

# BRAZIL CASE STUDY: INNOVATIVE STRATEGIES IN A COMPLEX CONTEXT

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Regional Evaluation of Access to Justice as a Prevention  
Mechanism to End Violence against Women 2011-2015  
UN WOMEN



**Author: Alina Ramírez**

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## Abbreviations or Acronyms

AJ	Access to Justice
Cedaps	Center for Health Promotion
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
Cfemea	Feminist Studies and Advisory Center
CMB	Brazilian Women's Center
CSAG	Civil Society Advisory Group
DEAM	Specialist Delegation for Women's Services
Elas Fund	Social Investment Fund
FUNAI	National Indian Foundation
IBISS	Brazilian Institute for Innovations for a Healthy Society
IPEA	Institute for Applied Economic Research
ILO	International Labour Organization
PAHO	Pan American Health Organization
PNPM	National Women's Policies Plan
SDH	Secretariat for Human Rights
SENAPS	Secretariat for Public Security
SIM	Mortality Information System
SINAN	Notifiable Diseases Information System
SPM	Secretariat for Women's Policies
SEPPIR	Secretariat for the Promotion of Policies for Racial Equality
SVS	Secretariat for Health Surveillance
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
UNODC	United Nations Office on Drugs and Crime
UNS	United Nations System
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
VAW	Violence against Women

## 1. Introduction

This report covers the Brazil case study, one of four conducted in the context of UN WOMEN's *Regional Evaluation of Access to Justice as a Prevention Mechanism to End Violence against Women in Latin America (2011-2015)*.

The objective of these case studies is two-fold. On the one hand, to respond to the questions raised in the regional evaluation, analyzing the interventions and programmes implemented at country level and their challenges, as well as their contribution to the overall goal of facilitating access to justice for women facing situations of gender-based violence. On the other, to identify those interventions, programmes or strategies that have proved particularly successful and/or paradigmatic, in order to analyze and understand both the key to their success and the lessons learned through their implementation with a view to their possible replication in other countries.

Producing this report involved consulting secondary sources such as strategic plans, project documents and reports, as well as related research, national statistics and publications. The consultation of primary sources took place during a field visit to the cities of Brasilia and Campo Grande from 22 February to 4 March 2016, during which time a total of 40 people were met in group and individual interviews, all from the main sectors or key actors in the issue of access to justice for women suffering violence.

This document summarizes the most relevant interventions of UN Women - Brazil as well as the political, cultural and institutional context in which they were conducted. Given the significant complexities, these interventions required a great deal of strategic vision and innovation.

This evaluation could not have been conducted without the cooperation of UN Women - Brazil, who provided substantial support to the evaluation exercise, both in terms of drawing up a high-level agenda and in providing logistical support during the field work. Their valuable contributions to the findings and conclusions of this report should also be noted.

We would also like to thank all those who were interviewed during this exercise for their availability and support. They gave their different opinions generously and helped the evaluation team greatly in terms of finding out about and understanding the country context, the progress made in terms of access to justice for women suffering violence and discrimination, and UN Women - Brazil's main contributions in this regard. We would like to thank all these people for the time they gave to the evaluation process and for their valuable opinions.

## 2. Brazilian context with regard to Access to Justice (AJ) for women suffering violence.

Official data on violence against women in Brazil is few and far between. The information that is available, however, paints an alarming picture. In 2014, the Ministry of Health's Notifiable Diseases Information System (SINAN) reported that 223,796 victims of different kinds of violence had been recorded over the year. Two-thirds of these (147,691) were women requiring medical attention for domestic, sexual and/or other violence. In other words, 405 women needed attention in a health center every day during 2014 for some kind of violence.<sup>1</sup>

This same source recorded the most frequent kinds of violence committed against women, physical violence being the most common. This was given in 48.7% of the cases recorded by SINAN, followed by psychological violence (23%) and sexual violence (11.9%). These findings tally with other studies on the occurrence and perception of domestic and family violence, such as that by DataSenado<sup>2</sup> (*Serviço de Pesquisa do Senado Federal*) (*Federal Senate Research Service*) which, in 2015, reported that 66% of all women interviewed who had stated they had been the victim of some form of domestic violence had suffered a physical attack.

Femicide, the most serious manifestation of gender violence against women, is also taking on worrying dimensions in Brazil. According to data from the *Map of Violence*<sup>3</sup>, the number of women victims increased from 3,937 to 4,762 between 2003 and 2013, representing a 21% increase over the decade. These 4,762 women in 2013 translated into an average of 13 women murdered every day.<sup>4</sup>

One significant contribution the *Map of Violence 2015* makes is its estimate of the number of acts of violence against women that enjoy impunity. Based on the estimated criminal population in the country, the number of people in prison for domestic violence and the number of women who approached SINAN due to acts of domestic violence, it concludes that only 7.4% of domestic aggressors, accused of committing relatively serious acts of violence against women, have been sentenced or are awaiting trial.

Another important finding of this recent study is that the increase in murders among women affects women of color disproportionately: murders of Afro-descendant women increased by 53% over the 2003-2013 period while the number of white women murdered decreased by 10%<sup>5</sup>.

The sources consulted for this study indicate that women of color, in particular those of limited resources from poor communities (such as Brazil's urban slums), are unable to access justice in order to protect their right to a life free from violence. The reasons are many and the factors

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<sup>1</sup> Waiselfisz, Julio Jacobo (2015). *Mapa da Violência 2015: Homicídio de mulheres no Brasil*. FLACSO, SPM, UN WOMEN and PAHO. Brazil.

<sup>2</sup> Biennial perception capture telephone survey based on a national sample, FEDERAL SENATE (2015). *Violência doméstica e familiar contra a mulher* - 2015.

<sup>3</sup> The basic source for analyzing these murders in the country, in all the Maps of Violence produced to date, has been the Mortality Information System (SIM) of the Ministry of Health's Secretariat of Health Surveillance (SVS). Source: FLACSO (2015).

<sup>4</sup> Waiselfisz, Julio Jacobo (2015). *Mapa da Violência 2015: Homicídio de mulheres no Brasil*. FLACSO, SPM, UN WOMEN and PAHO. Brazil.

<sup>5</sup> Idem.

involved are wide-ranging, one of them being an unwillingness on the part of these women to approach the police, one of the main points of entry into the justice system. Such unwillingness is associated, in the opinion of the sources consulted, with a refusal to turn to an institution that is perceived as being guilty of violence against their communities, in particular against their youth<sup>6</sup>. It is important to note that it is the military police that have been indicated as involved in abusive practices and not the civil police, who are responsible for implementing the *María da Penha* Law. Nonetheless, it is likely that both police institutions represent the same interests in the popular consciousness and so are credited with the same degree of responsibility and credibility.

Moreover, although it is recognized that the specialist VAW justice services are increasingly reaching out to women of color in these communities, a large proportion of this population still has to rely on the non-specialist justice system, where women are exposed to secondary victimization from justice operators who discriminate due to reasons of gender or race/ethnicity.<sup>7</sup>

Domestic violence against indigenous women is another worrying reality being reported, at least in the State of Mato Grosso do Sul. The multiple testimonies of women from these communities and the social silence that conceals this situation lead one to conclude that, despite a lack of empirical evidence on the extent of this problem, there is a high incidence of violence against indigenous women and multiple barriers need to be overcome for them to access justice.

The context of indigenous women and violence throughout Brazil clearly requires deeper analysis beyond the scope of this work. A few ideas are, nonetheless, given below that might help to better understand the challenges facing this work, given its importance and the work that UN Women - Brazil is implementing with the community in this part of the country.

In Brazil's indigenous communities, as in the vast majority of societies worldwide, the main barrier to eliminating violence against women is the perpetuation of a patriarchal culture that tolerates, justifies and reproduces this serious violation of women's human rights.

In addition to this main barrier, which severely restricts the reporting and punishment of acts of violence against women, there are other factors that combine and co-exist to explain the complexity of the context in which violence against women takes place in these communities. One factor to be considered in this regard is the constant violation of indigenous peoples'

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<sup>6</sup> Amnesty International (AI) reported in 2015 that the military police had committed 16% of the murders in the city over the last five years. More than 1,500 deaths occurred at the hands of the police over this period, according to this human rights organization. AI also indicated in its report that it had evidence that, in 2014, the police were behind nine out of every 10 murders in Acari, a poor community in the north of the city. Source: CNN "Amnistía Internacional reporta homicidios a manos de la Policía en Brasil" ("Amnesty International reports murders by the police in Brazil"), August 2015. Published at: <http://cnnespanol.cnn.com/2015/08/06/amnistia-internacional-reporta-homicidios-a-manos-de-la-policia-en-brasil/#0>

<sup>7</sup> At a hearing on 11 March 2013, the Inter-American Commission on Human Rights concluded that "While Brazil has worked to properly implement policies to correct discriminatory institutions, these policies have not substantially improved the situation of Afro-descendant women in the country". Source: Human Rights (no date). *Situación de los Derechos Humanos de las Mujeres Afro descendientes en Brasil* (Human Rights Situation of Afro-Descendant Women in Brazil). Available online: <http://hrbrief.org/2013/04/situacion-de-los-derechos-humanos-de-las-mujeres-afro-descendientes-en-brasil/>

rights<sup>8</sup> in the State of Mato Grosso do Sul - a reality that has been documented and analyzed on a number of occasions and by different sources - and the influence this reality has on the community's perception of the problem of violence against women as being secondary.

Another factor present in this context is the lack of political power that indigenous women have in decision-making spaces within their communities, and one of the strategies therefore being used to tackle the problem of VAW is that of identifying opportunities for dialogue within these spaces that might enable them to raise the issue without causing tensions within their communities.

Moreover, the sources consulted highlight another dimension of this reality: the frequent and worrying tolerance or inaction of justice operators, in particular the police who, claiming jurisdictional issues - between the civil and federal police<sup>9</sup> - leave indigenous women reporting acts of violence unprotected. Such action is also very probably due to gender and ethnic discrimination on the part of this area of the justice system.

