

Gender Assessment and Action Plan

Brazil REDD+ Results-Based Payment Proposal for 2014-2015

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1. Introduction

The Green Climate Fund (GCF) recognizes the central importance of gender considerations in terms of both impact and access to climate funding, and requires a Gender Assessment and Gender Action Plan to be submitted as part of the funding proposals that it assesses. The main objective of the Gender Assessment is to screen the gender aspects of the GCF project, and to subsequently strengthen the gender responsive actions within the project. It is within this context that this gender assessment aims to provide an overview of the gender dynamics in Brazil, with a focus on REDD+ and related thematic areas, specifically as they refer to the results period (2014 and 2015) as well as the investment of proceeds for this proposal. The information and design considerations in this Annex should not be considered additional, but rather part of the basis of the proposal, including its Stakeholder Engagement and Environmental and Social Management Framework (ESMF) Annexes.

This gender assessment also identifies gender issues that are relevant to the project and examines potential gender mainstreaming opportunities. The assessment was based upon available data from studies conducted by the Government of Brazil, United Nations (UN) agencies, and multilateral and research organizations; and included:

1. Undertaking a desktop review and aligning approaches in this proposal with the national priorities of Brazil;
2. Reviewing and considering national aspirations as detailed in the national policies and agenda on gender and women's empowerment;
3. Incorporating information and lessons learned from past studies and assessments on gender in Brazil from the Government of Brazil, the UN and international development and research organizations;
4. Integrating gender considerations in the project indicators, targets, budget and activities.

2. Existing Gender Dynamics and Inequalities in Brazil

Over the last two decades, Brazil has made good strides in promoting gender equality within the country. As discussed in more detail in the following sections, Brazil's has taken concrete actions to promote and integrate gender equality into the broader policy-making agenda and has achieved substantial advances in women's education and health and equality before the law. Brazilian women now even outperform men in various education indicators.¹

Progress has been weaker, however, in the areas of women's economic opportunities, particularly in outcomes relating to women's economic opportunities and agency (i.e., the capacity to make decisions and take control over one's life projects). Additionally, aggregate advances by women often hide the more racial or geographic differences in every dimension of gender equality. This means, that even in areas where progress has been made, large groups of women are being left behind due to

¹ Gukovas, R., Müller, M., Pereira, A.C., Reimão, M.E. (2016) "A Snapshot of Gender in Brazil Today: Institutions, Outcomes, and a Closer Look at Racial and Geographic Differences"

their racial, ethnic or geographic identities. And when these types of inequalities remain, these same women face double discrimination for being female as well as for being part of a different culture, race ethnicity, etc. In Brazil, the existing gender dynamics can be detrimental to men as well. The continuing underperformance in school by men (specifically Black/pardo males) has negative implications for development. These existing inequalities are discussed in more detail within the sections below.

2.1 Gender Inequality Index

Through the years, several indices have developed to quantify the concept of gender inequality. The United Nations Development Programme uses the Gender Inequality Index (GII) and Gender Development Index (GDI). The GII is a composite measure that shows inequality in achievement between women and men in reproductive health, empowerment and the labour market while with a measure of achievement in human development in three areas: health, education, and command over economic resources. The GDI considers the gender gaps on human development between men and women.

Brazil has a GII value of 0.414, ranking it 92 out of 159 countries in the 2015 index. The female HDI value for Brazil is 0.754 in contrast with 0.751 for males, resulting in a GDI value of 1.005, which places the country into Group 1 (high equality in HDI achievements between women and men).²

The Global Gender Gap Index (GGGI) of the World Economic Forum examines the gap between men and women in four categories: economic participation and opportunity, educational attainment, health and survival; and political empowerment.³ Out of 144 countries, Brazil's rankings, based on GGGI in the year 2016, are given below⁴:

Description	Score	Rank
Economic participation and opportunity	0.640	91
Educational attainment	0.998	42
Health and survival	0.980	1
Political empowerment	0.132	86
Gender Gap Index 2016	0.687	79

* Inequality = 0.00; Equality = 1.00. Source: The Global Gender Gap Report 2014

The Organization for Economic Cooperation and Development (OECD) developed the Social Institutions and Gender Index (SIGI), a composite index that scores countries (i.e., 0 to 1) on 14 indicators grouped into five sub-indices: discriminatory family code, restricted physical integrity, son bias, restricted resources and assets, and restricted civil liberties to measure the discrimination against

² United Nations Development Programme (2016). Briefing Note for Countries on the 2016 Human Development Report: Brazil. Available at: http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/BRA.pdf

³ World Economic Forum. The Global Gender Gap Report 2014 Country Profiles. http://www3.weforum.org/docs/GGGR14/GGGR_CountryProfiles.pdf

⁴ World Economic Forum. The Global Gender Gap Report 2016 Country Profiles: Brazil. Available at <http://reports.weforum.org/global-gender-gap-report-2016/economies/#economy=BRA>

women in social institutions across 160 countries. The 2014 SIGI value for Brazil is 0.0458, suggesting that discrimination against women is low.⁵

2.2 Education⁶

The literacy rate of youth (ages 15-24) is 98% for males and 99% for females, which is up from 84% in 1980. Similarly, 98.7% of 12-year-olds currently attend school, with 98.1% of girls and 98.3% of boys of this age attending school.

School attendance rates drop between 14 and 17 years of age, however, with only 87% of 16-year-olds and 73% of 17-year-olds attending school. This decline does not differ substantially between girls and boys. In fact, among older youths, females are more likely to attend school than males. One in three women 21 years of age attends school, versus only one in four of their male counterparts. With the increase in women's and girls' schooling, a gender gap in favor of girls has developed in secondary (female-to-male ratio: 1.11) and tertiary education (1.29) according to the latest data from 2008. The increase in female tertiary education is notable given that in 1970, the female-to-male ratio in tertiary education was as low as 0.6.

To note, with education, disparities emerge when disaggregating by race, with white women reporting over a year more of education than women who self-identify as black or *parda* (Afro-Brazilian), 9.1 versus 7.7 years. Regional differences also occur, as women in the Southeast and the Center-West report 8.8 years of schooling, compared to 7.5 for those in the Northeast.

Gender discrepancies in education increase with levels of education. While equal shares of boys and girls (92.5%) ages 6 to 14 were enrolled in school in 2013, the shares dropped at ages 15-17 to 60.1% for girls and 50.4 percent for boys. There was a dramatic drop for the next age group, 18-24 year olds, to 18.8% for women, which is still meaningfully higher than the men's share of 14.0%. Currently, close to two-thirds of graduates from tertiary education each year are women.

2.3 Political participation and decision-making

Women's political participation and representation are still very weak in Brazil and have not much changed over the last decades. While Brazil is one of the few countries in the Latin America region that has had a female president, Dilma Rousseff (from 2011-2016), only six out of 39 ministers in her government were female, and they were often appointed to "softer", less technical roles, in areas such as human rights, racial equality, and policies for women. None of the new ministers whom current president Michel Temer selected for his government in May 2016 are female.⁷

⁵ OECD. Social Institutions and Gender Index 2014. <http://www.genderindex.org/ranking/>

⁶ Gukovas, R., Müller, M., Pereira, A.C., Reimão, M.E. (2016) "A Snapshot of Gender in Brazil Today: Institutions, Outcomes, and a Closer Look at Racial and Geographic Differences"

⁷ Ibid

There has been a recent change to the Brazilian electoral code which now requires that at least 30% of political party's candidates must be women, and that at least 5% of financial resources must be allocated to promoting female political participation and meeting this quota. As a result, the number of female candidates in the last general election, in 2014, increased by 47% when compared to the election in 2010.⁸

Nevertheless, the election itself did not significantly change the gender make-up of law-making bodies. In 2010, 45 women were elected to the Chamber of Deputies; in 2014, 51 female candidates secured seats. The numbers represent respectively 8.8% and 9.9% of the chamber's 513 deputies. For the Federal Senate, which renewed one third of its 81 seats in 2014, five female senators were elected, joining another six previously chosen. According to IBGE (2018), in 2017, women were occupying 11,3% of all National Congress seats - 16% of the Senate seats and 10,5% of the Chamber of Deputies seats. Additionally, the Inter-Parliamentary Union⁹ ranks Brazil 152nd in the world in its "List of Women in National Parliaments".¹⁰

At the state level, leadership roles are equally male-dominated, with only one female governor elected in 2014 for the 27 posts available. In state parliaments, the number of women elected decreased between 2010 and 2014: 120 female candidates won seats in 2014, compared to 141 in the previous cycle. Finally, at the local level, only 11.8% of elected mayors and 13.3% of city councilors are female (CEPAL Gender Observatory, data for 2014).

