



Women in the Brazilian Public Service

Recommendations for
access, ascension, and retention
in leadership positions | 2024



Movimento
Pessoas à Frente

JUNTAS POR UM MELHOR ESTADO

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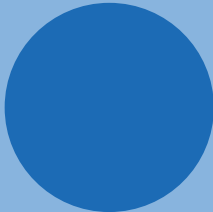
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Movimento Pessoas à Frente (People Ahead Movement)

We are a plural and nonpartisan civil society movement that collectively draws up guidelines for more effective management of the Brazilian state. Based on evidence and data, we help build and make feasible proposals to improve people management policies in the public sector, focusing on leadership.

Our network of members brings together experts, parliamentarians, members of the federal and state public authorities, trade unions, and the third sector, with diverse political, social, and economic views.

We believe that with public leaders who represent all the diversity of the Brazilian population, who are better prepared and have the necessary conditions to manage their teams, it is possible to guarantee increasingly effective public policies and services, promoting a more dignified and fair life for all people, as well as a better state.

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Cover letter

The Women in Public Service Working Group

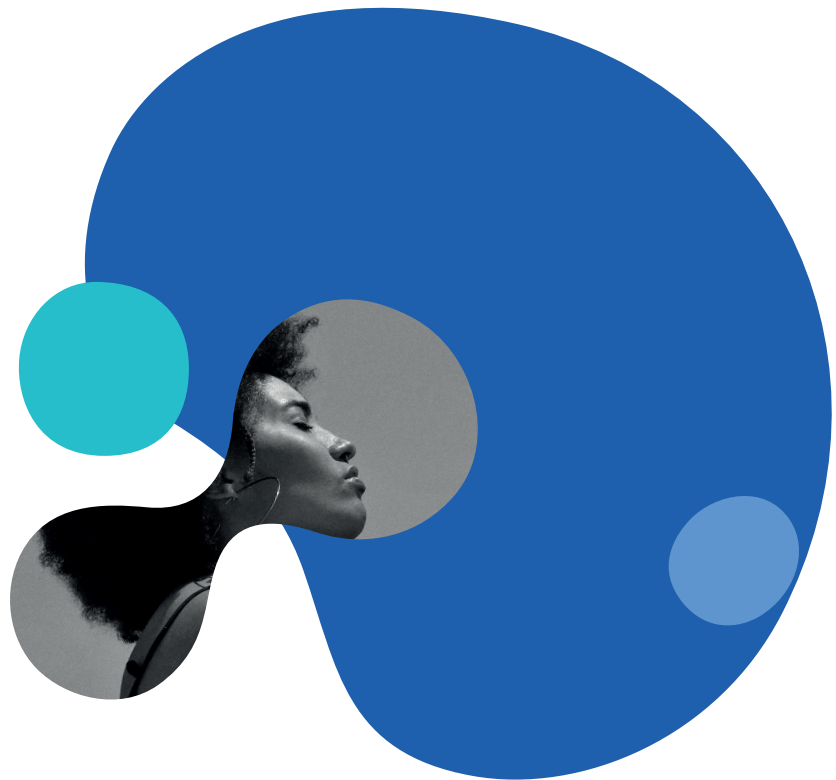
Promoted by Movimento Pessoas à Frente (People Ahead Movement), the Women in Public Service Working Group represents a valuable contribution to building a more inclusive and effective public service in Brazil. Its creation reflects the urgency of correcting inequalities and offering equal conditions so that women can not only enter the public sector but also rise to and remain in leadership positions. The presence of women in leadership positions not only reflects a more democratic and responsive public administration but also enhances the impact on the management and formulation of effective public policies.

The WG was based on the interaction between 95 people from different contexts and visions who were initially able to share their experiences, challenges, and strategies, and then collaboratively develop evidence-based recommendations for policies and actions on the agenda in Brazil.

Implemented through 8 remote meetings and a face-to-face workshop in Brasília, the WG was based on connecting listening, active learning, and proposal ideation. We had the partnership of 2 coordinators and a group of 13 ambassadors, women who are references in their fields, who guided the meetings and provided practical and theoretical knowledge and concrete recommendations.

With the backing of experts and leaders from academia, international organizations, and the government itself, the WG brought to the center of discussions urgent topics such as harassment, political violence, inequalities in the organization of care activities and participation in spaces of power and decision-making. When debating these issues, the group considered the analysis of the intersectionality of gender with race, ethnicity, class, age, life cycle, and territoriality, in order to develop public policies that recognize the plurality of women's experiences in their professional careers.

The WG ends with the production and launch of this document **“Women in the Brazilian Public Service: recommendations for the access, ascension, and retention in leadership positions”**, which aims to indicate ways of effectively transforming the public administration in search of a better state. Throughout the 30 proposed recommendations, we indicate strategies and effective actions so that the public service becomes a safe, representative, and belonging space for women in all their diversity.



The meetings

date/activity	coordinators / ambassadors
June 6th, 2024 Launch of the Women in Public Service Working Group	Betânia Lemos, president of the National School of Public Administration (Enap), and Ana Diniz, coordinator of the Center for Gender Studies at Insper's Center for Management and Public Policy.
July 4th, 2024 1st Meeting: Who are the women in the Brazilian public service?	Gabriela Lotta, professor and researcher at the Getúlio Vargas Foundation and Clara Marinho, planning and budget analyst at the Ministry of Planning and Budget.
July 18th, 2024 2nd Meeting: Black Women and the Concrete Ceiling	Luana Pinheiro, director of Economy of Care at the Ministry of Development and Social Assistance, Family and Fight against Hunger, and Ellen Silva, director of Mahin Consultoria Antirracista.
August 8th, 2024 3rd Meeting: Where is Brazil in the international debate?	Sandra Naranjo, Lead Public Management Specialist at the Inter-American Development Bank (IDB).
August 29th, 2024 4rd Meeting: Affirmative action: entry into public service	Irene Vida Gala, diplomat and head of the Representative Office of the Ministry of Foreign Affairs in São Paulo (ERESP), and Anna Venturini, Program Director at the Executive Secretariat of the Ministry of Management and Innovation in Public Services.

date/activity

coordinators / ambassadors

September 25th, 2024**5th Meeting:** Work structure and care

Juliana Teixeira, Professor of Administration at UFES, and Mariana Mazzini, Professor of Public Administration and Social Management at UFRN and General Coordinator of Information Management at the National Secretariat for Care and Family Policy of the MDS.

October 3rd, 2024**6th Meeting:** Violence and Harassment

Marlise Matos, full professor at the Department of Political Science at UFMG and coordinator of the Center for Studies and Research on Women in the Center of Feminist and Gender Interest, and Ariana Frances, general ombudsman of the Union.

October 24th, 2024**7th Meeting:** Strategies for Ascension: networks, mentoring and training

Iara Alves, director of Executive Education at the National School of Public Administration (Enap), and Rafaela Bastos, president of the João Goulart Institute.

October 30th, 2024**Workshop** - Women in Public Service: Building a Representative Government during the Innovation Week

Luana Pinheiro (MDS), Anna Carolina Venturini (MGI), Ariana Frances (CGU) and Isadora Modesto, Niterói's Secretary of Planning, Budget and Management Modernization.

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intro- duction

1

The discussion on the presence of women in the Brazilian public service accompanies changes and movements that better reflect on the role and participation of women in the public space and work environments.

The need for change is evident in all spaces, given the obstacles imposed by gender inequalities and their intersections with other markers such as race, class, disability, and region of origin. This discussion must be accompanied by an analysis of the conditions of access and the dynamics of women's retention and ascension in the Brazilian public service, which may differ from the experience observed in private environments.

For this analysis, it is necessary to look at both existing data and the data that still need to be collected. Here, the lack of data points to the difficulty of structuring concrete demands and building appropriate tools to promote gender equality when the real proportion of women in public service is still unknown in public service¹, especially at the state and municipal levels.

¹ For this reason, except when specifically addressing states or municipalities, the statements and conclusions expressed in this report refer to the participation of women in the Brazilian federal public service.



While the majority of the Brazilian population is made up of women, parity is far from a reality in institutional political spaces. According to the DataFolha 2023 survey commissioned by the Movimento Pessoas à Frente (People Ahead Movement), the majority of the Brazilian population does not see civil servants as representative of society: 56% believe that a minority or none of the civil servants are representative of the diversity and know the population's challenges.

Brazilian society defends the expansion of racial and gender diversity:

86% agree that actions to promote and guarantee gender equality in the public service are important and 89% agree on the importance of actions to promote and guarantee racial diversity. Brazilians also confirm that increased representation would contribute to legitimacy and trust: 71% admit that they would have more confidence if the people in important public positions were more like them.

In addition, they confirm that more diversity would result in better public services:

90% believe that more women would make public service better and 82% recognize that more racial diversity would improve public service.

diagnosis

2

Women in the Brazilian public service

Historically, the public service in Brazil has been predominantly male, reflecting the access barriers women have faced over time. However, gender equity policies, such as those presented in the topic of affirmative action for entry, can contribute to changing this panorama.

In the case of federal civil service, the demand for more women is also a reflection of broader social changes, such as the increase in women's schooling and their growing participation in the labor market. This has resulted in a legitimate expectation of expanding the diversity of profiles within the public sector, with new perspectives and a wider range of skills.

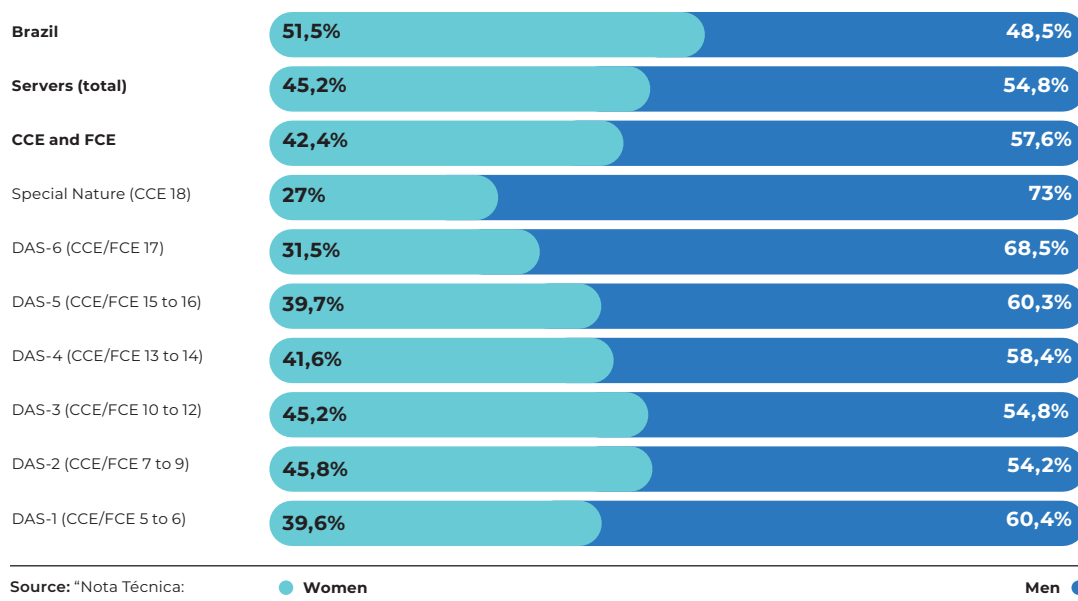
However, the presence of women in the Brazilian federal public service has been on a trajectory of timid movements and still faces significant challenges. According to the research ["Nota Técnica: Desigualdade de Gênero em Cargos de Liderança no Executivo Federal"](#) (DINIZ et al., 2023) (in English, ["Technical Note: Gender Inequality in Leadership Positions in the Federal Executive"](#)) published by the Movimento Pessoas à Frente (People Ahead Movement), women represent approximately 45% of all federal civil servants, an expressive share, but with significant variations according to areas and hierarchical levels.



Many women and not enough power

Although women represent 51.5% of the population, they only make up 45.2% of the federal public service. This under-representation becomes more pronounced in leadership positions, where they occupy 42.4% of the positions. Moving up the hierarchy, this disparity widens. At all levels, female participation is less than 50%. In senior leadership positions, this difference is more pronounced: women represent only 27.0% in special nature positions, 31.5% in DAS-6 and 39.7% in DAS-5.

