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Call for Submissions: COVID-19 and the increase of domestic violence against women
The Special Rapporteur on violence against women, its causes and consequences

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I – Introduction

1. This document presents the contributions of the Ministry of Woman, Family and Human Rights of the Federative Republic of Brazil to the call for submissions from the Special Rapporteur on violence against women, its causes and consequences of the Human Rights Council (HRC) of the United Nations (UN).
2. According to the call for submissions published by the Office of the High Commissioner for Human Rights (OHCHR), the Special Rapporteur is following closely the impacts of the COVID-19 pandemic on women’s right to a life free from violence.
3. The Special Rapporteur on violence against women, its causes and consequences called for all relevant information on the increase of violence against women and domestic violence in the context of the COVID-19 pandemic.
4. It will be presented below the main initiatives and policies adopted by Brazil related to this issue.

II – To what extent has there been an increase of violence against women, especially domestic violence in the context of the COVID-19 pandemic lockdowns? Please provide all available data on the increase of violence against women, including domestic violence and femicides, registered since the beginning of the COVID-19 crisis.

5. The National Secretariat of Policies for Women (SNPM) of the Ministry of Woman, Family and Human Rights (MMFDH) has issued a public note containing recommendations directed to the bodies integrating the service network for women victims of violence, during the context of the COVID-19 pandemic. Data from these bodies, dedicated to providing services for women victims of violence, has already indicated that Brazil is following the global trend of an increase on domestic violence. Besides many reports are not officially registered, violence against women growth is showed by latest research in Brazil.
6. Recently, the Brazilian Public Security Forum (FBSP) issued a technical note regarding the increase of violence against women, to which the SNPM points that there is a “growth of mortality rate due to violence against women, nevertheless data oscillates depending on the many services offered by public policy”. When comparing the months of March, 2019 and March, 2020, there was an increase on the number of calls to *Ligue 190*

(police services) per 100 thousand inhabitants. For example, in the state of Acre the increase was 2.1% and in the state of São Paulo it was 44,9%. However, there was decrease on the numbers of Urgent Protective Measures (MPU) issued regarding physical and sexual violence.

7. It is important to observe that there was a decrease on complaints registered at police stations, where the physical presence of victims is required. For example, when the numbers of physical aggression complaints of March 2019 and March 2020 are compared, there has been noted a reduction of 49.1% on the police report records in the state of Pará, of 29.1% in the state of Ceará, of 28.6% in the state of Acre, of 8.9% in the state of São Paulo and of 9.4% in the state of Rio Grande do Sul (FBSP, 2020, p. 15).

8. Although there was a decrease on administrative records, there was significant increase on the numbers of femicides and homicides of women, which points out to tendencies of increasing violence against this group. The note from the Brazilian Public Security Forum (FBSP) also states that in the state of São Paulo, “the growth of femicides has reached 46% when comparing March 2020 and March 2019 and has duplicated in the first fifteen days of April”. In the state of Acre, “the growth was of 67% during the period and in the state of Rio Grande do Norte the number has tripled during March 2020”.

9. In the six states that FBSP investigated it was still possible to observe an increase of 431% on reports of couple fights reported by neighbors according to post monitoring in Twitter during the period between February and April 2020.

III – Are helplines run by Government and/or civil society available? Has there been an increase in the number of calls in the context of the COVID-19 pandemic?

10. National Ombudsman of Human Rights (ONDH) integrates the structure of the Ministry of Woman, Family and Human Rights. The Ombudsman is a unified service center composed by *Disque 100* and *Ligue 180* (especially dedicated to reports about violence against women).

11. The Ombudsman has the power of receiving, examining, forwarding and following-up human rights violations complaints. It operates through telephone lines that receive toll-free calls 24 hours a day, 7 days a week, throughout the whole year, even on weekends and holidays. Complaints can also be made through a website and a telephone app.

12. Each day, more than 11 thousand calls are received. Out of that total, an average of three thousand relate to women's issues in general (including calls or contact made to require information), and about 300 consist of violence against women complaints. The *Ligue 180* branch of the Ombudsman is focused entirely on women. All telephone operators are women at *Ligue 180*.

