack of human resources and the low level of their qualification. Moreover, specific data on the phenomenon are non-existent.

Future actions should include: the decision to give more priority to improving the situation of girls by systematically promoting their rights; the comprehensive study of the specific circumstances in the country on the most serious violations of their rights, such as sexual exploitation and violence, including in domestic work; efforts made in the necessary gathering of specific data to better understand and be able to confront the prevailing difficulties; the formulation of appropriate public policies; the survey of programs, projects and executed actions, aiming to increase the resources channeled to this area; the training of professionals specifically to serve in this area and the articulation of national and international networks to monitor the traffic of children and teenagers.

B Obstacles encountered

Which obstacles were encountered and which lessons were learned in implementing policies and other measures in each critical area of concern?

The obstacles identified in each one of the critical areas deserve to be seen as a whole.

Lack of general and professional training. Many social policies in the area of health, education and the fight to eliminate poverty and violence were hampered because of the lack of personnel trained in matters of discrimination and social exclusion. There is a shortage of training programs for professionals who work with adolescents and young people, or for teachers who should give classes on sex education, and work together with their students on topics such as domestic and sexual violence, human rights, not to mention the serious limitations to provide training for professionals who work with rural workers and deal with the recipients of the minimum income programs or render services in the Special Women's Defense Headquarters and receive training in the police academies. Health professionals need specific training to improve the quality of prenatal care, so they may help to lower the still alarming rates of maternal mortality.

Lack of statistical data. Another type of obstacle, also observed in other countries, refers to the lack of gathering, systematizing, synthesizing and analyzing statistical data which may help to plan and make the policies focused on women more effective. This scarcity makes it difficult to identify the specific circumstances of the regions of the country, in terms of race, ethnic background/color, social segment, state of poverty and exclusion, educational situation, etc. Such identification could help create programs which are more focused on the more vulnerable groups with more efficient results. Added to this, or perhaps even as a result of this, is the lack of the technical ability of the program managers and executors (and also of NGO members) to know how to handle the available data.

Lack of technical evaluation. In health specifically, but also in other areas, after addressing the obstacle represented by the lack of legislation and/or of standardization for the services rendered to women in the numerous programs and services listed throughout this report, what is lacking is the implementation of a technical evaluation, using parameters and a well-defined methodology, of the regulated and standardized services.

Low effectiveness of the norms and legal texts. All of the legal, normative and supply of services advancements made still fell short of

ensuring women's full use of the services or exercise of rights, as occurs for example, in the case of the Quota Laws, Family Planning, etc. Generally this happens because priority has not been given to certain issues out of lack of political will, especially at the local levels. As far as health policies are concerned, budgetary restrictions, bureaucratic and administrative entanglements associated to market pressures make it difficult for a timely response to be given, as is the case with the demand for reversible contraception inputs. Undoubtedly conservative groups, connected to churches and creeds has actively participated in the debates on abortion, contraception, sex education and the ways to prevent STD/AIDS with some repercussion on the media. The power of influence of these sectors on public opinion seems to have waned somewhat, but it continues to have a strong effect on congressmen.

Political resistance of higher echelon public officers. Within civil society the debates on equality are increasingly more mature and consistent, as public opinion gradually becomes more and more disposed to overcoming traditional patterns. The same maturity at high levels of public administration, however, has not been observed.

Invisibility of the black woman. A large obstacle has been a lack of specific policies for black women. Although they have specific needs, they end up benefiting from the policies focused on promoting the black population in general as well as those focused on women.

Finally, two large obstacles should be jointly considered:

- *Lack of mechanisms with power and technical and personnel infrastructure.* The quantitative and qualitative scope of the actions and measures adopted by the National Council on Women's Rights could be much broader, if there were no financial limitations, no lack of allocated personnel and were the structure adequate. The lack of technical, political and financial resources given to this body as well as its distant location from the highest echelons of power in the governmental structure jeopardized the development of actions, and

- *the non-inclusion of the gender perspective in macro-economic policies.* The lack of systematic follow-up to the policies in the area of planning and the economy by specialists from various sectors who have sound knowledge on gender issues poses a great obstacle, because it makes the prior detection of future risk implications and opportunities for women unviable.