Within this context it is encouraging to see the level of the organization of women, who live in rural and forest areas. In fact, since the eighties, the movements of rural women workers begun to grow with the emergence of several regional organizations, among them the Movement of Rural Women Workers of the Northeast (1986) and the Interstate Movement of the Women Babassu Coconut Breakers (1991). In the later years, national organizations has also risen such as The Movement of Peasant Women (2003) and The Daisies March which took an important place in the political arena in the recent years. In its 5 editions (2000, 2003, 2007, 20011 and 2015), the Daisies March mobilized thousands of women (more than one hundred thousand in 2015), marching in the capital against hungry, poverty, violence and requesting sustainable development, democracy, autonomy and freedom for women.

Recently, new organizations of women are being created, representing specific minorities. As an important example, in 2010, the Brazilian indigenous movement founded the Union of the Indigenous Women from the Legal Amazon (UMIAB).

⁸ Ibid

⁹ The Inter-Parliamentary Union compiles and reports data on the percentage of women in the lower or single House of 193 countries, and organizes the countries by descending sorder of these percentages.

¹⁰ <http://archive.ipu.org/wmn-e/classif.htm>

2.4 Labour force participation¹¹

Female labor force participation (LFP) and employment have risen only slightly over the last 20 years, from a rate of 54% in 1995 to 59% in 2014. To note, while the respective rates for men declined ever so slightly and female rates increased over the last twenty years, most of this happened between 1995 and 2005. Between 2005 and 2014, female LFP in Brazil did not deviate by more than 1 percentage point.

While labor force participation changed little for men or women over the past decade, large drops for some groups is present when looking at age and educational level. For example, LFP among unskilled young men and women dropped significantly between 2004 and 2014. At the same time, skilled people aged 55 to 64 seem to have postponed their retirement.

In households with children present, the LFP participation increases for both men and women when they have just one child, but then drops continuously for females and stays constant for males with every additional child in the household.

LFP among women is higher in the top quintiles of the income distribution, regardless of the household composition. Women in households with both parents and another female adult tend to participate less in the labor market than those in households with both parents and children. Among women in the poorest two quintiles, LFP does not change much whether they have children or not in the household. In single-parent households, which are typically led by women, LFP is higher when there is no other adult female in the household.

Even though they have lower LFP rates, women also face higher levels of unemployment relative to men, particularly among younger cohorts. In 2013, the average unemployment rate was 6.3% (for the population aged 15 and higher). For women, it was 8.2%, whereas for men it was only 4.8%. This gap widens significantly in the younger population, with 17.1% of women ages 18-24 being unemployed compared to 10.8% of men in the same age group.

These LFP and employment figures covers up occupational segregation, which shows up not only in the differences in gender representation in different sectors, but also in vocational training and entrepreneurship. In Brazil, female employment is still concentrated in sectors related to traditionally female roles, such as accommodation and food, education, health, social services, and domestic services. Together, these sectors account for approximately 45% of working females, while about 48% of employed men are engaged in the agricultural, industrial, and construction sectors.

The rate of female entrepreneurship in Brazil is close to the regional average, with 15% of working-age women about to start or currently running a new business. This is also very close to the male rate of 16%. The share of female entrepreneurs operating single-person businesses in Brazil is higher than that of male entrepreneurs—71% versus 55%. This data, together, suggests that there is a willingness among women to start business but that there are barriers—actual or perceived—for the growth of

¹¹ Gukovas, R., Müller, M., Pereira, A.C., Reimão, M.E. (2016) "A Snapshot of Gender in Brazil Today: Institutions, Outcomes, and a Closer Look at Racial and Geographic Differences"

female-owned businesses.

Business training offered to women is often gender-biased, particularly in rural areas, where women often take courses on traditional roles, such as cooking and sewing. Female-owned businesses are concentrated in the micro and small end of the spectrum. They grow more slowly, use less labor and physical capital, and are focused in the commerce, services, and manufacturing sectors, which tend to be less profitable overall.

Differences in hours worked in paid work and domestic tasks are also present between men and women. In Brazil, women tend to spend an average of 22.7 hours a week on domestic work and men 5.5 hours. This division of labor not only reduces women's earnings by limiting the time they spend on paid activities, but it may also lead women to seek employment that has flexible or shorter hours. This work is more likely to be found in the informal sector or in low-growth entrepreneurship. Brazilian women also work for more hours than men, when both paid and domestic work are taken into account. To illustrate, women spend an average of 41.5 hours per week at work, compared to the 37.3 hours spent by men. The difference between sexes increases substantially when considering employed persons, where women work about 55.4 hours a week, or eight more hours than men.

2.5 Access to land and social resources

In Brazil, distortions in agrarian, forest and environmental policies, laws and regulations and their implementation have contributed to insecure property rights over both land and timber, leading to persistent violent conflicts over resources – all of which affect women and men in particular ways. Indigenous areas along with sustainable use reserves, smallholder colonization settlements, and quilombolas control rights to over 37% of lands in Brazilian Amazonia. These claims to “territories” imply far more than mere rights to land, often encompassing historical memory and identity, and implying the right to self-determination and self-governance of the common property using local practices that may follow a different logic from formal property institutions. In Brazil, “traditionally occupied lands” combine the use of commons (forests, water, fields and pastures) with titled properties and recognition of de facto rights related to specific extractive, agricultural, fishing, hunting, crafts and animal husbandry activities. Securing access to territory often is a precondition for survival as an ethnic group, embedded in highly charged social mobilizations that unite all community members in a common struggle. In Brazil, where joint titling of both women and men became an option in the 1988 Constitution, female land ownership remains very low (12.6% in the mid-1990s) because cultural practices led to titling only male household heads, and the Land Reform Institute (INCRA) resisted joint titling because the forms they used for land registration did not have space for two names until 2001 reforms.¹²

Additionally, land tenure in the country is difficult to track and follow. There is no central database containing information on land ownerships and titles and there is no official land registry system. Rather, each location often has its own paper-based system. This situation then makes it equally

¹² Schmink M and García MAG. 2015. Under the canopy: Gender and forests in Amazonia. Occasional Paper 121. Bogor, Indonesia: CIFOR.

difficult to track and compile gender data and statistics on land ownerships.

Nevertheless, there has been efforts undertaken by the Government of Brazil to improve this situation. The Terra Legal Program which supports regularization of land titles for small holders in the “Legal Amazon” (including Maranhão and Tocantins) have included actions to empower the position of women through, for example, registration of the land titles in the name of both wife and husband (in that order). Another important program is the National Agrarian Reform Program (*Programa de Reforma Agrária*) which seeks to improve the distribution of land to meet the principles of social justice, sustainable rural development and increased production.¹³ This land distribution program has improved the women’s access to land titles by means of prioritizing the access for women who are head of household.

In terms of access to social services, the Government of Brazil has invested in partnerships with local authorities and in mobile units (54 buses and five boats) that provide specialized services to women living in rural and remote areas, including social, psychological, health, and legal advice. And while plans exist to extend these services, ensuring these services reach rural women remains a challenge. Specialized and nonspecialized services within the network are concentrated in urban areas. Even theoretically nationwide services, such as Dial 180,¹⁴ do not reach all parts of the country. At the same time, the number of calls to Dial 180, which covers 70 percent of Brazilian cities, originated from rural areas, and quadrupled from 2013 to 2014.¹⁵

2.6 Agriculture

A less well studied sector in Brazil is the relation between gender and agriculture, particularly agribusiness. Some studies have concluded that although agribusiness is often seen as a generator of wealth and local development, it is also responsible for the social exclusion of women from participation in the labor market.¹⁶

According to the 2017 Farming Census (IBGE, 2018), Brazil has 5.7 million rural properties with a labor force of 15 million people. Most of them, 11 million, have some level of kinship with the farmer: men represents 65% of this labor force and women 35% .

In terms of race, 45% of the rural producers (farmers) are white, 52% blacks and pardos, 1% are Asiatic and 1% indigenous.

¹³ <http://mds.gov.br/assuntos/cadastro-unico/o-que-e-e-para-que-serve/programa-nacional-de-reforma-agraria>

¹⁴ The hotline (dial 180) provides women with legal and services information. As of 2014, women could also use it to report cases of violence. Complaints filed through this service are forwarded to law-enforcement agencies and to state public prosecutors’ offices

¹⁵ Gukovas, R., Müller, M., Pereira, A.C., Reimão, M.E. (2016) “A Snapshot of Gender in Brazil Today: Institutions, Outcomes, and a Closer Look at Racial and Geographic Differences”

¹⁶ See for example: Campos, Christiane Senhorinha Soares (2009). “Pobreza e exclusão feminina nos territórios do agronegócio – o caso de Cruz Alta/RS” PhD-thesis on: <http://www.lume.ufrgs.br/handle/10183/21080> and ROSSINI, R. A modernidade tecnológica no campo exclui a mulher e acelera as masculinidades na agricultura, anais do XIII Encontro da Associação Brasileira de Estudos Populacionais, Ouro Preto/MG, novembro de 2002.

