



Convention on the Elimination of All Forms of Discrimination against Women

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Committee on the Elimination of Discrimination against Women

Concluding observations on the combined eighth and ninth periodic reports of Brazil*

1. The Committee considered the combined eighth and ninth periodic reports of Brazil ([CEDAW/C/BRA/8-9](#)), submitted under the simplified reporting procedure, at its 2075th and 2076th meetings (see [CEDAW/C/SR.2075](#) and [CEDAW/C/SR.2076](#)), held on 23 May 2024.

A. Introduction

2. The Committee appreciates the submission by the State party of its combined eighth and ninth periodic reports, which were prepared in response to the list of issues and questions prior to reporting ([CEDAW/C/BRA/QPR/8-9](#)). It also appreciates the State party's follow-up report to the previous concluding observations of the Committee ([CEDAW/C/BRA/CO/7/Add.1](#)). It welcomes the oral presentation by the delegation and the further clarifications provided in response to the questions posed orally by the Committee during the dialogue.

3. The Committee commends the State party on its high-level delegation, which was headed by the Minister for Women, Aparecida Gonçalves, and included representatives of the Ministry of Women, the Ministry of Indigenous Peoples, the Ministry of Human Rights and Citizenship, the Ministry of Racial Equality, the Ministry of Justice and Public Security, the Ministry of Foreign Affairs, the Ministry of Health, the Ministry of Development and Social Assistance, Family and the Fight against Hunger, the National Council of General Public Defenders and the Secretariat of Women of the states of Ceará and Bahia, as well as the Deputy Permanent Representative, Cecilia Kiku Ishitani, and other representatives of the Permanent Mission of Brazil to the United Nations Office and other international organizations in Geneva.

B. Positive aspects

4. The Committee welcomes the progress achieved since the consideration in 2012 of the seventh periodic report ([CEDAW/C/BRA/7](#)) of the State party in undertaking legislative reforms, in particular the adoption of the following:

* Adopted by the Committee at its eighty-eighth session (13–31 May 2024).



- (a) Law No. 14.611 on equal pay and remuneration for women and men, in 2023;
- (b) Law No. 14.232 creating a national policy on data and information related to violence against women, in 2021;
- (c) Law No. 14.192 on preventing and combating political violence against women, in 2021;
- (d) Law No. 14.132, which criminalizes harassment, in 2021;
- (e) Law No. 13.104 provides for femicide to be an aggravating circumstance of the crime of homicide when committed against women because of their gender, in 2015;
- (f) Law No. 12.650 modifying the statute of limitations for crimes of sexual abuse against children and adolescents, in 2012;
- (g) Law No. 12.990 on quotas in the public service, in 2014.

5. The Committee welcomes the State party's efforts to improve its institutional and policy framework aimed at accelerating the elimination of discrimination against women and promoting gender equality, such as the adoption or establishment of the following:

- (a) The Ministry of Women, the Ministry of Indigenous Peoples and the Ministry of Racial Equality, in 2023;
- (b) The National Pact for the Prevention of Femicides by Decree No. 11.640, in 2023.

C. Sustainable Development Goals

6. **The Committee welcomes the international support for the Sustainable Development Goals and calls for the realization of de jure (legal) and de facto (substantive) gender equality, in accordance with the provisions of the Convention, throughout the process of implementing the 2030 Agenda for Sustainable Development. The Committee recalls the importance of Goal 5 and of the mainstreaming of the principles of equality and non-discrimination throughout all 17 Goals. It urges the State party to recognize women as the driving force of the sustainable development of Brazil and to adopt relevant policies and strategies to that effect.**

D. Parliament

7. **The Committee stresses the crucial role of the legislative power in ensuring the full implementation of the Convention (see [A/65/38](#), part two, annex VI). It invites the National Congress, in line with its mandate, to take the necessary steps regarding the implementation of the present concluding observations between now and the submission of the next periodic report under the Convention.**

E. Principal areas of concern and recommendations

Visibility of the Convention, the Optional Protocol thereto and the Committee's general recommendations

8. The Committee notes that the Convention is referred to as part of the national legal framework in various guiding documents and tools. However, it notes with

concern the limited awareness among women, in particular among rural women, women living in poverty, women with disabilities, Indigenous women, Quilombola women, women of African descent, migrant women and lesbian, bisexual, transgender and intersex women, of their human rights under the Convention and the remedies available to claim them.

9. **The Committee recommends that the State party intensify its efforts to widely disseminate and raise awareness of the Convention, the Optional Protocol thereto and the Committee's general recommendations in languages used in the State party, including Indigenous languages, in particular among rural women, women living in poverty, women with disabilities, Indigenous women, Quilombola women, women of African descent, migrant women and lesbian, bisexual, transgender and intersex women, and to educate women on their human rights under the Convention and the legal remedies available to claim those rights.**

Women's access to justice

10. The Committee notes the efforts of the State party to facilitate women's access to justice through targeted policies. However, the Committee notes with concern several obstacles in access to justice faced by rural women, Indigenous women, Quilombola women, women of African descent, migrant women and women with disabilities, such as language barriers, limited accessibility of court structures for women with disabilities and, in remote and underserved areas, legal and transportation costs and limited access to information on available remedies in cases of intersecting forms of discrimination, which prevent victims from bringing complaints.