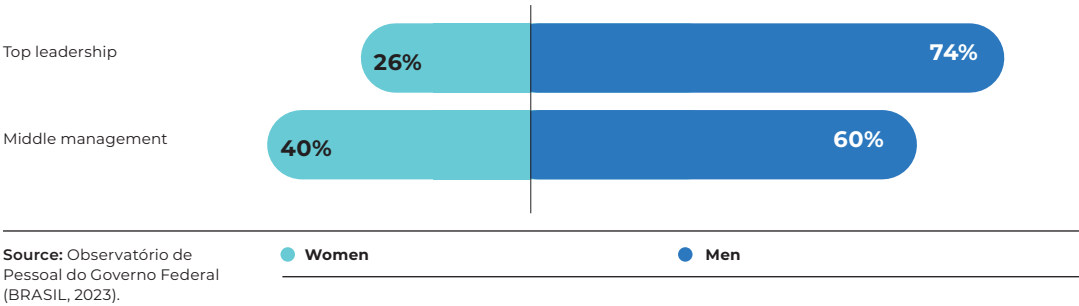
graph 1. Proportion of women and men in senior management and advisory positions (DAS)



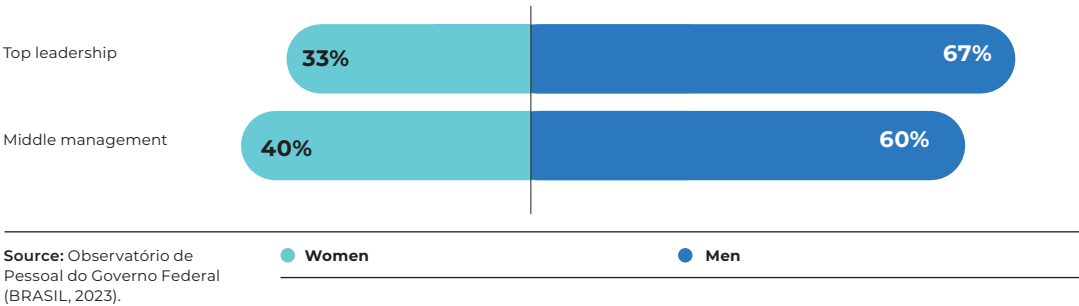
Thus, despite the significant presence of women in the public service in general, the occupation of leadership positions in the federal public service is still disproportionate. This is because women face numerous barriers to ascending to leadership positions, even when they have equivalent or superior qualifications and experience to their male colleagues.

In addition, over time there has been some positive change in this scenario, but it has also been unmistakably slow. By analyzing data from the Observatório de Pessoal do Governo Federal (in English, "Federal Government's Personnel Observatory"), it is possible to compare the data of February 2019 with that of February 2023. It can be seen that the percentage of female civil servants compared to the entire workforce changed from 46% in 2019 to 45% in 2023. However, the percentage of women occupying senior leadership positions increased from 26% to 33% (BRASIL, 2023).

graph 2. Percentage holding leadership positions in February 2019



graph 3. Percentage holding leadership positions in February 2023

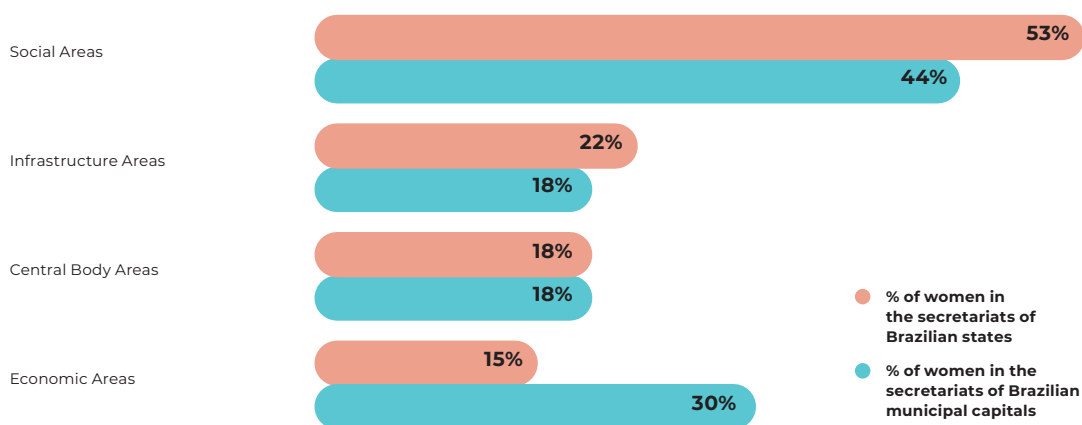


In addition to analyzing the presence of women in public service, it is also worth reflecting on the areas in which they work. Data from the study “Desigualdades de Raça e Gênero no Secretariado Estadual” (CAMPOS, 2023) (in English, “Race and Gender Inequalities in the State Secretariat”) (CAMPOS, 2023) and the “Censo das Secretárias: mapeamento com primeiro escalão dos governos subnacionais (estados e capitais) - 2024” (in English, “Census of Secretaries: mapping of the top echelons of subnational governments - states and capitals - 2024”) indicate a greater concentration of women in areas linked to social and care issues, such as people management, education, social assistance, and health. The analysis is based on the distribution

of women in secretariats grouped into four main areas: social, infrastructure, economic, and central bodies.

The Census of Secretaries showed that “when promoted to the top positions in the states, women predominantly occupy social portfolios (53%), followed by infrastructure portfolios (22%), central bodies (18%) and economic portfolios (15%). In the state capitals, women are more prevalent in the social portfolios (44%), followed by the economic portfolios (30%), infrastructure (18%) and central bodies (18%)” (2024), as shown in the graph below.

Graph 4. Proportion of women by category of portfolios occupied in States and Capitals



Source: Census of Brazilian Secretaries – Mapping with the first echelon of subnational governments (INSTITUTO ALEIAS et al., 2024).

The concentration of women in the social area can be linked to the assignment of certain functions to women based on gender stereotypes, which makes it difficult for them to participate in areas socially associated with men, such as economic and infrastructure secretariats.

In summary, the presence of women in the Brazilian federal civil service has increased somewhat, but there are still challenges to be overcome in terms of gender equity, especially in leadership positions and also taking into account racial intersectionality.

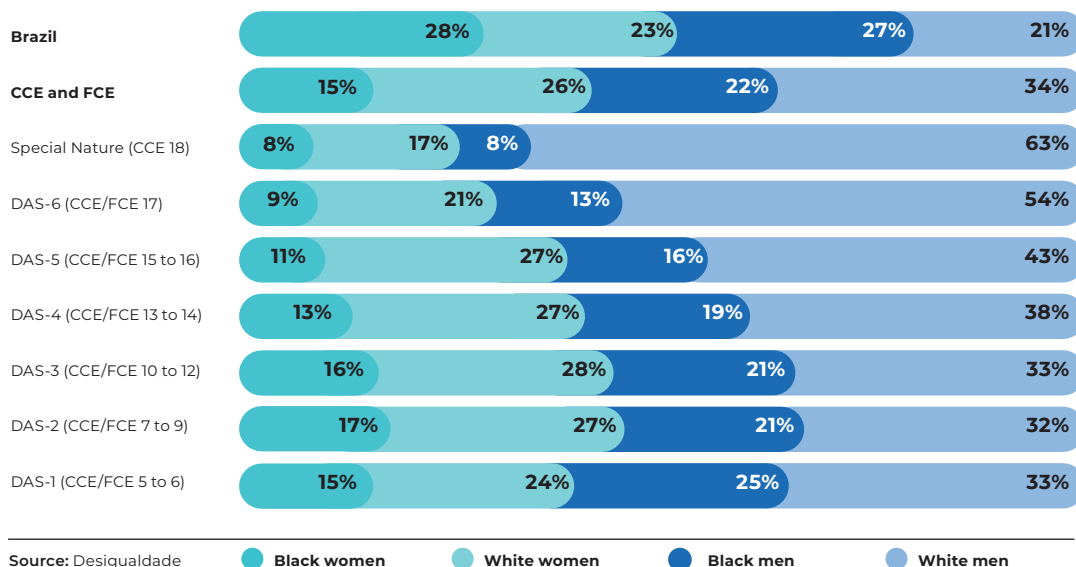
2.1 The experience of black women in the Brazilian public service

The experience of black women in the Brazilian federal public service reveals a reality marked by persistent obstacles and inequalities. When we consider the context of state and local governments, drawing up a diagnosis of this reality is hampered by the lack of data and access to good quality administrative records that provide more in-depth data on civil servants, especially racial self-identification. Furthermore, the predominance of a universalist perspective on the category of women, which excludes intersectionality, also makes it difficult to debate the racial inequalities that mark this group.

The Technical Note “Desigualdade de Gênero em Cargos de Liderança no Executivo Federal” (DINIZ et al., 2023) also shows, based on the Personnel Statistical Panel (MGI, 2023), that the largest portion of the federal public service is made up of white men, while the smallest portion is made up of black women.



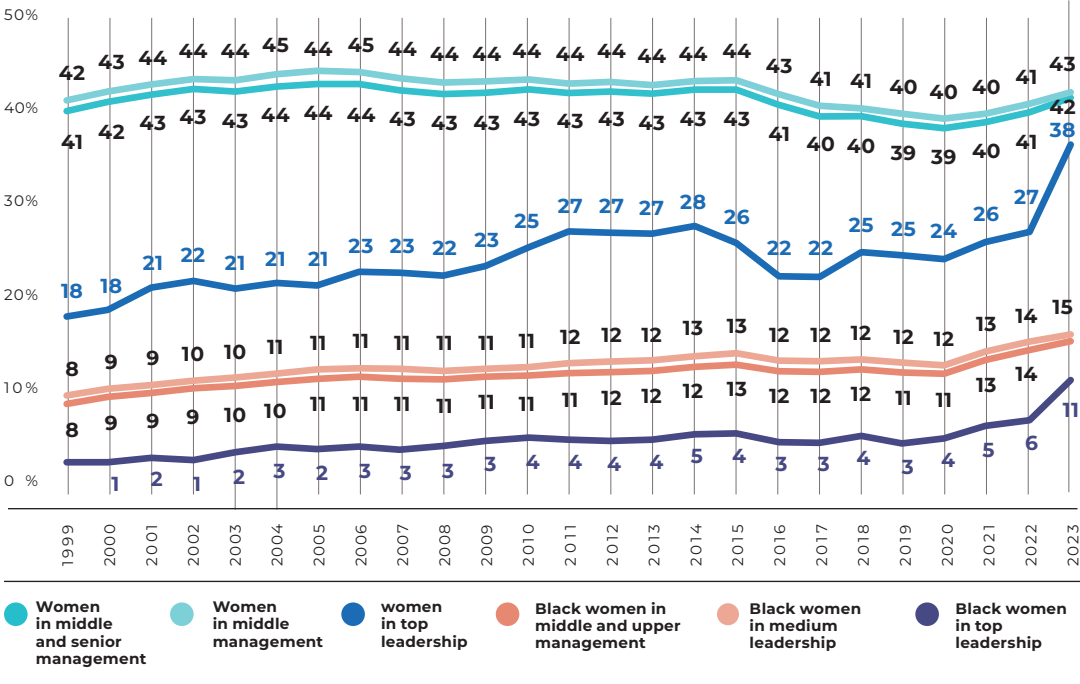
graph 5. Representation of sex and race - Executive Commissioned Function (FCE) and Executive Commissioned Position (CCE) | Dec. 2023



Source: Desigualdade de Gênero em Cargos de Liderança no Executivo Federal" (DINIZ et al., 2023)

Also according to the technical note cited above, we can see an evolution in the total participation of black women in leadership positions over the period between 1999-2023, as shown in the graph below. This reinforces the study's finding that the "percentage of black women showed a timid upward trend between 1999 and 2015. From 2016, coinciding with the Temer government, the upward trajectory is halted until 2021, when it resumes its upward trend to a historic high of 15% in 2023. This information may reflect two causes: a real improvement in the representation of black women and/or the federal government's concern with the racial registration of civil servants. In any case, 15% is a far cry from the 28% of black women in the Brazilian population" (DINIZ et al., 2023). (translated by us).