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ANNEX I – SUMMARY TABLE OF THE VARIOUS PROGRAMS DEVELOPED IN THE AREAS OF CRITICAL CONCERN

Area	Policies, programs and effective projects	Obstacles and lessons learned	Future actions
1. Women and poverty	<p>Comunidade Solidária Program</p> <p>Minimum Income Programs</p> <p>Mobilize the individual capacities of the recipients to promote their own social ascension. Social inclusion by access to and contact with governmental institutions.</p> <p>Focusing on the highly excluded populations with greater probability of attending to single-parent families headed by women.</p>	<p>Difficulty in overcoming local distortions in the distribution of and access to the benefits.</p> <p>More difficult work, yet helps to control fraud.</p> <p>Favors the definition of strategies to increase family income or to acquire new skills through participation in courses.</p> <p>Transferred income must be an amount commensurate with the needs of the recipient group. Adequate operation requires correct definition of the target public.</p>	<p>To define policies to combat poverty focused specifically on those groups of women known to be vulnerable.</p> <p>To increase programs.</p> <p>To train professionals to attend to the population previously excluded from the mechanisms.</p> <p>To calculate the amount of the benefits.</p>
	<p>Letter of Credit Program</p> <p>Land Reform Program</p> <p>Habitat Brasil and Pro-Moradia Programs</p>	<p>Lack of its use by the agencies already working in the transfer of land technology to improve the life of women.</p>	<p>To integrate mechanisms to promote women with the governmental bodies involved in the Land Reform Program.</p>

Area	Policies, programs and effective projects	Obstacles and lessons learned	Future actions
II. Women's education and training	Cooperation Protocol - signed between the Ministries of Education and of Justice, through the National Council on Women's Rights (CNDM), setting out actions in the field of public education, emphasizing fighting gender and race stereotypes.		
	National Curricular Parameters - PCN, combat of all forms of discrimination and prejudice and inclusion of sex education in the primary education curriculum.	The changes suggested in the curriculum are hampered by the lack of training of the teaching staff to handle these topics.	To invest heavily in teacher training.
	Promotion of equal rights between men and women, in the strategies of distance education through School TV.	Lack of the mechanism which should be linked to the training programs.	
	National Textbook Program, exclusion of books containing the more obvious gender and race stereotypes.		To revise periodically.
	Fund for the Maintenance and Development of Primary Education and Enhancement of the Teaching Profession - FUNDEF. Re-distributive nature and expansion of access to spaces.	Insufficient amount of transfers reducing the qualitative impact.	To train the teaching staff.

Area	Policies, programs and effective projects	Obstacles and lessons learned	Future actions
III. Women and health	<p>Protocol signed between the Ministry of Health and the National Council on Women's Health to control gynecological cancer and provide contraception assistance.</p> <p>Approval of Family Planning Law No. 9,600/98, which standardizes assistance to contraception and availability of surgical sterilization in the SUS, later standardized by the Ministry of Health. To guarantee access of the clientele to the public services for contraceptive methods.</p> <p>To curb abuse, and simultaneously guarantee access to surgical sterilization in the cases indicated.</p>	<p>Insufficient purchase and distribution of inputs by the three levels of government. Difficulty in promoting double protection (pregnancy/AIDS). Lack of adequacy in the services to meet the standards guaranteeing access to and availability of the methods.</p>	<p>To allocate specific funding to purchase inputs.</p> <p>To evaluate the adequacy of the services and sensitize health professionals on the matter.</p>
	<p>Modification to the payment system for childbirth deliveries, limiting the percentages of payment for surgical deliveries to curb the abuse of surgical deliveries to improve the quality of care during childbirth and encourage normal deliveries.</p> <p>Significant increase in prenatal consultations in the SUS and decrease in the Caesarian rates.</p>	<p>Difficulty in controlling possible frauds.</p> <p>Lack of evaluation and follow-up to the quality of the services.</p>	<p>To evaluate regionally the impact of the measures, and to analyze the quality of the information provided in the hospital records.</p> <p>To accompany the timetable and goal plan to reach 6 consultations/ Pregnancy.</p>
	<p>Creation of a referral system for high-risk pregnancies, with transfer of funds to the states.</p>		<p>To follow-up the system in the states.</p>