The 2017 National Farming Census 2017 (IBGE, 2018) is revealing a slight improvement of women protagonism in the agricultural sector: the number of women who are in charge (the manager) of the production in the farms has grown from 12,6% (2006 National Farming Census) to 18,6% (2017 National Farming Census); while men participation has decreased from 87,3% to 81,4%.

In terms of access to credit, according to the Brazilian Central Bank (Bacen), from Jul/2016 to Jun/2018, women have accessed 15% (R\$ 33 billion) of the total amount of credit conceded by the rural credit system. Women have also signed 24% (851.534) of the total contracts of rural credit. In this context, it is reasonable to suppose that access is more likely for those who are the owners of the land and responsible for the business.

The country has also developed strategies for supporting credit access, mainly for the most vulnerable groups. The National Program on Family Agriculture (Programa Nacional de Fortalecimento da Agricultura Familiar) does offer a dedicated line of credit to rural women.

From 2013 to 2018, the PRONAF/WOMAN has destined around R\$127 million for supporting women – rural producers, indigenous, quilombolas, extractivists and fisherwoman.

In practice, however, accessing it is quite difficult, because female applicants must submit a technical project for approval, which requires technical knowledge and thus imposes barriers particularly for less-educated women. Some women overcome this by relying on local cooperatives and/or other services to assist in proposal design, but it is clear that this agricultural credit does not generally reach the poorest or least-educated women in rural areas.¹⁷

2.7 Health¹⁸

In Brazil, maternal mortality rate fell from 120 per 100,000 live births in 1990 to 69 in 2013. 98% of births are currently attended by skilled personnel, compared to 88% in the mid-1990s.

However, it should be noted that the share of births by cesarean section in Brazil is high, at 57.7% of all births in 2012 [the World Health Organization (WHO) recommends a target of 15 %]. While it is not known why the rate is well above this WHO recommended target, it could be due to a combination of financial incentives for hospital administrators and medical staff and the preferences of pregnant women to schedule a birth in advance. As medically unnecessary cesarean procedures may pose risks to pregnant women, in 2015, the Ministry of Health and the National Agency on Supplementary Health launched an initiative aimed at reducing cesarean surgeries and encouraging vaginal deliveries. Obstetricians are now required to provide a written explanation for each cesarean delivery. Pregnant women are given leaflets with information on vaginal and cesarean deliveries, and health insurance companies are required to disclose obstetricians' shares of cesarean sections relative to total

¹⁷ Gukovas, R., Müller, M., Pereira, A.C., Reimão, M.E. (2016) "A Snapshot of Gender in Brazil Today: Institutions, Outcomes, and a Closer Look at Racial and Geographic Differences"

¹⁸ Gukovas, R., Müller, M., Pereira, A.C., Reimão, M.E. (2016) "A Snapshot of Gender in Brazil Today: Institutions, Outcomes, and a Closer Look at Racial and Geographic Differences"

deliveries.

Concerning pregnancy prevention, contraceptive use is as high as 80% among married women 15-49 years of age. Unmet need from family planning has fallen to 6%, well below the regional average of 11%. In regards to contraception use, there is significant variation in the type of use across income quintiles. Condom use gradually increases by socio-economic level, from 10.3% among the poorest to 16.4% in the highest quintile. Female sterilization, which is known as an invasive means of contraception, is most common among the poorest quintile (32.3%) and drops to 20.2% for the two highest quintiles. In contrast, the rate of male sterilization is only 1% among the poorest but 13.3% among the two wealthiest quintiles.

The prevalence of teenage motherhood has fallen slightly since 2001. To illustrate, in 2001, 13.6% of women 15-19 years of age reported having had a child. By 2014, the figure had dropped to 11%. Among those aged 15-17 in 2001, 7.3% reported having had a child, where in 2014 it had decreased to 6.2%.

3. Legal and Administrative Framework Protecting Women and Protecting Gender Equality

3.1 Key International Protocols and Frameworks Ratified by Brazil in Support of Gender Equality and Women's Empowerment and Human Rights

Brazil has ratified and/or signed many key international conventions, treaties and plans of actions on gender equality, women's empowerment and human rights. Critical among them are:¹⁹

- UN Declaration on Human Rights;
- International Covenant on Civil and Political Rights;
- The Convention on the Elimination of All Forms of Discrimination against Women, including its Optional Protocol²⁰;
- The Inter-American Convention to Prevent, Punish and Eradicate Violence against the Woman "Convention of Belém do Pará";
- International Covenant on Economic, Social and Cultural Rights;
- The Beijing Declaration and Platform for Action of 1995;
- The Declaration on the Rights of Indigenous People;
- The International Convention on the Elimination of All Forms of Racial Discrimination;
- The International Convention on the Rights of the Child;
- Convention on the Rights of Persons with Disabilities.

3.2 Key National Gender Equality and Women's Empowerment Frameworks, Policies and Laws

3.2.1 National Constitution and laws

Feminist and women's movements have successfully advocated for the inclusion of gender equality

¹⁹ <https://www.ohchr.org/en/professionalinterest/pages/cerd.aspx>

²⁰ The Optional Protocol allows parties to recognize the authority of the CEDAW Committee to consider complaints from individuals

principles in the 1988 Constitution, as well as for legal changes aimed at enforcing such principles.²¹ In addition to this, Article 3 of Brazil's Constitution states that the fundamental objectives of the Federation Republic of Brazil are to 1) build a free, just and solidarity society; 2) guarantee national development; 3) eradicate poverty and marginal living conditions and to reduce social and regional inequalities; and 4) promote the well-being of all, without prejudice as to origin, race, sex, color, age, and any other forms of discrimination.

Additionally, Article 1 of Brazil's Labour Laws states that it is prohibited to adopt discriminatory practices and for the purpose of limiting access to the employment relationship, or its maintenance by reason of sex, origin, race, color, marital status, family status or age, except in this case the chances of child protection provided for in paragraph XXXIII art. 7 of the Federal Constitution.

The "Femicide/Feminicide" law, signed by ex-President Dilma Rousseff on 9 March 2015, is new legislation under Brazil's Penal Code that imposes harsher penalties for those who harm or kill women or girls on account of their gender.

Law 13,112/2015, sanctioned by ex-President Dilma Rousseff in March 2015, legally equates mothers and fathers on the obligation to register the newborn and allows mothers to seek registration of birth of their children at register offices without the presence of the father and Law 13,109, also sanctioned in March 2015, provides six months maternity leave for women in the military armed forces.

3.2.2 National Policies, Plans and Programs

Four National Conferences (in 2004, 2007, 2011 and 2016) on Policies for Women (*Conferência Nacional de Políticas para as Mulheres*) have taken place under the direction of National Secretariat for Women's Policies (SPM), with the participation of women in various levels of government and civil society. The first three conferences each led to a National Plan of Policies for Women (*Plano Nacional de Políticas para as Mulheres*). The latest National Plan of Policies for Women was for the period from 2013-2015. Prior to the conferences, consultation rounds were held at municipal and regional levels, with the purpose of crafting or strengthening plans of policies for women and institutionalizing gender-related policies. Thereafter, state conferences were convened in order to elect delegates for the conference and, in some cases, draft State Plans of Policies for Women. (Currently, twelve states have adopted their own state plans of policies for women).^{22, 23}

Decree No. 6,040, of February 7, 2007, established the National Policy for the Sustainable Development of Traditional Peoples and Communities. The goal of this policy is to strengthen programs and actions aimed at enhancing gender relations in traditional peoples and communities and women's contributions and participation in government initiatives, while also valuing the historical importance

²¹ Gukovas, R., Müller, M., Pereira, A.C., Reimão, M.E. (2016) "A Snapshot of Gender in Brazil Today: Institutions, Outcomes, and a Closer Look at Racial and Geographic Differences"

²² The states with Plans of Policies for Women are: Amazonas, Amapá, Bahia, Goiás, Minas Gerais, Mato Grosso do Sul, Pará, Paraíba, Pernambuco, Rio Grande do Norte, and Sergipe e Tocantins

²³ Gukovas, R., Müller, M., Pereira, A.C., Reimão, M.E. (2016) "A Snapshot of Gender in Brazil Today: Institutions, Outcomes, and a Closer Look at Racial and Geographic Differences"

of women and their ethical and social leadership.

The “Maria da Penha Law” (also known as [Brazil’s Federal Law 11340](#)) has the objective of reducing domestic violence against women. The law expedites court orders and domestic violence cases, as well as imposes harsher sentences for perpetrators. In 2015, women were afforded greater protection when the “[Lei do Feminicidio](#),” was adopted, which distinguished regular homicides from homicides specifically targeting women by adding it to the Brazilian Penal Code and imposing [higher penalties](#) for perpetrators, ranging anywhere from twelve to thirty years. While this is a federal law, its implementation is delegated to the states and municipalities, with no built-in federal enforcement mechanisms or conditionality. While the law has been internationally recognized as one of the most comprehensive legal instruments to address this problem, there are still several bottlenecks regarding its implementation, notably questions of jurisdiction and insufficient funding from states and municipalities.²⁴

The National Plan of Action on Women, Peace and Safety of Brazil, with a duration of 2 years (2017-2018), was created to promote gender mainstreaming and empowerment of women within strategies for adopting an inclusive and sustainable perspective of peace and security. It is structured into four thematic pillars, with two strategic objectives that permeate all its content. These objectives are the following: 1) gender mainstreaming in all actions undertaken by the country in the context of international peace and security; and (2) the empowerment of women and girls as lasting peace.²⁵

With the fifth edition of the Pro Gender and Racial Equity Program, the federal government has also taken steps to encourage public and private businesses to adopt measures promoting equal opportunities and treatment.