The geographic difficulties in accessing care and justice for VAW, the lack of roads, means of transport, the diversity of languages among the more than 300 ethnic groups in Brazil<sup>10</sup>, the lack of specialist VAW services in many of their communities and/or lack of an approach to VAW that takes account of the specific features of the indigenous culture<sup>11</sup> are just a few of the difficulties that are most likely common not only to the indigenous women of Mato Grosso do Sul but also to women from other indigenous communities in different areas of the country.

In addition, from a perspective of the intersectionality of the violence, poverty is also crucial in increasing the risk of women suffering violence and their subsequent greater difficulty in accessing justice. Belonging to a poor social class, without access to equal opportunities and rights, undoubtedly creates an important barrier to accessing justice, and one that affects women of all ages, from all races and ethnicities.

For women living in rural or forested areas, the enforcement of public policies on VAW also comes up against the problem of difficulty in accessing the territories. Brazil is a vast country

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<sup>8</sup> The indigenous population of Brazil is currently suffering serious violations of its human rights. According to data from the Indigenist Missionary Council (CIMI), between 2003 and 2010 there were 250 murders of indigenous people in Mato Grosso do Sul, one of the states with the highest concentration of indigenous population. These murders occurred, above all, in the context of conflicts with large landowners and their armed groups. Over the same period, 202 murders were recorded in the rest of the country, making a total of 452 indigenous murders. This gives a murder rate for indigenous people in Mato Grosso do Sul of 145 per thousand, as opposed to 24.5 per thousand for the rest of the Brazilian population as a whole. Source: *Relatórios de violência contra os Povos Indígenas no Brasil* – CIMI - 2003 – 2010, Quoted in: Conselho Indigenista Missionário (2011). *As violências contra os povos indígenas em Mato Grosso do Sul e as resistências do bem viver por uma terra sem males dados: 2003–2010*, Mato Grosso do Sul, Brazil.

<sup>9</sup> The function of the civil police is to act as state judicial police and to investigate criminal offences, with the exception of military crimes and those that fall within the competence of the federal police. The main function of the federal police is to investigate criminal offences against the political and social order and against the goods, services and interests of the Union, its autonomous bodies and public companies, as well as other offences of an inter-state or international nature or which demand uniform suppression as provided for by the law. The *Maria da Penha* Law falls within the sphere of competence of the Civil Police.

<sup>10</sup> According to official data from the Brazilian Institute for Geography and Statistics (IBGE), indigenous peoples in Brazil numbered 817,963 persons in 2010, corresponding to approximately 0.5% of the country's population. Brazil's indigenous peoples are divided into 305 ethnic groups. They are present in all of the country's states although more concentrated in some than others. According to the National Indian Foundation (FUNAI), created by the Ministry of Justice in 1967 with responsibility for all matters related to the indigenous population, indigenous peoples in Brazil speak 274 languages and 17.5% of their population does not speak Portuguese.

<sup>11</sup> Some of the sources consulted mentioned difficulties on the part of the competent authorities in getting the aggressor to comply with some of the protective measures stipulated in the *Maria da Penha* Law, such as orders preventing them from going near the house where the assaulted woman lives or near places she frequents, given the conditions of cohabitation and indigenous traditions.

(8,515,767 km<sup>2</sup>), which explains the enormous challenge in producing an updated survey of statistical information across the whole of the national territory. Given this reality, the information available on violence against women and their access to justice on a regional level is also scarce and based on methodologies that do not offer comparable and regular data. According to the SPM, the “League 180 Women’s Contact Center” phone line, created by the SPM in 2005, offers one of the few specific databases in this regard. Data provided by this service notes that, in 2009 (March to December), of the total number of calls, only 4% were from women who identified as being from rural or forested areas. Of these, 81% reported episodes of domestic violence, 58% reported having suffered physical violence, 30% psychological violence, 8% moral violence and 2% economic abuse and illegal detention. Around 70% of these women reported that they were suffering this violence on a daily basis and also reported situations involving a risk of death<sup>12</sup>. This data confirms a high prevalence of violence against women in these contexts and the need for further research and policies that take their needs and particular conditions into account.

In summary, public policies on AJ and VAW in Brazil operate in a context of a high prevalence of violence and particular socio-economic and cultural factors that increase the risk and impact of this violence on the lives of women, and which also affect their access to justice.

### **Public policies to ensure access to justice for women facing violence**

The institutionalization of policies for tackling violence against women in Brazil dates back to 1985 when the first Women’s Defense Unit (*Delegacia Especializada de Atendimento à Mulher-DEAM*) and the National Women’s Rights Council (CNDM) were created<sup>13</sup>. Both bodies were founded and implemented as a result of the struggles and demands of the Brazilian women’s and feminist movements, which had been calling for state intervention to eradicate VAW since the 1980s. Women’s refuges (*Casas Abrigo*) were created shortly after to protect women at risk.

Up to 2002, these services and Councils of Women’s Rights, at national, state and municipal level, were functioning without any guidelines or regulations governing their performance. In 2003, an important change took place with the creation of the Secretariat for Women’s Policies (SPM),<sup>14</sup> as it was within the context of this guiding authority for women’s policies that the National Policy for Tackling Violence against Women was established. This policy proposes structural themes for the services provided by the Network of Attention for Women Facing Violence (the “Care Network”), and this also represented a step forwards in the institutional conceptualization of VAW as a multidimensional problem requiring intervention from different social sectors and levels of government.

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<sup>12</sup> *Mulheres do campo, da floresta e das águas*. SPM. Available online: <http://www.spm.gov.br/assuntos/mulheres-do-campo-e-da-floresta/mulheres-rurais/>

<sup>13</sup> The National Women’s Rights Council (CNDM) was established in 1985 under the Ministry of Justice to promote policies aimed at eliminating discrimination against women and ensuring their participation in the country’s political, economic and cultural activities. Source: <http://www.spm.gov.br/assuntos/conselho>

<sup>14</sup> Institution reporting to the Federal Executive Power. One of the functions of the SPM established in its implementing regulations was the mainstreaming of a gender perspective throughout the federal government and coordinating a federal system of policies for women with the states and municipalities. However, as a result of an initiative recently promoted by some parliamentarians (Evangelicals) in the National Congress, this role has now changed, with the elimination of the expression “gender perspective”.



The creation of the SPM was accompanied by the approval of different regulations which, as a whole, form the framework of the Brazilian state's public policies aimed at eradicating VAW. The following form a part of these policies: the National Plans for Women's Policies<sup>15</sup>, the Policy for Tackling Violence against Women<sup>16</sup>, the Agreement for Tackling Violence against Women<sup>17</sup>, the National Guidelines for Protecting Women Facing Violence, the National Guidelines for Tackling Violence against Women from Rural and Forested Areas, etc.

In the legal sphere, two very important laws have been approved to reduce impunity for acts of violence against women and guarantee the right to a life free from violence: The *María da Penha* Law (Law 11,340/2006) and Law 13,104/2015 reforming the Criminal Code and classifying femicide as a crime<sup>18</sup>, approved in 2016 and 2015 respectively.

The *María da Penha* Law<sup>19</sup> introduces new penalties and classifications of acts of violence against women into the national legislation, and sets out an holistic approach to the problem by means of specialist institutions. Before the approval of this Law, legislation considered domestic or family violence as a minor injury punishable through the Law of Civil and Criminal Courts, which deals with crimes defined as being of lesser offensive potential (Law 9,090/1995), the sanctions for which were light and largely financial. With the entry into force of the *María da Penha* Law, more severe prison sentences were established for bodily or physical injuries. This also includes other kinds of violence and stipulates specific processes through the intervention of specialist institutions (defense units, advocacy centers, public defenders and courts). After a decade's application of this law, the punishments for those committing acts of VAW are not the most notable characteristic but rather the large number of complaints and the imposition of protective measures for women<sup>20</sup>.

Alongside the application of the *María da Penha* Law, a process of changing the collective consciousness was encouraged, which contributed to demystifying the belief that violence against women was a private affair that did not require state intervention. All of these changes

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<sup>15</sup> The 2nd National Women's Policies Plan (2008) and its revision in 2013-2015 include tackling all forms of violence against women as a specific objective, with its respective priorities and targets.

<sup>16</sup> The National Policy for Tackling Violence against Women is aimed at implementing coordinated policies between the different sectors and actors involved in the efforts to eradicate VAW and includes strategies that go beyond criminal sanctions to include prevention and women's empowerment as structural themes of the National Policy.

<sup>17</sup> The National Agreement for Tackling Violence against Women was produced in 2007 as a strategy that sets out the state's responsibility on all three levels: federal, state and municipal, taking into account the necessary intersectoral interventions and decentralization of policies and actions aimed at tackling violence against women.

<sup>18</sup> Femicide is established as murder in the Criminal Code, and a heinous crime, the punishment for which is increased by 1/3 when it is committed: I - During pregnancy or the first three months after birth, II - Against a person under 14 or over 60 years of age or with a disability, or III - In the presence of a relative or family member.

<sup>19</sup> The *María da Penha* Law takes its name from the emblematic case of a woman who was left paraplegic as a result of her partner's violence. The Brazilian justice system was ineffective to sanction her aggressor and so feminist organizations took the case to the Inter-American Court of Human Rights. This was the first case in which the Convention of Belém do Pará was applied in the Inter-American system, with the decision taken to hold the country liable for domestic violence against women.

<sup>20</sup> Data from the National Justice Council shows that, over the period 2006-2011, a total of 677,088 proceedings were held in 66 courts across the country; in 278,364 of these, protective measures were put in place and, of the 98,990 cases resulting in a criminal process, 57% of these ran their full course. It also notes that there were 26,410 prison sentences for flagrant aggression against women and 4,146 pre-trial detentions, representing increases of 171% and 162% respectively over the period. Source: Yamamoto, Aline (Conference). Sub-Secretariat for Tackling VAW, of the Secretariat for Women's Policies. *Human Rights of Women: Good Practices in Gender Justice*, Buenos Aires, 26 September 2013.

and other factors promoted on the basis of the *María da Penha* Law have contributed to reducing femicide within the home<sup>21</sup>.

On the basis of the Federal Constitution (Art. 226) and commitments taken by the Brazilian state through the Convention on the Elimination of All Forms of Discrimination against Women<sup>22</sup> (CEDAW) and the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women<sup>23</sup> (Convention of Belém do Pará), the *María da Penha* Law establishes the creation of specialist services (such as Courts for Domestic and Family Violence against Women), strategies for prevention, treatment, punishment and reparation of the harm caused, and also amends the Code of Criminal Procedure, the Criminal Code and the Law on Criminal Enforcement in order to guarantee the right of access to justice for women victims.