Graph 6. Historical Series - Women and black women in leadership positions| Brazil, 1999 to 2023 (%)



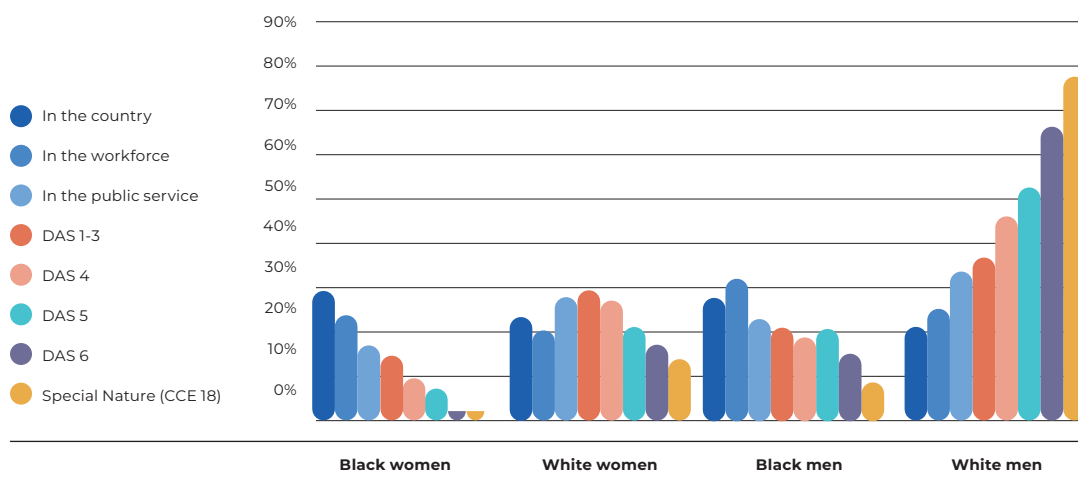
Source: Desigualdade de Gênero em Cargos de Liderança no Executivo Federal” (DINIZ et al., 2023)

Throughout this period, the institution of the Quota Law in 2014 (Law n. 12.990/2014), which established a reserve of 20% of vacancies in selections for public office for black people in the direct and indirect federal public administration, and the approval of Decree 11.443/23, which establishes that at least 30% of the CCE and FCE must be occupied by black people by 2025, stand out, guaranteeing the established percentage at both levels of the structure (in middle leadership positions - from 1 to 12 - and senior leadership - from 13 to 17). However, at least during this period, there was no significant variation in the occupation of positions of a special nature (NES) that would change the context of under-representation. This highlights the importance of monitoring and evaluating the implementation of this law, quota policy, and decree to ensure its effectiveness also concerning the occupation of positions of a special nature.

Between 1999 and 2014, the proportion of black people (men and women) in the civil service fell by 1.3%. After the law was introduced in 2014, there was a progressive increase in the proportional share of black people in the civil service, with an increase of 1.7% by 2020. It is important to note that this growth was concentrated among black women: among black women, the increase was 1.6%, while among black men, stability prevailed (PINHEIRO, 2023).

Moving up the administrative hierarchy towards the most influential positions (FCE/CCE and positions of a special nature), there is a significant decrease in the presence of women and black people in general. While this results in the exclusion of black women from the highest echelons of government, it also reflects an inequality that intensifies from entry into the labor market to occupying leadership positions in public administration. This persistent pattern of exclusion shows black women increasingly under-represented.

graph 7. Proportion of the population in the country, in the workforce, in the federal public service and in management positions (DAS+ and NES), by sex and race/color| Brazil, 2020 (%)



Source: Quando o teto de vidro se torna de concreto: a sub-representação de mulheres negras nos postos diretivos do Executivo Federal entre 1999 e 2020 (PINHEIRO, 2023). (in English, "When the glass ceiling becomes concrete: the underrepresentation of black women in management positions in the Federal Executive between 1999 and 2020")

The central aspect to highlight is that black women are absent from spaces of power and decision-making.

"If the glass ceiling for women to occupy positions of power seems to be DAS 3, as mentioned above, this ceiling is only a reality for white women, who manage to occupy 29% of DAS 1-3, while accounting for 20% of the total workforce in the public service. For black women, the glass ceiling is earlier, and corresponds to the impossibility of occupying any positions of power and decision making, regardless of one's real possibility of exercising the power they carry with them" (PINHEIRO, 2023). (translated by us)



2.2 International comparative analysis on the public service

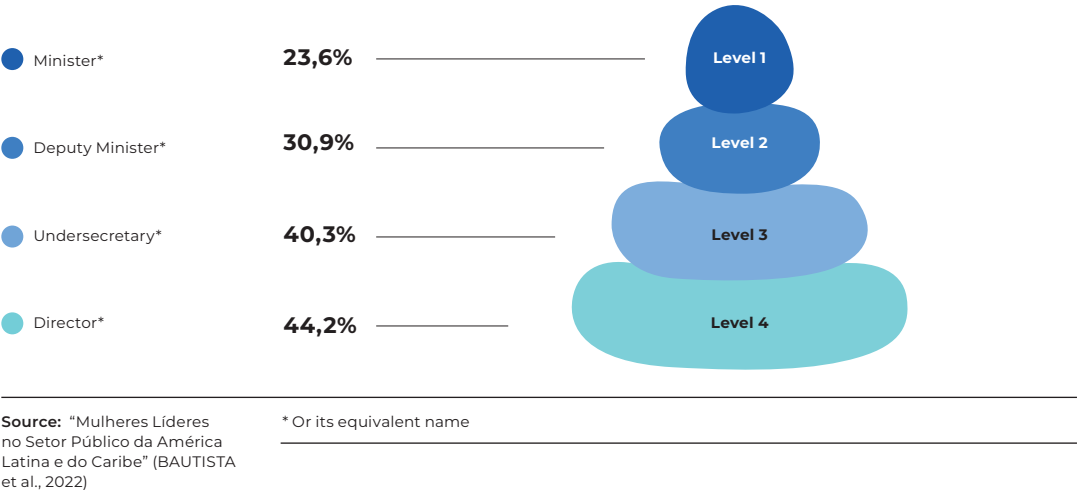
The study “Mulheres Líderes no Setor Público da América Latina e do Caribe” (BAUTISTA et al., 2022) (in English, “Women Leaders in the Public Sector in Latin America and the Caribbean”) presents an assessment of the presence of women in leadership positions in the public sector in the region, with data collected between December 2021 and March 2022. The study covers 26 Latin American and Caribbean countries and analyzes 15 of them in depth. For this analysis, the top 4 hierarchical levels of 12 central federal government agencies were considered.

The results of the study largely reflect the analysis of data from within Brazil, particularly when seen from the Brazilian Federal Executive perspective:

1. There is empirical evidence indicating a positive correlation between more women in public decision-making positions and greater economic growth, gender equality and greater social investment in education, health and environmental protection.
2. Women's participation decreases as the job level increases (vertical segregation) and also between sectors (horizontal segregation).
3. Although a few countries in the region have, to varying degrees, some kind of action or instrument to seek gender equity in leadership positions, there is no evidence that these structures are leading to the desired results.
4. The concept of representative bureaucracy, existing in the countries of the global North, is not yet evident in Latin America and the Caribbean.

According to the same study, in Latin America, the average participation of women in the public sector is uniform (51%) and lower than the OECD average (60%). In leadership positions, this participation decreases, with only 30% of ministries and 41% of leadership positions in Latin America occupied by women. Considering the notable disparity between the Latin American average and the OECD average, it is necessary to think of strategies that are more coherent with the territorial reality.

graph 8. Percentage of women in leadership positions in Latin America and the Caribbean, by leadership level

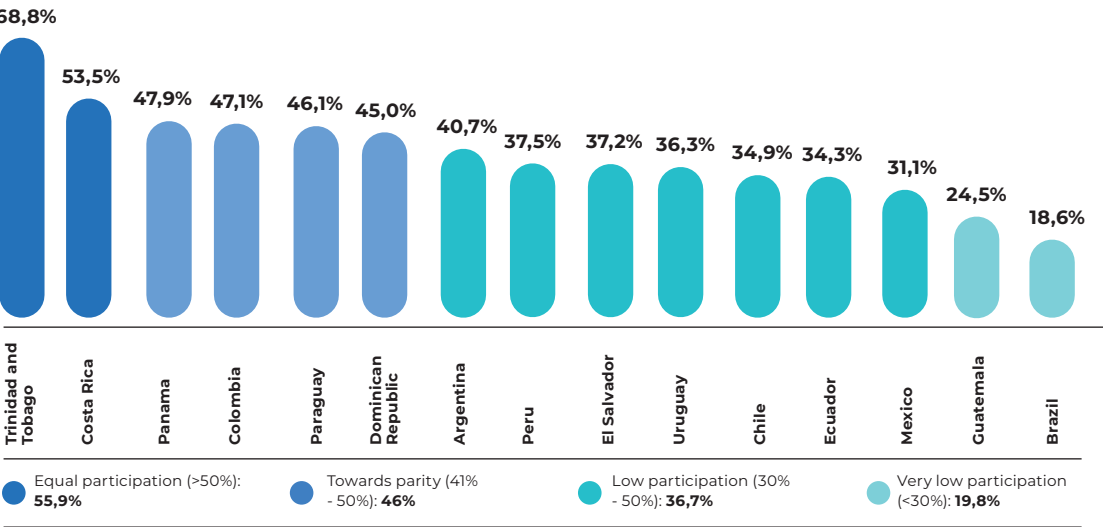


When it comes to the vertical distribution of women in positions, among the 15 countries analyzed, Brazil is the worst in terms of gender equality in leadership positions, with only 18.6% of positions held by women, compared to an average of 41% of the 15 countries, as shown in the following graph:

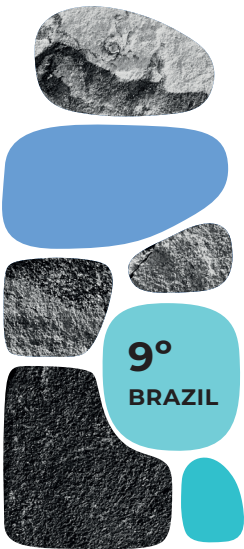
chart 9. Percentage of women in leadership positions

Average (15 countries)

41,5%



Source: Women Leaders in the Public Sector in Latin America and the Caribbean (BAUTISTA, 2022).



Yet on a comparative level, the study carried out by UN Women, “ATENEA – Brasil: Onde está o compromisso com as mulheres?” (PNUD, 2020) (in English, “ATENEA - Brazil - Where is the commitment to women?”), measures the situation of the exercise of women’s political rights from a parity perspective, including the vision on the presence of women in the executive power and the public administration. The average score obtained by Brazil in all dimensions related to progress in the exercise of women’s political rights from a parity perspective was 39.5 points, while Mexico and Peru scored above 60 points. With this score, **Brazil ranks ninth out of 11 countries**, below neighboring countries such as Argentina, Colombia, and Bolivia.

**equity
tripod**

3

Access, ascension and retention

Achieving gender equality in the public service involves transforming access to positions and careers, i.e. revisiting the conditions currently adopted for entering the sector.

However, building sustainable and effective institutional responses to the low level of female participation in the Brazilian public service, including in leadership positions, does not end with access. It must be sustained on broader fronts, going through the entire journey of developing a professional career. For this reason, it has been agreed to approach the construction of gender equality from the tripod of “access, ascension and retention”.

This means recognizing that, once the challenge of guaranteeing entry into a given career through Civil service exams has been overcome, the conditions for maintaining and promoting women at work must also be created at the same time.

In this regard, it will not be enough to guarantee equal access or equal quotas when passing an exam or being selected for commission positions and positions of trust if, after entry, institutional practices reinforce the cycle of inequality, such as the promotion of mostly white men to leadership positions and positions of trust and prestige, or the absence or ineffectiveness of policies to prevent and welcome women who are victims of violence and harassment, as well as the invisibility of care work.

The efforts of this Working Group were aimed at creating recommendations. The goal was to respond to the needs of access, ascension and retention so that the Brazilian public service is at the service of the diverse needs of the population, while at the same time, through inclusion, promoting the values of a democratic society.



Affirmative action: what is it?

Affirmative action is conceptually a measure aimed at reducing structural inequalities. For feminist economist Barbara Bergmann (1996), affirmative action also aims to promote and value cultural diversity by integrating historically marginalized groups.

Affirmative action can be both voluntary and compulsory, by force of law, regulations or court decisions, and can be promoted by the public or private sector. Affirmative actions can be conceived, for example, as entry quotas or bonuses for career acceleration (BUCCI, 2021).

For example, the recently created Federal Affirmative Action Program (Decree No. 11.785/23) lists among the types of affirmative action that can be applied in favor of black, *quilombola*, and indigenous peoples, people with disabilities, and women:

§ 1° The types of affirmative action that can be adopted in public policies in favor of the groups indicated in Article 1 include:

- quota or reservation policies;
- bonuses or differentiated scoring criteria in selection processes;
- setting targets to increase the participation and inclusion of these groups;
- tie-breaking criteria in competitive processes, with a view to broadening the participation of these groups;
- preparatory courses for selection processes;
- financial assistance programs, including the concession of scholarships and grants to ensure access to and permanence in educational or professional training institutions;
- architectural, attitudinal, methodological, instrumental, communicational or programmatic accessibility policies;
- earmarking a portion of existing resources and funds for affirmative action or creating specific funds for affirmative action.

Affirmative action is therefore the most important institutional response to eliminating inequalities and building fairer and more inclusive societies, capable of welcoming diversity and **promoting full citizenship**.

In this context, the recommendations of this WG will include various affirmative actions, focusing on aspects related to access, ascension and retention.