3.2.3 Additional frameworks and policies supporting gender equality and women’s empowerment

There are also other national policies, laws and legislation frameworks that support gender equality and women’s empowerment in Brazil. These include:

- National Policy for Comprehensive Attention to Women’s Health
- National Program on Women’s Health
- Laws 10,208/2003 and 11,324/2006 [focus on reducing the gap and ensure domestic workers greater (though not yet comprehensive) social protection and rights such as job stability for pregnant employees and a 30-day leave]
- National Pacts for Combating Violence Against Women I and II

3.3 Institutional Arrangements

In 2003, the Federal Government created the National Secretariat for Women’s Policies (SPM). Originally a ministry, it later lost this ministerial status in September 2015 and was merged with the

²⁴ Ibid

²⁵ Government of Brazil (2017). “National Plan of Action on Women, Peace and Safety” Brazil, March 2017. Available at: <http://www.itamaraty.gov.br/images/PlanoNacional-Mulheres-Paz-Seguranca.pdf>

Ministry of Human Rights and Racial Equality and is now called the Ministério das Mulheres, da Igualdade Racial, da Juventude e dos Direitos Humanos (Ministry of Women, Racial Equality, Youth and Human Rights). This was done as part of a national ministerial reform to cut government spending. Women's groups and feminist organizations decried this action as a setback for gender equality in Brazil. SPM's mandate is to create enforce policies for gender equality, and led to the design and implementation of National Plans for Policies for Women.²⁶ The SPM also has an Ombudsman.

The National Council on Women's Rights (Conselho Nacional dos Direitos da Mulher – CNDM), created in 1985 under the Ministry of Justice, was placed under SPM in 2003. It includes representatives of other areas of government and civil society and is comprised of 16 members of various departments of the federal government and 21 elected civil society representatives. The Council formulates guidelines for the promotion of women's rights and enforces gender-related policies.²⁷

Gender equality is also a relevant subject for the environmental sector. Since 2012, the Ministry of Environment has a Gender Committee, which is in charge of discussing and proposing actions to ensure gender equality in programs and policies, specifically those as they relate to Sustainable Development Goal 5 (SDG 5).

4. Gender Issues Around Forests and REDD+

In Brazil, the gender division of labor commonly associates men with timber and women with multi-use, small-scale, local, informal activities. Resource-based economies are predominantly controlled by men, including production and trade, while direct sales networks have opened opportunities for rural and urban women, despite economic risks. Men's and women's knowledge also differs according to these areas of expertise. For example, it can be the case that women list more NTFPs compared to men. Men in the Brazilian Amazon are also more likely to cite timber products among important forest products, whereas women cite a variety of species used for food, nutrition, medicines and other cultural uses.²⁸ Additionally, women, particularly those living in extractive reserves in Brazil, are the principal health care providers for their families. Women's accumulated knowledge of forests within the extractive reserves, the ecology, habitats, and specific location of phototherapeutics, is intimately connected with their family's health.²⁹ This organization of knowledge into complementary but distinct gender domains provides a valuable, collective adaptive resource for rural communities.

It can, conversely, also skew realities. To illustrate, in western Brazil, one study³⁰ found that over 64% of women had cut and collected rubber at some point and 78% had regularly collected latex usually tapped by men. Yet tapping rubber, nevertheless, continued to be viewed as a male occupation. These gender relations in Brazilian rubber tapper communities, paired with patriarchal values, the spatial

²⁶ Gukovas, R., Müller, M., Pereira, A.C., Reimão, M.E. (2016) "A Snapshot of Gender in Brazil Today: Institutions, Outcomes, and a Closer Look at Racial and Geographic Differences"

²⁷ Ibid

²⁸ Schmink M and García MAG. 2015. Under the canopy: Gender and forests in Amazonia. Occasional Paper 121. Bogor, Indonesia: CIFOR.

²⁹ Shanley, P., Da Silva, F.C., Macdonald, T. (2011). "Brazil's social movement, women and forests: a case study from the National Council of Rubber Tappers". *International Forestry Review* Vol.13(2), 2011

³⁰ Kainer K and Duryea M. 1992. Tapping women's knowledge: Plant resource use in extractive reserves, Acre, Brazil. *Economic Botany* 46(4):408–25.

division of labor, social isolation and the exclusion of women from community and public arenas have strongly influenced women's roles and livelihood strategies, and often limited their access to resource rights and decision making at household and community levels.

Cultural values within forest communities often influence the roles of women and men in Brazil as well. For example, patriarchal cultural values among some indigenous groups and among the general population in northeastern Brazil assume that men represent the family and the community in public arenas, leaving women without independent autonomous property rights and representation in decision making related to forest management.³¹

5. Gender integration within forest conservation efforts and REDD+ action in Brazil

5.1 Women's collective microenterprises in the Brazilian Amazon³²

Over the past two decades, women in the Brazilian Amazon region have organized themselves into collective microenterprises to work with forest resources and support more sustainable land use practices. These efforts in turn have contributed to their economic empowerment within their households and communities. The goals of these enterprises have typically centered on improvements for women and their families, but they also aim to enhance women's self-confidence and social visibility, political awareness, and environmental knowledge. Unfortunately, little information is available about the diverse types of rural women's collective microenterprises, as many of them are informal.

These collective microenterprises, lacking support from public policies attuned to their particular characteristics and potential, often instead are supported through church-based or NGO groups. These efforts have resulted in many positive outcomes. For example, these enterprises have helped women to change family property management models through microenterprise training and activities. They have also increased economic gains for women, and added value to the NTFP they produce. Given that women have also contributed more to their family's income composition, they have gained more voice and power in the household as well as in decision making about natural resources use, especially in households with smaller land size, because they implemented profitable productive activities and expanded their management of the family property.

However, the prospect of scaling up support for these promising small-scale women-led initiatives presents challenges, given their continued "invisibility," their hybrid nature that encouraged informality, and their lack of experience in dealing with larger commercial markets. Public policies are also lacking in support women's collective microenterprises, as they do not provide women with flexibility in accessing technical assistance and credit lines appropriate to enable them to learn and

³¹ Schmink M and García MAG. 2015. Under the canopy: Gender and forests in Amazonia. Occasional Paper 121. Bogor, Indonesia: CIFOR.

³² Mello, D. Schmink, M. (2017) "Amazon entrepreneurs: Women's economic empowerment and the potential for more sustainable land use practices". *Women's Studies International Forum* 65 (2017) 28–36. Available at: <https://www.sciencedirect.com/science/article/pii/S027753951530176X>

grow at their own pace.

5.2 Social Movement of National Council of Extractivist Populations (CNS)³³

The extractivist movement in Brazil, which started with the rubber tappers, began not as an environmental movement but a human rights movement, and has close ties with the agrarian reform movements. The rubber tappers movement then came to be allied with the environmental movement when international environmentalists adopted the purpose of the rubber tappers of defending their forests. Collaboration efforts between national and international environmental groups gave it unprecedented visibility and effectiveness throughout the 1980s until today. The council, first founded in 1985, works to advocate for the social and political empowerment of forest communities. In 1995, the council, realizing the need to better reflect women's views and needs, created the Secretariat of Women Extractivists.

Over the years, the Women's Secretariat of CNS has built on strengths of forest-reliant women by strategically mobilizing support across sectors and scales, working from the personal to the political while blurring the boundaries between lay and expert knowledge. Their efforts have helped to shift the paradigm in development, environment and health in Brazil. For example, the Secretariat worked closely with the Ministry of Health to amend health policies. They were also successful in modifying policy language away from an agriculture-centric nomenclature to new language which includes forest peoples. The name of this policy became the National Policy of Health for Rural and Forest Populations. This was a significant achievement in recognition of extractivist communities as well as calling for more equitable access to and provision of health services for forest-reliant people. Building on these efforts they also created a project entitled, *A Bagagem das Mulheres da Floresta* (Baggage of the Women of the Forest) signifying the knowledge that women possess and the tools and outside knowledge that the project brought to them (i.e. videos, books, workshops). Critical support from the Ministry of Health allowed them to broaden their workshops to reach every extractive reserve in Amazonia.