11. **The Committee, in line with its general recommendation No. 33 (2015) on women's access to justice, recommends that the State party strengthen access to justice for rural women, Indigenous women, Quilombola women, women of African descent, migrant women and women with disabilities, including by ensuring that courts are fully accessible to persons with disabilities, deploying mobile courts to remote areas, providing free legal aid and interpretation services, reimbursing transportation costs and disseminating information about the legal remedies available to victims to claim their rights.**

Women and peace and security

12. The Committee notes that a national plan for the implementation of Security Council resolution [1325 \(2000\)](#) on women and peace and security was adopted for the period 2017–2019. It notes with concern, however, that the State party has not renewed the plan, even in the context of the ongoing land conflicts, the environmental crisis and the global climate emergency.

13. **The Committee recalls its general recommendation No. 30 (2013) on women in conflict prevention, conflict and post-conflict situations and recommends that the State party, in cooperation with representatives of women's civil society organizations:**

(a) **Renew its national plan for the implementation of Security Council resolution [1325 \(2000\)](#) on women and peace and security, ensuring that it is gender-responsive, promote the role of women in peace processes, taking into consideration the regional context, and allocate sufficient resources for the effective implementation of the plan;**

(b) **Ensure that the development, peace and security concerns of women are fully integrated into the national security architecture and development priorities, including the achievement of the Sustainable Development Goals;**

(c) **Reinforce its commitment to ensuring the equal and inclusive representation of women in the armed forces and in multilateral peace processes.**

National machinery for the advancement of women and gender mainstreaming

14. The Committee notes with appreciation that the Ministry of Women promotes the transversality of policies for the promotion of gender equality across all ministries. However, it remains concerned about the limited human, technical and financial resources allocated to the Ministry of Women to enable it to fulfil its broad mandate and the inadequate governance and regulatory tools and instruments for effectively standardizing service delivery, driving stakeholder accountability and fulfilling its coordination and oversight functions.

15. **The Committee recommends that the State party allocate adequate human, technical and financial resources to the Ministry of Women and to gender desks across sectors in order to:**

(a) **Increase their effectiveness in formulating, coordinating and overseeing the preparation and implementation of gender-responsive laws and policies at the federal, state and municipal levels;**

(b) **Develop appropriate gender governance and regulatory tools and instruments with a view to effectively standardizing service delivery and fulfilling coordination and oversight functions;**

(c) **Utilize the knowledge hub of the Convention on the Elimination of All Forms of Discrimination against Women as a tool to strengthen the accountability of stakeholders and to monitor the performance of all laws and policies, especially in critical sectors, in relation to gender indicators, so as to address their differentiated impact on all groups of women.**

National human rights institution

16. The Committee takes note of the existence of the National Council of Human Rights, established by Law No. 12.986 in 2014. However, it remains concerned about the limited mandate and lack of financial and administrative independence of the National Council of Human Rights, which does not have the status of a national human rights institution.

17. **The Committee recommends that the State party expedite the establishment of an independent national human rights institution, in line with the principles relating to the status of national institutions for the promotion and protection of human rights (the Paris Principles), with a strong mandate to protect and promote human rights, including women's rights, and provide it with adequate human, technical and financial resources to enable it to effectively discharge its mandate.**

Temporary special measures

18. The Committee takes note of the State party's efforts to introduce temporary special measures to increase the representation of women in political and public life. However, it notes with concern the limited use of temporary special measures in other areas where women, in particular rural women, women with disabilities, Indigenous women, Quilombola women, women of African descent and lesbian, bisexual, transgender and intersex women, are underrepresented and disadvantaged, including

in political, public, social and economic life and in relation to education, employment, health care and social security. The Committee is also concerned about the limited assessment of the impact of existing temporary special measures on women's equal and inclusive representation to evaluate how effectively these measures have contributed to the achievement of substantive equality between women and men.

19. The Committee recommends that the State party expand the use of temporary special measures, including quotas, special scholarships, affirmative procurement and financial incentives for hiring women and establish time-bound targets to accelerate the achievement of substantive equality between women and men in all areas covered by the Convention where women, in particular rural women, women with disabilities, Indigenous women, Quilombola women, women of African descent and lesbian, bisexual, transgender and intersex women, are underrepresented or disadvantaged, including in political, public, social and economic life and in relation to education, employment, health care and social security, in accordance with article 4 (1) of the Convention and the Committee's general recommendation No. 25 (2004) on temporary special measures.