11. We highlight that the *Ligue 180* and *Disque 100* services bear no cost to people that approach those helplines. It is working since 2005 and it also preserves user's confidentiality. *Ligue 180* receives and deals with all the complaints registered regarding violations of rights and violence perpetrated against women.

12. Complaints are referred to competent bodies of protection, such as Social Assistance Reference Centers (CRAS), Councils of Rights, shelters, Specialized Police Stations for Women (DEAMs), Public Prosecutor's offices, and other services that compose Network on Tackling Violence against Woman in Brazil.

13. It is important to stress that the reports on the one hand serve as prevention of violence against woman, and also are instruments for tackling this serious social problem, insofar as they produce indicators about violence that might define more effective and specific public policy.

14. Regarding services provided during the COVID-19 pandemic period, according to data collected by ONDH, in the first four months of 2020 it was recorded average increase of 14.1% in the number of reports made to *Ligue 180* compared to the same period of 2019.

15. The total record of complaints was 32.900 between January and April 2019 against 37.500 in the same period of 2020, highlighting April, month on which it has been observed a growth of 37.6% comparing 2019 and 2020.

16. The enlargement and improvement of both national helplines (*Disque 100* and *Ligue 180*) administrated by the Ministry of Woman, Family and Human Rights (MMFDH) were made due to complaints' growth during the COVID-19 pandemic. This measure was a response to the pandemic effects on domestic violence.

17. In addition, an institutional partnership involving the National Council of Public Prosecutor's Offices (CNMP) and the National Ombudsman of Human Rights (ONDH) has implemented the "FRIDA" Risk Assessment Form, which consists on a set of questions to be made by attendants from *Ligue 180* to women victims of domestic violence who call them.

18. Through this contact and making use of an algorithm developed by European Union technicians, based on responses to specific questions, it is possible to determine the risk level under which the victim is. The risk level is readily informed when the report is referred to the police station or another competent body for fact-finding.

19. The Ministry of Woman, Family and Human Rights (MMFDH) also launched an Internet reporting channel for women to report possible violence situations.

20. The reports received through the Internet's reporting channel are treated and referred to the local authorities, specialized police stations for women and shelters. The service can be accessed through the following link: <https://ouvidoria.mdh.gov.br>.

21. Aiming to create more spaces for woman to be attended, MMFDH has also launched a smartphone app supported by Android or IOS operational systems. Via app, a woman can report human rights violations regarding herself or another person, using only a cellphone. The app allows photos and videos to be sent attached.

22. Thereby, the receiving reports are treated and referred to the local authorities, specialized police stations for women and shelters.

23. Regarding the treatment of complaints, the National Ombudsman of Human Rights established partnerships with public bodies in order to improve the flow of complaints to the local authorities, in a prompt and rational manner.

24. The National Ombudsman of Human Rights has established partnerships with renowned companies, which operations have national reach, to raise awareness on the combat of violence against women. The government established partnerships with the Avon Institute and Fortlev to promote the *Ligue 180* service.

25. The Ministry of Woman, Family and Human Rights launched the program You Are Not Alone (“Você Não Está Sozinha”), which is a coordinated action plan that involves 13 business enterprises, civil society organizations and public agencies to mitigate the impacts of social distancing through the offer of essential services to women and girls victims of violence.

26. The program works as a supporting network for women and girls under violence, providing essential service for reduction in domestic violence impacts during social isolation. Thus, the Ministry can publicize the services available at *Ligue 180*.

27. Furthermore, through the program, basic food items are donated to women who face high vulnerability situations; there's the offer of support for daily commuting,

psychological care, legal counsel, provisional shelters in the states of São Paulo, Amazonas, Paraíba, Rio de Janeiro, Minas Gerais, Bahia, Ceará and Pernambuco.

28. The Ministry is also in talks with the National Program of Volunteering Incentive to offer another specialized hearing channel for women victims of violence, for psychological comforting with volunteers, when requested.

29. The National Secretariat for Policies for Women (SNPM) established partnerships to publicize the *Ligue 180* channel within state-level Public Prosecutor's Offices and Public Defender's Offices, at the 26 Brazilian states and the Federal District.

