



Brazil - Summary Report

WPS National Action Plan (NAP) Status:

Brazil published a NAP in 2017 with a two-year duration period (2017 - 2018).¹ In March 2019, the 2017 NAP was extended for a four-year period.²

Overall Assessment:

Brazil has made limited progress in advancing the WPS agenda. The NAP (initially developed under a previous administration and extended in 2019 by the current government) has not been a priority for the government and is mostly considered in the context of Brazil's engagement with UN peace operations. Women continue to serve in very limited numbers in the security forces (military and police), lower than in most countries in the region. Data collection and monitoring and evaluation is limited and not publicly available.

National Importance/Political Will:

Like many other countries in the Western Hemisphere, Brazil has a solid legal framework that recognizes gender equality. The 1988 Brazilian Constitution establishes the principles of gender equality, non-discrimination, and the protection of the rights of women.³ In addition, the government has approved several laws related to gender equality, gender mainstreaming, and the protection of women, including a law criminalizing femicide and a decree that provided assistance for victims of sexual violence.⁴ Brazil has also ratified the Convention Eliminating All Forms of Discrimination against Women (CEDAW). In the early 2000s, the government launched new policy initiatives to further mainstream human rights and gender equality in the country.⁵ In 2018, the government created additional political instruments to advance gender equality domestically, including a National Plan to Combat Domestic Violence.⁶

¹ Ministry of Foreign Affairs, *National Action Plan on Women, Peace and Security* (Brasilia, Brazil: 2017), at: http://funag.gov.br/biblioteca/download/1220-PNA_ingles_final.pdf

² Ministry of Foreign Affairs, Extensão da Vigência do Plano Nacional de Ação sobre Mulheres, Paz e Segurança (Brasilia: April 5, 2019) <http://www.itamaraty.gov.br/pt-BR/notas-a-imprensa/20261-extensao-da-vigencia-do-plano-nacional-de-acao-sobre-mulheres-paz-e-seguranca>

³ Congress of Brazil. *Constitution of the Federal Republic of Brazil 1988 as amended to 2014* (Brasilia, Brazil: 2014), at: <https://constitutions.unwomen.org/en/countries/americas/brazil?provisioncategory=b21e8a4f9df246429cf4e8746437e5ac>

⁴ Brazil NAP, pp. 8-10. The *femicide* law adopted under the Brazilian Penal Code, imposes specific sanctions for harming or killing women because of their gender. See also Law 13,112/2015 on registration of children; see also <https://www.unwomen.org/-/media/headquarters/attachments/initiatives/stepitup/commitments-speeches/brazil-stepitup-commitment-2015-en.pdf?la=en&vs=5255>

⁵ See, for example, the National Plans of Policies for Women (Plano Nacional de Políticas para as Mulheres) developed by the National Secretariat of Politics for Women housed at the time in the Ministry of Human Rights. The first plan was developed in 2004, a second plan in 2008 for the period 2008-2011; and a third in 2013 for the period 2013-2015. See Centro de Apoio Operacional das Promotorias de Justiça dos Direitos Humanos, *Governo Federal institui Sistema Nacional de Políticas para as Mulheres e Plano Nacional de Combate à Violência Doméstica* (November 29, 2018) at: <https://direito.mppr.mp.br/modules/noticias/makepdf.php?storyid=44> and the Brazilian NAP, p.12. See also Governo Federal. *Secretaria Nacional de Políticas para Mulheres* (SNPM) (Brazil, June 20, 2018) at <https://www.gov.br/mdh/pt-br/navegue-por-temas/politicas-para-mulheres/politica-para-mulheres>

⁶ The National Policy System for Women, created in 2018, required states and municipalities to develop plans to mainstream gender equality and human rights. An example of a municipal plan can be found at:

In January 2019, with the ascent of a new administration under the leadership of President Jair Bolsonaro, gender equality became less of a priority. The new administration championed conservative ideologies that focused on traditional family values and on women as mothers and caregivers. The lack of focus on gender equality and the individual empowerment of women could also be seen when in 2019, the Ministry of Human Rights became the Ministry of Women, Family and Human Rights.⁷

Initial NAP Development

Discussions and development of a NAP started in 2015 when *Pandiá Calógeras*, an independent think tank within the Ministry of Defense (MoD), carried out research about the possibility for the development of a Brazilian NAP. Around this time, the Brazilian MoD also created a Gender Commission tasked with advancing gender equality and the integration of women in the armed forces and participation in NAP discussions.⁸

The actual drafting of a NAP was carried out by an Interinstitutional Working Group.⁹ It brought together officials from the Ministry of Foreign Affairs, Ministry of Defense, Ministry of Justice and Public Security, Ministry of Human Rights, as well as representatives of UN Women and the Igarapé Institute as the only representatives of civil society. Throughout 2016, the Working Group organized a series of meetings and defined NAP priorities.