Stereotypes

20. The Committee acknowledges the measures taken by the State party to address gender stereotypes, including the Brazil without Misogyny initiative, a call for the entire society to push back against hatred and all forms of violence and discrimination against women. However, the Committee notes with concern:

(a) The persistence of sociocultural patterns marked by gender discrimination and deeply rooted in patriarchal structures;

(b) The prevalence of stereotypes about the roles and responsibilities of women and men in the family and in society, which exacerbate the high levels of gender-based violence against women and girls in the State party, including femicide, sexual and domestic violence and sexual harassment;

(c) The resurgence of religious fundamentalism and conservative narratives that discriminate against women and undermine gender equality and women's human rights.

21. The Committee recommends that the State party continue to implement and strengthen measures, including education on gender equality at all levels of education and awareness-raising campaigns, to dismantle deep-rooted patriarchal attitudes and stereotypes regarding the roles and responsibilities of women and men in the family and in society, in cooperation with civil society organizations, community and religious leaders, schoolteachers, academics, the business sector and the media. It also recommends that the State party promote equal sharing of family and domestic responsibilities between women and men.

Gender-based violence against women

22. The Committee recognizes the National Policy for Combating Violence against Women and notes that the Women Living without Violence programme has been reinstated, prioritizing the restructuring of the Call 180 hotline and the establishment of new units of the House of Brazilian Women. It also notes that femicide has been defined as a form of qualified homicide. The Committee is concerned, however, about the high prevalence of gender-based violence against women and girls in the State party. In particular, it notes with concern:

(a) The sharp increase in femicides, cases of rape, assault and other sexual crimes, domestic violence and disappearances of women and girls, increasingly targeting Afro-Brazilian women and girls;

(b) The lack of adequate numbers of and resources for the Reception Units or shelters that receive women, including those accompanied by children, who are forced to leave their homes as a result of gender-based violence, due to threats of harm and the risk of death;

(c) The lack of adequate resources to implement the Women Living without Violence programme, with only eight operational House of Brazilian Women facilities offering comprehensive services to women who are survivors of gender-based violence across the State party, and the limited geographical coverage of the women's police stations, especially outside urban centres;

(d) The escalation of killings of Indigenous women and adolescent girls in Mato Grosso do Sul;

(e) The high level of gender-based violence, including killings, against lesbian, bisexual, transgender and intersex women, in particular those of African descent, the stigmatization of and lack of protection afforded to transgender and gender-diverse persons and the fact that the State party has the highest rate of homicide of transgender and gender-diverse persons globally and low prosecution and conviction rates in such cases.

23. Recalling its general recommendation No. 35 (2017) on gender-based violence against women, updating general recommendation No. 19, and target 5.2 of the Sustainable Development Goals, to eliminate all forms of violence against all women and girls in the public and private spheres, the Committee urges the State party to:

(a) Strengthen measures to prevent, prosecute and punish perpetrators in cases of gender-based violence against women;

(b) Allocate adequate human, technical and financial resources for the Reception Units, adopt a dedicated budget line to ensure their sustainable funding and increase the number of adequately funded units providing comprehensive victim support services across the State party, especially outside urban centres;

(c) Allocate adequate resources to effectively implement the Women Living without Violence programme, expand the number of House of Brazilian Women centres throughout the State party and extend the coverage of women's police stations, especially in rural areas;

(d) Accelerate the establishment of House of Indigenous Women facilities in all Indigenous territories across the State party, with dedicated service provision and protocols to combat gender-based violence through informative materials, talks and workshops in Indigenous languages and training for professionals of the Women's Protection Network on cultural aspects and the rights of Indigenous Peoples;

(e) Prevent, investigate, prosecute and adequately punish perpetrators of hate crimes against lesbian, bisexual, transgender and intersex women and develop a system for the collection and analysis of disaggregated data on violence against those women.

Trafficking and exploitation of prostitution

24. The Committee notes the adoption of Law 13.344 in 2016 aligning the definition of the crime of trafficking in persons with international standards and the announcement by the State party of the launch of the fourth National Plan to Combat Trafficking in Persons in 2023. However, the Committee notes with concern:

(a) The exploitation of women and girls for prostitution and forced labour in regions where large development projects are being implemented, in tourist areas in the north-east of the country, in resorts and in coastal areas;

(b) The low prosecution and conviction rates in cases of trafficking in persons, in particular women and girls, for purposes of sexual exploitation and forced labour in the State party and that penalties are often administrative rather than criminal sentences;

(c) The heightened risk of sex trafficking and exploitation of prostitution for Indigenous women, women of African descent, rural women, migrant women and transgender women;

(d) Cases in which Brazilian women migrating to other countries do not fulfil the entry requirements and fall prey to smuggling, rape and abduction;

(e) The insufficient number of specialized long-term shelters for women and girls who are victims of trafficking in the State party, in particular in rural areas, and the decrease in funding for shelters.