Area	Policies, programs and effective projects	Obstacles and lessons learned	Future actions
	Elaboration of technical norms to attend to prenatal and high-risk prenatal cases.		To publish technical norms in conjunction with RedeSaúde. To elaborate a Pregnancy Agenda.
	National Program to Combat Cervical and Uterine Cancer, in conjunction with the National Institute of Cancer - INCA. In 1998 3.1 million examinations. Limit surpassed that verified previously in past the laboratory records and the number of professionals trained to collect material increased. National Program to Combat Breast Cancer Mortality.	Difficulty in reaching the target population of the program and equating the assistance to women who have positive results. Unequal regional distribution of treatment technology available in the SUS. Lack of program evaluation.	No budget available. Action plan in development phase by INCA.
	Technical Norm of the Ministry of Health to attend to women victims of violence within the public service. Includes Protocol of Attendance for the Interruption of Pregnancy in the Case of Rape and Emergency Contraception. Use of the SUS system to establish and expand activities to promote health, and the prevention and treatment of injuries resulting from domestic and sexual violence, supported by the technical norm of "Prevention and Treatment of Injuries resulting from Sexual Violence against Women and Adolescents". Post-rape on demand abortion services dispersed in 16 municipalities, 4 concentrated in the state of São Paulo.	Obstacles imposed by conservative sectors of churches. Resistance by health professionals to establish abortion services. Non-existence of services in various regions of the country.	To encourage the creation of new services and train personnel.

Area	Policies, programs and effective projects	Obstacles and lessons learned	Future actions
	<p>Prevention and treatment actions focused on women, within the STD/AIDS program, with an increase in prevention, assistance and research actions focused specifically on women. Availability of medical care to treat AIDS focused on pregnant women, breastfeeding women and newborns.</p>	<p>Inadequate articulation among the various technical areas of the Ministry of Health with negative effects on the potential impact of the actions at the various SUS levels.</p>	<p>To strengthen articulations.</p>
	<p>Increase in the activities developed by the Technical Area for the Health of Adolescents and Youth with emphasis on gender and citizenship. Increase in joint actions with programs such as family health and community health agents with the production of appropriate, widely distributed publications.</p> <p>International Seminar on Teenage Pregnancy, emphasizing the role of the media in promoting safe sex.</p>	<p>Difficulty for the health professionals and families to admit the right of individuals, including that of young people, to have contraceptives.</p> <p>Difficulty in attracting and incorporating young people.</p>	<p>To train professionals to deal with the incorporation of young people as recipients of contraceptive assistance.</p>
	<p>Re-activation of the National Maternal Mortality Commission.</p>	<p>Difficulty in lowering the maternal mortality rates in the regions and in the country.</p>	
	<p>Sickle cell anemia program. Adoption in some municipalities of the obligation to give the test to diagnose the disease at birth.</p>	<p>Difficulty in establishing at the national level the obligation to test at birth for diagnosis.</p>	<p>To make the various levels of the SUS administrators aware of the program's importance.</p>

Area	Policies, programs and effective projects	Obstacles and lessons learned	Future actions
	Introduction of the recolor question on live birth certificates and death certificates.	Lack of completing the answer to the question by the professionals.	
	National research on sexuality and reproductive health.		
IV Violence against women	Strengthening of the special police headquarters to attend to women – DEAMs.	Lack of promotion of integrated policies allowing for network execution by specialized professionals. Concentration of the facilities in some states and diversity in service models. Total lack of statistical data.	To promote a national meeting of the DEAMs in the year 2000. Personnel training. To encourage gathering, systematizing and synthesizing data with an estimate of financial needs.
	Definition of a basic curriculum for the state police academies.	Lack of information as to whether the curriculum was adopted.	
	Training the public safety agents.	Lack of information on the training programs being conducted in the country.	
	National Program for the Prevention and Combat of Domestic and Sexual Violence elaborated by the CNDM as an Integral part of the National Human Rights Program of the Ministry of Justice, having the following results: Proposal to alter the Penal Code (PL 1609/96).		