3.1 Access of women to the public service

As already mentioned in the introduction, the presence of women in the Brazilian civil service reflects the gender inequality that runs through this society. Women are the majority in careers such as health and social assistance, while white men are the majority in leadership positions such as directors of public companies and heads of ministries.

Two main ways of accessing positions in the public service will be analyzed in this document: passing a civil service examination and direct appointment to a commissioned position. There are also simplified selection processes for recruiting staff in the event of fixed-term contracts to meet temporary needs of exceptional public interest, as provided for in [Law N. 8.745](#) of December 9, 1993, but we have not explored this modality in greater depth.

[Law 14.965/2024](#) provides for general rules on civil service examination. According to Art. 2,

The purpose of civil service examination is to select candidates on an isonomic basis by assessing the knowledge, skills and, where applicable, competencies required to efficiently perform the duties of the public position or job, **ensuring, under the terms of the civil service examination notice and legislation, the promotion of diversity in the public sector.** (Emphasis added)

Although the law assigns to the organizing boards of civil service examination and/or relevant legislation the competence to define affirmative action, it is quite emblematic that the general legislation on exams ensures diversity in the public sector. We thus have a breakthrough in favor of affirmative action in a fairly recent legal text, approved in September 2024, since it incorporates the proposals of social movements.

The law goes further and states in § 4 of Article 2 that:

Illegitimate discrimination against candidates based on aspects such as age, **gender**, marital status, physical condition, disability, ethnicity, place of birth or place of origin **is prohibited** in any phase or stage of the public examination, in **compliance with the affirmative action policies** provided for in this document. (emphasis added)

In this case, the reference to illegitimate discrimination (those based on aspects such as age, sex, marital status, physical condition, disability, ethnicity, place of birth, or place of origin) is associated with the possibility of affirmative action, which opens up space for specific legislation in favor of women and, in particular, in civil service examination.

In addition to the new legislation, the Federal Affirmative Action Program (Decree No. 11.785/2023) had already been established at the federal level in November, with the “purpose of promoting rights and equalizing opportunities through affirmative actions aimed at black, *quilombola* and indigenous populations, people with disabilities and women, considering their specificities and diversities”.

Concerning access to positions of trust, Decree No. 11.443/2023 was also signed, establishing a target of 30% black people in commissioned positions and positions of trust in the direct, autarchic, and foundational Federal Public Administration, as a way of correcting the disparity between black and white people in these positions. The minimum percentages (30% for levels 1 to 12 and 30% for levels 13 to 17) must be reached by December 31, 2025. The decree also looks specifically at black women, according to the following excerpt:

The percentage of occupation referred to in this Decree shall be filled by a minimum percentage of women, defined in a joint act by the highest authorities of the Ministries of Racial Equality and of Management and Innovation in Public Services, for each group of levels provided for in items I and II of the main section, observing the deadline provided for in § 1 (Decree No. 11.443/2023).

Regulations and successful voluntary actions to establish affirmative action for entry into public service.

The Brazilian experience of creating affirmative action for entry into public careers is still quite limited, mainly benefiting black people and people with disabilities, but it already provides us with some examples of tools aimed at promoting equity.

In Brazil, there is still no legislation that provides for affirmative action to promote the increased entry of women into public careers. However, the lessons learned from the experiences described below can serve as inspiration for their creation.

Target of 30% Black representation in positions of trust: Federal Decree No. 11.443/2023



Federal Decree No. 11.443/2023 is part of the federal government's strategies to increase the diversity of civil servants and to correct and compensate for the inequalities that affect black Brazilians. It contains important aspects:

- determination of 30% black people in leadership;
- deadline for achieving the target (December 31, 2025);
- the provision that intermediate targets may be created, including for specific bodies;
- intersectional perspective, since it determines that the filling of the percentage of occupation referred to in this Decree will observe a minimum percentage of women, defined in a joint act of the highest authorities of the Ministries of Racial Equality and Management and Innovation in Public Services;
- Inclusion and respect for the self-identification of trans women and transvestites, insofar as it establishes that they will be "taking into account all the possibilities of the female gender".

Access of female judges to 2nd level courts: Resolution 525/2023 of the National Council of Justice

Resolution No. 525 of the National Council of Justice (CNJ), of September 2023, stipulates that “the country’s courts should use the exclusive list for women, alternately with the traditional mixed list, in promotions based on merit”.

The National Movement for Parity in the Judiciary, formed by Brazilian female judges, created the Parity Radar in Courts to monitor female participation in each court in the country and, therefore, the compliance with Resolution 525.

Civil service admission to the career of diplomat (CACD)

The 2024 Diplomatic Career Admission Exam provided for affirmative action on gender, based on the Federal Affirmative Action Program (Decree No. 11.785/23).

According to the civil service examination notice, to correct any inequalities and promote proportionality **between candidates of the male and female genders**, there will be an **additional call for up to 75 (seventy-five) female candidates (for the second phase)**.
(item 6.8.1, emphasis added)

Even if it’s not about quotas and without ensuring approval, the CACD created the conditions for more women to have the chance to take part in the second phase of the civil service examination. It should be noted that the impact of this measure cannot yet be assessed at the time of writing this report.

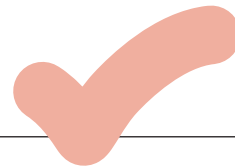
An aspect also provided for in the aforementioned notice is that the gender indicated in the application must be the one in the civil registry. Thus, it is necessary for trans or transvestite candidates to have changed their gender in order to apply for these vacancies.

The methodology of this affirmative action, therefore, is not based on a quota reserve, but rather on an additional call for candidates as a way of ensuring that at least 40% of those approved for the second phase are women. According to Ana Paula Diniz, coordinator of this WG,

“The measure focusing on one of the stages of the civil service examination suggests that Itamaraty has identified bottlenecks for women in advancing to the next stage.” (Luany Galdeano, FOLHA, 2024)

Irene Vida Gala, also an ambassador of this WG and former president of the Association of Women Diplomats of Brazil, recalls that women candidates, in this format, will still have to go through the merit assessment, thus contradicting the assumption of affirmative action.

Recommendations



A. Carrying out a public opinion campaign on affirmative action, focusing on women in public service

- Guarantee government resources and, subsidiarily, from the third sector to the financing of advertising campaigns on affirmative actions and in their defense;
- Include the topic of affirmative action for women who work in public service at national and international strategic events and forums.

B. Proposing a bill to include the gender perspective in the civil service examination Law

- Draw up a bill proposing quotas in competitive examinations for women in the three branches of government and at all levels of public administration, i.e. federal, state and municipal;
- Ensure that there are different percentages according to the sector or area, providing for a higher percentage in sectors where the presence of women is still significantly lower;
- Implement admission quotas for people responsible for caring for children, the elderly or people with disabilities.

C. Promoting actions that support the preparation of women for civil service examination

- Creation of preparatory courses exclusively for women;
- Creation of financial grants for women to prepare for public exams;
- Establishing partnerships with popular courses to prepare women for public exams;
- Guarantee government resources for campaigns to attract women to the public service, especially black women, and to traditionally male-dominated careers.

D. Review of assessment processes and contents of civil service examination

- Revision of the content required in competitive examinations and selection processes in order to include content on promoting gender and racial diversity, combating gender-based violence and concepts related to care policies;
- Ensure equal and racially diverse membership of public examination boards and commissions;
- Include factors such as: i) maternity, ii) participation in social movements, experience and/or work for gender equality, as extra scoring factors in the evaluation and tie- breaking criteria;
- Technical training and awareness-raising for legal public consultancies and state attorneys' offices on affirmative action, bias and discrimination.

E. Guidance and support in implementing affirmative action in state and local governments

- Preparation of guides to advise state and local entities on the design and implementation of affirmative action to improve access, ascension and retention of women in public administration;
- Incentive by the Federal Public Administration for State and Municipal Public Administrations to replicate existing federal practices, such as Decrees 11.443/23 and 11.785/23.

F. Creation of a platform with a repository of data, court decisions and good practices to promote women's access, ascension and retention in public administration

- Mapping of court decisions, norms and legislation favorable to affirmative policies for women, including those in force abroad;
- Promoting research into the situation, challenges and obstacles faced by women in the public service, especially those in leadership positions.



G. Implementation of monitoring, evaluation, and accountability mechanisms on the presence and situation of women in Brazilian public institutions

- Preparation, collection and monitoring of indicators for evaluating and disseminating the results of affirmative action;
- A mechanism for holding accountable the leaders of public bodies and organizations that fail to meet agreed quotas for the presence of women in leadership positions;
- Creation of local observatories to collect monitoring and evaluation indicators.

3.2 Ascension of women to leadership positions

Career ascension in the Brazilian public service occurs in various ways, depending on the type of position, federal entity, or public administration body. However, the different career paths can be grouped into two large groups: permanent civil servants, whose careers and methods of progression and promotion are regulated by specific laws and regulations², and civil servants occupying commissioned positions, whose appointment and maintenance are linked to factors such as trust and political alliances.

When advancing women in public service, the forms of promotion in each of these categories must be considered. Thus, while career civil servants have specific rules and criteria that must be observed for promotion, positions of trust are determined by less objective factors, based on principles of opportunity and discretion.

Given the few studies already produced on the benefits of women's participation in public management, particularly in senior or leadership positions, we need to be bold and take a multifaceted and strategic approach to ensure the implementation of mechanisms more conducive to women's rise in the public sector. In other words, it will be necessary to retain individual characteristics and conditions, as well as institutional specificities, to favor, for example, the exposure of women to professional circles capable of fostering their rise. Reducing the discretionary power of managers and broadly adjusting criteria that determine women's career ascension is also part of this approach.

Among the many tools that can help facilitate and accelerate women's career ascension, the WG discussed networking, mentoring, and sponsorship, as well as the idea of co-responsibility. It also underlined the

2 Progression and promotion in the federal civil service in Brazil are mainly regulated by Law n.º 8.112/1990. This law establishes the legal regime for civil servants of the Federal Government, local authorities, and federal public foundations. In addition, each body may have its own internal rules and regulations, which complement the general legislation, detailing the specific criteria for progression and promotion. States and municipalities have their own regulations for career progression.

importance of making progress in the normative field in order to ensure the regulation of objective mechanisms that determine the valorization of women public servants' careers, the consequent promotion and ascent to leadership positions, ideally in an accelerated manner, taking into account the legitimate expectation of building a public service with gender equity.

Network construction

One of the consequences of the small number of women in leadership positions is that it is more difficult for them to connect with each other, the lack of collective recognition of challenges and difficulties, building support and proposals for solutions. The creation of women's networks makes it possible to achieve these goals, enabling women not only to remain in these spaces but also to create proposals and alliances for change.

Support networks between women are spaces for exchanging experiences, strengthening bonds, and promoting opportunities in the public sector. In the Latin American context, Sonia Maluf (2008), a Chilean anthropologist and researcher, has discussed how women's networks can break down the isolation barriers in male-dominated environments. Maluf points out that women face difficulties when accessing spaces of power, which is why networks are fundamental to increasing their visibility and influence.

Networks related to promoting the participation and ascension of women in the workplace can have different formats and degrees of institutionalization. They can be internal organizations, combining both institutional actions and independent organizations formed by specific groups within institutions (women in a particular area or sector, women at a certain hierarchical level, etc.), or they can be external, in which women from different sectors gather for broader exchanges and discussions on women's participation in work and leadership spaces, favoring *networking* and professional support.

It's important to note that in order to ensure that networks are concrete and effective, they can be built in different formats depending on women's needs and possibilities. One of them, for example, is informal networks, created to make meetings and conversations possible in welcoming environments and, above all, at schedules that allow the participation of women responsible for activities related to care.

A. Internal networks

Internal networks are fundamental to creating an environment of mutual support, as they allow for the exchange of experiences, offer emotional and practical support, and are a space for identifying career development opportunities. They also help women to organize themselves with the aim of influencing institutional change. Women's affinity groups in public bodies and networks of female employees aimed at monitoring and proposing inclusive practices are examples of such networks.

In the case of the public sector, the Association of Brazilian Women Diplomats is an example of this type of initiative. An association made up of Brazilian women diplomats, both active and retired, whose main objective is to promote actions to enhance the careers of women diplomats, as well as the institutional improvement of Itamaraty through the adoption of inclusion and diversity policies.

B. External networks

External networks are equally crucial, as they broaden the scope of opportunities and provide a wider view of the public sector. They connect women with other professionals from different organizations and sectors, creating opportunities for collaboration, mentoring, and learning. Regional and global platforms, such as women's leadership networks and international conferences, allow women to share their experiences in different contexts, creating collective support that transcends institutional boundaries. These networks can have a multitude of objectives: training, networking, debates around proposals for change, advocacy, etc.