Consultations were hampered by the political turmoil in the country, including President Dilma Rousseff's impeachment and removal from office in 2016. Despite these difficulties, the Brazilian Government published a NAP in March 2017.¹⁰ Discussions on a new NAP were to start at the end of 2018. However, the end of 2018 also coincided with general elections that brought Jair Bolsonaro to power. While the WPS agenda and gender equality was not known to be a priority for the Bolsonaro administration, the MoD announced in April 2019, at a Ministerial Peacekeeping meeting in New York, that Brazil had extended the 2017 NAP for a four-year period.¹¹

The extension of the NAP was a welcome development for many civil society organizations, including many mid-level public servants who had been engaged in the process early on. Yet the

<http://repositorio.londrina.pr.gov.br/index.php/menu-mulher/cmdm/resolucoes-5/31271-pmpm-2020-2021-final-publicacao/file>.

⁷ See Presidential Decree 10.174, http://www.planalto.gov.br/ccivil_03/_Ato2019-2022/2019/Decreto/D10174.htm#art8

⁸ Ministry of Defense, *Ordinance 893 of 2014*. (Brazil, March 15, 2014), at:

http://www.lex.com.br/legis_25426485_PORTARIA_N_893_DE_14_DE_ABRIL_DE_2014.aspx

⁹ The Group was officially formed in 2016.

¹⁰ See Paula Drumond and Tamya Rebelo, *Implementing the “Women, Peace and Security” agenda in Brazil: An Assessment of the National Action Plan*, Strategic Paper 31 (Rio de Janeiro: Igarapé Institute, August 2019) at: https://igarape.org.br/wp-content/uploads/2019/07/2019-07-31_AE-31_Women-Peace-and-Security-National-Action-Plan.pdf; See also Renata Avelar Giannini and Perola Abreu Pereira, *Building Brazil’s National Action Plan: Lessons Learned and Opportunities* (London: LSE, March 3, 2020 – blog) <https://www.lse.ac.uk/women-peace-security/assets/documents/2020/WPS24GianniniandPereira.pdf>

¹¹ At the same event, corvette captain Marcia Andrade Braga, an officer in the Brazilian Navy who at that time served as Military Adviser for Gender at the headquarters of the United Nations Integrated and Multidimensional Stabilization Mission in the Central African Republic (MINUSCA), was awarded the United Nations Military Defender of Gender Award.

lack of political will at the highest levels has meant that little progress has been made to implement the NAP and make it a more robust instrument for the integration of gender in military operations.¹² The Brazilian NAP is also an outward looking NAP and thus seen by many officials as mostly relevant within the context of Brazil's participation in UN peacekeeping operations.¹³

In sum, for past and current Brazilian administrations the WPS NAPs are mainly outward-looking plans and foreign policy instruments rather than inward-looking plans that could further gender perspectives within the country, particularly within the security sector.¹⁴ More generally, the NAP and the WPS agenda are not regularly referred to in foreign policy documents or documents of the MoD.

Institutional Policy and Practice:

Strategy, Plans, and Policy

The NAP lists the MoD as one of the main actors charged with increasing the participation of women in the security sector, and it lays out a series of activities to fulfill this objective. For example, it states that the MoD should:

- (1) assess the main challenges faced by women in relation to the application of the WPS agenda;
- (2) promote the deployment of women military police officers; and
- (3) exchange best practices regarding the participation of women in the military with other countries.

That said, the MoD has not developed specific implementation plans, and follow up is unclear. For example, although the White Papers of each of the three branches of the armed forces mention the importance of the participation of women, they do not present specific actions for increasing the number of women in the armed forces.¹⁵ Similarly, the National Defense Strategy and the National Defense Policy do not contain any mention of the WPS agenda or gender equality.¹⁶

The police are mentioned in the NAP, but not given any specific tasks.¹⁷

¹² See Renata Avelar Giannini and Perola Abreu Pereira, *Building Brazil's National Action Plan: Lessons Learned and Opportunities* (London: LSE, March 3, 2020 – blog).

¹³ See also Paula Drumond and Tamya Rebelo, "Global Pathways or Local Spins? National Action Plans in South America," *International Feminist Journal of Politics*, Vol. 22, No.4 (2020), pp.462-484.