Area	Policies, programs and effective projects	Obstacles and lessons learned	Future actions
	<p>Participation of the CNDM on the High Level Commission established by the Ministry of Justice to propose a draft to reformulate the special part of the Penal Code.</p> <p>Agreements signed between the Ministry of Justice, the Human Rights Secretariat to provide technical and financial support to the state and municipal projects to build and/or maintain shelters for women in life-threatening situations. Funds transferred: R\$ 406,696,00 in 1998, and R\$ 644,253,04 in 1999.</p>	<p>Insufficient funds transferred. Need for more follow-up to the experiments by the CNDM.</p>	<p>To plan for funds from the federal budget. Support project negotiated by the CNDM to hire specialists to follow-up the operation of the shelters.</p>
	<p>CNDM participation in public opinion awareness campaigns, in 1998:</p> <p>The "Life without violence is our right" campaign, promoted by the United Nations.</p> <p>The "Without women rights are not human" campaign, a partnership among the CNDM, the CLADEM (Latin American and Caribbean Committee for the Defense of Women's Rights) and the CEF-MLA.</p>		
	<p>A technical norm of the Ministry of Health to attend to women victims of violence within public service.</p>		
	<p>Signing of the Community Pact against Intra-familial violence.</p> <p>Seminar entitled "Responding to intra-familial and gender violence: reflections and proposals to work with male partners", Rio de Janeiro, December 22-23, 1999.</p>		

Area	Policies, programs and effective projects	Obstacles and lessons learned	Future actions
	Installation of <i>Dial a Complaint</i> , to combat child prostitution and sexual tourism.		
	Financial support to projects developed by 6 NGOs to provide legal aid to black women victims of violence, to train popular female leaders and prosecutors, to educate multiplying agents to prevent intra-familial and domestic violence. Total funds transferred: R\$ 549,000.00.		To expand financial support to NGO activities.
	School TV – Exhibiting videos on fighting violence.		
VI. Women in the economy	Cooperation Protocol between the Ministry of Justice and the Ministry of Labor/Secretariat for Personnel Development – SEFQR.		
	Increase of women's participation in the EAP.	Lack of actions specifically focusing on the most excluded women (blacks, those with lesser education, the native population, the poorest, heads of households) who have greater difficulty obtaining access to the labor market and income. More inequalities among women.	To implement qualifying and training policies focused on women in the most vulnerable situations.
	PLANFOR – National Program for Workers' Qualification, 50% of the training programs are for women.		

Area	Policies, programs and effective projects	Obstacles and lessons learned	Future actions
	<p>PROGER – Program to Generate Jobs and Income, 48% of the funding goes to women.</p> <p>Installation of the GTEDCO – Working Group for the Elimination of Job and Occupational Discrimination</p>	<p>Lack of administrative and executive structure to implement the actions proposed by the GT participants.</p>	<p>To allocate administrative and technical resources to groups and mechanisms fighting discrimination.</p>
	<p>Promulgation of Law No. 9,029, prohibiting that pregnancy and sterilization certificates be required for admission to jobs.</p>		
	<p>Inclusion of the right of domestic servants to FGTS.</p>		<p>To encourage employers to ensure this benefit.</p>
<p>VII. Women in power and decision-making</p>	<p>Law No. 9,100/95 establishing quotas for women's candidacies.</p> <p>The "Women Unafraid of Power" campaign. Legislation should be accompanied by widespread campaigns and candidates' training.</p>	<p>Lack of systematic information on women's candidacies in the various regions of the country. Little permeability on the part of political and party structures on the role of women.</p>	<p>To encourage Regional electoral Courts to produce and systematize</p>
	<p>National Program to Promote Equality and Opportunity in Civil Service. Research conducted by ENAP – National Public Administration and Training Course School held under the Ministry of the Budget, Planning and Administration (MCOG), with a significant presence of women in public administration and low percentage of women in higher income and power positions in public administration.</p>		<p>To prepare and promote campaigns and candidates' training for each election period.</p>