30. It is important to stress that the services offered by the National Ombudsman of Human Rights are not limited to phone calls and the app. Complaints can also be filed through face-to-face appointments, letters, e-mails, among others.

IV – Are shelters open and available? Are there any alternatives to shelters available if they are closed or without sufficient capacity?

33. The Brazilian National Policy on Tackling Violence against Women counts on different actors, which work as a network to give response to violence situations against women. The service network for woman under violence is composed by four principal areas: health care, justice, public security, and social assistance.

34. Thereby, shelters and Institutional Reception Units for women are services that integrate this network, some of which are managed through guidelines issued by the National Secretariat of Social Assistance of the Ministry of Citizenship, while others are managed by the National Secretariat of Policies for Women (SNPM) of the Ministry of Woman, Family and Human Rights (MMFDH), bodies that act in an articulated way in this management process.

35. In this context, in accordance with the recommendations of the Organic Law on Social Assistance (LOAS) and the National Classification for Social Assistance Services, the Institutional Host Service, as a highly complex special social protection service, aims to provide reception in different types of equipment, to families and / or individuals with broken or weakened family ties to guarantee full protection.

36. Institutional host, related to domestic violence, is provisional and for women, whether or not accompanied by their children, who are at risk of death or threats due to

domestic and family violence, which causes injury, physical suffering, sexual, psychological or moral damage.

37. This service must be developed in a confidential place, operated under a co-management regime, which ensures the obligation to maintain the users' identity confidentiality.

38. The service also must work jointly with social assistance service's network, other public policies, and the Justice System, offering legal and psychological service for users and their children and/or dependents while they are under their responsibility.

39. In this way, and according to the Classification of Social Assistance Services, Brazilian State aims to: protect women and prevent the continuity of situations of violence; provide conditions of physical and emotional security and the strengthening of self-esteem; identify situations of violence and their causes and produce data for the social assistance surveillance system; enable the construction of personal projects for women to overcome situations of violence and to develop capacities and opportunities for personal and social autonomy's building; and foster access to professional qualification and requalification's network with a productive inclusion's objective.

40. Regarding reception services in the context of COVID-19, it is clarified that Decree nº 10,282, of March 20, 2020 , which regulates Law nº 13,979, of February 6, 2020, in which Social Assistance services are considered essential.

41. Therefore social assistance services must continue working during COVID-19 pandemic, following health guidelines from Ministry of Health, always observing local context and territorial requirements, regarding possibility of having to adapt and/or reorganize services from social assistance to offer social protection for more vulnerable people facing rights' violations in the context of tackling COVID-19 pandemic.

42. With the joint publication of the Public Note on Coronavirus Prevention Measures in Institutional Reception Units, of March 20, 2020, the Ministry of Citizenship and the Ministry of Woman, Family and Human Rights reinforced requirement to continue offering host services, highlighting the importance of adopting measures to ensure welcomed and workers' health.

43. The Public Note guides on measures to be made routine in the reception units during the COVID-19 pandemic period in Brazil with regard to the organization and care of the units' physical spaces, the performance and care of professionals who act in it, the public

served there, visits and flows of people that happen inside, the organization of its activities and the Mapping of Risks and Contingency Plan for its operation.

44. Along the same lines , and deepening the Public Note mentioned above, the Ministry of Citizenship, through its National Secretariat of Social Assistance, issued Technical Note 7/2020, via Ordinance SNAS 54, of April 1, 2020, which deals with general recommendations to managers and workers of the Unified Social Assistance System (SUAS) from states, municipalities and the Federal District in order to guarantee the offer of essential social assistance services and activities' continuity in the context of COVID-19 pandemic.

45. The Technical Note explains the requirement for local management to ensure the continuity of institutional care services' provision, essential for population's protection, especially in the context of the emergency in public health, reinforcing that actions to prevent the transmission of COVID-19 may include the necessity to adapt the physical space of reception unit, its operating routine, the way professionals work and the attitudes and activities of the people they welcome.

46. On the other hand, the Ministry of Citizenship recognizes that it may also be necessary new forms of welcoming to be implemented, allowing greater social distance and isolation in suspected or confirmed cases of contamination.