¹⁴ This is true for all previous and current Brazilian administrations. The MFA is the lead organization for the NAP, and they are focused on foreign affairs. In addition, Brazil's foreign policy stance is very clear about the non-interference, not viewing domestic issues as part of a Security Council agenda. See also Drumond and Rebelo, *Implementing the "Women, Peace and Security" agenda*.

¹⁵ See, for example, Ministry of Defense, *Livro Branco de Defesa Nacional-Brasil 2020* (Brazil, 2020), at https://www.gov.br/defesa/pt-br/assuntos/copy_of_estado-e-defesa/livro_branco_congresso_nacional.pdf

¹⁶ Ministry of Defense, *Politica Nacional de defesa, Estrategia Nacional de Defesa* (Brazil), at https://www.gov.br/defesa/pt-br/assuntos/copy_of_estado-e-defesa/pnd_end_congresso_.pdf

¹⁷ It may be noted that during the development of the NAP, the Ministry of Justice had frequent leadership changes and was not actively engaged. The other institutions did not feel comfortable including targets for the police in the absence of representation from the Ministry of Justice. Also, it must be noted that whenever the NAP mentions the police system, it refers to the state military police and not the federal police. The state military police falls under the authority of the national states. The state police institutions have very little knowledge about the WPS agenda. Brazilian police who participate in UN peacekeeping operations do so mostly on an individual basis, with little or no support from their states.

Gender in the Ranks (Military and Police), 2016¹⁸

Service	Men	Women	Percent Women
All Military	309,658	25,507 ¹⁹	7.6%
Army	203,597	8,110	4%
Army Senior Women*	26,283	4,482	14%
Navy	19,230	1,552	13%
Navy Senior Women*	7,211	3,477	32%
Air Force	55,407	9,848	15%
Air Force Senior Women*	7,405	3,875	34%
National Police	378,698	3,6451	9%
National Police Senior Women			
Women Deployed	56	5	8%

*all commissioned officers from lieutenant to general.

As a percentage of the force, women serve in very low numbers in the military and police. Many military positions were closed to women until recently. In 2012, the Army announced that women could attend the Military Academy Agulhas Negras and serve in combat positions. In 2018, 33 women were admitted to the Military Academy Agulhas Negras, where they can choose logistics and weapons specialists roles in support of combat roles.²⁰ Infantry, artillery, cavalry, communications, and engineering remains closed to women. In the Air Force, logistics was opened to women in 1996, and combat pilot positions were opened to women in 2003. In 2014, women were allowed to serve in logistics positions in the Navy; all Navy positions were opened to women in 2019.²¹

All police positions are open to women. However, in some states there is a ceiling on the number of women permitted to serve. In addition, women police officers report that there are subjective and cultural challenges in the force, and many are not allowed to work "on the streets."

¹⁸ Data from the Ministry of Defense, sent to the Igarapé Institute and shared for this publication.

<https://igarape.org.br/mulheres-forcas-armadas/pt/> and https://igarape.org.br/wp-content/uploads/2013/05/AE-09_PROMOVER-GENERO-E-CONSOLIDAR-A-PAZ.pdf

¹⁹ Approximately 32% of women serve in the army; 30 % in the navy and 39% in the air force.

²¹ Renata Giannini, et al, *Situações Extraordinárias: a entrada das mulheres na linha de frente das Forças Armadas brasileiras*. Available at: <https://igarape.org.br/mulheres-forcas-armadas/pt/>

Work Environment

Family Policies: In 2015, the right to six months of maternity leave was extended to the military forces. It also allows fathers to receive five paid days after the birth of a baby.²² Interviews with female military officers showed that there is no childcare available in military organizations.²³

Anti-Harassment and Abuse Policies: Sexual exploitation and abuse do not constitute a crime under the Brazilian Military Penal Code. According to WPS experts, this situation inhibits reporting, prosecuting, and collecting information about such misconduct.²⁴

Equipment and Facilities: The police and the armed forces provide gender specific facilities for women. In terms of equipment, in some cases there are uniforms tailored for women, though this is not generally the case. It is known that the training uniform used by the female soldiers is the same as the one used by the men without any modification for women's bodies.²⁵ Furthermore, there is no women-specific personal protective equipment.