The Women's Secretariat of CNS helped to break down barriers in social movements around land use and forest management in Brazil as well. Once barred from entry into rural workers' unions and social and land reform movements, women are now commonly members of social movements linked with forests and land reform. Inequalities, nevertheless, persist. Women are secondary to men in institutional politics and as of yet, there are no women leaders of forest extractive reserves. Women living within reserves generally have little voice in land use and forest management decision and have little access to formal education or public health care.

5.3 Nationally-led programmes in rural and forest areas

5.3.1 Floresta+ Pilot Program

As highlighted in the proposal, the results-based payments that would be received by Brazil through

³³ Shanley, P., Da Silva, F.C., Macdonald, T. (2011). "Brazil's social movement, women and forests: a case study from the National Council of Rubber Tappers". *International Forestry Review* Vol.13(2), 2011

the proposed project will contribute to the implementation of Brazil's forest sector actions, one of which is the Floresta+ Pilot Program. It is a new and innovative pilot program that aims to provide incentives for environmental services (IES) in the Legal Amazon region, in accordance with Brazil's Forest Code, the ENREDD+ and Brazil's Nationally Determined Contributions (NDC) (for more details on this Program, please consult Section C.2.1 of the Proposal). The target beneficiaries for the Floresta+ Pilot Program are the following:

- small farmers, according to art. 3º, V, of the Forest Code (Law nº 12.651/2012), up to 4 fiscal modules;
- indigenous peoples;
- traditional peoples and communities according to I, do art. 3º, of decree nº 6.040/2007 (that use their territory collectively); and
- public institutions or agencies (including States), civil associations, cooperatives and private law foundations that act in topics related to conservation and recovery of native vegetation.

The amount of payment per hectare will be defined in norms to be published by the Floresta+ Program Management Committee. Direct payments will be calculated based on the area of native vegetation remnants and environmental liabilities to be recovered, in hectares, according to the data in the National Rural Environmental Registry System (SICAR), which is the system responsible for issuing the Registration Receipt of the rural property in the Rural Environmental Registry (CAR). The CAR is a national electronic public registry, mandatory for all rural properties, with the purpose of integrating the environmental information of rural properties and possessions and forming a database for control, monitoring, environmental and economic planning and deforestation. It is also important to highlight that proof of ownership of land is not necessary to register environmental information on a property in CAR. It is not a land registry system, rather a self-declaratory environmental registry.

Given this, while the CAR provides critical geographical and biophysical information on the properties, it does not display publicly who the property owner is or give any information about the owner (male/female, age, etc.). Rather, CAR assigns a code to each property, which public officials can then use to liaise with other government ministries/departments in order to obtain any specific information about a property owner. This format and design of CAR makes it very difficult and complicated to assess information pertaining to the sex of property owners (in those instances where the land is individually held). Given this, the ability for Floresta+ to integrate a gender perspective also becomes more difficult, as additional steps will need to be taken, for example, to collect sex-disaggregated data, when quotas are established to ensure Floresta+ provides incentives equitably among women and men property owners. The recommendations below look to mitigate and address some of these limitations (see Gender Action Plan below for more information).

One key entry point for gender-responsive action will be ensuring that the consultations on criteria and priority areas for Floresta+, which are taken with relevant stakeholders, fully integrate a gender approach in their design and implementation. This will help to ensure that women from different stakeholder groups can actively and equitably participate and that their interests, concerns and perspectives are taken into account.

5.3.2 Bolsa Família and Bolsa Verde

In the recent decades, some fundamental programs focused on mainstreaming gender took place in the country, among them the social welfare program known as Bolsa Família, which has defined women as preferred beneficiaries. Bolsa Família has contributed to keep millions of Brazilian women (who account for almost 90% of all the beneficiaries³⁴) and their families out of poverty. Bolsa Família has shown positive impact on forest dependent communities.

Another important programme from the Federal Government in forest areas is the Bolsa Verde, which provides conditional cash transfers in return for the maintenance of forest cover. Bolsa Verde shares targeting and cash transfer channels with Bolsa Família. Launched in 2011, the programme aims to promote conservation of the ecosystems while also improving the livelihoods of people living in extreme poverty – the condition of nearly 17% of the population in the Amazon region. The traditional people and communities of the babassu coconut breakers (largely constituted by women), is an important group that benefited from this initiative.

5.4 REDD+ Design

5.4.1 National REDD+ Strategy

In 2015, Brazil launched its National Strategy for REDD+ (ENREDD+)³⁵ with the objective to scale up the implementation of policies to reduce deforestation and forest degradation from the Amazon and Cerrado biomes to the national level. ENREDD+'s overall objective to contribute to climate change mitigation by eliminating illegal deforestation, promote conservation and restoration of forest ecosystems and foster a low-carbon and sustainable forest economy, while delivering environmental, social and economic benefits. It notes that these actions will be achieved through three specific objectives: (i) improving the monitoring and impact assessment of public policies for REDD+; (ii) integrating governance structures for climate change, forests and biodiversity in all levels; (iii) contributing to the mobilization of resources at the scale compatible with Brazil's commitments to mitigate climate change in accordance with Brazil's NAMAs by 2020.

The ENREDD+ discusses social and economic aspects, and mentions gender aspects, and identifies women as a group to be engaged with and who will benefit from REDD+ action in the country. However, it does not incorporate principles of gender equality or women's empowerment within its objectives, governance arrangements or action lines. Thus, in order to ensure that Brazil's efforts on REDD+ do no harm to more marginalized groups, such as women, youth and the elderly, and actively promotes their meaningful involvement in such efforts, Brazil will need to take proactive and explicit measures to ensure a gender perspective is fully integrated into the revised ENREDD+ and REDD+ implementation.

³⁴ For more information see: <http://www.worldbank.org/en/news/opinion/2013/11/04/bolsa-familia-Brazil-quiet-revolution>, last accessed on August 3rd, 2018.

³⁵ http://redd.mma.gov.br/images/publicacoes/enredd_english_web.pdf

5.4.2 REDD+ Safeguards

The application of the UNFCCC REDD+ safeguards requires adapting them to the reality of each country, taking into account national and regional context, and aligning them with existing policies and national REDD+ actions. Given this, Brazil's National REDD+ Committee (CONAREDD+) commissioned the REDD+ Thematic Advisory Board on Safeguards (CCT-Salv) to adapt the seven UNFCCC REDD+ safeguards to the Brazilian reality, in order support the effective implementation of REDD + actions in the country. Within this national interpretation of the REDD+ safeguards³⁶, the following gender considerations were incorporated:

- *Safeguard (b) - Transparent and effective national forest governance structures, with a view to national sovereignty and national legislation:* Governance bodies of ENREDD+ and polices or bodies receiving REDD+ resources will be guided by principles of representativeness, participation, commitment, accountability, transparency, effectiveness and integrity. These instances of partnership should be balanced in composition, encompassing the representation of indigenous peoples, traditional peoples and communities, traditional and family agriculture, and the private sector, taking into account gender and generational representation.
- *Safeguard (c) - Respect for the knowledge and rights of indigenous peoples and members of local communities, taking into account relevant international obligations, national circumstances and laws and noting that the UN General Assembly adopted in the United Nations Declaration on the Rights of Peoples Indigenous people:* The rights of indigenous peoples, traditional peoples and communities, and traditional and family farmers should be based on non-discrimination, where these groups should enjoy the same rights as other citizens, especially as regards human rights and fundamental freedoms, without discrimination, including gender equity.
- *Safeguard (d) - Full and effective participation of stakeholders, in particular indigenous peoples and local communities, in the actions referred to in paragraphs 70 and 72 of this decision:* Full and effective participation of stakeholders should be achieved through transparent governance structures and instruments that ensure stakeholder representation and engagement, while safeguarding sociocultural diversity and gender equity.

While gender considerations are integrated into the national REDD+ safeguards, it is done so to a limited degree, with a focus on ensuring gender equity. For example, they do not provide information on whether and how the safeguards will ensure the meaningful and active participation of marginalized groups, such as youth and women, in REDD+ implementation. There is also a lack of information on how such groups will equitably benefit from such national efforts on REDD+. Thus, in REDD+ implementation and in the use of proceeds for this project, additional efforts will need to be undertaken to ensure gender is sufficiently mainstreamed within national efforts to address and respect the UNFCCC REDD+ safeguards, to ensure all groups, including those who are more marginalized in Brazilian society, such as youth and women, will be meaningfully involved and can equitably benefit from such actions.