In Brazil, examples of this type of initiative are the networks: Elas no orçamento (Women in the Public Budget) and Mulheres Negras Líderes no Setor Público (Black Women Leaders in the Public Sector).

Mentoring and Sponsorship

In addition to networks, there are tools aimed at the individual development of women, seeking their improvement and training them for career development. Therefore, mentoring and sponsorship are two central mechanisms for promoting women's professional growth.

A. Mentoring

Professional mentoring is a development process that involves the guidance and support of a more experienced person (the mentor) and another, less experienced, or with fewer individual opportunities (the mentee). Mentoring aims to help the mentee improve their skills, acquire specific knowledge, and achieve professional goals. This relationship can include different activities, such as guidance, skills development, and networking.

"Mentoring, especially when carried out by women who already hold leadership positions, is an effective tool for supporting new female leaders in the public sector. Mentoring brings women closer together, encouraging the development of new perspectives on the role of female leadership and avoiding the queen bee syndrome, in which patterns of exclusion are reproduced in the female context" (MILTERSTEINER et al., 2020). (translated by us)

In Brazil, Heloísa Buarque de Almeida, in her studies on women's leadership, emphasizes that mentoring not only supports the individual trajectory of women but also promotes the creation of more diverse and inclusive leadership models (BUARQUE DE ALMEIDA, 2012). Mentoring also helps in the perception of invisible barriers, such as the "glass ceiling" or the "concrete ceiling", providing guidance on how to formulate strategies for pro-equity advocacy in the institutional environment.

B. Sponsorship

While mentoring provides guidance, sponsoring involves an active commitment on the part of the leaders to promote the rise of their sponsors. Sponsors (usually in positions of power) act intentionally and use their influence to identify or create opportunities for their

mentees sponsored, defending and promoting women's careers and guaranteeing them access to strategic opportunities. Recommendations, introductions to important networks, or support for opportunities for promotion are examples of attitudes adopted in the context of sponsorship. Unlike mentoring, which offers advice and guidance, sponsorship involves using influence to create direct opportunities.

The presence of sponsors is vital, as it helps to break down the invisible barriers that many women face in rising to leadership positions. Sponsorship provides access to opportunities by ensuring greater visibility for the sponsor, fosters the development of skills, reduces barriers and increases confidence.

Although little explored in Brazil, especially in the public service, sponsorship is a strategy that should be better understood and tested as a way of supporting the rise of women in leadership positions.

Co-responsibility

A. The role of institutions and individuals

Co-responsibility means that both the institutions and the individuals who integrate them share responsibility for promoting an equitable environment.

Public institutions must establish objective policies to promote gender equality, create mechanisms to monitor diversity and promote affirmative actions to guarantee the presence of women in positions of power.

Thus, when widely and explicitly adopted, the institutionalization of initiatives aimed at promoting gender equality will represent a step forward and a recognition that the transformation of spaces should not be based solely on individual perspectives. After all, by favoring, for example, the formation of networks - mentorships, sponsorships, or training activities - there is a risk of assigning full responsibility for promoting structural change to the individual sphere.

Institutions therefore have the role of creating the conditions for individual initiative to develop. Below are some examples of

institutional initiatives to create equity and diversity committees in public administration in Brazil which can be used to reflect on and propose changes to specifically boost the rise of women in public service.

Permanent Committees on Women's Issues and Diversity: State of Goiás

State Decree No. 9,251/2018 established the Permanent Committees for Women's Issues and Diversity within the Goiás State Executive Branch. According to the Decree, all bodies and entities of the state executive branch must set up these committees.

Among these entities, the Internal Regulations of the Committee set up within the Fire Brigade established among its goals:

- Propose policies that promote equality at work, related to access, remuneration, ascension, retention, and development, regardless of race, ethnicity, sexual, generational orientation, and disability, including necessary changes in career plans, positions, salaries, development, recruitment, selection, benefits occupational health and safety and strategic planning;
- Disseminate standards regarding policies for women and diversity, promoting, in people management and organizational culture of the Military Fire Department of the State of Goiás, material equality between men and women, regardless of sexual orientation, gender, generational, racial, and ethnic identity.

Diversity and Inclusion Committee of the General Federal Attorney's Office (AGU)

AGU Ordinance No. 85 of 2023 created the Diversity and Inclusion Committee within the General Federal Attorney's Office. The Committee is a collegiate body composed of male and female public servants, with the mission of proposing tools and initiatives to welcome, empower, respect, and include minorities in the AGU. The Committee's goals include:

- Propose tools, initiatives, and systems to create, enable, and improve the inclusion and diversity policy within the scope of the Attorney General's Office;
- Structure an action plan for the Diversity Policy and Inclusion of the Federal Attorney General's Office, considering initiatives especially related to gender, ethnic and racial equality.

Inclusion Committee of the National School of Public Administration (Enap)

By means of Ordinance No. 40/2024, Enap set up its Diversity, Equity and Inclusion Committee, which aims to coordinate actions that help guarantee equal opportunities, eliminate discrimination and barriers that hinder the exercise of rights, disseminate knowledge and consolidate an inclusive and diverse organizational culture in the School's environments, as well as in its courses and services offered.

The Committee is responsible for promoting a diverse working environment and proposing training and awareness-raising actions on all fronts, including its courses and services. The aforementioned ordinance listed the committee's duties as follows:

- Propose tools, initiatives, and systems to create, enable, and improve diversity and equity policies and inclusion within the scope of Enap;
- Carry out internal diagnoses on diversity, equity, and inclusion, to obtain subsidies for the development of the Committee's actions;
- Identify policies, programs, actions, and projects of diversity, equity, and inclusion in the public administration that may be applicable within the scope of Enap.

B. The role of male leadership

The role of men in leadership positions in promoting the career ascension of women is fundamental for the promotion of gender equality. Male leaders who understand the importance of diversity have the ability to drive cultural change, promoting policies that encourage the rise of women and offering active sponsorship.

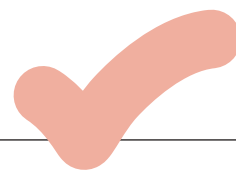
The active participation of those already in leadership positions - the majority of whom are men - has also proved to be an important factor in boosting mentoring and sponsorship programs that encourage the sharing of resources and access within organizations.

It will not only be through the action, effort, and organization of women that changes will be seen in the pattern of promotions and progression of women in public careers. For this to happen, it is necessary for those already in leadership positions to bring their contacts, influence, and professional capital to contribute to changes in the public sector. The provision and success of mentoring and sponsorship, as described above,

depend directly on the active participation of men who are personally committed to promoting change in their working environments.

In addition to determination, the participation of men in initiatives to promote gender equality, in particular regarding leadership positions, requires openness on the part of the male leaders to reflect on their own privileges and also to create spaces for shared management. Examples of good practice include the creation of joint gender equality committees and the involvement of men in programs such as the UN's *HeForShe*.

Recommendations



A. Approval of an affirmative policy of gender and race parity in leadership positions in the public service

- Set targets for the occupation of leadership positions by women, including black women, in all branches of government at all three levels;
- Identify, attract and strengthen women, especially black women, for leadership positions, through selection processes based on competence and performance;
- Pass national legislation introducing the reservation of places for women, especially black women, in all selection processes for leadership positions, including temporary and commissioned positions.

B. Approval of legislation that regulates the prioritization of women in functional progression and favors the acceleration of their careers.

C. Creating and/or strengthening networks of women in the public service

- Mapping existing and active networks of women in the public service;
- Creation of Women's Associations in different public service careers;
- Creation of networks with defined purposes, aggregated by topics of interest and with a structure (secretariat, work plan, designated people, assigned responsibilities);
- Networks that have costs and budget provisions defined to make their activities viable;
- Holding events that promote exchange and relationship building between women in public service, such as the 2nd National Meeting of Women in State Careers, following on from the 1st Meeting held in Brasilia in November 2023, and the 2nd Latin American Meeting on Gender Equality in Public Administration.

D. Collect data and evidence on the impact of sponsorship on the careers of women in public service and implement actions to encourage sponsorship for the ascension of women in public service

- Structuring and institutionalizing sponsorship programs, with prior definition of the profile of sponsors, a strategy for recruiting and selecting sponsors, and training to carry out this role;
- Draw up a Sponsorship Guide, with good practices for sponsorship opportunities, including experiences from the private sector;
- Create internal and institutional programs to promote women as sponsors of other women, with attention to intersectionality;
- Deliver initiatives to raise awareness among civil servants in strategic positions aiming at promoting their participation in sponsorship programs;
- Assign personal benefits, such as bonus criteria valid for promotion, to sponsors.

E. Fostering institutional network spaces for relationship building

- Encouraging the development of personal relationships outside the institutional space to strengthen professional ties.

F. Creating and/or strengthening mentoring programs for women in the public service

- Ensure, through institutional planning of the internal policy of women's development, that mentoring and sponsorship are complementary strategies;
- Create a "bank" of mentors within each institution or body;
- Educate the leadership, through specific courses and mentoring processes, so that they can see themselves as mentors and responsible for the training of professionals.

G. Encouraging actions for women who are not leaders, but who have this career goal in the public sector

- Collect data and evidence on the trajectory of women in leadership positions in the public service as a way of inspiring and guiding others who have this goal;
- Create and/or strengthen leadership programs for women who are not yet leaders.

H. Creating and/or strengthening mechanisms to make men who work in the public service co-responsible for promoting the presence, retention and ascension of women in public administration bodies, with an intersectional approach to race

- Develop programs that define the role and assign responsibility to current leaders regarding mentoring and sponsorship, facilitating the transfer of political and social capital;
- Ensure mandatory leadership training for taking on management positions and positions of trust (training of ambassadors and allies).

I. Creating and/or strengthening institutional co-responsibility mechanisms for public administration bodies to promote the presence, retention, and ascension of women in public administration bodies, with an intersectional approach to race

- Expand/unify the legislation for the creation and institutionalization of committees in public administration bodies in general;
- Develop mechanisms to encourage the organization of women in public administration bodies;
- Strengthen and expand the role of Diversity Offices in federal public bodies;
- Encourage the creation of similar structures in state and local entities;
- Promoting gender literacy and training in organizations (raising awareness and deconstructing stereotypes).

Retention of women in decision-making spaces

Access and ascension actions are not enough to guarantee the effective inclusion of women in the public sector. They need to be accompanied by policies that address the inequalities that persist in the workplace and limit women's retention - such as the overload of care responsibilities - and the lack of effective measures to prevent, report, and punish gender-based violence and moral and sexual harassment, as well as assist victims.

Without concrete actions to tackle these challenges, the cycle of inequality will continue to perpetuate itself, making it difficult for women to remain in and advance in public service. We will therefore discuss two elements that challenge their retention in this environment: the work and care structure, and the phenomenons of violence and harassment.



3.3.1

Work structure and care

The sexual division of labor in Brazil reflects a historical and cultural pattern that impacts the structure of the labor market, including the public sector, and social relations in the country. This division is a social phenomenon that categorizes functions and occupations, whether paid or not, in terms of gender, assigning different roles to men and women and resulting in significant inequalities, especially when they intersect with other markers such as race and social class.

Women are often concentrated in sectors with lower pay and prestige, such as care work, education, and services. Furthermore, they still take on most of the domestic responsibilities and care for children, the elderly, sick people, and people with disabilities.

This overload results in the difficulty or impossibility of balancing professional and personal demands, which often leads to expulsion from the formal market to flexible or precarious jobs with lower pay, or even to leaving the job market.

The situation is even more severe for black women, as they face additional challenges in entering and remaining in the labor market due to the racism that impacts all aspects of their working lives. Furthermore, they are more often found in single-parent households with an even greater reproductive workload.

“To illustrate, between 2016 and 2022, women, specifically black women, devoted more than twice as many hours of work with care without recognition or remuneration when compared to men, perpetuating cycles of poverty and exploitation” (DRATOVSKY and VILHENA, 2024). (translated by us)

The difficulty women have accessing positions of power and decision-making, as well as the gender pay gap, is a reflection of this sexual division of labor. With the Equal Law and Payments regulations (Decree 11.795/2023 and Ordinance 3.714/2023) and the release of the 1º Relatório de Transparência Salarial” (in English, “1st National Report on Salary Transparency”), it was found that in private establishments with more than 100 employees, women earn 19.4% less than men, and the difference varies according to the major occupational group. For example, in managerial positions, the pay gap reaches 25.2% (MTE, 2024).

In the Brazilian public service, the discussion of income inequalities must accompany an analysis of the peculiarities of access and the dynamics of staying in and rising to positions of power and decision-making. Both female statutory public servants and commissioned public servants may have difficulties in career ascension, either through appointment to management positions and/or through progression in the public service, in the case of female statutory civil servants. This situation impacts income and highlights a pay gap in the public sector.