25. Recalling its general recommendation No. 38 (2020) on trafficking in women and girls in the context of global migration, the Committee recommends that the State party:

(a) Strengthen efforts to combat trafficking in persons, in particular women and girls, by encouraging enhanced coordination between different agencies, collection of comprehensive data and allocation of adequate funds for the effective implementation of national action plans;

(b) Reinforce measures to investigate all reported cases of trafficking, prosecute and adequately punish perpetrators and provide adequate protection and temporary residence permits to women and girls who are victims of trafficking, irrespective of their ability or willingness to cooperate with the prosecution authorities;

(c) Reinforce programmes and plans for alternative income and decent work with a specific focus on Indigenous women, women of African descent, rural women, migrant women and transgender women who are otherwise at risk of trafficking and/or exploitation in prostitution;

(d) Strengthen measures to combat smuggling and protect victims, especially women and girls, from abuse and exploitation during migration;

(e) Allocate sufficient funding to ensure adequate support services for victims of trafficking, including increased numbers of specialized long-term shelters, in particular in rural areas.

Equal participation in political and public life

26. The Committee takes note of the efforts of the State party aimed at increasing the participation of women in political and public life, including the More Women in Power project and the Multi-year Plan 2024–2027. However, the Committee notes with concern:

(a) That despite constituting almost 52 per cent of the population, women hold only approximately 17 per cent of seats in the National Congress;

(b) The prevalence of gender-based political violence and threats, including online violence and disinformation campaigns, against women political leaders or candidates and their family members and the delay in developing and adopting a

national plan to combat political violence against women despite the creation of an interministerial working group charged with drafting the proposal in 2023;

(c) The limited impact of existing temporary special measures to achieve substantive equality between women and men in political and public life, in particular those for rural, Indigenous, Quilombola and Afrodescendent women, lesbian, bisexual, transgender and intersex women and women with disabilities;

(d) That only 20 out of 138 diplomatic missions of the State party are headed by women.

27. In line with its general recommendation No. 23 (1997) on women in political and public life, the Committee recommends that the State party strengthen its efforts to promote the equal representation of women in the National Congress, government posts, the foreign service, the judiciary and in the public service at the national, state and local levels, by adopting targeted measures, including temporary special measures, such as gender parity quotas, preferential recruitment of women to the public service, in particular at decision-making levels, and by amending the relevant electoral laws to require gender parity in the structures of political parties and on electoral lists, providing for adequate sanctions in cases of non-compliance, protecting women candidates from political violence, including online, and prosecuting and adequately punishing perpetrators.

Women human rights defenders

28. The Committee is deeply concerned at the targeted threats, attacks, harassment, intimidation, including online, and killings of women human rights defenders, women journalists, women environmental activists and women community leaders in favelas. It is particularly concerned about attacks against Indigenous women, Quilombola women and women of African descent in the context of land demarcation and titling.

29. **The Committee urges the State party to:**

(a) **Protect all women human rights defenders, with a particular focus on Indigenous women, Quilombola women and women of African descent in the context of land demarcation and titling, from any threats, attacks, harassment, intimidation, killings and criminalization of their legitimate work and prosecute and adequately punish perpetrators of such violent acts, including public officials;**

(b) **Strengthen the human rights defenders' protection programme, especially in rural areas, to ensure that women human rights defenders and activists can freely carry out their legitimate work and exercise their rights to freedom of expression, peaceful assembly and association;**

(c) **Adopt legislation to criminalize online violence, cyberattacks and disinformation campaigns, with a particular focus on online gender-based violence.**

Education

30. The Committee takes note of the efforts of the State party to combat school dropout among girls, such as the "Pé-de-Meia" savings programme, school meals programmes and other incentives. However, it notes with concern:

(a) The high dropout rates among schoolgirls, especially rural, Indigenous, Quilombola and Afrodescendent girls, due to poverty, engagement in unpaid domestic work, early pregnancy and child marriage;

(b) The persistent discrimination faced by girls and women with disabilities in educational institutions, in particular Afrodescendent and Quilombola girls and women with disabilities, who represent approximately 56 per cent of the population with disabilities, despite the race and disability quotas in place for federal universities;

(c) Cases of misogynistic speech and gender-based violence in schools;

(d) Legislative proposals to explicitly prohibit the teaching or dissemination of content related to gender and sexuality education, and to ban alleged “gender ideology” or “indoctrination” in municipal and state schools, even though the laws and educational guidelines at the federal and state levels require age-appropriate sexuality education and instruction on gender equality;

(e) The systematic underpayment of teachers belonging to minority groups, in comparison with their peers, resulting in the low representation of teachers from diverse communities in the education system.

31. Recalling its general recommendation No. 36 (2017) on the right of girls and women to education and target 4.1 of the Sustainable Development Goals, to ensure by 2030 that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes, the Committee recommends that the State party:

(a) Intensify efforts to increase the inclusion and effective retention and reinsertion of girls in school, in particular at the secondary level, with special attention to rural, Indigenous, Quilombola and Afrodescendent girls, including through scholarships;

(b) Ensure that all women and girls with disabilities have access to quality inclusive education, paying particular attention to Afrodescendent and Quilombola women and girls with disabilities, seeking not only their access to, but also their retention in schools, and adopt a national anti-bullying policy to provide safe and inclusive educational environments to women and girls, including women and girls with disabilities, that are free from discrimination, harassment and violence;

(c) Expedite efforts under the National Strategy to Combat Extreme Violence in Schools to ensure that schools are free from gender-based violence and discrimination against women and girls;

(d) Ensure the implementation of mandatory instruction on gender equality and age-appropriate sexuality education, including education on responsible sexual behaviour, with special attention to the prevention of early pregnancy and sexually transmitted diseases;

(e) Ensure equal pay for teachers regardless of their ethnic background and provide targeted support and incentives to attract and retain teachers from diverse communities.