The only restriction in the content of the *María da Penha* Law is its scope of application, as it is limited to family or domestic violence, without considering specialist care for other kinds of gender violence that women may suffer. Although there are other laws covering these different forms of violence, such as sexual harassment<sup>24</sup>, which is classified in the Criminal Code, many of the comprehensive services provided to women suffering from domestic or family violence are not available to these other forms of violence.

The law reforming the Criminal Code to include femicide as a crime was approved as a result of an interesting advocacy process that involved a number of cumulative stages and outcomes until a scenario favorable to its enactment was achieved. The combined efforts that culminated in the approval and enactment of this reform of the Criminal Code included, among others: i) the presentation of civil society reports to the CEDAW and Belém do Pará monitoring committees, on the basis of which Brazil received recommendations from these international bodies; ii) the inclusion of the need for this crime (femicide) in the report of the Joint Parliamentary Research Commission that assessed the application of the *María da Penha* Law; iii) the constant complaints from women's organizations who were calling for an end to impunity for murders of women; and iv) public opinion, which echoed these calls. UN Women - Brazil played a leading role in the last stage of this process, as noted in the subsequent sections of this document.

Nonetheless, and despite the important contributions of all these policies and laws to the structuring of the state's response to the serious problem of VAW, defined more concretely in the National Agreement to Tackle Violence against Women, by 2011, four years after its implementation, it became clear that its strategies needed reformulating. As a result of this revision process, the "*Women: Living without Violence*" programme was launched in 2013. The aim of the programme is to integrate and expand existing public services for women facing violence by coordinating specialist care in the area of health, justice, public security and the

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<sup>21</sup> According to the IPEA study (2015), which assesses the effectiveness of this legal standard, *in the period 2000 to 2011, the María da Penha Law contributed to a 10% reduction in the rate of murders of women in their homes*. Source: IPEA (2015). *Avaliando a efetividade da lei María da Penha*, 2048 Texto para Discussão, Cerqueira, Daniel, Martins Matos, Mariana and others, Brasília, March 2015.

<sup>22</sup> Ratified by Brazil in January 1984.

<sup>23</sup> Ratified by Brazil in November 1995.

<sup>24</sup> In 2001, the Brazilian National Congress amended the Criminal Code by means of Law 10,224, introducing the crime of sexual harassment in its Art. 216-A, which imposes a sanction on perpetrators of one to two years in prison.

social welfare network, and promoting financial autonomy<sup>25</sup>. (Decree No. 8,086 of 30 August 2013).

The Brazilian Women's Centers (CMB) were one of the actions envisaged within the "*Women: Living without Violence*" programme. The CMBs are designed as part of the Care Network, a space for integrated and humanized attention for the women facing violence who go there to seek protection and justice. They therefore need to work in coordination with the specialist services of the Network: the Specialist Defense Units (DEAMs), the Women's Refuges, the Specialist Public Defense Service, the Domestic and Family Violence Courts, the Specialist Advocacy Centers, the Women's Treatment Referral Centers and other institutions associated with the network of social welfare, health, forensic medicine and so on.

Other equally important strategies of the "*Women: Living without Violence*" programme are the expansion of the League 180 Women's Contact Center and the organization and humanization of treatment for victims of sexual violence. The League 180 Contact Center for Women Facing Violence is a free and confidential public telephone service operating in Brazil since 2005 by means of which complaints of VAW are dealt with, offering information and referrals to public security institutions or other care services as required. Over the decade of this service's implementation, 4,708,978 calls have been handled<sup>26</sup>, thus representing the main method of accessing the services of the Care Network.

For its part, the strategy of *Organizing and humanizing the treatment of victims of sexual violence* focuses on improving the services provided through the public health and security networks in order to expand this attention on the basis of concepts such as women's access to adequate and human care, preventing the secondary victimization of women and combatting the impunity of perpetrators.<sup>27</sup>

The set of policies, laws and programmes on access to justice for women facing violence is applied within the federal structure of the Brazilian state, made up of 26 states plus the Federal District. This involves a challenge for these policies as the state has three levels of government: federal, state and municipal, each with a high degree of autonomy that makes the co-existence possible, in the same territory, of similar authorities with different competences, legislation of particular and general application and own bodies of legislative and executive power, with the authority to apply a fairly wide margin of maneuver to policies of a federal nature .

The size of the country is another factor, as already noted, that makes the functioning of institutions, programmes and services for AJ and VAW more complex. To overcome this, the SPM has promoted the functioning of VAW services in border areas, the use of buses and

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<sup>25</sup> The "*Women: Living without Violence*" programme has 6 strategies for action: 1. The creation of Brazilian Women's Centers; 2. The expansion of the League 180 Women's Contact Center; 3. The creation of Women's Care Centers in Brazil's dry borders; 4. The organization and humanization of treatment of victims of sexual violence; 5. Implementation of Mobile Units for Women's Care in rural and forested areas; 6. Implementation of permanent awareness raising campaigns.

<sup>26</sup> In 2015, 41.09% of the calls handled related to the provision of information; 9.56% resulted in referrals to specialist women's care services; 38.54% resulted in referrals to other telephone services, such as: Military Police 190, Civil Police 197. Source: Secretaria de Políticas para as Mulheres Ministério das Mulheres, da Igualdade Racial e dos Direitos Humanos (2015). *BALANÇO 2015, Uma década de conquistas, Ligue 180 Central de Atendimento a Mulher*. Federal Government of Brazil. Available online at: [www.spm.gov.br](http://www.spm.gov.br)

<sup>27</sup> SPM, *Organização e humanização do atendimento às vítimas de violência sexual*. Available online: <http://www.spm.gov.br>

boats that cross points in the countryside and forest taking services to women facing violence. Although these interventions are not a solution to the problem of access to justice, given the necessary permanence and continuity that these processes require, they are still worthy of merit as they fulfil - albeit in a limited way - the task of making the justice services more accessible and, at the same time, they play an educational role by encouraging the social and legal sanctioning of VAW.

Nonetheless, and despite all efforts made on an institutional and social level to reduce domestic and family violence and fight its impunity, violence against women continues to be a problem that denies, violates or restricts the human rights of a significant proportion of Brazilian women. There is thus agreement among all sources consulted with regard to the validity and need to continue making efforts to advance and strengthen the achievements made to date.

Finally, it is relevant to note that the current context of political crisis and economic recession being experienced by Brazil has had a negative impact on policies of gender equality and tackling VAW. Such consequences can be seen, for example, in the legislative risks and lapses in this regard<sup>28</sup> and in the merger of the SPM with the Secretariat for Human Rights and the Secretariat for the Promotion of Policies of Racial Equalities (SEPPIR), thus creating the Ministry for Women, Racial Equality and Human Rights. This merger represents the start of a potential reduction in staff and budget and in the possibilities for expanding and/or strengthening policies and services to tackle VAW.

### 3. UN Women's strategy in Brazil

The work implemented by UN Women - Brazil is in line with the United Nations Development Assistance Framework (UNDAF) 2007-2011 and 2012-2016. It is also in line with the impacts defined in UN Women's successive strategic plans and in the objectives of the *Flagship Programmes and Initiatives* defined by the agency in 2015. Its programmatic framework is based on international and regional human rights, gender and racial equality instruments, such as the CEDAW, the International Convention on the Elimination of All Forms of Racial Discrimination, the Belém do Pará Convention, the Beijing Action Plan and the Durban Programme of Action, adopted by consensus at the World Conference against Racism. Nationally, this action is in line with the gender equality priorities of the 2nd National Women's Policies Plan, the Policy for Tackling VAW and the Agreement to Tackle VAW (2008-2011) and (2013-2015).

Bearing in mind these international and national regulations on women's human rights, the lessons learned from its previous work and the country context, UN Women - Brazil defined its Strategic Plan 2012-2013, which envisages three goals for its work, as follows: i) Greater leadership and participation on the part of women in the decisions affecting their lives; ii) Economic autonomy of women; iii) Preventing violence against women and girls and

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<sup>28</sup> A planned legal reform of the Care Protocol for victims of sexual violence proposes criminalizing those who provide treatment, information or help to a woman victim of violence who attempts to terminate a pregnancy as a result of aggression. It also proposes limiting the treatment available in the health sector for women who have been raped, even prohibiting the provision of emergency contraception. It furthermore proposes a reconceptualization of sexual violence, taking the definition back to the 1940 Code which demanded evidence of physical harm in order to classify the crime. In addition, in March 2016, Congress modified the functions assigned to the SPM, removing the "inclusion of a gender perspective in public policies".

expanding access to services for victims/survivors. It is important to note that, in 2013, the working team of the country office was restructured as a result of the regional architecture process when the office moved from sub-regional to country office, a process that also coincided with the appointment of a new representative for the country.

Two years later, in 2014, the country office focused on producing its Strategic Note 2014-2016, the production of which was set against a national backdrop of unequal development. Although progress could be seen in economic terms (increased economic activity, increased employment, reduced poverty), in terms of gender equality, discrimination and violence against women things were continuing with little change<sup>29</sup>.

The 2014-2016 Strategic Note is organized into the six major impacts under which all actions to be implemented over this period fall: i) Women leading and participating in decision-making at all levels; ii) Women, particularly, the poorest and most excluded, empowered economically and benefiting from development; iii) Women and children living a life free from violence; iv) Peace, security and humanitarian action determined through the leadership and participation of women; v) Governance and national planning fully reflecting the responsibility for the commitments and priorities of gender equality; and vi) A wide and dynamic set of global standards, policies and regulations regarding gender equality and women's empowerment in place and being applied through the action of governments and other stakeholders at all levels.

#### **AJ and VAW in the programmatic planning of UN Women - Brazil**

Addressing violence against women has been a constant concern of UN Women - Brazil and secure access to justice has formed a part of this concern. Until very recently, efforts in this area were focused on empowering women for greater access to justice. These interventions involved implementing projects such as the "Talking without Fear Women's Fund", awareness raising and information campaigns on women's right to a life free from violence and on the Maria da Penha Law.