Even with equal salaries, when in the same category or functional class, the wage bill is often distributed unevenly in favor of men, who proportionally hold a greater number of bonus functions or positions of a special nature.

People policy in the public service and the sexual division of labor

In the public sector, layoffs after maternity leave, unequal pay and difficulties in reconciling work and care are persistent problems. Data from the Perfil das Lideranças no Governo Federal” (BRASIL, 2023) (in English, “Profile of Leaders in the Federal Government”), released in 2023 (BRASIL, 2023) shows that only 38% of women with minor children hold leadership positions, compared to 66% of men. Official data from the Ministry of Management and Innovation in Public Services (2024) shows that, statistically, the chance of a man in a leadership position having underage children is 3.2 times greater than a woman in the same position.

Furthermore, in the federal public sector, in absolute numbers, the amount of fathers of underage children in leadership positions (12,903) is higher than the total number of women, mothers or not (12,717) (FOLHA, 2024-1).

In the article “Mulheres na liderança da burocracia federal: desafios e dificuldades para ascensão na carreira” (2024) (in English, “Women’s Leadership in the Federal Bureaucracy: Difficulties and Challenges for Ascension”), Michelle Fernandez and Ananda Marques identified that, among women in leadership positions, the overload of domestic work and the conciliation of work and motherhood are significant obstacles to their career progression.

“According to the research, concerning the factors that made ascension to a leadership position difficult, gender discrimination (40.8%), work reconciliation with motherhood (38.3%) and domestic work overload (28%) appeared again. It is important to highlight that 78.9% of respondents had already held a management position. Of these, 78% had children or stepchildren when they were chiefs. In addition, a third of them were mothers of children between 2 and 6 years old when they assumed leadership. Motherhood is a determinant issue among the answers regarding the working conditions of these women.” (FERNANDEZ and MARQUES, 2024). (translated by us)

In 2023, Harvard University professor Claudia Goldin won the Nobel Prize in Economics for her studies that explain, among other things, motherhood as one of the persistent causes of inequality between women and men in the labor market. “According to the economist, the lack of flexibility in the location and structure of work is one of the factors that explain the maternity penalty. Given this, regarding maternity, it is necessary to reflect on how federal public sector policies are designed to enable greater equity in the workplace.”

Starting with maternity leave³, until April 2024, the right to leave of 120 days, with the possibility of an extension of 60 days, was only available to permanent public employees or those from public companies. Commissioned or temporarily contracted workers were granted leave on an optional basis, living with the imminent risk of dismissal or termination of contract. However, following an opinion issued by the AGU⁴, this situation has changed, and the right to maternity leave and postpartum stability was extended to temporary workers and those who hold positions of trust or commission.

It is also worth highlighting the importance of paternity leave in promoting gender equality. In Brazil, the period of this leave is 5 calendar days after the birth, and can be extended to 15 days, if there is a motivated request by the public servant. In case of single-parent families, with only one parent, the extension of paternity leave depends on legal action.

Recently, the Supreme Court (STF) set a deadline of 18 months - from December 2023 - for Congress to regulate paternity leave⁵. After the deadline, if the omission persists, it will be up to the STF to define the length of the leave. In response to this decision, in June this year, the Mixed Parliamentary Front for Paternity Leave was created in the National Congress.

In addition to bringing benefits to the relationship between father and child, extending paternity leave is a measure that seeks to reduce maternal overload, favoring the sharing of care responsibilities. Mandatory leave for fathers and mothers also makes the gender criterion less relevant in hiring and in promotions.

3 For permanent civil servants, it is possible to extend the 120 days by another 60 (Decree 6.690/2008), making a total of 180 days. This extension also applies to commissioned and temporary civil servants, according to the AGU. In the private sector, on the other hand, the period is usually 120 days, which can be extended by another 60 days if the company joins the Citizen Company program.

4 The decision follows the understanding adopted by the STF in the judgment of Theme 542, of general repercussion, concluded in October 2023. The thesis defended is that "the pregnant worker is entitled to maternity leave and provisional stability, regardless of the applicable legal regime, whether contractual or administrative, even if she holds a commissioned position or is hired for a fixed term position". Concerning state and municipal bodies, the AGU states that the STF's decision is restricted to the federal sphere. However, the STF's decision has general repercussions and could benefit temporary or commissioned civil servants in states and municipalities who go to court.

5 Direct Action for Unconstitutionality by Omission (ADO) 20.

It is also worth highlighting the importance of extending the debate to the creation of parental leave, which is more comprehensive than paternity leave and would cover same-sex family arrangements and families that opt for adoption.

In addition to licenses, key aspects to consider are the support structure, flexibility and remote working, as well as the leadership model valued in the public service.

The lack of physical spaces for childcare in the workplace, such as breastfeeding spaces, nurseries and daycare centers, also represent gender discrimination in the public sector, insofar as they create obstacles to women staying in and moving up in their public careers.

With regard to childcare support, Decree No. 977/1993 provides for pre-school assistance (up to 5 years and 11 months) for civil servants in the direct, autonomous and foundational Federal Public Administration, regardless of whether they are men or women.

The flexibility of the working model, which can be understood as flexible working hours to come in and out of face-to-face work or hybrid or remote work, is an important tool to enable reconciling work with care activities, and is an important ally for women, especially mothers.

In the public sector, there is no specific rule aimed at making work more flexible for mothers, fathers or caregivers of people with disabilities. However, the Management and Performance Program (PGD), recently updated by Decree No. 11.072/22 (New PGD), proposes improving the performance of federal public institutions focusing on managing for results, by making work more flexible in the agencies that join the program.

However, given that the implementation of the new PGD is recent and that bodies and entities are still adapting to its rules, it is difficult to assess its real impact on management in the public sector. Nor is it possible to judge whether the program has been able to retain more women in the public service or ensure that they have more opportunities to rise to positions of power and leadership.

It is true that the flexibility offered by remote working can make it easier to reconcile care activities and work, but it is important that the processes and structures of organizations are adapted so that people who opt for these models, particularly women, are valued, recognized and kept as part of the decision-making structures.

Finally, as much as people in senior positions can join the program, it is necessary to reflect on the current model of leadership in the public service, which expects unlimited availability and time to build political networks and contacts.

This is a model that reinforces stereotypes about the exercise of power and from which women are excluded, especially black women. It is a model that makes it especially difficult for people, usually women, who have to dedicate themselves to caring for children, people with disabilities, or elderly people to rise to positions of power.

Recommendations



A. Inclusion of a gender perspective in the design and implementation of the Federal Government's Performance Management Program, inspiring state and local bodies

- Allow, in cases of compulsory on-site work, greater flexibility for female civil servants who carry out care activities, who are responsible for caring for young children, people with disabilities or the elderly, to encourage them to join outcome programs;
- Guarantee the option of teleworking for mothers up to a certain age and for civil servants caring for elderly, sick and/or disabled people.

B. Approval of national legislation to increase the length of paternity leave

- Ensure that legislation recognizes the division of care responsibilities between men and women.

C. Create and/ or strengthen policies that allow specific licenses for people responsible for caring for others (the elderly, people with disabilities, children, etc.)

D. Implementation of training activities for male civil servants on care responsibility and gender equality

- Making men aware of their role as co-responsible managers of domestic work;
- Carry out training on care focusing on men;
- Raising awareness about transversal aspects of care, beyond gender, considering race/ethnicity/color, socioeconomic data, among others.

E. Create and/ or strengthen programs that encourage the creation of spaces and actions for the physical and mental care of women in their different moments in the care cycle

- Make it compulsory for public bodies to have breastfeeding rooms;
- Create spaces for children to stay in the workplace and create more daycares in public institutions;
- Make psychological care available, and not just psychiatric care, for women suffering from mental health issues;
- Create mental health programs for people responsible for caring for others;
- Establish spaces for listening to employees in order to understand who performs care activities.

F. Inclusion of a gender perspective in the work cycle of careers and the public service

- Developing public policies for mothers, considering the different contracting systems, to combat precarious employment relationships;
- Create a rule that removes the incompatibility between career progression in the public service and maternity leave;
- Establish a work culture that respects and legitimizes the private sphere, such as avoiding scheduling meetings during school hours;
- Include the care perspective in people management policies as a priority.

3.3.2 Violence and harassment

The violence and harassment faced by women in the civil service is one of the main barriers to their retention in these spaces. The article “Mulheres na liderança da burocracia federal: desafios e dificuldades para ascensão na carreira” (2024) (in English, “Women’s Leadership in the Federal Bureaucracy: Difficulties and Challenges for Ascension”) also showed that 6 out of 10 female civil servants report having suffered moral harassment in the workplace and almost 30% of these reported having suffered episodes of sexual harassment (FERNANDEZ and MARQUES, 2024). The lack of effective policies for prevention, assistance and accountability, coupled with an institutional culture that often minimizes or makes these issues invisible, creates a hostile and excluding work environment for these women.

Concepts and data on harassment and violence

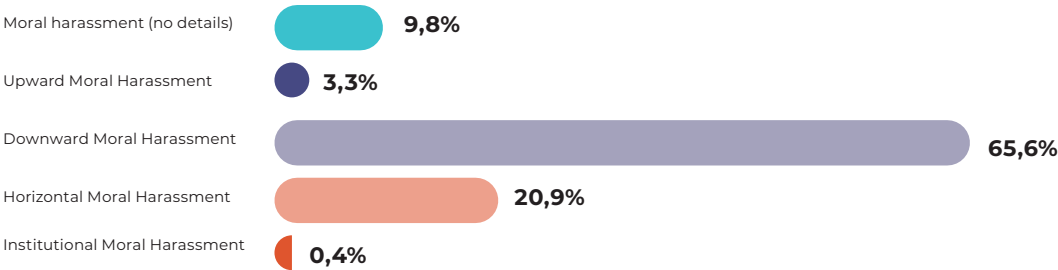
A. Moral harassment

According to the booklet “Assédio Moral no Trabalho: perguntas e respostas” (in English, “Moral Harassment at Work: Questions and Answers”) by the Labor Prosecutor’s Office (MPT), moral harassment at work is a type of psychological violence that takes the form of abusive conduct (gesture, word, behavior, attitude) when workers are repeatedly and systematically exposed to embarrassing and humiliating situations, interfering with their freedom, dignity, and personality rights.

Moral harassment can be interpersonal - committed against a person - or organizational, collective, or institutional, that is, constitutive of the practices and policies of people management in an institution.

About the prevalence of moral harassment in the public service, the Relatório Temático Denúncias de Assédio Moral no Sistema de Ouvidorias do Poder Executivo Federal (SisOuv) (in English, “Thematic Report on Complaints of Moral Harassment in the Federal Executive Branch Ombudsman System - SisOuv”) produced by the General Comptroller of the Union (CGU) in July 2023, presents the occurrence of the different types of harassment recorded in SisOuv, and identifies the genders of the people involved in these cases:

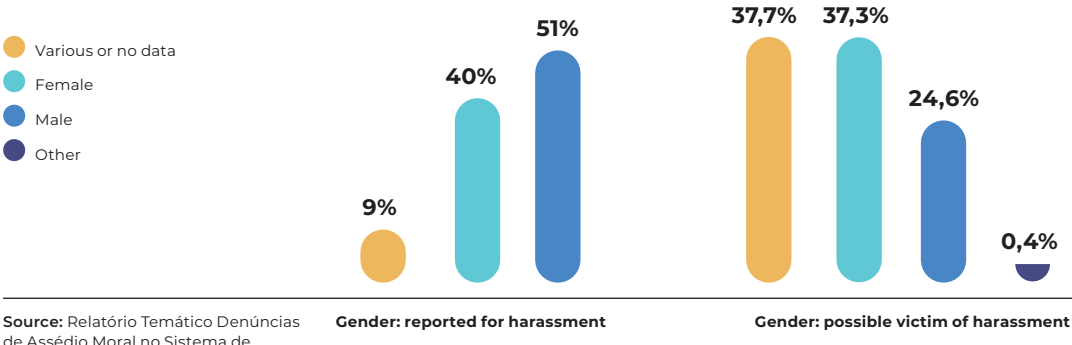
graph 10. types of harassment in the sample of complaints and communications



Source: Relatório Temático Denúncias de Assédio Moral no Sistema de Ouvidorias do Poder Executivo Federal (CGU, 2023) (in English, "Thematic Report on Complaints of Moral Harassment in the Federal Executive Branch Ombudsman System")

- Upward Moral Harassment:** occurs when the harassment is carried out by someone in a lower hierarchical position than the victim.
- Horizontal Moral Harassment:** occurs when the harassment is practiced by people in the same hierarchy as the victim.
- Downward Moral Harassment:** occurs when the harassment is practiced by someone in a higher hierarchical position than the victim.
- Institutional Moral Harassment:** occurs when the organization itself encourages or tolerates acts of harassment.