Employment

32. The Committee welcomes the ratification by the State party of the Domestic Workers Convention, 2011 (No. 189), of the International Labour Organization, its implementation of the National Strategy for Female Entrepreneurship and the adoption of the law on equal pay for equal work. However, it notes with concern:

(a) The high unemployment and self-employment rates among women and their concentration in the informal economy;

(b) That 70 per cent of women domestic workers are employed in the informal economy, without labour protection, despite the constitutional amendments guaranteeing them equal labour rights;

(c) The disproportionate share of unpaid domestic, care and support responsibilities undertaken by women, in particular women of African descent and Indigenous women, preventing them from participating equally in the workforce and public life, as well as from having sufficient rest to maintain their well-being;

(d) The gender pay gap of 21 per cent on average and 32 per cent in female-dominated sectors (such as health, education and social services);

(e) The limited employment opportunities in the State party for women with disabilities, rural women, Indigenous women, Quilombola women, women of African descent, migrant women and lesbian, bisexual, transgender and intersex women;

(f) The high rates of sexual harassment in the workplace and the absence of legislation criminalizing sexual harassment in the workplace;

(g) That the State party has not ratified the Violence and Harassment Convention, 2019 (No. 190), the Maternity Protection Convention, 2000 (No. 183), or the Workers with Family Responsibilities Convention, 1981 (No. 156), of the International Labour Organization.

33. In line with target 8.5 of the Sustainable Development Goals, which is to achieve full and productive employment and decent work for all women and men, including for young people and person with disabilities, and equal pay for work of equal value, the Committee recommends that the State party:

(a) Adopt targeted measures to promote access for women to formal employment, including in management positions, and to higher-paid jobs in traditionally male-dominated professions and extend social protection schemes to women employed in the informal economy;

(b) Ensure that women domestic workers have access to labour protection and social protection, to information on their labour rights and to confidential procedures for lodging complaints about exploitation and abuse, with protection from reprisals;

(c) Implement without delay the National Care Policy and ensure that it is gender-, disability- and age-responsive and that it addresses the specific needs and rights of women of African descent and Indigenous women, in consultation with them; and promote the equal sharing of family and domestic responsibilities between women and men, including by introducing equal parental leave and flexible working arrangements and by increasing the availability of affordable, quality and human rights-based childcare services and support services for persons with disabilities and older persons;

(d) Effectively enforce the principle of equal pay for work of equal value in order to narrow and eventually close the gender pay gap, including by conducting regular labour inspections, applying gender-neutral analytical job classification and evaluation methods and conducting regular pay surveys;

(e) Increase its targeted measures to promote the formal employment of women with disabilities, rural, Indigenous and Quilombola women and women of African descent, migrant women and lesbian, bisexual, transgender and intersex women;

(f) Enact and effectively enforce legislation criminalizing sexual harassment in the workplace;

(g) **Ratify, without delay, the Violence and Harassment Convention, 2019 (No. 190), the Maternity Protection Convention, 2000 (No. 183), and the Workers with Family Responsibilities Convention, 1981 (No. 156), of the International Labour Organization.**

Health

34. The Committee notes the repeal of Decree 2.561 of 2020, which instructed health professionals to report cases of legal abortion to the police and the adoption of the Menstrual Dignity programme in 2023. However, it notes with concern:

(a) That abortion is criminalized in the State party, except in cases of rape, fetal anencephaly and threats to the life of the pregnant woman, that the approval of a doctor and of at least three members of a multidisciplinary team is required to access abortion and that women often face numerous additional barriers, such as inadequate abortion services, supplementary onerous requirements in practice that are not established by law and conscientious objection by health-care professionals;

(b) That the maternal mortality rate has increased sharply, disproportionately affecting women of African descent and Indigenous women living in rural areas and in the northern and north-eastern regions of the State party;

(c) That traditional and naturopathic health systems, ancestral knowledge, cosmology and Indigenous practices are not recognized or integrated into the federal health-care system, negatively affecting access to health care by Indigenous women.