With the adaptation of the Model Latin American Protocol for Research into Violent Deaths among Women to the Brazilian context, the office began to tackle the issue of access to justice with more vigor. It took up the challenge of establishing the first pilot Model Protocol adaptation and promoting a process that included the key actors involved in VAW in the justice sector. Implementation of this initiative opened up an opportunity for coordination between these institutions, while also facilitating the incorporation of a gender perspective into the investigative standards and placing the needs and rights of women at the center of the justice services.

The work of the country office in providing access to justice for women facing violence is thus focused around two broad and complementary areas: Guaranteeing the quality of the services provided by the justice sector and strengthening women's capacity to demand those services for the effective protection of their rights. Both components are being implemented as part of

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<sup>29</sup> Brazil continued to occupy 121st place in the ranking of women's participation in politics over this period, with women holding scarcely more than 10% of the seats in the National Congress, and with an unemployment rate among women almost double that of men, with only 1/4 of women employed in the formal sector and their average salary being 30% less than for men.

Impact 3 “Women and girls living a life free from violence” and Impact 4 on “Peace, security and humanitarian action”. This last impact envisages support for the incorporation of a gender perspective into the work of the National Truth Commission.<sup>30</sup>

Given that the work of UN Women - Brazil is organized around the six impacts set out in the Strategic Note (2014-2016), implementation of most of the activities referring to AJ and VAW is the responsibility of the team dealing with Impact 3. Although the work teams and their respective areas of intervention operate in a complementary and coordinated manner, some limitations have been identified in terms of providing an integrated approach to the issue of access to justice for women facing violence. This may be explained by the fact that this issue did not emerge during the strategic planning process as a problem common to more than one impact. An example of this lack of a more integrated focus on AJ and VAW is the fact that the work done on impacts 1 and 3 is not linked when working on the political and electoral violence that some women suffer when they become involved in party politics and how difficult they find it to access justice; another is the lack of coordination between the work done on impacts 2 and 3 to identify barriers that need to be removed for domestic workers to be able to access justice when they are the victims of sexual harassment from their employers.

### **Financial resources**

According to the spokespersons and documentation consulted, the human resources responsible for implementing the operational plans to date have been sufficient as UN Women - Brazil has invested core and non-core resources and this has guaranteed the necessary level of staffing for progress to be made in this work. This decision has been taken against a backdrop of a general reduction in the budget allocated to UN Women - Brazil over the 2011-2015 period, despite the implementation of a wide and continuous fundraising strategy. This situation could therefore be resulting in increased workload for staff and, in this sense, a weakening of the cooperation provided by UN Women - Brazil.

It is clear that the availability of overall funding for UN Women - Brazil’s operations has significantly declined in recent years. Although the figure stood at more than 5 million dollars in 2011, between 2013 and 2015 funding hovered around the 2 million dollar mark. This has been due largely to a reduction in the availability of external (non-core) resource from 53.1% in 2011 to 30.7% over the 2013-2015 period<sup>31</sup>.

In contrast, the percentage of funding allocated to programmes aimed at facilitating access to justice for women victims of violence witnessed increased funding between 2011 and 2014, from 5% of the total country office budget in 2011 to 14% in 2014, although a significant reduction was noted in 2015.

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<sup>30</sup> Created by Law 12,528 in November 2011 and approved by President Dilma Rousseff, the National Truth Commission is responsible for issuing a report into human rights abuses committed during the military regime that commenced with a *coup d’état* in 1964 and which remained in place until 1985.

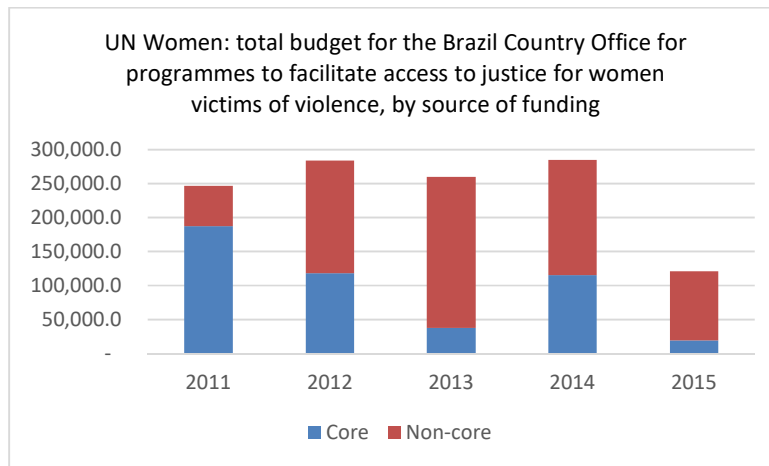


Table 1 - Prepared by the author. Source: UN Women - Brazil

### Main partner institutions or associates on the issue of AJ and VAW

Over the 2011-2015 period, UN Women - Brazil joined and coordinated efforts with a wide range of public and private sector organizations, civil society organizations, international cooperation agencies and other governments. The most noteworthy public sector institutions at federal level are the Secretariat for Women's Policies (SPM), the Secretariat for Public Security (SENAPS) of the Ministry of Justice, and the Institute for Applied Economic Research (IPEA). At state level they are the Public Prosecution Service, the Judiciary, the Public Defender, the Civil Police, and Forensic Medicine.

In the private sector, work has been carried out in alliance with the Avon Institute and the Globo Network, among others. It should be emphasized that the relationship with the Avon Institute has been particularly important to the work of UN Women - Brazil as this was their first experience of linking with the private sector, through a cooperation project that included channeling resources to small grassroots women's organizations, and also because of the sustainability these interventions have acquired, including beyond the involvement of UN Women - Brazil<sup>32</sup>.

The country office remains in constant contact with the civil society organizations. Some of them have formed part of the Civil Society Advisory Group to UN Women - Brazil and/or have been partners during the period in question, including: the Feminist Center for Studies and Advice (Cfemea), the Social Investment Fund (Elas Fund), the Brazilian Institute for Innovation for a Healthy Society (IBISS), the Patricia Galvão Institute and the Health Promotion Center (Cedaps).

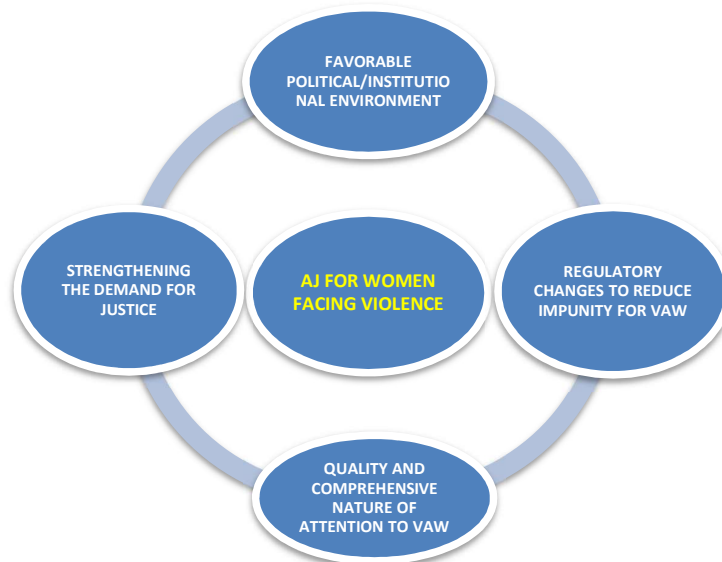
<sup>32</sup> Avon has provided continuity in its support to grassroots women's organizations through the Elas Fund. UN Women - Brazil is not participating in this new phase of cooperation.

At the level of UN agencies, UN Women - Brazil is coordinating with the Gender, Race and Ethnicity Thematic Group. This inter-agency forum has coordinated important efforts, particularly around the issue of preventing VAW, such as the “UNiTE to end Violence against women” initiative, the campaign “Brave men aren’t violent” as well as the publication of the *Map of Violence, 2015*. Other links with UN agencies have not been identified in relation to the issue of access to justice although areas have been identified in which efforts undertaken jointly in previous years could be resumed or current interventions could be complemented, such as people trafficking, which is being addressed by the UN Office on Drugs and Crime (UNODC).

#### 4. Main contributions of UN Women in terms of Access to Justice (AJ) for women suffering violence in Brazil

The areas of work that guide UN Women - Brazil’s daily endeavors on the issue of access to justice for women facing violence are aimed at promoting changes in the regulatory, structural and cultural elements of the law, as well as strengthening the demand for justice from women facing violence. Such changes are in line with a focus that includes access to information on the right to a life free from violence and on the justice services to which women victims of violence can turn among its components. It also envisages raising awareness among justice operators and conducting political advocacy with decision-makers as strategies for promoting a favorable environment in which to address VAW from within the justice sector.

In order to facilitate a description and analysis of the work undertaken by UN Women - Brazil on the issue of AJ and VAW, the following presents information broken down by each of the components indicated in the graphic along with the organization’s main contributions to each one.



##### 4.1 FAVORABLE POLITICAL/INSTITUTIONAL ENVIRONMENT FOR TACKLING ACCESS TO JUSTICE FOR WOMEN FACING VIOLENCE



1. *Creating knowledge and positioning the issue in public opinion.* Studies on access to justice for women facing violence increase visibility and give arguments to the policy proposals formulated in this regard. Their dissemination in the media has a positive effect in terms of creating an environment favorable to the regulatory and policy changes being promoted. UN Women - Brazil has supported two studies over this period (2011-2015) referring to aspects of VAW and AJ: the *“Map of Violence 2015: Women’s Murders in Brazil”* and *“Institutional Tolerance to Violence against Women”*. The first, a study conducted by FLACSO with the support of the SPM and WHO/PAHO, as well as the UN, quantifies the violent deaths of women from an historical perspective, covering the period 1980 to 2013, on the basis of updated data presented in the *Maps of Violence* produced since 2012. This publication seeks to show the trend in femicide in Brazil - an already worrying situation - and to deepen the analysis of this social scourge, widening it to other variables not considered in previous studies, such as the ethnicity of victims and their place of birth or residence (capital and municipality). The study also provides statistical estimates of femicide to 2015, bearing in mind the new regulatory/ institutional context imposed by the entry into force of the recently approved Law 13,104/2015, which reforms the Criminal Code by introducing the crime of femicide.