³⁶ http://redd.mma.gov.br/images/conaredd/SEI_MMA---0160864---Resoluo-9.pdf

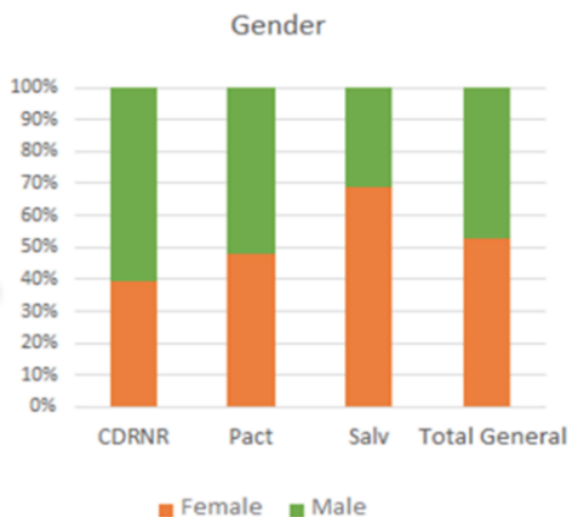
To note, and as illustrated above, gender equitable participation is an important consideration for REDD+ planning within Brazil. This has been reflected in various CONAREDD+ working groups, including its CCTs. To illustrate, as of 11 July 2016, 67% of the members of CCT-Salv, the Thematic Advisory Board on Safeguards, are women. Additionally, the development of indicators for Brazil’s REDD+ Safeguards Information System (SISREDD+) is currently underway, with four workshops having already taken place. These workshops are representative of various societal sectors/groups. Of the 158 representatives thus far, 80 have been female and 78 have been male.

5.5 REDD+ Implementation

5.5.1 REDD+ Governance

While there are gender gaps in its REDD+ design efforts, Brazil has taken steps in REDD+ implementation to ensure equitable representation of women, including within its governance for REDD+. Most of the representatives from the Ministries, states and civil society in CONAREDD+ are female. To illustrate, CNS has one seat in CONAREDD+ and they have appointed a woman to represent them in it. Also, CONAREDD+ has gender balance as one of the selection criteria for the representatives within the CCTs. As a result, as indicated in Figure 1, more than 50% of the representatives in the CCTs are female. Some CCTs, including the one dealing with safeguards, have a majority of women.

Figure 1. Sex-disaggregated data of CCT participants



CDRNR = Thematic Advisory Board on Fundraising and Distribution of Non Reimbursable Resources;
Pact = Thematic Advisory Board on Federal Relations; Salv = Thematic Advisory Board on Safeguards

5.5.2 Early REDD+ implementation

There have efforts undertaken by the international community to assess REDD+ implementation impacts on women, both in terms of their roles in REDD+ implementation, as well as any changes of their well-being. The results of these studies can help shed light on existing gender gaps in REDD+

implementation, inform Brazil's efforts in how it integrates a gender perspective in its REDD+ efforts moving forward, including in its use of REDD+ proceeds, as well as demonstrate areas in which good practices and lessons learned can be drawn upon.

Within the study "The role of women in early REDD+ implementation: lessons for future engagement", led by CIFOR in 2016³⁷, an assessment was undertaken to analysis women's role in REDD+ initiatives in four countries (one of which being Brazil), as well as assess corresponding implications for implementation and future outcomes. The results from this assessment are not meant to be representative of all REDD+ sites. To note, the choice of study sites was not random and the sites for the REDD+ initiatives were chosen based on proponents' interest in an outside evaluation and their prior identification of specific villages for REDD+ interventions. The following four sites were evaluated in Brazil (from the period from 2009 to 2011):

- Acre State System of Incentives for Environmental Services
- Northwest Mato Grosso Pilot REDD+ Project
- Sustainable settlements in the Amazon: the challenge of family production in a low carbon economy
- The sustainable Landscape Pilot Program in São Félix do Xingu

In the Brazil sites, results from the survey found that women's focus groups demonstrated a basic understanding of REDD+ in all the villages where the village focus groups demonstrated understanding. However, in Acre, Brazil, although all villages had at least one woman in the main decision making body, a majority of the women disagreed to at least one of the statements that they were sufficiently represented, able to influence and participate actively in meetings. Additionally, in the Brazil sites, women did not perceive that they influenced village decisions, did not participate in forest decisions and used the forest less relative to men. They were also very dissatisfied with their level of participation in decision-making bodies. At the household level, the majority of women believed that they did not influence household decisions on land and forest use.

This study concluded that promoting women's participation in REDD+ alone is insufficient. This is not only due cultural norms, discrimination and lack of experience, confidence and skills and power relations that may limit women's voice in the public sphere, but also because of the limited analysis and understanding of gendered forest uses and community and household relations that may be affected by interventions. While women's active participation is key, gender-responsive analyses are also needed to understand real and perceived gender differences and anticipate risks.³⁸

In another study on "Gender lessons for climate initiatives: A comparative study of REDD+ impacts on subjective wellbeing"³⁹, subnational REDD+ initiatives in six countries (one of which was Brazil) were

³⁷ Larson, A.M., Dokken, T., Duchelle, A.E., Atmadja, S., Resosudarmo, I.A.P., Cronkleton, P., Cromberg, M., Sunderlin, W., Awono, A., and Selaya, G. (2015). "The role of women in early REDD+ implementation: lessons for future engagement". Center for International Forestry Research. *International Forestry Review* Vol.17(1), 2015

³⁸ Ibid

³⁹ Larson, A.M., Solis, D., Duchelle, A.E., Atmadja, S., Resosudarmo, I.A.P., Dokken, T., and Komalasari, M. (2018). "Gender lessons for climate initiatives: A comparative study of REDD+ impacts on subjective wellbeing". *World Development* Volume 108, August 2018, Pages 86-102

analyzed to assess the gendered impact of the initiatives on women's perceived wellbeing. The results show net negative movement in Brazil, wherein more women in REDD+ villages perceived that their wellbeing decreased and were worse off than those in non-REDD+ villages. In cases where women in the villages were undecided on whether the effects of conditional livelihood enhancements were positive or negative, the reasons given were primarily due to perceptions that the expected benefits may not materialize, was not or will not be distributed fairly, or that the payment value was low. Concern over REDD+ interventions related to those that restricted forest access and conversion. In the case of Brazil, some women in villages viewed such environmental policing as detrimental to their livelihoods. In cases where women in villages saw REDD+ as having a positive impact on their wellbeing, the reasoning focused on environmental and health benefits of less deforestation and burning. This study concluded that perceived wellbeing decreased in REDD+ villages both for villagers as a whole and for women, relative to control villages, but the decrease was much worse for women – a decrease that is significantly associated with living in a REDD+ village.⁴⁰

These analyses reveal, moving forward, the need for REDD+ efforts in Brazil to fully mainstream gender into design, monitoring and evaluation. These efforts need to more comprehensively explore the ways in which men and women interact and differ with regard to REDD+ implementation in their respective sites, and incorporate such dimensions into national efforts on REDD+. To avoid perpetuating gender inequalities and worsening the situation of women, REDD+ action in Brazil needs to focus on empowering women, increasing their control over assets and safeguarding their rights.

6. Recommendations

This preliminary gender analysis acts as an entry point for gender mainstreaming throughout design and implementation of the proposed project. The results and findings of the gender analysis has also informed and guided the development of a Gender Action Plan (please see Section 7 below).

This gender analysis, conducted through desk review, resulted in the following actions:

- Identification of gender gaps and inequalities within Brazil's land tenure system and incentives for environmental services;
- Identification of gender inequalities and challenges and risks faced by women and other marginalized groups in Brazil around thematic areas of relevance to REDD+ action, such decision-making processes, labor force participation, forest use, land tenure, safeguards, etc.;
- Identification of gaps, entry points and opportunities for mainstreaming gender in the proposed project, and in the implementation of REDD+ action and safeguards more broadly;
- Development of the gender approach used within this proposal to effectively integrate gender and women's and youth empowerment considerations within the social, economic, political and local context within the country;
- Identification of sectors and thematic area of particular relevance in REDD+ in which gender-responsive actions can catalyze transformational positive change for marginalized groups,

⁴⁰ Ibid

- such as women and youth;
- Demonstration of the need to develop a gender-responsive environmental and social impact assessment (ESIA), which also focuses on the collection of additional baseline data on gender (e.g. on land tenure, women's involvement in decision-making at local/community levels, etc.)
 - Demonstration of the need to ensure the stakeholder consultations and engagement efforts for the ESIA are designed and undertaken using a gender approach and equitably include representatives from more marginalized groups, including women, youth, single-family households.
 - Establishment of recommendations to incorporate into the preliminary Gender Action Plan.

Key entry points and recommendations for gender action within programme design and implementation are listed below. To note, these recommendations are based on preliminary findings of this assessment (based solely on a desk review). Thus, the findings and recommendations of this gender assessment, including the gender-responsive actions, indicators, etc., noted in the Gender Action Plan in Section 7 below, will need to be re-assessed and revised as necessary during the ESIA process, as well as will need to be consulted with and validated by state and non-state stakeholders, including those more marginalized, such as women, youth, indigenous, people, etc.