47. Thus, there is the possibility of making alternatives to host units available, especially if they are closed or without sufficient capacity to meet demand. This alternative was made possible through Ordinance nº 369 from the Ministry of Citizenship, of April 29, 2020, on emergency financial transfer of federal resources for the execution of socio assistance actions and for structuring Unified Social Assistance System (SUAS) due to the public health emergency caused by the new Coronavirus.

48. Thus, the Ministry of Citizenship will make resources available to states, municipalities and the Federal District, when there are people in these locations who need to be housed or relocated from their current host location or who are homeless or immigrants.

49. These actions include all types of hosting offered to different audiences, including demands related to the reception of women in situations of domestic violence.

50. **For the implementation of this measure, the amount of R\$ 400.00 (four hundred reais) per vacancy will be allocated to states, municipalities and the Federal District, for a period of six months, made available in two parts, referring each one of them to 3 (three) months of the monthly reference value.**

51. The operationalization of the adhesion to the emergency financial transfer must follow the procedures established by Ordinance nº 63 from the Ministry of Citizenship, of April 30, 2020. Among the actions that can be performed with this resource, those listed in Ordinance nº 369/2020 from the Ministry of Citizenship, mentioned above in the item 47, stand out, as an alternative for providing hosting in the context of COVID-19 pandemic:

“Article. 8th (...)

II - provision of adequate housing and isolation conditions, observing the guidelines of the Ministry of Health, to avoid agglomerations that favor the dissemination of Covid-19;

III - physical spaces’ adaptation in order to create individual accommodations or isolate groups or support for other temporary accommodation ways appropriate to the local reality, which meet the criteria for separating small groups to avoid agglomerations that promote the dissemination of Covid-19;

(...)

V - emergency assistance measures to welcome people in situations of vulnerability resulting from the migratory flow caused by humanitarian crisis, aggravated by the Covid-19 pandemic;

VI - rental of temporary housing or accommodation for individuals or family groups through contracts signed by the government;

(...)”.

53. It is worth remembering that according to the federative organization of the Brazilian State, it is the competence of the states, municipalities and the Federal District to define the best way to use the resources made available by the Federal Government, considering the reality and the demands existing in their territories.

54. Regarding specifically the Host Service for Women in Situations of Domestic Violence, the Ministry of Citizenship published, on June 2nd, 2020, the Ordinance nº 86/2020, which approves general recommendations for assistance to women under situations of domestic and family violence in the social assistance network of the Unified Social Assistance System (SUAS) in the context of the COVID-19 pandemic.

55. This guidance document for social assistance services in the context of COVID-19 pandemic, addresses, in addition to other aspects, the importance of these services offer’s continuity and details what are the new possibilities of offering host according to the specificities of this group in this scenario.

56. According to the aforementioned Ordinance nº 86/2020, a local administration, in a coordinated and strategic manner, must map demands, guide and provide the support required to all units which offer social assistance services for women victims of violence, including support to the government network and social assistance entities, including the ones which may not receive public resources.

57. Regarding the organization and support to the social assistance network, it is up to the management bodies of Social Assistance and to services' coordinators and social assistance units to act in order to promote the articulation and integration between public network services and non-state network services, also between Basic Social Security Protection and Special Social Protection of Medium and High Complexity (provided by Social Assistance Services Classification), in assisting women in situations of domestic and family violence, including access to social benefits.

58. We highlight that these bodies also must adopt measures for the women under domestic and family violence can access emergency aid provided by the Brazilian State to people in social vulnerability during the context of COVID-19 pandemic, according to Law nº 13,982, of April 2nd, 2020.

59. The Ordinance nº 86/2020 from the Ministry of Citizenship reinforces that host units for women victims of domestic and family violence must continue offering the service, however, they must reorganize spaces and procedures, making necessary adjustments to mitigate new Coronavirus' transmissibility risks, in order to protect users and service professionals' health.

60. In the context of the COVID-19 pandemic, some of the main risks to be mitigated in the host units are agglomeration of people and the units' entry and exit flows. In this sense, Ordinance nº 86/2020 from the Ministry of Citizenship advises alternatives should be considered for the reorganization and separation of rooms, aiming to reduce as much as possible the contact between the welcomed and the family groups, especially regarding to common areas' use and objects for collective using.