Noteworthy in the *Map of Violence 2015* is the evidence of a high degree of impunity for VAW cases heard by the justice system. The statistical information this map provides is all the more significant given the enormous lack of data noted in the justice sector in this regard and also in relation to the current efforts to implement the Model Protocol on Research into the Violent Deaths of Women and the effective application of the Law on femicide.

The second study *“Institutional Tolerance to Violence against Women”* presents two surveys, one quantitative and the other exploratory/qualitative, conducted in Rio de Janeiro with the aim of *identifying the social representations present in the consciousness of public servants in terms of gender and race and, secondly, of identifying the limitations and possibilities of the institutions’ performance, bearing in mind the tension between the state’s efficiency and the actions of individuals within the state*<sup>33</sup>. This information was supplemented with qualitative information from the opinions and evaluations of users of the Care Network. An analysis of all the information gathered confirms the need for constant coordination of efforts on the part of state institutions, in order to change the discriminatory cultural patterns related to gender and race that are present among justice operators and which prevent them from fulfilling their duties as guarantors of rights.

As part of these efforts, conducted in 2014, through the UN’s Inter-agency Programme on Gender, Race and Ethnicity, UN Women - Brazil encouraged Cfemea (feminist NGO) to adapt the methodology that had proved successful for UN Women in Colombia. Cfemea applied the instrument to the institutions of the Care Network in Rio de Janeiro, drawing also on the work to construct indicators to measure institutional racism that was being

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<sup>33</sup> CFEMEA and IPEA (2014). *Tolerância institucional à violência contra as mulheres. Brasília*

undertaken by the organization at that time. The government institution responsible for national statistics, IPEA, also participated in this initiative.

The results of these studies were given a great deal of space in the media and had a significant impact on public opinion, helping to raise awareness and a social demand for legal reform such as the law on femicide.

2. *Encouraging legal debate and political dialogue between key actors in the justice sector.* In 2011, UN Women - Brazil supported the legal/academic debate being promoted by the political group known as the “Forum for Justice”, an initiative of law professionals and feminists committed to guaranteeing the right to access justice. The Forum for Justice aims to encourage and establish a legal/academic debate around the need for a comprehensive model of justice that encourages dialogue between the agents of law and civil society. Within this dialogue, the participation of women’s organizations and organizations of other socially disadvantaged groups is seen as a priority. The Forum considers this plural interaction essential as it allows civil society to understand the rules governing the way the institutions of justice operate given that much of the power that lies with the state’s judicial policy revolves around this set of policies and practices. In line with these proposals, and in coordination with the research group of Brasilia University, the team behind this innovative proposal has held conversations and discussion seminars on these issues. UN Women - Brazil contributed to these activities by facilitating the participation of an international expert with whom the “Forum for Justice” had the opportunity to share experiences and proposals on the structuring of a comprehensive model of justice.
3. *Strategic alliance with the SPM, in particular for interventions on AJ and VAW.* One fundamental element of the efforts made by UN Women - Brazil in relation to creating a favorable environment for AJ and VAW policies is its solid and permanent alliance with the SPM. The close links with the governing authority for women’s policies enables support for a wide spectrum of the SPM’s interventions in this area, including strengthening the implementation of the National Agreement for Tackling Violence against Women, which involves producing rules and guidelines for improving and/or institutionalizing services related to AJ and VAW, monitoring and evaluating programmes, support for campaigns, and the coordination of interinstitutional and intersectoral spaces, among other things.

*Contributions of UN Women - Brazil to the creation of a political/institutional environment favorable to addressing access to justice for women facing violence:*

- I. The added value provided by UN Women - Brazil to the above noted studies can be identified in two primary ways: on the one hand, the organization’s role in **coordinating and encouraging the involvement of public and civil society institutions, as this has been key to developing this kind of initiative**, as in the case of the study to measure institutional tolerance to VAW, for example. In addition, the sources consulted also considered UN Women’s contribution important in terms of providing **highly qualified**

technical assistance, transfer of methodologies, knowledge and experiences, thus reinforcing the quality of the outputs and consequent usefulness of results.

- II. **Dissemination of the analysis and data obtained in the surveys and studies on VAW and AJ** has also been an essential contribution of the agency. Recognized as a reference point on the issue of violence against women, UN Women - Brazil is constantly consulted by the media and the agency thus makes the most of these spaces to disseminate and lend greater legitimacy to the different studies, providing updated information and a deeper analysis of the available information. This helps make the general public aware, for example, of concerns over the growing numbers of femicides, and has resulted in this issue becoming recognized as an undeniable national reality requiring urgent and priority state attention.
- III. UN Women - Brazil's contribution to the debate and theoretical reflection on the justice model, including access to justice for women facing violence, is an example of its strategic vision. The "Forum for Justice", as a space for discussion and theoretical production, could form a platform for launching a proposal to diversify strategies aimed at improving access to justice among the population generally, and for women facing violence in particular. Support for **a strengthening of the theoretical/academic debate** that is generated in this space thus contributes to promoting a process of broad social participation (with a focus on socially disadvantaged groups such as women and indigenous peoples) **in the search for proper coherence between the actions of the justice system and the paradigms of the International Human Rights System and the principles of the rule of law.**
- IV. In addition, there is a consensus among all sources consulted as to the strategic nature of the cooperation between UN Women and the SPM. In fact, through the cooperation agreement with the SPM, UN Women - Brazil has an opportunity to **encourage interinstitutional coordination and to cooperate to improve care for women victims of violence nationally.** In addition, it is able to **contribute to strengthening the work of the SPM** as governing authority for women's policies, **particularly in difficult and complex situations such as the current one**, in which the role of this institution has been limited and, in the future, may become even more restricted, with consequent impacts on policies of access to justice for women.

#### **4.2 REGULATORY CHANGES TO REDUCE IMPUNITY FOR VIOLENCE AGAINST WOMEN**

In order to promote and guarantee the regulatory changes aimed at investigating, prosecuting and punishing gender violence against women, UN Women - Brazil has carried out important work in the following areas:

1. *Reducing impunity for femicide.* Adaptation of the Latin American Model Protocol for Investigating the Violent Deaths of Women (the Model Protocol) is one of UN Women - Brazil's most important interventions over the period in question (2011-2015). This task forms part of a global programme of access to justice and was designed from the start as an instrument to encourage political will and to create capacity within the institutions directly responsible for investigating and punishing femicide.

UN Women - Brazil was chosen for the first pilot of the Model Protocol adaptation and application process. It was chosen based on need (Brazil has one of the highest rates of femicide in the region) and the possibilities of implementing the pilot, given the interest and political will shown by the Secretariat for Women's Policies, National Congress, Ministry of Justice, Procurator-General and other relevant actors. The country office had staff with expertise on the Model Protocol<sup>34</sup> and also the possibility of available resources, offered by the Austrian Embassy.

Promoting the adaptation of this Model Protocol was considered strategic in terms of raising the visibility of femicide, advocating for the inclusion of this crime within the Criminal Code, and calling on the whole justice sector to work together on a point of common interest to all<sup>35</sup>. The opportunity this work offered in terms of opening up a space for discussion and awareness raising on gender inequalities and, at the same time, countering the gynopia<sup>36</sup> that is often present in the legal standards and in the actions of justice operators was valued positively. The document that resulted from this process of adapting the Latin American Model to the Brazilian context is entitled "National Guidelines for Investigating, Prosecuting and Trying Cases of Gender Violence against Women" (femicides).

It is worth mentioning the expected institutionalization of the National Guidelines through the adoption of protocols or regulations corresponding to each of the institutions involved: courts, public prosecutor, public defender, forensic medicine and police stations at the level of each of the Brazilian federation's states. The possibility of approving this regulation for application of the National Guidelines is of fundamental importance insofar as it makes compliance with the guidelines legally binding on the part of all staff of the justice institutions, thus reducing the margin for discretion on the part of their staff. UN Women - Brazil also provides technical assistance and political/institutional support for this task.

2. *Advocacy for the approval of femicide in the Criminal Code.* Advocacy in the National Congress to approve the reformed Criminal Code (by means of Law 13,104/2015) classifying femicide as a crime was identified as an issue linked to the process of producing the Guidelines. This legal reform, promoted with the involvement of UN Women - Brazil, clearly shows the success of coordinating the efforts of key actors around advocacy strategies. UN Women - Brazil drew on its strategic alliance with the governing authority for women's policies (SPM), the political will of allied parliamentarians, high-level justice operators such as the Deputy Procurator-General, the support of women's organizations and also the openness demonstrated by public opinion. With all these factors in its favor, successful advocacy work was undertaken that included the study on femicide in Latin America, inviting international experts and disseminating materials and information, as well as other actions which, together, created the conditions for supporting and justifying the validity of

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<sup>34</sup> The country representative, Nadine Gasman, participated in the coordination meeting to produce the Model Protocol, which took place in Panama.

<sup>35</sup> Interinstitutional coordination represents a challenge, given the complex structure of Brazil's federal state.

<sup>36</sup> Gynopia: neologism, recognized in the legislative context as omitting the women's view from cases of violence against them ("gender blindness").

the legal proposal that culminated in the president's approval to classify femicide as a crime in March 2015.

3. *Strengthening the regulations on attention to VAW in the justice sector.* In the context of the cooperation project between UN Women - Brazil and the SPM, a series of technical assistance interventions was identified to develop the Guidelines for the functioning of the Brazilian Women's Center and to identify progress and difficulties in implementing the programme: "Women: living without violence" in all regions of the country; the production and/or updating of the Technical Rules for Standardization of the Referral Centers for Care of Women Facing Violence; and the refuge (shelter) services for women facing violence. UN Women - Brazil's collaboration, through this technical assistance, represents an important contribution to the structuring of an effective and sustainable public response to tackling VAW from the justice sector.