Graphs 11 and 12: Genders involved in cases of moral harassment



Source: Relatório Temático Denúncias de Assédio Moral no Sistema de Ouvidorias do Poder Executivo Federal (CGU, 2023) (in English, "Thematic Report on Complaints of Moral Harassment in the Federal Executive Branch Ombudsman System")

As a way of preventing harassment and its impact on workers, the Labor Prosecutor's Office (MPT) advises the following:

- Create effective communication channels with clear rules for operating, investigating and sanctioning acts of harassment, which guarantee the confidentiality of the whistleblower's identity;
- Plan and organize work in an equitable and non-discriminatory way, seeking to value the potential of employees and officials;
- Insert the subject into training, lectures and courses in general;
- Include norms of conduct regarding harassment in the company's internal rules, including ways of investigating and punishing it;
- Hire external consultancy firms to carry out a diagnosis of employees in order to prevent harassment;
- Preferably institute horizontal and 360° evaluations so that everyone on the team is evaluated;
- Promote training and awareness of managers and public servants about the issues involved in returning from leave (e.g. maternity, health and accompanying sick family member), to avoid overburdening and discriminating against the person who is returning and/or is ill, giving priority to the humanization of work routines, management practices, especially in relation to working hours, the need for time off and the evaluation of merit and remote work.

B. Sexual misconduct

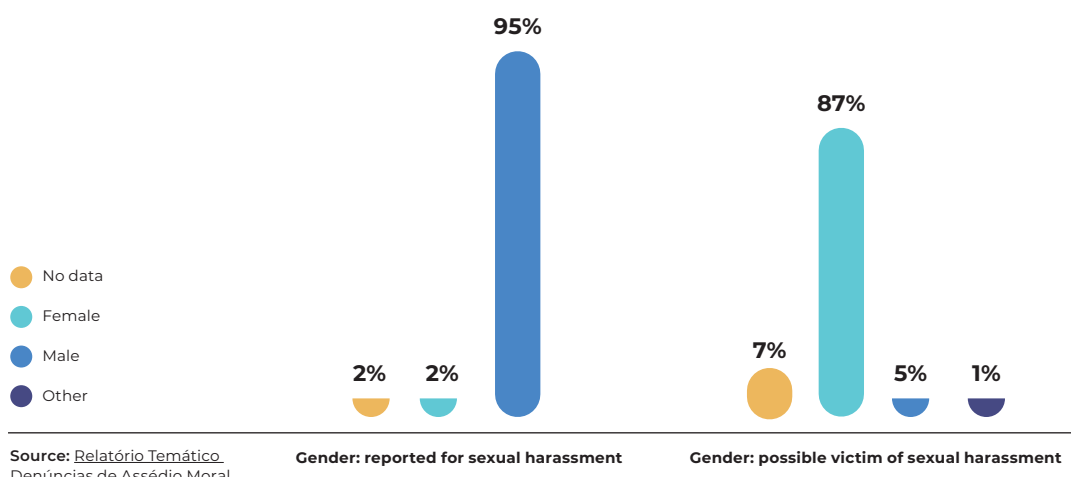
Sexual misconduct is an umbrella term intended to cover any practice of sexual violence. It is any type of sexual violence manifested physically, by words, gestures, insistent looks, touches, or other means, proposed or imposed on people without their consent, causing them embarrassment and violating their sexual freedom.

Physical touching is not necessary and a single act can constitute misconduct. It can occur in any environment or situation connected to work, such as get-togethers, car rides, messages and social networks. The victim's silence cannot be considered acceptance of the sexual conduct, nor does it disqualify harassment and/or sexual harassment at work, also, the consummation of the harasser's objective doesn't disqualify the sexual harassment practiced.

In Brazil, some of these behaviors are crimes, such as, but not limited to, obscene acts, rape, rape of a vulnerable person, unauthorized recording of sexual intimacy, harassment and sexual harassment, which are all provided for in the Brazilian Penal Code.

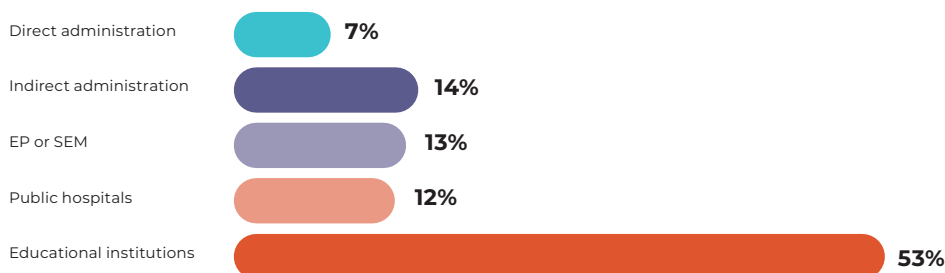
With regard to the prevalence of sexual misconduct in the public service, the “Relatório Temático Denúncias de Assédio Moral no Sistema de Ouvidorias do Poder Executivo Federal (SisOuv)” (in English, “Thematic Report on Complaints of Moral Harassment in the Federal Executive Branch Ombudsman System - SisOuv”) produced by the General Comptroller of the Union (CGU) in July 2023, shows the genders that are most frequently found in the complaints registered in SisOuv, as well as the areas of the Administration where these complaints are mostly concentrated.

Graphs 13 and 14: Genders involved in cases of sexual harassment, by victim and by person reported



Source: [Relatório Temático Denúncias de Assédio Moral no Sistema de Ouvidorias do Poder Executivo Federal \(SisOuv\)](#) (in English, “Thematic Report on Complaints of Moral Harassment in the Federal Executive Branch Ombudsman System - SisOuv”)

graph 15. Sexual harassment by type of institution



Source: Relatório Temático Denúncias de Assédio Sexual no Sistema de Ouvidorias do Poder Executivo Federal (CGU, 2023). (in English, "Thematic Report on Complaints of Moral Harassment in the Federal Executive Branch Ombudsman System - SisOuv")

The report addresses a challenge facing public administration, which is related to the legal attributions and competencies of each body versus the need for reception and/or adequate procedures for dealing with complaints:

"Given the sensitivity of the issue and the scenario of cases identified in the analysis, it is essential to reflect on the role of the different institutional actors in tackling sexual harassment in the Federal Public Administration. The Ombudsman's office, as it is the channel for receiving complaints, and making the first contact with the complainant or the harassed person themselves, needs to act appropriately in order to effectively fulfill its role in the process. Inadequate treatment flows were identified, in which the following situations were identified:

- Complaint forwarded to the administrative unit of the accused, for comment by the manager and subsequently by the accused;
- Complaint forwarded to the accused and closed;
- Complaint treated as a grievance; and
- Complaint received at the administrative unit where the accused was assigned, with management measure applied without recording." (translated by us)

Gender-based political violence (Law n. 14.192/2021)

Law n. 14.192/2021 establishes rules to prevent, repress, and combat political violence against women in spaces and activities related to the exercise of their political rights and public functions, to ensure their participation in electoral debates, and provides for the crimes of disseminating facts or videos with untruthful content during the electoral campaign period. This law brought changes to the Electoral Code, the Political Parties Law, and the Elections Law and defined:



*"Political violence against women is any action, conduct or omission aimed at preventing, hindering or restricting women's **political rights**, as well as any distinction, exclusion or restriction in the recognition, enjoyment or exercise of their rights and fundamental political freedoms, because of their sex."*

This law is therefore aimed at women who hold or wish to hold elected office. Those who hold positions of trust, such as ministers, secretaries, directors, advisors, etc., do not yet have specific legislation against political violence, although they can count on Law n. 14.540 of April 3, 2023, which establishes the Program for Preventing and Confronting Sexual Harassment and other Crimes against Sexual Dignity and Sexual Violence within the scope of the public administration, direct and indirect, in the federal, state, district and municipal levels.

Institutional responses

6.1 Legislation

Electoral Code

[Law n. 4.737/65](#)

With the entry into force of the law to curb gender-based political violence, electoral propaganda that disparages the status of or encourages discrimination against them on the grounds of their sex or their color, race, or ethnicity is now prohibited.

Law on Political Parties

[Law n. 9.096/95](#)

With the changes brought up by the law to combat gender-based violence, the Law on Political Parties now stipulates that the statute of the Political Party must contain, among other things, rules on preventing, repressing, and combating political violence against women.

Election Law

[Law n. 9.504/97](#)

As a result of Law 14.192/21, the Elections Law now determines that regardless of the broadcasting of free electoral propaganda on the schedule, radio or television stations may broadcast debates on the majoritarian or proportional elections, ensuring the participation of candidates from parties with at least five parliamentarians in the National Congress, with the participation of others being allowed, observing, among other aspects, that in proportional elections, debates may be divided in more than one day and must be organized in such a way as to ensure the presence of an equivalent number of candidates from all parties running for the same elective office, respecting the proportion of men and women established in § 3 of Art. 10 of the Elections Law.

Penal Code Decree

[Law n. 2.848/1940](#)

[Law 14.197/2021](#) (crimes against the Democratic State of Law) inserted Art. 359-P into the Penal Code:

Political violence

Art. 359-P. Restricting, preventing or hindering, with the use of physical, sexual or psychological violence, the exercise of political rights of any person on the grounds of their sex, race, color, ethnicity, religion or national origin: Penalty - imprisonment, from 3 (three) to 6 (six) years, and a fine, in addition to the penalty corresponding to the violence.

Program to Prevent and Combat Sexual Harassment and other Crimes against Sexual Dignity and Sexual Violence within the scope of direct and indirect federal, state, district and municipal public administration [Law n. 14.540/23](#)

The program aims to:

- Preventing and confronting the practice of sexual harassment and other crimes against sexual dignity, and all forms of sexual violence in the bodies and entities covered by this Law;
- Train public agents to develop and implement actions aimed at discussing, preventing, guiding and solving the problem in the bodies and entities covered by this Law;
- Implement and disseminate educational campaigns on the conduct and behaviors that characterize sexual harassment and other crimes against sexual dignity and any form of sexual violence, aiming at informing and raising the awareness of public agents and society, so as to enable the identification of the occurrence of illegal conduct and the rapid prevent and confront to repress it.



The law stipulates that anyone who becomes aware of the practice of sexual harassment and other crimes against sexual dignity, or any form of sexual violence, has a legal duty to report them and to collaborate with internal and external administrative procedures, as well as providing for the investigation and punishment of retaliation against victims, witnesses and people working on the investigation.

The bodies and entities covered by this Law will draw up actions and strategies aimed at preventing and confronting sexual harassment and other crimes against sexual dignity and all forms of sexual violence.

6.2 Fala.BR

Launched in 2019, [Fala.BR](#) is an integrated ombudsman and access to information platform for requests for access to information, complaints, compliments, claims, requests or suggestions.

The platform receives and forwards to the ombudsman's office of the body, institution, or entity related to the parties involved the complaints made by servants and citizens. A comprehensive [Q&A](#) is available.

However, users of the platform may face a lack of standardization in the work of the ombudsman offices belonging to the Federal Executive Branch Ombudsman System - SisOuv.

6.3 Lilac Guide

In March 2023, the General Comptroller of the Union (CGU) launched the Lilac Guide, an instrument that is part of the Policy to Combat Moral and Sexual Harassment and Discrimination in the Federal Executive Branch, coordinated by the Ministry of Management and Innovation in Public Services.

This guide provides definitions of moral and sexual harassment, discrimination, and a protocol for reporting it. The protocol provides guidance on:

- How to make reports;
- What information should primarily be included in the complaint (report in as much detail as possible the situation of harassment or discrimination and present, when possible, evidence such as messages, videos, recordings, and notes, among others. If the harassment occurs in the presence of other people, it is also important to record dates and witnesses so that these, perhaps, can be heard within the scope of the investigation);
- Who can report;
- Who can be reported;
- What happens after the complaint is registered;
- What are the steps and deadlines expected since registration of the complaint;
- What to do in case of retaliation.

6.4 National Council of Justice (CNJ)

Resolution n. 351 of October 10th, 2020

Establishes, within the scope of the Judiciary, the Policy for Preventing and Addressing Moral Harassment, Sexual Harassment and Discrimination.

The Policy for Preventing and Confronting Moral Harassment, Sexual Harassment, and Discrimination, in order to promote decent, healthy, safe, and sustainable work within the Judiciary, applies to all harassment and discrimination within the scope of socio-professional relations and the organization of work in the Judiciary, practiced by any means, including against interns apprentices, volunteers, outsourced workers, and any other service providers, regardless of their legal relationship. The resolution contains definitions and principles, such as non-discrimination and respect for diversity, recognition of the social value of work, valuing the subjectivity, experience, autonomy, and skills

of the worker, the primacy of the preventive approach, institutional responsibility and proactivity.