Training, Education, and Exercises

Peacekeeping training centers offer modules on sexual violence, exploitation, and abuse. Those who are deployed to UN missions receive pre-deployment training, which includes training about international humanitarian law and the rights and protection of civilians, including women and girls during armed conflict. The focus of most of the trainings is on the prevention and response to sexual violence and sexual exploitation as it relates to civilians in the area of operations. Training on gender is not widely included in the normal training of soldiers. Only peacekeeping training centers have gender focal points.²⁶ Gender Advisors are appointed for specific missions.

Monitoring/Reporting and Evaluation:

There is no monitoring and evaluation mechanism for the Brazilian NAP. However, the ministries that are parties to the NAP meet once a year to discuss developments and challenges. In 2019, each institution was tasked with the responsibility of elaborating indicators. Only the Ministry of External Relations, the coordinator of the NAP implementation, developed such indicators. The Gender Commission also has responsibilities in this regard. However, the Gender Commission is not known to have met in recent years. In addition, there is no public evidence that sex-disaggregated data and lessons learned are collected and analyzed by the military.

²² See Law 13109, signed in 2015 by president Dilma Rousseff. UN Women, *Step it up for Gender Equality*, (2015), at: <https://www.unwomen.org/-/media/headquarters/attachments/initiatives/stepitup/commitments-speeches/brazil-stepitup-commitment-2015-en.pdf?la=en&vs=5255>

²³ Renata Giannini, et al, Situações Extraordinárias: a entrada das mulheres na linha de frente das Forças Armadas brasileiras, at: <https://igarape.org.br/mulheres-forcas-armadas/pt/>

²⁴ Paula Drumond and Tamya Rebelo, *Two Years On: An analysis for supporting the review of the Brazilian National Action Plan on: Women, Peace and Security* (Rio de Janeiro: Igarape Institute August 2019), at https://igarape.org.br/wp-content/uploads/2019/07/2019-07-31v2-AE31_summary-Women-Peace-and-Security-National-Action-Plan.pdf

²⁵ Natalia Eiras, *Mulheres no Front*, (Brazil, 2017), at: <https://tab.uol.com.br/edicao/mulheres-exercito/#page1>

²⁶ Renata Giannini, *Promover o gênero e consolidar a Paz: a experiência brasileira*, Strategic Paper 9(Rio de Janeiro: Igarapé Institute, September 2014), at: https://igarape.org.br/wp-content/uploads/2013/05/AE-09_PROMOVER-GENERO-E-CONSOLIDAR-A-PAZ.pdf

The Igarapé Institute published an evaluation of the development and content of the Brazilian NAP.²⁷ To date, it is the only civil society actor in Brazil actively engaged on the WPS agenda. The *Centro de Apoio Operacional das Promotorias de Justiça dos Direitos Humanos* also monitors and reports on governmental actions related to gender equality, but not necessarily on the WPS NAP.²⁸

Recommendations:

The WPS NAP should be approved by the Congress and become law.

The National Defense Strategy and the National Defense Policy should take advantage of the NAP and add specific strategies and actions to include gender provisions and support national efforts to increase the participation of women.

Future NAPs would benefit from the participation of civil society in the drafting, implementation, and evaluation processes. The inclusion of civil society would increase transparency and improve the overall outcome.

Monitoring and evaluation mechanisms should be put in place as well as specific action plans for each governmental institution that signed the NAP.

A dedicated budget for the NAP implementation should be allocated.

Issues concerning Brazilian women challenges in areas of undeclared armed conflicts could benefit from being included in the NAP. For this purpose, other ministries could take part in a future NAP.

All limitations on women's military and police service should be removed immediately. Women must have access to all training programs and be employed on the streets and during deployments.

In addition, the Brazilian MoD should mainstream gender training across the force and not limit it to forces deploying during peacekeeping operations.

Finally, the military must immediately criminalize sexual harassment and sexual abuse in the Military Penal Code and start collecting data regarding harassment and discrimination cases.

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²⁷ See Paula Drumond and Tamya Rebelo, *Implementing the “Women, Peace and Security” agenda in Brazil: An assessment of the national Action Plan*, Strategic Paper 31 (Rio de Janeiro: Igarapé Institute, August 2019). See also https://igarape.org.br/wp-content/uploads/2019/07/2019-07-31_AE-31_Women-Peace-and-Security-National-Action-Plan.pdf

²⁸ Centro de Apoio Operacional das Promotorias de Justiça dos Direitos, *Governo Federal institui Sistema Nacional de Políticas para as Mulheres e Plano Nacional de Combate à Violência Doméstica Humanos*, (Brazil, November 29, 2018) <https://direito.mppr.mp.br/modules/noticias/makepdf.php?storyid=44>

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