*Some relevant factors were identified within the country office's contribution to regulatory changes aimed at reducing impunity for VAW:*

- I. **The technical/professional capacity of the staff of UN Women or of people called upon by the agency** is a quality that is recognized and highly valued by all partners and institutions involved in this work. The technical assistance provided directly by the country office team or by international experts called upon by them has been crucial to the quality of the standards produced and approved.
- II. In conducting the advocacy work to gain approval of the legal and/or political standards, UN Women - Brazil relied on a series of strategies, one of the most effective and highly valued being that of promoting **coordination between the key actors in each initiative, and facilitating political dialogue between them.**
- III. Recognition of UN Women - Brazil as an expert institution on issues of AJ and VAW broadens its possibilities for advocacy around the production of proposed regulations and policies. This recognition also takes on greater relevance **in relation to the media**, a factor that is crucial for the success of legal initiatives, as was seen in the advocacy process for approval of femicide in the Criminal Code.

#### **4.3 QUALITY AND COMPREHENSIVE NATURE OF ATTENTION TO VAW**

In order to achieve this outcome, UN Women - Brazil has implemented various actions aimed at improving the services offered by the different justice sector bodies to women facing violence.

1. *Greater effectiveness and institutionalization of comprehensive assistance.* The process of adapting the Model Protocol to the Brazilian context involved more than simply producing the National Guidelines. Training justice operators to apply this Protocol also formed part of UN Women - Brazil's contribution, and this work was two-fold. Firstly, during the dialogue process between the members of the working group established to adapt the Model Protocol. Peer methodology was successfully implemented in these working groups, as this enabled interaction and feedback between judges, state prosecutors, the public defense

service<sup>37</sup>, experts and specialist justice delegates and their colleagues from the bodies of the ordinary criminal justice system<sup>38</sup>.

Secondly, with regard to training, a curriculum was produced to support the implementation of the adapted document for the Model Protocol. This activity was undertaken in alliance with Brasilia University (UnB) and was implemented through a course organized on the basis of the guidelines document and imparted to 28 professionals from the criminal justice system of the Federal District.

Alongside the training experience, operators in the ordinary justice system who had not yet been reached by the gender awareness work were sensitized to the issue. With the entry into force of the law on femicide, other bodies and justice operators distinct from the specialist VAW justice system are now legally competent to apply it. It is worth mentioning that one additional outcome of this experience is the multiplier effect of the knowledge and reflections on AJ and VAW that has been noted among some members of the working groups, who have replicated what they have learned within their respective institutions or in their teaching work.

All this coordinated work of training, awareness raising and replication in the justice bodies has had an additional effect of strengthening the Care Network, in addition to greater effectiveness in the application of the *María da Penha* Law. This is due to the greater levels of interinstitutional coordination and monitoring of fulfilment of the roles of each of the justice bodies involved. These effects can already be seen in practice, reliable proof of this being the legal arguments for the judicial resolutions in cases of femicide, the conferences held by justice operators at different events and the greater coordination between the bodies involved in dealing with cases of VAW.

2. *Diversification and strengthening of the points of entry into the justice system.* The Brazilian Women's Center (CMB), as mentioned above, is one of the initiatives envisaged in the programme: "*Women: Living without Violence*", the relevance of which revolves around demonstrating the feasibility and efficacy of providing comprehensive high-quality services for women facing violence all in one place. The CMB does not replace any other service in the Care Network; on the contrary, it expands the existing services by offering another entry point to add to those already present. Under this concept, UN Women - Brazil provides technical assistance to the CMB to ensure comprehensive and high-quality care for users and to improve interinstitutional coordination in order to guarantee comprehensive services and effective access to justice for women facing violence. The scope and potential of this initiative is crystal clear, and this is an important point that could be an object of exchange between UN Women - Brazil and other country offices in the region, particularly with countries where this same initiative is currently being promoted.

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<sup>37</sup> Another innovative factor in this experience was the inclusion in the working groups of public defenders of those accused of acts of violence against women.

<sup>38</sup> Due to Brazil's jurisdictional structure, the justice operators competent to hear cases of femicide (court de jure) are different from those competent to apply the *María da Penha* Law.

3. *Support for non-specialist justice services.* In recent decades, the efforts of all sectors (state, civil society and international cooperation) has focused on extending and improving specialist VAW services, particularly in the context of first- and second-generation laws approved and implemented in the different countries of the region. Such prioritization of specialist justice has resulted in a neglect of the attention provided by the ordinary justice system and, over the years, a need to improve these has become apparent, given that a significant proportion of women facing violence do not have access to specialist services. To this must be added the other forms of and spaces in which VAW occurs (work-related, institutional, community, gynae and obstetric violence, etc.), and which are also not handled by the specialist justice systems focused on domestic or family violence and sexual violence.

In this regard, UN Women - Brazil has also channeled resources into improving the quality of attention given to VAW in non-specialist services: the support for adaptation of and training in the National Guidelines and the survey to measure institutional tolerance to VAW were also targeted at operators in the ordinary justice system.

*The sources consulted note the following contributions as being the most relevant among the work of UN Women - Brazil in terms of guaranteeing the quality and comprehensiveness of attention to VAW in the justice sector:*

- I. UN Women's intervention in the structuring of and results obtained from the working groups set up to adapt the Model Protocol was valued very positively. Its **capacity to convene and coordinate different actors is recognized**, actors which up to now have not been able to reach agreements or consensus around an understanding of the different dynamics and problems of each of the justice institutions. UN Women's support, as an agency of the United Nations System, and its recognized expertise in the issue of VAW, as well as the Model Protocol, are decisive factors in the work it has been able to implement around interinstitutional coordination. This coordination has, moreover, encompassed all three levels of government: federal, state and municipal.
- II. **Its strategic vision** is another notable element of UN Women's interventions in relation to the quality and comprehensiveness of the attention given to VAW by the justice sector. This vision is aimed at supporting interventions that can be replicated across the whole national territory, particularly taking into account its size and organizational/institutional structure. One example of this is the support for the interinstitutional working group to adapt the Model Protocol, which has operated with the agreement of the authorities from each of the participating institutions, thus facilitating the institutionalization of this experience. It is currently being reproduced in five states in Brazil: Mato Grosso do Sul, Maranhão, Piauí, Santa Catarina, Rio de Janeiro and the Federal District. Along these same lines, the support for the production of Guidelines for the functioning of the CMB and the production and/or updating of the Technical Rules for Standardization of the Referral Centers for Care for Women Facing Violence were also identified. **The working methodology of UN Women - Brazil** in these and other interventions of this kind **is characterized by a transfer of knowledge and capacities, promoting the coordination of key actors in the**

implementation of policy and encouraging replication, institutionalization and sustainability.

#### 4.4. STRENGTHENING THE DEMAND FOR JUSTICE FOR WOMEN FACING VIOLENCE

Creating the conditions for acceptance and openness to change in policies and laws that favor access to justice for women facing violence necessarily means strengthening women's capacity to report crimes and make demands, both on an individual and a collective level. This means that potential justice service users need to have information, and the backing of the social network, including their organization, so that they are supported in the process of demanding protection of their rights and punishment for those who violate them. It also involves action aimed at ensuring state officials fulfil their duties and commitments with regard to policies providing attention for VAW and laws punishing it. UN Women - Brazil has made the following contributions in this regard:

1. *Identifying progress and reporting failures to comply with the state's commitment to women's right to a life free from violence and access to justice.* Monitoring and surveillance of the state's action in relation to the international human rights standards and national legislation has been supported by UN Women through its permanent cooperation in the production of *shadow monitoring reports* for international instruments on women's rights. These reports provide relevant information to the bodies of the international and regional systems responsible for making recommendations to states, and are subsequently taken up by women's and feminist organizations. UN Women is currently supporting the production of a shadow report for the forthcoming review of the Brazilian state by the CEDAW Committee. Indigenous women's organizations are a particular priority within this area of support.
2. *Rescue of the historical memory on the political participation of women, gender violence and impunity.* UN Women – Brazil's contribution to the incorporation of a gender perspective into the work of the National Truth Commission has been concretely manifested through its technical assistance for the application of a methodology for investigating crimes of a sexual nature (rapes, abortions or forced pregnancies) committed against women during the dictatorship. The Report of the Truth Commission was produced and Part 3 of Chapter 10 includes information referring to women victims of acts of torture. Unfortunately, the national political context has not been conducive to creating a social demand to address impunity for these crimes.
3. *Women's access to information on the right to a life free from violence and the available justice services.* In 2013-2014, UN Women - Brazil implemented a project in alliance with the Avon Institute, the Elas Social Investment Fund (Elas Fund), and the Center for Health Promotion (CEDAPS)<sup>39</sup>. The project was aimed at supporting grassroots women's organizations to conduct informational activities on the *María da Penha* Law and on the justice services available in this regard. Through the funds donated by the Avon Institute (500,000 Reales, approx. USD 240,000) and channeled through the Elas Fund, 30 women's

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<sup>39</sup> Avon is a private company that has been supporting different initiatives of UN Women since 2008; the Elas Fund is a feminist institution with experience of managing and monitoring small-scale funding of grassroots organizations; and CEDAPS is an NGO working in communities in the Rio de Janeiro region.



organizations were supported, providing them with resources which, given their weak or emerging institutional development status, they would usually be unable to access.

4. *Expansion of sources of information on justice services available.* In the context of the cooperation project with the SPM, UN Women implemented a platform for a digital application that provides information on the *María da Penha* Law and available services. The “CLICK 180” application provides information on the different kinds of violence against women; the location of support and care services and how to find them; a detailed outline of how to act and what kind of service to seek for all cases of violence against women, a link to connect directly to 180 (the women’s care center for information and complaints) as well as a collaborative tool for mapping sites around the city that present a risk for women. This innovative strategy to increase access to practical and safe information for women facing violence was accompanied by the transfer of the app’s technological platform to the SPM. This application is currently not functioning due to a lack of necessary staff within the SPM but its implementation is planned for the near future, along with its replication in other countries of the region.
5. *Inclusion of the issue of access to justice for women facing violence on the political agenda of the indigenous communities.* Over the 2011-2015 period, UN Women - Brazil implemented two projects with indigenous women in this regard. The first focused on training processes to detect the different forms of VAW and to identify the barriers preventing this population from accessing justice. This work resulted in a document in 2011, which was submitted to members of the National Congress and which helped them understand the reality of indigenous women. It was also presented to the CEDAW Committee in its most recent review of the Brazilian state’s compliance with the Convention (2012).