35. In line with general recommendation No. 24 (1999) on women and health and targets 3.1 and 3.7 of the Sustainable Development Goals, to reduce global maternal mortality and ensure universal access to sexual and reproductive health-care services, the Committee recommends that the State party:

(a) **Legalize abortion, decriminalize it in all cases and ensure that women and girls have adequate access to safe abortion and post-abortion services, so as to guarantee the full realization of their rights, equality and economic and bodily autonomy to make free choices about their reproductive rights;**

(b) **Strengthen measures to counter the alarming rate of maternal mortality, including by improving access to prenatal and postnatal care and emergency obstetric services provided by skilled birth attendants throughout the territory of the State party and address its root causes, such as obstetric complications, early pregnancy and unsafe abortions;**

(c) **In line with general recommendation No. 39 (2022) on the rights of Indigenous women and girls, recognize and incorporate Indigenous traditional and naturopathic health systems, ancestral knowledge, cosmology and practices into the health-care system, recruit Indigenous shamans, healers and midwives and hire female doctors for gynaecological care in Indigenous areas.**

Economic empowerment of women

36. The Committee welcomes the measures taken by the State party to promote the economic empowerment of women, including through the “Bolsa Família” family allowance programme. However, it notes with concern the disproportionately high poverty levels and limited access to economic and social benefits of disadvantaged groups of women, such as women with disabilities, rural, Indigenous and Quilombola women and women of African descent.

37. The Committee recommends that the State party strengthen efforts to reduce poverty among women, with a particular focus on disadvantaged groups of women, promote their access to low-interest loans without collateral and their

participation in entrepreneurial initiatives to empower them economically and provide them with opportunities to acquire the skills necessary to participate fully in economic life.

Rural women

38. The Committee notes the State party's efforts to promote the economic empowerment of rural women, such as the Food Purchasing Programme and the National Programme for the Strengthening of Family Agriculture, which provides for special loans for rural women. However, it notes with concern that rural women have limited access to land ownership and use, agricultural technology, education and health services, including sexual and reproductive health services. It is also concerned about the limited representation of rural women in the adoption and implementation of environmental and rural development projects and that they rarely share in the economic benefits of such projects.

39. In line with its general recommendation No. 34 (2016) on the rights of rural women and target 5.a of the Sustainable Development Goals, to undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws, the Committee recommends that the State party:

(a) **Ensure that rural women have the same access as men to land ownership and use and conduct awareness-raising campaigns to dismantle the patriarchal attitudes and gender stereotypes that are prevalent in rural areas;**

(b) **Ensure the equal and inclusive representation of rural women in the adoption and implementation of environmental and rural development projects and in territorial governance structures, especially at decision-making levels, and that they benefit equally from such projects;**

(c) **Ensure that rural women and girls have adequate access to agricultural technology, education and health services, including sexual and reproductive health services.**

Disadvantaged groups of women

Indigenous women, Quilombola women and women of African descent

40. The Committee notes with concern that Indigenous and Quilombola women and women of African descent face intersecting forms of discrimination and are economically and socially disadvantaged. It also notes with concern:

(a) That Indigenous Peoples and persons of African descent, in particular Indigenous and Quilombola women, lack titles to their lands and face forced removals from lands traditionally occupied or used by them and the exploitation of those lands by private non-State actors, such as extractive industries and infrastructure developers, without consultation, their free, prior and informed consent or adequate benefit-sharing;

(b) The planned adoption of the "Marco Temporal" (temporal framework) doctrine, which would limit the recognition of ancestral lands of Indigenous Peoples only to the lands they were occupying on the day of the promulgation of the Constitution, namely 5 October 1988. This doctrine has reportedly been used to nullify administrative demarcation processes concerning Indigenous lands;

(c) The limited protection of Quilombola women as a disadvantaged group in the legal framework, excluding them from the Single Health System, education and

other social benefits and exposing them to political and other gender-based violence, including femicides;

(d) The racial discrimination against women and girls of African descent, including their exposure to gender-based violence at the hands of criminal gangs and security forces, including in the context of the war on drugs and anti-crime measures, resulting in their being subjected to imprisonment and the long-term closure of schools, businesses and health clinics during police operations, thereby increasing the burden of care and further reducing their employment opportunities;

(e) The problem of transnational crime and its effects on Indigenous women in border areas, in particular in the Rio Negro area, along the border with Colombia and Venezuela (Bolivarian Republic of);

(f) The threats to the mental health and physical integrity of Indigenous and Quilombola women and women of African descent in relation to the increase in alcohol consumption and its harmful use in their communities.

41. With reference to its general recommendation No. 39 (2022) on the rights of Indigenous women and girls, the Committee recommends that the State party:

(a) Protect Indigenous women, Quilombola women and women of African descent from the illegal occupation of and forced evictions from lands traditionally occupied or used by them, strengthen procedural safeguards against forced evictions and reparations for victims, provide for adequate sanctions and require the free, prior and informed consent of their communities and adequate benefit-sharing for any economic activities on their traditional lands;

(b) Refrain from adopting any legislation to enact the “Marco Temporal” doctrine and reject it in the jurisprudence of the competent courts, increase public awareness about its adverse effects on Indigenous and Quilombola women and girls and ensure the promotion and protection of their rights, in particular with regard to the demarcation of their ancestral territories without any temporal restrictions;

(c) Ensure that Quilombola women are explicitly recognized as a disadvantaged group in need of special protection in national legislation, provide them with the same rights as other such groups, including access to the Single Health System, education and other essential social services, remove any legal and bureaucratic barriers preventing them from accessing those services and raise awareness among them about their human rights and the remedies available to claim those rights;