- Undertake measures within work on Floresta+ (e.g. establishment of quotas, capacity building, etc.) to address identified gender gaps and inequalities within Brazil's land tenure system and incentives for environmental services.
- Develop a gender-responsive ESIA which also focuses on the collection of additional baseline data on gender (e.g. on land tenure, women's involvement in decision-making at local/community levels, etc.).
- In partnership with MMA, work with the applicable government agencies to identify gender gaps in data within CAR (both individual and collective) and address these gaps to the best extent possible to help ensure that women can actively participate in and receive equitable benefits under Floresta+.
- Ensure governance arrangements with Floresta+ (e.g. Program Management Committee) and ENREDD+ (e.g. CONAREDD+) are gender equitable in their memberships. In cases where there are seats for civil society groups, ensure women and youth are represented.
- Take affirmative measures to solicit and incorporate the perspectives of women in the design, implementation, monitoring, and evaluation of the proposed outputs of this proposed project.
- Hire a gender specialist within the project to support the mainstreaming of gender throughout the design and implementation of the outputs of the project, as well as any associated gender action plans and mitigation measures that are developed during the safeguards work and social and environmental assessments, etc.
- In stakeholder engagements activities, ensure a gender approach is fully integrated into their design and implementation so that women and men across different stakeholder groups can actively and equitably participate and that their interests, concerns and perspectives are taken into account.
- Build capacity of women and youth from local and indigenous communities on REDD+ and provide them with adequate resources (e.g. financing, know-how, etc.) to actively participate

and benefit from the activities of the proposed project.

- Carry out training and capacity building among MMA and REDD+ staff, stakeholders and partners on matters of gender equality, the contributions of women to REDD+, and the specific harms faced by women in the context of ecosystem destruction and conversion.
- Given its responsibility to promote the integration of gender equality principles within MMA programs and policies, train and build capacity of the MMA's Gender Committee on Floresta+ and ENREDD+ so that their guidance can be context specific and they can be used as a resource to help mainstream gender into REDD+ action.
- Require and develop capacities to collect and report on accurate disaggregated data around all REDD+ activities with respect to male and female participation, benefit sharing, positive and negative impacts, then share it across government institutions, and make such data publicly accessible.
- Devote and allocate adequate funds, resources and expertise for implementing gender-related strategies, monitoring the results of implementation, and holding individuals and institutions accountable for outcomes that promote gender equality.
- During project implementation conduct qualitative assessments on the gender-specific benefits that can be directly associated to the project.

Addressing the gender dimensions and gaps identified within this preliminary assessment and implementing the corresponding recommendations noted above and gender-responsive actions noted below in the Gender Action Plan, within project design and implementation, will help to promote the project provides gender-responsive results.

7. Preliminary Gender Action Plan

Data presented above provides context and an overall baseline assessment on the gender dynamics, inequalities and state-of-play within Brazil, its forest sector and in its efforts on REDD+ action to date. This analysis identified the differences between men and women and has helped to identify gaps and provide a baseline for comparison.

Addressing the gender gaps noted above, this preliminary Gender Action Plan provides suggested entry points for gender-responsive actions to be taken under the applicable activities of the proposed project. In addition, specific indicators are also proposed to measure and track progress on these actions at the activity level. This can be incorporated into the detailed M&E plan which will be developed at the start of implementation, and provides concrete recommendations on how to ensure gender (including disaggregated data) continues to be collected and measured throughout implementation.

The gender budget assigned to each of the outputs below reflects the portion of the output and corresponding budget, which either has gender equality as a significant objective or has gender equality as a principal objective within it. So, for example, for Output 1, the overall budget is XX USD. However, the portion of the activities and corresponding budget for Output 1, which either has gender equality as a significant objective or has gender equality as a principal objective, is XX USD. Thus, it is this amount which is reflected in the budget column within the Gender Action Plan below.

To note, as additional gender data collection in the field still needs to be undertaken in the forest sector and around REDD+ issues within the country, detailed gender baseline data, as they pertain to the project activities, in many cases are not yet known. In these instances, baseline information for the activities within the Gender Action Plan are currently marked with a '0', to illustrate that such information is not yet available. Such information will be collected during the process of developing the gender-responsive ESIA, wherein the generation of gender-responsive baseline data for the proposed programme will be undertaken. Thereafter, the Gender Action Plan below will be revised as necessary and gender baseline information will be provided.

Gender Action Plan ⁴¹

Objective	Gender-responsive actions	Gender indicators	Responsible Institutions/ Individuals
Output 1: Floresta+ Pilot Program	<p>- In any outreach activities on Floresta+ Pilot Program, ensure equitable participation of women and men, including from single-headed households</p> <p>- Under modalities 1 and 2 of the Floresta+ Pilot Program:</p> <ul style="list-style-type: none"> • Ensure that at least 30% of the landowners and/or land users, rewarded are women, where the prioritized areas allow it. 	<p><u>Baseline:</u> 0</p> <p><u>Indicator:</u> % and # of participants of outreach activities and consultations/workshops related to this output who are women and are heads of single-headed households (disaggregated by sex)</p> <p><u>Target:</u> 40% of participants of outreach activities and consultations/workshops related to this output are women and at least 10% are from single-headed households (disaggregated by sex)</p> <p><u>Baseline:</u> 0</p> <p><u>Indicator:</u> % and # of women and single headed household participants involved in consultations/workshops for this output who felt they 1) understood the content being discussed; 2) could actively participate and 3) had their perspectives taken into account</p> <p><u>Target:</u> 90% of women and single headed household participants felt the consultations/workshops for this output at least 'adequately' met and/or achieved these parameters</p> <p><u>Baseline:</u> 0</p>	MMA, UNDP

⁴¹ Budget to implement the gender-responsive actions will be finalized based on final budget envelope for the programme which will be provided by the Secretariat to the Board of a proposed results-based payments based on the results of the application of the scorecard by the Secretariat and independent TAP as set out in GCF/B.18/23 Page 94 .

	<ul style="list-style-type: none"> • Ensure at least 10% of the landowners and land users rewarded are women from single-headed households or • women who are managers of rural activities. <p>- Under modality 3 of the Floresta+ Pilot Program:</p> <ul style="list-style-type: none"> • Organize all awareness raising workshops on Floresta+ Pilot Program with associations and representative entities of indigenous and traditional peoples and communities to ensure women's and youth's active and equitable involvement • Build capacity of women and men (both married and unmarried) within indigenous and traditional communities receiving rewards from Floresta+ 	<p><u>Indicator:</u> % of outreach activities and consultations/workshops associated with this output which are designed to account for women's and single-headed household constraints (e.g. location, timing, women's only groups, etc.)</p> <p><u>Target:</u> 100% of outreach activities and consultations/workshops associated with this output are designed to account for women's and youth constraints</p> <p><u>Baseline:</u> 0</p> <p><u>Indicator:</u> % and # of landowners and/or land users under Floresta+ Pilot Program rewarded who are women</p> <p><u>Target:</u> 40% of landowners and/or land users under Floresta+ Pilot Program rewarded are women</p> <p><u>Baseline:</u> 0</p> <p><u>Indicator:</u> % and # of landowners and/or land users under Floresta+ Pilot Program rewarded who are women from single-headed households</p> <p><u>Target:</u> 10% of landowners and/or land users under Floresta+ Pilot Program rewarded are women from single-headed households</p> <p><u>Baseline:</u> 0</p> <p><u>Indicator:</u> Evidence that staff responsible for the monitoring system for the Floresta+ pilot program attended a gender workshop in order to have their capacity on gender and monitoring systems built</p> <p><u>Target:</u> All staff responsible for the monitoring system attended the workshop on gender</p> <p><u>Baseline:</u> 0</p> <p><u>Indicator:</u> Evidence that the monitoring system for the Floresta+ pilot program 1) disaggregates data on modality 1 and 2 by sex and household type (e.g. single, etc.) and 2) consulted equitably with women and men in communities in its data collection methodology</p>	
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	<p>on the benefits of having both women and men involved in decision-making on use of rewards.⁴²</p> <p>- In systems developed to monitor distribution of rewards under Floresta+ pilot program:</p> <ul style="list-style-type: none"> • Undertake a workshop to build capacity of staff responsible for monitoring system on how a gender perspective can be incorporated into their work • Integrate a gender perspective into monitoring system to ensure information collected is disaggregated by sex and household type 	<p><u>Target:</u> Both of these elements noted above present in the monitoring system for the Floresta+ pilot program and corresponding data for them successfully collected</p> <p><u>Baseline:</u> 0</p> <p><u>Indicator:</u> Evidence that the monitoring system for the Floresta+ pilot program measures women’s 1) involvement in decision-making on use of rewards; and 2) satisfaction in how household and community used rewards (as applicable per modality used)</p> <p><u>Target:</u> Both of these elements noted above present in the monitoring system for the Floresta+ pilot program and corresponding data for them successfully collected</p> <p><u>Baseline:</u> 0</p> <p><u>Indicator:</u> # and % of women who are involved in the governance structure for Floresta+ pilot program</p> <p><u>Target:</u> 40% of those involved in the governance structure for Floresta+ pilot program are women</p> <p><u>Baseline:</u> 0</p> <p><u>Indicator:</u> # and % of representatives within the governance structure of Floresta+ pilot program who are from a women’s organization</p> <p><u>Target:</u> 1 representative from a women’s organization actively participants within governance structure for Floresta+ pilot program</p> <p><u>Baseline:</u> 0</p>	
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⁴² It will be critical to directly support the women organizations. Those like UMIAB, Babassu Coconut Breakers and other regional organizations of women or supportive of women (COIAB, the most important indigenous organization from Amazon, created in 1989, which represents 160 peoples, 75 organizations, has now a woman as its General Coordinator . Those organizations lack technical skills and financial support. The project could address these issues: 1) identification of those organizations; 2) evaluation of their needs; 3) designing and implementation of a program.