The second project, “Indigenous Women’s Voices”, is aimed at strengthening their leadership and defining a common agenda for women from 105 ethnic groups. This document will be presented at the “Free Land Camp”, a meeting of indigenous peoples to facilitate their dialogue with the government, to be held in May 2016. With the implementation of this project, UN Women - Brazil is helping to identify gaps, spaces that may later enable indigenous women’s organizations to take proposals to the national authorities. The agency is, in this regard, currently working on a case study in the Dourados community (State of Mato Grosso do Sul) that seeks to document cases of VAW and the state’s response in terms of health services, social welfare, justice, etc. In addition, the cooperation project with the SPM envisages technical assistance aimed at producing a guide to tackling violence against indigenous women and providing material on their rights.

*Of the work undertaken by UN Women to strengthen the demand for justice among women facing violence, the following contributions are particularly noteworthy:*

- I. **Improving the capacity of women’s organizations to report and make demands to international bodies** in relation to compliance with state commitments on women’s rights taken in the binding agreements and conventions signed by the Brazilian state. UN

Women's contribution to this work includes the process of collective discussion and ownership of consensus among the women's organizations.

- II. Support for the Truth Report contributed to **raising the visibility of violations of women's rights in the context of the dictatorship**. Although the content of the noted report has not thus far been taken up, data on the torture to which so many women were subjected because they stood up to the dictatorship has been included in this document, providing evidence of women's political participation throughout their country's history and of the debt the Brazilian justice system owes to these women victims of state violence.
- III. In terms of expanding sources of information and entry points into the justice system for women facing violence, one important achievement of UN Women - Brazil has been the strategy to **promote social responsibility by involving the private sector in these efforts, while also contributing to a strengthening of grassroots women's organizations**. One example of the effectiveness of this strategy is the association between the private company, Avon, and the feminist and grassroots organizations, CEDAPS and Elas Fund. By strengthening these kinds of organization, the work to disseminate AJ and VAW is being promoted using a peer methodology, which is widely proven and has a good rate of success. Another innovative and successful element of this kind of experience is the use by some women's groups of alternative methods for talking about VAW, such as: radio, *capoeira* martial art, gastronomy, music, the *candomble/umbanda* religions and so on.
- IV. With a similar aim to the previous intervention, the introduction **of the use of new technologies** is also noteworthy, as a tool for providing access to information on the María da Penha Law and for specifically guiding women towards available care and justice services. This innovative initiative, promoted by UN Women - Brazil, is aimed particularly at young women who, according to the *Map of Violence 2015*, are the age group (18 to 30 years) most likely to suffer femicide.
- V. *Strengthening the coordination of indigenous women to demand their right to a life free from violence and access to justice*. In terms of an intercultural approach to VAW and AJ, the sources consulted identified one achievement of UN Women's work as its **coordination of the demands of indigenous women from the country's different ethnic groups and the inclusion of this issue on the political agenda and in spaces for discussion between indigenous communities and the state**. Making it possible to address such a sensitive issue for indigenous communities without causing internal tensions or reprisals for women who are demanding this right represents significant progress towards defending women's right to a life free from violence and the consequent link to their right to access justice.

## 5. Identifying good practice and lessons learned

The information gathered and described in the previous section on UN Women - Brazil's contributions to providing access to justice for women facing violence demonstrates its focus on a strategic intervention in which the different components are coordinated.

Over the period in question (2011-2015), UN Women - Brazil has focused its support on initiatives that would have a direct impact on overcoming the barriers that prevent access to justice for women facing violence, such as technical assistance for defining and/or approving the laws, protocols and services to be implemented in the justice sector. At the same time, interventions have also been aimed at changing the discriminatory behavior of justice operators based on stereotypical and misogynistic cultural patterns which, when combined with other determining factors of social inequality, such as racism or discrimination due to ethnic origin, reproduce and justify violence against women. One feature of these interventions is the efforts to institutionalize them and consequently replicate them in each of the Brazilian states, promoting pilot experiences, adaptation of methodologies and transfer of knowledge.

In relation to the political advocacy strategy supported by the country office, the strengthening of capacity of women's organizations (feminist, workers, indigenous, etc.) to be able to formulate demands is noteworthy, along with: the search for and facilitation of spaces for dialogue between these organizations and the state; the support for the participation of representatives of women's organizations in international fora for monitoring commitments to AJ and VAW; and the generation of public opinion favorable to women's demands. With regard to this last aim, UN Women - Brazil has positioned itself as a significant actor on the issue of AJ and VAW, maintaining an interest and presence in the media. This lends legitimacy to its participation in this issue and strengthens its capacity to convene the relevant actors.

As a product of the analysis of all these actions and their positive outcomes, some of the experiences that are potentially replicable in the context of other countries in the region are as follows:

1. UN Women - Brazil is an important reference point on issues of AJ and VAW, and this recognition has enabled it to promote dialogue processes between key actors in the justice sector with responsibility for handling, prosecuting and punishing cases of VAW (judges, civil and military police, prosecution service, public defense service, forensic medicine). This perception of its role was shared by all sources consulted, who identified UN Women - Brazil as the main international cooperation agency involved in this issue, with wide experience and knowledge of the topic, and also enjoying the support of the United Nations System, which gives it the legitimacy to issue opinions, and convene and/or coordinate interinstitutional and multisectoral spaces for dialogue and consensus building.
2. The documentation of the advocacy process to include femicide in the Criminal Code and adapt the Model Protocol is something that would be very useful to disseminate and share with other UN Women offices in Latin America and with women's organizations around the region, in order to clearly identify strategies for advocacy, working methodologies, mechanisms for institutionalization and the outcomes of applying this regulation in the justice sector.
3. Involving and committing the private sector in initiatives on AJ and VAW (through the financing of women's organizations and dissemination of campaigns) as a permanent rather

than a temporary strategy is an area of work that could significantly contribute to resolving the problems of limited funding that are facing most cooperation agencies. It would be particularly interesting to bear in mind this kind of initiative for those offices located in countries which, like Brazil, are being classified as middle income and thus have limited possibilities for accessing international cooperation funds.<sup>40</sup>

4. The production of quantitative information on institutional and social tolerance to VAW is of great impact and use, all the more so when it involves a national statistics institution. Although this initiative did not primarily emerge from Brazil, as the country adapted an experience developed in Colombia, the contribution of both experiences could be replicated in other countries insofar as the process of intersectoral coordination between women's organizations, the guiding authority for women's policies and the institutions responsible for official statistics are all documented.
5. Based on the social and institutional recognition of the work implemented by UN Women - Brazil in the area of AJ and VAW, the agency is also promoting recognition of women's organizations as essential actors in addressing this issue. In many contexts in the region, this is a barrier that needs to be overcome by women's organizations, as they are not identified as valid actors with which the state should interact. The offices of UN Women and other international cooperation agencies in other countries can play a decisive role in this regard, as UN Women - Brazil has been doing in Brazil.
6. Support for initiatives such as those currently taking shape with the political coordination of the "Forum for Justice", focused on creating the structure for a comprehensive model of justice, has a direct impact in terms of changing practices that affect access to justice for women facing violence. At the same time, this kind of experience can contribute to greater synergy between women's demands and the justice reforms promoted by state bodies. The added value offered by UN Women - Brazil to this initiative, and which can serve as a reference for other country offices, lies in its recognition as an institution external to the state that promotes dialogue between key actors and has legitimacy due to its work on the subject, as well as its membership of the United Nations System.

## 6. Future recommendations

The consultation of primary and secondary sources also provided some guidelines that have helped identify future opportunities for the work of UN Women - Brazil on the issue of AJ and VAW. These seek to strengthen the areas of work already implemented or open up other opportunities for cooperation, moving into new areas for coordination with other groups or extending the scope of application of access to justice for women facing violence to forms of violence other than domestic or sexual violence.

With this in mind, these ideas have been organized into five areas of work.

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<sup>40</sup> Involving the private sector as a provider of supplementary resources always presents some risks that need to be considered, and which UN Women - Brazil has presumably taken into account. One risk is that some of these companies may be involved in practices that are at odds with the values and principles of UN Women and the UN generally, and which could affect its image, particularly in relation to the feminist movement, and weaken the causes for which UN Women is working.

## RECOMMENDATIONS ON THE INCLUSION OF OTHER FORMS OF VIOLENCE AGAINST WOMEN AND THEIR ACCESS TO JUSTICE

- (1) Through its interventions to economically empower and improve the political participation of women, UN Women - Brazil is implementing a set of actions with the above objective; however, there is no evidence of a link between these actions and the work being implemented on AJ and VAW. It would be interesting, in this regard, to promote both areas of work by including violence at work (workplace bullying and sexual harassment) and political and electoral violence as other forms of violence against women. This would mean including actors and resources and boosting results through actions aimed at creating institutional and political conditions, amending regulations and guaranteeing comprehensive services and access to women victims or survivors of forms of violence other than family and/or sexual violence.
- (2) Linking these efforts could also encourage an alliance with other UN agencies working on these areas, such as the ILO and UNDP. Inter-agency coordination around the issue of AJ and VAW is an area that could be strengthened by combining efforts, through joint bilateral programmes between UN Women and the different UN agencies.

## RECOMMENDATIONS RELATED TO THE INCLUSION OF OTHER GROUPS OF WOMEN FACING VIOLENCE AND LIMITED ACCESS TO JUSTICE

- (1) Although UN Women - Brazil has promoted projects that seek the empowerment of indigenous women as a group, with their own needs and realities, the complexity of this context probably requires the defining and implementation of a specific and ongoing strategy on AJ and VAW. This strategy could be coordinated with those aimed at raising awareness, training and coordinating efforts with the justice sector institutions involved, the social and women's organizations and the National Indian Foundation (FUNAI). As indicated above, this work could be coordinated in the context of an inter-agency forum.

The sources consulted indicated some of the concrete actions that need to be promoted in relation to access to justice and violence against indigenous women:

- Research into indigenous women: the different realities of each people, culture, their living conditions, the status of their territories, levels of organization, etc. This work would help gain a better understanding of the socio-cultural and economic factors underpinning the conditions in which work on access to justice for indigenous women facing violence would have to take place.
- Research into the application of public policies to tackle VAW and access to justice in different indigenous communities: barriers existing on a cultural, institutional, economic and social level.
- Strengthening of indigenous women's organizations (financing, information,

training, coordination and advocacy), in order to boost advocacy for the application and/or modification of AJ and VAW policies.