(d) Take urgent measures to address systematic racial discrimination against women and girls of African descent by addressing the deep-rooted, historical and underlying enabling structures, protect them from gender-based violence at the hands of criminal gangs and security forces, ensure that the war on drugs and anti-crime measures do not lead to their being subjected to imprisonment or loss of services and actively promote the meaningful participation of women of African descent in decision-making in relation to security issues affecting their communities;

(e) Promote actions for territorial protection, oversight and the strengthening of monitoring bodies and Indigenous policy to combat organized crime and international drug trafficking within Indigenous territories, which are threatening the good life of Indigenous communities, including Indigenous women and girls;

(f) Ensure the provision of mental health services, including treatment for substance abuse and rehabilitation services in rural areas and Indigenous communities.

Refugee, asylum-seeking and migrant women

42. The Committee notes that the State party is a country of origin, transit and destination for migrants, hosting over 2 million international migrants, approximately 40 per cent of whom are women. It welcomes the adoption of the progressive and human rights-based Migration Law (Law No. 13.445 of 2017) and the National Policy on Migration, Asylum and Statelessness, which incorporates a gender perspective and a focus on combating gender-based violence. However, the Committee notes with concern that:

(a) Refugee, asylum-seeking and migrant women and girls face intersecting forms of discrimination and disproportionate levels of gender-based violence and that undocumented migrant women are exposed to a high risk of sexual exploitation, forced labour and recruitment, including by human trafficking networks;

(b) Refugee, asylum-seeking and migrant women and girls face unequal access to social services, education and employment;

(c) In practice, refugee, asylum-seeking and migrant women lack access to information on the relevant application procedures for residency or refugee status and face administrative challenges during the application process.

43. In line with its general recommendations No. 26 (2008) on women migrant workers and No. 32 (2014) on the gender-related dimensions of refugee status, asylum, nationality and statelessness of women, the Committee recommends that the State party:

(a) Address intersecting forms of discrimination against refugee, asylum-seeking and migrant women, protect them from gender-based violence and prosecute and adequately punish perpetrators;

(b) Promote the economic empowerment of migrant and refugee women and girls by providing them with equal access to education and employment and facilitate the social integration, education and employment of women and girls who face discrimination and xenophobia owing to their nationality and/or undocumented status as migrants;

(c) Ensure the effective implementation of the Migration Law and the National Policy on Migration, Asylum and Statelessness, incorporate a strong gender perspective in migration policies and practices and undertake awareness campaigns to increase knowledge among migrant, asylum-seeking and refugee women on how to apply for residency and refugee status.

Lesbian, bisexual, transgender and intersex women

44. The Committee notes with concern the lack of measures in place to prevent, investigate, prosecute and punish gender-based violence against lesbian, bisexual, transgender and intersex women, which is rampant in the State party. It is particularly concerned about the significant increase in killings of lesbian and transgender women, especially in favelas and outlying areas.

45. The Committee recommends that the State party take urgent measures to prevent and protect lesbian, bisexual, transgender and intersex women from gender-based violence and killings, including by adopting legislation to recognize such acts as hate crimes and criminalize acts of lesbophobia and transphobia,

bringing perpetrators to justice and developing a comprehensive national LGBTIQ+ public policy in accordance with international standards.

Women with disabilities

46. The Committee notes with concern that women and girls with disabilities, especially those belonging to Indigenous, Afrodescendent and Quilombola communities, face intersecting forms of discrimination in the State party. It notes with particular concern:

(a) That women and girls with disabilities have limited access to physical infrastructure, information and communications technologies, justice, education, employment and health services;

(b) That certain measures to protect women from gender-based violence, including the Maria da Penha Law and women's hotlines, are not accessible for women and girls with disabilities.

47. The Committee recommends that the State party strengthen the legal protection of women with disabilities, provide them with adequate access to physical infrastructure, information and communications technologies, justice, education, employment and health services, and ensure that safeguards under the Maria da Penha Law and other relevant laws and women's hotlines are accessible and effectively protect women and girls with disabilities from gender-based violence.

Women living on the streets

48. The Committee notes with concern that women who are homeless represent about 15 per cent of the total homeless population and face an aggravated risk of gender-based violence and that there is a lack of protection and social programmes for women who are homeless and who, in many cases, bare sole responsibility for the children and older persons in their care.

49. The Committee recommends that the State party urgently develop an action plan, in consultation with organizations representing the homeless population and civil society, aimed at providing comprehensive protection, health care and social services to women living on the streets, their children and other dependants and at addressing their right to housing.

Climate change and disaster risk reduction

50. The Committee notes with concern:

(a) That climate change has a deleterious impact on rural, Indigenous and Quilombola women and women of African descent, who face natural disasters, such as landslides and flooding, and often lack the conditions required to increase their climate resilience, since climate change results in the loss of their ecosystems, community habitats, livelihoods and ancestral knowledge and in the disruption of food and water supplies;

(b) That the State party has only signed but not ratified the Regional Agreement on Access to Information, Public Participation and Justice in Environmental Matters in Latin America and the Caribbean (Escazú Agreement) of 2018.