Area	Policies, programs and effective projects	Obstacles and lessons learned	Future actions
	Increase in the number of women judges.	Lack of women in upper echelon positions within the judiciary hierarchy.	
	Seminar entitled "Brazil: Gender and Race, held by the Ministry of Labor/GTE-DEO		
VIII. Mechanisms for the advancement of women	Recomposition of the National Council on Women's Rights - CNDM, with countless inter-ministerial Cooperation Protocols signed to carry out public policies for women.	Technical, political and budgetary inadequacy for the mechanism. Institutional position similar to that of other minorities which need to achieve more visibility. Gender insensitivity in the decision-making structures in general. Lack of executive follow-up to the large policies of the government (the economy, planning, the budget) by specialists who identify their impacts to increase or decrease opportunities for women.	To place the body at the highest levels of power. To create a technical, political and financial structure to follow-up the formulation, execution and evaluation of State policies. To establish mechanisms for specialists to follow-up the large policies using the necessary technical and administrative resources.
	Articulation of the CNDM with the State and Municipal Councils	Insufficient articulation.	
	Post-Goia creation of the CNPD - National Population and Development Commission.	Need to extend the experiment to the State and Municipal Health Councils.	
	Recomposition of the CISMU - Intersectoral Commission on Women's Health, within the CNS - National Health Council.		
	Strong articulation of governmental mechanisms with civil society, especially with the feminist NGOs		

Area	Policies, programs and effective projects	Obstacles and lessons learned	Future actions
IX. Women's human rights	<p>National Program for the Prevention and Combat of Domestic and Sexual Violence elaborated by the CNDM as an integral part of the National Human Rights Program of the Ministry of Justice, with the following results:</p> <p>National Campaign to End the Exploitation and Sexual Tourism of and Violence Against Children and Adolescents.</p> <p>Community Pact against Intra-Familiar Violence to make the family aware of the importance of peaceful relations, sensitizing society to prevent and fight domestic violence.</p> <p>Amazon Children's Agenda, Pact signed among the states of the region, cooperation agencies and NGOs to face the problems of adolescents and children, TXAI Project.</p> <p>Dial a Complaint, a free-of-charge telephone line available in some states to receive complaints from women in violence situations.</p> <p>SOS-Woman, services of attention to the women victim of violence, which provides legal psychological and social orientation, available in some states and municipalities.</p> <p>Under discussion but relevant to the proposal to elaborate and establish the <i>Quality Award</i>, material which would establish limits and seek commitments from companies and television regarding sex and violence scenes.</p>		

Area	Policies, programs and effective projects	Obstacles and lessons learned	Future actions
	<p>WITHIN THE MINISTRY OF HEALTH: Installation of two Thematic Councils: Domestic and Sexual Violence against Women and Violence in Childhood and Youth. Training of Community Health Agents through a cooperation protocol between the Ministries of Justice and of Health, focusing on the human rights aspect and the role of the community to prevent violence.</p>		<p>Maintain Thematic Councils</p>
	<p>MINISTRY OF HEALTH – TRAINING PROGRAMS <i>Another Project</i> – agreement of the Ministry of Health with the Brazilian Nursing Association to distance train 200,000 nurses and nurses assistants to assist adolescents and young people focusing on the violence aspect. Multi-professional training of teams to attend to children and adolescents in health care services and public schools in the northern and northeastern regions including the topic of violence. Distance training of family health teams on the health of the adolescent, involving the topic of intra-familial violence which includes gender violence. Formation of the Regionalized Inter-institutional Network – RIR Project.</p>		
	<p>Local experiments to train civil and military police officers in Sao Paulo, Rio de Janeiro and Pernambuco.</p>		

Area	Policies, programs and effective projects	Obstacles and lessons learned	Future actions
X. Women and the media	Videos exhibited by Future TV. Publication of articles with the opinion of CNDM members by the great media and participating in campaigns.	Lack of a public debate promoted by institutional structures.	
	Integration with feminist radio networks.		
XI. Women and the environment	Research and action with the media implemented by NGOs.		Adoption of the gender perspective when elaborating environment policies, avoiding the reinforcement of traditional gender patterns by making them a responsible for the maintenance of life.
XII. The Girl-Child	Pact to Combat the Abuse and the Sexual Exploitation of Children and Adolescents		
	Various initiatives within the Health and Education policies.		