- Coordination and advocacy with justice sector operators to ensure they fulfil their duties and apply the laws on VAW. With regard to this last activity, an important gap has been identified in terms of a crucial need for external support, given the enormous difficulties indigenous women have in directly approaching the competent authorities within the justice sector and demanding protection of their right to a life free from violence.

(2) Other groups of women requiring specific strategies have also been identified.

These women are at greater risk of violation of their right to access justice for acts of violence, such as women deprived of their liberty and victims of trafficking. The sources consulted report an increased number of women deprived of their liberty nationally (linked to organized crime) and the existence of criminal networks devoted to trafficking women, with Brazil being both a place of origin and a destination. Women often occupy the lower ranks in organized crime networks which, linked to their gender, increases the risk of a violation of their rights within these networks and also when in the prison system. UN Women - Brazil could include this issue in the coordination efforts it is conducting with the justice sector institutions and promote the application of national and international legislation in this regard, such as the *Body of Principles for the Protection of All Persons under Any Form of Detention or Imprisonment* (United Nations, 1988).

(3) The *Map of Violence* (2015) showed a higher incidence of femicide among women

of color than among white women. Approximately 50% of femicides of women of color take place in the context of a couple or a relationship. However, the statistics offer little information on aggressors/femicides and, in this regard, it would be good to have data and analysis that could help better understand the context of violence in which poor people of color live, particularly women. This information is essential in order to identify mechanisms that would make it possible to apply policies to protect women of color facing violence and the public response provided by the justice sector. The technical assistance of UN Women - Brazil in the area of investigation and in the justice sector, as well as its capacity to convene key actors involved in issues of gender and race could be very useful in tackling this problem.

(4) Protecting women's rights defenders is currently a priority in the Latin America

region. Brazil is no exception in this, particularly given the context of significant threats to the progress made in women's rights and the frequent violence, institutional and other, faced by such defenders in this country. The justice sector is proving inefficient in guaranteeing the integrity and security of defenders and, in this scenario of risk and institutional instability, the contribution of the cooperation agencies, such as UN Women, can be decisive. Actions in this regard could include documentation, reporting and support for cases of violence against women's rights defenders who approach and lodge their case with the justice system. It would also be advisable to contribute to an exchange of experiences and collective training of

defenders in different countries around the region, as well as to coordinate efforts to mobilize public opinion and international pressure.

#### **RECOMMENDATIONS FOR ADVOCACY ON THE ISSUE OF AJ AND VAW**

- (1) The current context of a rollback of legislation with regard to AJ and VAW and the clear restriction of the SPM's institutional role requires the implementation of a solid coordinated strategy between the women's movement, the legislators and other possible allies from the public, private and social sectors nationally and internationally. Together, the complementary work of these actors could stand up to these setbacks, which are having a disproportionate effect on women and creating greater barriers to accessing justice.
- (2) Along the same lines, there is an opportunity for UN Women - Brazil to strengthen the mechanisms for accountability, monitoring and surveillance of compliance with commitments and policies on AJ and VAW. One element that would be worth considering as a priority in this monitoring - given the clear reduction in public funding - is to recommence the work supported by UN Women in 2012 on gender-sensitive budgets and to monitor the allocation of resources for VAW policies, including AJ. The dissemination of Recommendation 33 recently issued by the CEDAW on Access to Justice for Women could also be of great use in the context of this work of monitoring the state's duties and commitments deriving from international instruments and bodies.
- (3) The interest of the "Forum for Justice" in promoting the debate on a comprehensive model of justice represents a worthwhile opportunity for advocacy with justice operators on the part of UN Women - Brazil, raising awareness of AJ and VAW and, at the same time, influencing the practices, guidelines and policies current in the justice administration and which form barriers to women facing violence.

#### **RECOMMENDATIONS ON STRENGTHENING THE WORK DONE IN THE AREA OF AJ AND VAW**

- (1) The positive, both direct and collateral, effects of the process of adapting and applying the Model Protocol make this experience a lesson learned that is worth extending to each state of Brazil. Continuity in this process of training/coordination of the bodies involved has proved vital in the institutionalization and effectiveness of these regulations and of everything related to the prosecution and punishment of violence against women.
- (2) It is equally important to resume the experience of the Survey into Institutional and Social Tolerance to VAW in order to achieve its institutionalization and be able to rely on an official statistical source to provide data on the influence of patriarchal cultural patterns when dealing with women victims of violence who approach the

justice system. The generation of empirical evidence on the prevalence of gender stereotypes among justice operators is a tool that can contribute significantly to supporting and defining AJ and VAW policies aimed at this sector.

#### **RECOMMENDATIONS ON INCLUDING OTHER AREAS OR ELEMENTS OF ACCESS TO JUSTICE FOR WOMEN FACING VIOLENCE**

- (1) The interventions implemented by different sectors with regard to AJ and VAW have concentrated on the specialist justice services, relegating improvements in the services offered by the ordinary justice system to a secondary position. In order to improve the quality and comprehensiveness of this attention, it is important to invest efforts in extending the work to other areas and services of the justice sector. For this reason, the need to investigate the state's response in places that public policies on AJ and VAW do not reach or where they have only a fragmented presence is important for the women's organizations consulted. This information is essential in order to define the women's demands for effective public policies that ensure access to justice for all women facing violence throughout the country.
- (2) Bearing in mind the long and hard process of advocacy that the women's movement has had to implement, with the support of cooperation agencies such as UN Women - Brazil, in order to achieve, first, the recognition of VAW as a social problem requiring state intervention and, second, the creation and functioning of specialist VAW institutions, there has been no opportunity to prioritize advocacy on the need for reparations for VAW victims. Ten years on from the *María da Penha* Law (which envisaged such measures), inclusion of this has become necessary in order to ensure the application of this element of law to access to justice for women who have suffered violence. This is an area in which UN Women - Brazil could make a significant contribution.



## ANNEXES

### Annex 1. - Key informants consulted

Position	Institution
Country Representative	UN WOMEN
National Programme Manager	UN WOMEN
Access to Justice Coordinator	UN WOMEN
Programme Analyst	UN WOMEN
Programme Manager	UN WOMEN
Programme Manager	United Nations Office on Drugs and Crime (UNODC)
Secretary for Tackling Violence against Women (SEV)	Special Secretariat for Women's Policies (SPM) of the Ministry for Women, Racial Equality and Human Rights
Former Deputy Secretary in the Secretariat for Tackling Violence against Women (SEV)	Special Secretariat for Women's Policies (SPM) of the Ministry for Women, Racial Equality and Human Rights
Secretary	Secretariat for Women's Policies of Mato Grosso do Sul state
Women's Policies Coordinator	Secretariat for Women's Policies of Rio de Janeiro state
Secretary	Municipal Secretariat for Public Policies for Women (Mato Grosso do Sul).
Chief of Staff	Municipal Secretariat for Public Policies for Women (Mato Grosso do Sul).
Advisor	Municipal Secretariat for Public Policies for Women (Mato Grosso do Sul).
Coordinator	Brazilian Women's Center in Campo Grande (State of Mato Grosso do Sul).
Administrative Manager	Brazilian Women's Center in Campo Grande (State of Mato Grosso do Sul).
Psycho-Social Sector Representative	Brazilian Women's Center in Campo Grande (State of Mato Grosso do Sul).
Deputy Procurator-General of the Republic	Brazilian Women's Center in Campo Grande (State of Mato Grosso do Sul).
Public Defender for Domestic and Family Violence in the CMB	Procurator-General's Office
Major in the Municipal Guard	Women's Defense Office of the Public Defender of the State of Mato Grosso do Sul.
Commissioner	Brazilian Women's Center in Campo Grande (State of Mato Grosso do Sul).
Criminal Expert	Specialist Women's Defense Unit - Civil Police of Goiás
Investigator	General Institute for Expert Witnesses of Rio Grande do Sul
Psycho-Social Sector Representative	Institute for Applied Economic Research - IPEA
Parliamentary member for the Brazilian Communist Party/Minas Gerais	National Congress

Parliamentary member for the Workers Party (PT)	National Congress.
Judge from the Justice Tribunal of São Paulo and  Member of the COMESP coordination team	Judiciary of the State of São Paulo (COMESP)  Coordinating Body of Women facing Domestic and Family Violence of the Judiciary of the State of São Paulo (COMESP).
Judge	Third Circuit for Domestic Violence (Mato Grosso do Sul state)
Executive Coordinator	<i>Cidadania, Estudo, Pesquisa, Informação e Ação</i> (CEPIA) <i>Citizenship, Study, Research, Information and Action</i> (CEPIA)
Executive Coordinator	<i>Cidadania, Estudo, Pesquisa, Informação e Ação</i> (CEPIA) <i>Citizenship, Study, Research, Information and Action</i> (CEPIA)
University professor	Women's Studies and Research Center University of Brasilia
Founder Member	Justice and Society ( <i>Justicia y Sociedad</i> ) (Rio de Janeiro)
Programme Manager	Elas Social Investment Fund
Former Director	<i>Instituto Brasileiro de Inovações Pró-Sociedade Saudavel Centro Oeste – IBISS CO</i> <i>Brazilian Institute for Innovations in Social Health (South West)</i> (IBISS CO)
Member of Criola and of UN Women's Civil Society Advisory Group (CSAG)	Criola and CSAG
Member	<i>Associação Indígena Guateka Marçal de Souza</i> and CSAG <i>Guateka Marçal de Souza Indigenous Association</i> and CSAG
Coordinator	National Indigenous Women's Council (CONAMI)
Member of CONAMI and staff member of the Municipal Secretariat for Women's Policies	National Indigenous Women's Council (CONAMI)
Member of CONAMI and staff member of the Special Indigenous Health District	National Indigenous Women's Council (CONAMI)
Former member of Cfemea	<i>Colegiado de Gestão do Centro Feminista de Estudos e Assessoria</i> (Cfemea) <i>Feminist Studies and Advisory Center Management Board</i> (Cfemea)
Ambassador	Austrian Embassy
Corporate Communications Coordinator	Avon Institute

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