	<ul style="list-style-type: none"> • Measure women’s 1) involvement in decision-making on use of rewards; and 2) satisfaction in how household and community used rewards (as applicable per modality used) - In any governance structure for the Floresta+ pilot program 1) gender equitable participation of women and men; 2) representatives of marginalized groups, such women, indigenous people, etc. - Equitably build capacity of women and men participating in the Floresta+ pilot program on the stipulations of the contracts including their stipulations (undertaken before they sign the contracts) 	<p><u>Indicator:</u> % of women and men beneficiaries (both married and unmarried) trained on the stipulations of the Floresta+ pilot program contracts (disaggregated by sex, marital status and household type)</p> <p><u>Target:</u> 100% of women and men beneficiaries trained on the stipulations of the Floresta+ pilot program contracts before contract is signed</p>	
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<p>Output 2: The implementation of Brazil's ENREDD+</p>	<p>NFMS - In the expansion of the NFMS, when undertaking local monitoring and validation, equitably and meaningfully consult with and involve women, men and youth from communities</p> <p>REDD+ Policies Monitoring & Revision - Mainstream gender into the tool developed to monitor and measure the impacts of REDD+ policies and investments - Integrate a gender perspective throughout the revised national REDD+ Strategy</p> <p>SISREDD+ - Equitably include women and female youth as key non-state information holders for the SIS - Assess women's and youth's capacity on safeguards themes, and</p>	<p>NFMS <u>Baseline:</u> 0 <u>Indicator:</u> % and # of women and female youth involved in monitoring activities (disaggregated by stakeholder group) <u>Target:</u> 40% of community participants of involved in monitoring activities are women or female youth</p> <p><u>Baseline:</u> 0 <u>Indicator:</u> % of consultations and workshops associated with this activity which are designed to account for women's constraints (e.g. location, timing, women's only groups, etc.) <u>Target:</u> 100% of consultations and workshops associated with this activity are designed to account for women's and youth constraints</p> <p><u>Baseline:</u> 0 <u>Indicator:</u> % and # of women from communities involved in the monitoring efforts who felt they 1) could actively participate, 2) understood the activities being undertaken and 3) had their perspectives taken into account <u>Target:</u> 90% of women participants involved in the monitoring efforts felt this activity at least 'adequately' met and/or achieved these parameters</p> <p>REDD+ Policies Monitoring & Revision <u>Baseline:</u> 0 <u>Indicator:</u> Evidence that gender was mainstreamed into the 1) tool developed to monitor and measure the impacts of REDD-plus policies and investments; and 2) revised National REDD+ Strategy <u>Target:</u> Gender mainstreamed into the 1) tool developed to monitor and measure the impacts of REDD-plus policies and investments; and 2) revised national REDD+ Strategy</p> <p>SISREDD+</p>	<p>MMA, UNDP</p>
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	<p>conduct any necessary capacity building to facilitate their meaningful involvement and inform their decision-making under this activity</p> <ul style="list-style-type: none"> - As more marginalized groups (e.g. women, youth, etc.) can face increased barriers (e.g. safety, trust, etc.) in engagement within information sharing channels, ensure such processes are gender responsive, participatory and encourage active engagement from information holders. <p>Stakeholder Participation and Capacity Building</p> <ul style="list-style-type: none"> - Equitably include women and female youth within consultations and validation processes with this output - Ensure women represent an equitable number of positions and/or seats 	<p><u>Baseline:</u> 0 <u>Indicator:</u> # and % of information holders for the SIS who are women and female youth (disaggregated by stakeholder group) <u>Target:</u> At least 40% of information holders for the SIS are women and female youth (disaggregated by stakeholder group)</p> <p><u>Baseline:</u> 0 <u>Indicator:</u> % and # of women and female youth consulted on the SIS under this output who felt they 1) understood the content being discussed; 2) could actively participate and 3) had their perspectives taken into account <u>Target:</u> 90% of women and women and female youth consulted on the SIS under this output at least 'adequately' met and/or achieved these parameters</p> <p><u>Baseline:</u> 0 <u>Indicator:</u> Evidence that feedback from women and youth (including from associated organizations that represent them) was integrated into SIS <u>Target:</u> 80% of feedback from women and youth (including from associated organizations that represent them) integrated into SIS</p> <p><u>Baseline:</u> 0 <u>Indicator:</u> % of outreach activities and consultations/workshops associated with this output which are designed to account for women's and single-headed household constraints (e.g. location, timing, women's only groups, etc.) <u>Target:</u> 100% of outreach activities and consultations/workshops associated with this output are designed to account for women's and youth constraints</p> <p>Stakeholder Participation and Capacity Building <u>Baseline:</u> For gender make-up within REDD+ thematic advisory groups, see Figure 1 above <u>Indicator:</u> % and # of women 1) involved in consultations, workshops, and/or validations associated with this output (disaggregated by stakeholder group); and 2)</p>	
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	<p>within CONAREDD+ and its Consultative Chambers</p> <ul style="list-style-type: none"> -Ensure capacities of women and men stakeholders (both state and non-state) are equitably built on REDD+ - Design all consultations and training associated with this activity to encourage women’s active involvement - Address any knowledge gaps and particular needs of women and youth in advance of consultations for this activity to enable the active participation of these groups 	<p>who occupy positions and/or seats within CONAREDD+ and its Consultative Chambers</p> <p><u>Target:</u> 40% of people who are 1) involved in consultations, workshops, and/or validations associated with this output are women; and 2) occupy positions and/or seats within CONAREDD+ and its Consultative Chambers are women</p> <p><u>Baseline:</u> 0</p> <p><u>Indicator:</u> % of consultations, workshops, and/or validations associated with this output which are designed to account for women’s and single-headed household constraints (e.g. location, timing, women’s only groups, etc.)</p> <p><u>Target:</u> 100% of consultations, workshops, and/or validations associated with this output are designed to account for women’s and youth constraints</p> <p><u>Baseline:</u> 0</p> <p><u>Indicator:</u> % and # of women participants involved in capacity building and consultations for this output who felt they 1) could actively participate, 2) understood the content being discussed and 3) had their perspectives taken into account</p> <p><u>Target:</u> 90% of women participants felt the consultations and capacity building for this output at least ‘adequately’ met and/or achieved these parameters</p>	
<p>Output 3: Program management</p>	<ul style="list-style-type: none"> - Train and build capacity of MMA staff and REDD+ staff, stakeholders and partners on the ‘why’ and ‘how to’ integrate a gender perspective within REDD+ Implementation - Hire a gender expert to support the mainstreaming 	<p><u>Baseline:</u> 0</p> <p><u>Indicator:</u> # of MMA and REDD+ staff and stakeholders who have had their capacity built/awareness raised on gender and REDD+ (disaggregated by sex and stakeholder group)</p> <p><u>Target:</u> 60% of MMA and REDD+ staff and stakeholders have their capacity built/awareness raised on gender and REDD+</p> <p><u>Baseline:</u> 0</p> <p><u>Indicator:</u> Evidence of changes in perception/understanding of gender among MMA and REDD+ staff and stakeholders</p>	<p>MMA, UNDP, MMA’s Gender Committee</p>

	<p>of gender within this proposed project - Train and build capacity of MMA's Gender Committee on REDD+ concepts as necessary, so that their guidance can be context specific and they can be used as resource to help gender integration into REDD+</p>	<p><u>Target:</u> at least 80% of MMA and REDD+ staff and stakeholders trained demonstrate changes in perception/ understanding of gender (e.g. through use of pre and post workshop surveys, etc.)</p> <p><u>Baseline:</u> There is no existing gender expert supporting the mainstreaming of gender in REDD+ efforts in Brazil</p> <p><u>Indicator:</u> Evidence that a gender expert is supporting the mainstreaming of gender in REDD+ efforts in Brazil for the lifespan of the project</p> <p><u>Target:</u> A gender expert is hired to support the mainstreaming of gender in REDD+ efforts in Brazil for the lifespan of the project</p> <p><u>Baseline:</u> 0</p> <p><u>Indicator:</u> % and # of members of MMA's Gender Committee who have had their capacity built/awareness raised on gender and environment, including REDD+ (disaggregated by sex)</p> <p><u>Target:</u> 80% of members of MMA's Gender Committee have their capacity built/awareness raised on REDD+</p>	
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