One of the highlights of this resolution is the determination that the organs of the Judiciary will maintain a permanent channel, preferably in their respective people management areas, for reception, listening, monitoring, and guidance in order to minimize psychosocial risks and promote mental health at work. It is common for regulations to focus only on denunciation, from a punitive perspective, with little attention paid to assistance and reparation to those affected or potentially affected by violations.

Provision n. 147 of July 4th, 2023

Provides for the permanent policy of combating all forms of violence against women, within the scope of the attributions of the National Justice Inspectorate Office; adopts a specific protocol for assisting victims and receiving complaints of violence against women involving magistrates, civil servants of the Judiciary, notaries and registrars; creates a simplified channel of access for victims of violence against women in the National Justice Inspectorate Office and makes other provisions.

This provision is guided by innovative and avant-garde principles in the Brazilian public service, such as:

- Elimination of all preconceived notions and stereotypes about women's expected responses to violence suffered and about the standard of proof required to sustain the occurrence of aggression;
- Unbureaucratic access for the victim to procedures competence of the National Inspectorate of Justice and humanized care consistent with the peculiarities of the conditions of women in situations of violence;
- Do not revictimize the victim, avoiding successive inquiries about the same fact, as well as unnecessary questions about her private life;

- Addressing underreporting of cases of violence against women when the investigation is part of the competence of the National Justice Inspectorate Office, which imposes extensive advertising of available access channels to the victim and the various women's protection networks;

The provision stipulates that complaints of violence against women received by the National Justice Inspectorate Office will receive specific treatment according to a judgment protocol with a gender perspective, adopting, among other things, the following guidelines:

- Pre-constituted proof of the alleged facts will not be required as a procedural requirement for representation;
- The procedure can be fully instructed within the scope of the National Justice Inspectorate Office, with collection of documents, files and hearing of witnesses indicated by the representative and other interested parties;
- The representative will always be asked if she wishes to be heard beforehand, preferably by an auxiliary judge of the National Justice Inspectorate Office, in order to report the facts in greater detail;
- If necessary and if the victim agrees, she can be referred to psychosocial support services offered by a judicial body of her choice, which can carry out a study on the dynamics of the violence she has been exposed to, the risks that may still exist and any other relevant aspects understanding the alleged facts;
- Once a procedure has been opened using the specific form, the National Court of Justice will be listed in the case file as the applicant, with confidentiality being imposed in all cases.

Resolution n. 492 of march 17, 2023

It establishes, for the adoption of a Gender Perspective in judgments throughout the Judiciary, the guidelines of the protocol, institutes mandatory training for magistrates, related human rights, gender, race and ethnicity, from an intersectional perspective, and creates the Monitoring and Training Committee on Judgments with a Gender Perspective in the Judiciary and the Committee for Encouraging Women's Institutional Participation in the Judiciary.

Following Brazil's condemnation by the Inter-American Court of Human Rights (IACHR) in the case of Márcia Barbosa de Souza and others vs. Brazil, the CNJ created, in 2021, the Protocolo para Julgamento com Perspectiva de Gênero (in English, "Protocol for Trials with a Gender Perspective"). The Protocol is the result of the Working Group established by CNJ Ordinance no. 27, of February 2nd, 2021, which was revoked after the WG was handed over.

In order to ensure that the Protocol is effectively applied in all national courts, CNJ Resolution 492/2023 created the national permanent **Committee for Monitoring and Training on Judgments with a Gender Perspective in the Judiciary**, which should:

- Monitor compliance with the Resolution;
- Prepare studies and propose concrete measures to improve the assessment of the justice system regarding causes that involve human rights, gender, race, and ethnicity through an intersectional perspective;
- Organize permanent annual social awareness forums about judgment with a gender perspective in the bodies of the Judiciary, with the participation of other segments of the public sector and civil society, to discuss topics related to the Committee's activities;
- Carry out inter institutional cooperation, within the limits of its purpose, with entities of a legal and social nature from the country and abroad who work on the aforementioned topic;

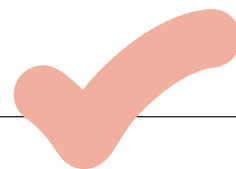
- Hold regular or extraordinary meetings, whenever necessary, for the conduct of Committee work;
- Request judicial cooperation with courts and other institutions;
- Participate in events promoted by public entities or private entities on topics related to the Committee objectives;

This Committee was set up by the CNJ Order No. 329/2023.

In addition, the CNJ also created the Banco de Sentenças e Decisões com aplicação do Protocolo para Julgamento com Perspectiva de Gênero (in English, “Repository of Sentences and Decisions applying the Protocol for Judgments with a Gender Perspective”), which already has more than 3,000 sentences and decisions that have applied the Protocol. The database can be consulted by anyone and is an excellent source of knowledge for magistrates throughout the country, as well as a source of research and study for jurists and researchers.

In general terms, the CNJ is an excellent inspiration for other entities, bodies and institutions in the public administration considering that it has innovated by creating a welcoming body, by having principles in its rules that break gender stereotypes and by creating a monitoring body, enabling the implementation of the Protocolo para Julgamento com Perspectiva de Gênero (in English, “Protocol for Trials with a Gender Perspective”).

Recommendations



A. Create and/or strengthen awareness and training programs against moral, physical and sexual harassment in the public service

- Ensure that anti-harassment and anti-discrimination training is included in entry-level training courses for civil servants;
- Ensure mandatory participation by managers and leaders in face-to-face, small-group anti-harassment education courses, followed by anti-harassment mentoring;
- Increase the participation of men in senior leadership positions in training courses on combating harassment, and seeking participation of ministers and the President of the Republic in these courses;
- Use educational portals, such as Enap's, for gender-based anti-harassment and anti-violence training;
- Educating women about the harassment and violence they can be subjected to, as well as about abusive leadership;
- Educate leaders and peers to listen to trauma reports.

B. Create and/or strengthen the existence of structured programs to combat harassment in public administration

- Create and implement an effective consequences policy, holding managers and leaders directly responsible for hostile practices that occur in their management;
- Institutionalize internal committees to promote diversity, equity and inclusion.

C. Create and/or strengthen institutional protocols under the responsibility of the Comptroller's and/or Ombudsman's Offices of public bodies for receiving, acknowledging, and processing complaints

- Draw up and/or strengthen protocols that guarantee the centrality of the reporting person, grounds against trauma, and in favor of justice, and fairness;
- Formalize and publicize in the protocol the procedures of investigation of complaints, with information on (I) the area responsible for the investigation, (II) the steps in the investigation, (III) deadlines, (IV) how and when to follow up the complaint process, (V) decision-makers after the investigation;
- Build adequate physical and digital spaces for reporting and reception;
- Implement a single channel for complaints by the responsible bodies, with a pre-established script and/or form for registering complaints;
- Formalize in the protocol the principle of zero tolerance to violations, the right to anonymous denunciation, non-harassment, and non-retaliation, and the prohibition of breach of secrecy and confidentiality by the people responsible for the investigation and/or decision-making, under penalty of disciplinary measures;
- Ensure an intersectional gender and race perspective in the Protocol.

D. Create and/or strengthen awareness and training programs for people responsible for different stages of the protocols for assisting harassment victims

- Offer continuing training for civil servants who work in receiving complaints;
- Provide quality training and adequate time for staff working on investigations and deliberations;
- Provide training for multidisciplinary and diverse teams (psychologists, social workers, doctors, lawyers, etc.), focusing on the presence of women, LGBTQIAP+ people, and black people, to carry out the assistance;
- Offer continuing training in active listening and the effects of trauma for the reception team.

E. Create and/or strengthen specialized and permanent technical committees to investigate and resolve cases of harassment in public administration

- Ensure that complaints made by women, LGBTQIAP+ people, black and Indigenous people are received and/or dealt with by people sharing the same characteristics;
- Ensure that the investigating committee is from outside the reporting person's area;
- Create and maintain permanent investigation and deliberation committees instead of creating committees for each case as a way of guaranteeing the presence of people trained to act in investigations and deliberations;
- Guarantee remuneration for working on investigation and decision-making committees;
- Ensure the involvement of trade unions and associations as host organizations accredited by the public authorities.

F. Implementation of effective communication and dissemination actions on the subject of moral, physical and sexual harassment in public administration

- Create and widely publicize a reception channel for institutional support (answers to questions about the complaint and investigation), psychological, medical and social support, as well as protection against persecution and/or retaliation, which can be accessed before, during and after the complaint and/or investigation;
- Spread information about the effects of trauma caused by sexual misconduct, harassment and gender-based political violence in order to support people who may recognize themselves in this situation.

G. Update Law N. 8.112/1990 for concepts and definitions of harassment and misconduct in public service

H. Creation of a comprehensive bill to protect women in situations of gender- based violence

summary table of

recom- menda- tions

4

Recommendations for access	complexity	impact
1. Carry out a public opinion campaign on affirmative action, focusing on women in public service.	Low	High
2. Propose a bill to include a gender perspective in the civil service examinations Law.	High	High
3. Promote actions that support the preparation of women for civil service examinations.	Medium	Low
4. Review of the evaluation processes and contents of public examinations.	Medium	Medium
5. Guidance and support in implementing affirmative action in state and local governments.	Low	Medium
6. Creation of a platform with a repository of data, court decisions, and good practices to promote access, ascension, and retention of women in public administration.	Low	Medium
7. Implementation of monitoring, evaluation and accountability mechanisms on the presence and situation of women in Brazilian public bodies.	High	Medium

Recommendations for ascension	complexity	impact
1. Approval of an affirmative policy of gender and race parity in leadership positions in the public service.	High	High
2. Approval of legislation that regulates the prioritization of women in functional progression and favors the acceleration of their careers.	High	High
3. Create and/or strengthen networks of women in the public service.	Low	Medium
4. Collect data and evidence on the impact of sponsorship on the careers of women in public service and implement actions that encourage sponsorship for the ascension of women in public service.	Medium	High
5. Foster institutional networking spaces to relationship building.	Medium	High
6. Create and/or strengthen mentoring programs for women in the public service.	Low	High
7. Encourage actions for women who are not leaders, but who have this career objective in the public sector.	Low	Medium
8. Create and/or strengthen mechanisms to hold men accountable in the public service in order to encourage the presence, retention and ascension of women in administrative bodies, with an intersectional approach to race.	High	Low
9. Create and/or strengthen mechanisms for the institutional co-responsibility of public administration bodies to promote the presence, retention, and the ascension of women in public administration bodies, with an intersectional approach to race.	High	Low

Recommendations for retention	complexity	impact
Work structure and care		
1. Inclusion of a gender perspective in the design and implementation of the Federal Government's Performance Management Program, inspiring state and local bodies.	High	High
2. Approval of national legislation to increase the length of paternity leave.	High	Medium
3. Create and/or strengthen policies that allow specific licenses for people responsible for caring for others (the elderly, disabled, children, etc.).	High	Medium
4. Implementation of training for male civil servants on responsibility for care and gender equality.	Low	Low
5. Create and/or strengthen programs that encourage the creation of spaces and actions for the physical and mental care of women in their different moments in the care cycle.	Medium	Medium
6. Inclusion of a gender perspective in the career cycle and in the public service.	High	Low

Recommendations for retention	complexity	impact
Preventing violence and harassment		
1. Create and/or strengthen awareness and training programs against moral, physical and sexual harassment in the public service.	Low	High
2. Create and/or strengthen structured programs to combat harassment in public administration.	Medium	Medium
3. Create and/or strengthen institutional protocols under the responsibility of the Comptroller's and/or Ombudsman's Offices of the host public bodies, receiving and processing complaints.	Medium	Medium
4. Create and/or strengthen awareness and training programs for people responsible for different stages of the protocols for welcoming victims of harassment.	Low	Medium
5. Create and/or strengthen specialized and permanent technical commissions to investigate and deliberate cases of harassment in the public administration.	Medium	Medium
6. Implementation of effective communication and dissemination actions on the subject of moral, physical and sexual harassment in public administration.	Medium	High
7. Update Law 8.112/1990 for concepts and definitions of harassment and misconduct in the public service.	High	High
8. Advocate on the creation of a comprehensive bill for the protection of women in situations of gender-based violence.	High	High

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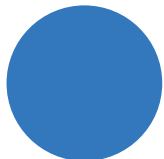
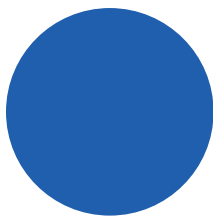
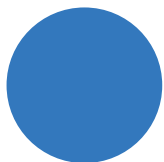
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