51. Recalling its general recommendation No. 37 (2018) on the gender-related dimensions of disaster risk reduction in the context of climate change, the Committee recommends that the State party review its climate change and disaster response strategies, taking into account the negative effects of climate

change on the livelihoods of women, and ensure that women and men are equally represented in the development, adoption and implementation of legislation, policies and programmes on climate change, disaster response and disaster risk reduction, in particular by:

(a) Ensuring the participation of rural, Indigenous, Quilombola and Afrodescendent women in decision-making related to extractive activities, economic initiatives, development, investment, tourism, climate mitigation and adaptation programmes and conservation projects, and that any use of their territories is subject to consultation and their free, prior and informed consent and adequate compensation;

(b) Expediting the ratification of the Escazú Agreement, in accordance with its pledge in the context of the Human Rights 75 campaign.

Marriage and family relations

52. The Committee notes that Law 14.713 of 2023 establishes that the risk of domestic or family violence is grounds for preventing the exercise of shared custody and imposes a duty on the judge to investigate the situation. However, it notes with concern:

(a) That Law No. 12.318 of 2010, known as the Parental Alienation Law, has been used against women who report domestic violence by the father of their children, resulting in the stigmatization of those women and the deprivation of custody of their children;

(b) That child marriage is highly prevalent in the State party, despite the legal age of marriage being set at 18 years, as marriages can be contracted from 16 years of age with the approval of the parents or guardians, and that child marriages often lead to early and repeated pregnancies and births, contributing to the high rates of maternal morbidity and mortality in the State party.

53. **In line with the Committee's general recommendation No. 29 (2013) on the economic consequences of marriage, family relations and their dissolution, the Committee recommends that the State party:**

(a) **Repeal Law No. 12.318 of 2010, known as the Parental Alienation Law, eliminate judicial gender bias and ensure that domestic courts give due weight to situations of domestic and family violence and the best interests of the child when deciding on custody and visitation rights upon divorce;**

(b) **Amend article 1.517 of the Civil Code to remove the exception allowing for child marriage between 16 and 18 years of age subject to parental authorization, in line with article 16 (2) of the Convention and joint general recommendation No. 31 of the Committee on the Elimination of Discrimination against Women/general comment No. 18 of the Committee on the Rights of the Child (2019) on harmful practices.**

Data collection and analysis

54. The Committee recommends that the State party enhance the collection, analysis and dissemination of comprehensive data, disaggregated by sex, age, disability, geographical location and other relevant factors, and use measurable indicators to assess trends in the situation of women and progress towards the realization by women of substantive equality in all areas covered by the Convention and the gender-related targets of the Sustainable Development Goals.

Beijing Declaration and Platform for Action

55. **The Committee calls upon the State party to use the Beijing Declaration and Platform for Action and to further evaluate the realization of the rights enshrined in the Convention in order to achieve substantive equality between women and men.**

2030 Agenda for Sustainable Development

56. **The Committee calls for the realization of substantive gender equality, in accordance with the provisions of the Convention, throughout the process of implementation of the 2030 Agenda for Sustainable Development.**

Dissemination

57. **The Committee requests the State party to ensure the timely dissemination of the present concluding observations, in the official languages of the State party, to the relevant State institutions at all levels (national, regional and local), in particular to the Government, the ministries, the National Congress and the judiciary, to enable their full implementation.**

Technical assistance

58. **The Committee recommends that the State party link the implementation of the Convention to its development efforts and that it avail itself of regional or international technical assistance in this respect.**

Ratification of other treaties

59. **The Committee notes that the adherence of the State party to the nine major international human rights instruments¹ would enhance the enjoyment by women of their human rights and fundamental freedoms in all aspects of life. The Committee therefore encourages the State party to ratify the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, to which it is not yet a party.**

Follow-up to the concluding observations

60. **The Committee requests the State party to provide, within two years, written information on the steps taken to implement the recommendations contained in paragraphs 23 (c), 29 (c), 33 (c) and 41 (a) above.**

Preparation of the next report

61. **The Committee will establish and communicate the due date of the tenth periodic report of the State party in line with a future predictable reporting calendar based on an eight-year review cycle and following the adoption of a list of issues and questions prior to reporting, if applicable, for the State party. The report should cover the entire period up to the time of its submission.**

¹ The International Covenant on Economic, Social and Cultural Rights; the International Covenant on Civil and Political Rights; the International Convention on the Elimination of All Forms of Racial Discrimination; the Convention on the Elimination of All Forms of Discrimination against Women; the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment; the Convention on the Rights of the Child; the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families; the International Convention for the Protection of All Persons from Enforced Disappearance; and the Convention on the Rights of Persons with Disabilities.

62. The Committee requests the State party to follow the harmonized guidelines on reporting under the international human rights treaties, including guidelines on a common core document and treaty-specific documents (HRI/GEN/2/Rev.6, chap. I).