61. Among the recommendations to the host units in this tackling COVID-19 pandemic scenario, it is important to highlight point 6.6 from Ordinance nº 86/2020, which says:

General recommendations for managers of host units to prevent transmissibility of the new Coronavirus (COVID-19):

a) Support the displacement of professionals who work in the unit: evaluate the possibility of ensuring specific transport for the displacement of professionals, in order to avoid public transport's using and minimize contamination risks;

b) Organize the team in order to have the smallest possible number of professionals in direct contact with people welcomed;

c) Define specific professionals to take care of people with suspected or confirmed contamination by the new Coronavirus, ensuring means for their protection;

d) Reorganize the unit's physical space, in order to reduce the number of people in each accommodation, considering alternatives for the reorganization and separation of the rooms, aiming to minimize the physical contact between the welcomed and respect the distance already indicated between the beds, when possible, and as guided in the topics above;

e) Arrange the beds in a way they are as far away as possible - at least 1 meter of distance between beds (ideally 2 meters);

f) Inform workers and welcomed people about risk prevention and mitigation measures in need to be adopted in this pandemic moment;

g) Implement assessment procedures for the admission of new arrivals and adopt isolation in the first 14 days after reception;

h) Restrict unnecessary exits from the welcomed people from risk groups, avoiding the maximum people's inflow and outflow in the unit;

i) Establish hygiene and assessment routines when workers and users enter the unit: cleaning and checking temperature upon arrival; brief interview to check health status, whether there was contact with people who had flu symptoms, whether there are symptoms that may be associated with contamination by the new Coronavirus, immediately removing from functions the workers who show signs and symptoms compatible with flu syndrome and guide them about testing for COVID-19;

j) Restrict space sharing as far as possible. Organize and coordinate the unit's common spaces using, when sharing is indispensable (cafeterias, leisure areas, TV room, among others). Establish different times of stay for each group, reducing the number of people simultaneously in the same space, following recommended minimum distance of 1 meter between people (this distance can be disregarded when considering mothers and children). Adopt a cleaning and systematic sanitation routine of these

locals using 70% alcohol or 10% hypochlorite solution in the intervals between uses, including tables and chairs;

k) Guide for meals to be served, preferably, in the rooms of each welcomed, when possible, or to schedule meal times;

l) Identify possible risks related to the pandemic in face of the local reality and the unit's specificities, also their welcomed people specificities, and prepare, in partnership with the Social Assistance and Health policy's local management, Contingency Plan (s) aimed at mitigating the effects of the occurrence of identified risks;

m) Identify early and communicate with the Social Assistance management body when there is a requirement to relocate professionals to recompose the workforce;

n) Adopt measures that can contribute to the reduction of daily professionals inflows and outflows, such as, for example, remote work for professionals in the administrative area; relay scales and reduction of activities to the strictly necessary in areas such as laundry and kitchen; conducting supervision or team meetings by remote means etc;

o) Identify, quantify and acquire, in conjunction with the Social Assistance management bodies, Personal Protective Equipment (PPE) - masks, protective glasses, aprons, hand sanitizer and similar - that are necessary for the performance of functions by the teams;

p) Guide the team on the use of PPE and other measures and procedures necessary to mitigate risks and prevent the new Coronavirus transmissibility, in conjunction with Social Assistance and Health management bodies;

q) Adopt logistics for food and other supplies delivery directly to the host unit, in order to meet the service demands without requiring staff to go shopping, adopting procedures for cleaning products that arrive at the unit, in order to reduce the risks of virus transmissibility;

r) Communicate permanently with the local Health area, according to the flows agreed between the Social Assistance and Health management bodies, in addition to immediate communication of situations of suspected infection with the new Coronavirus.

62. The Ordinance nº 86/2020 from the Ministry of Citizenship also provides protocols for situations of suspicion or confirmation of contamination, protocols for the arrival of a new welcomed person during the pandemic period, in addition to the care that must be

taken by professionals of host units in day-to-day management, aiming at , also, the protection of their own health.

63. In Ordinance nº 86/2020 from the Ministry of Citizenship, **new modalities of offering the host service to women in situations of violence are also provided, namely: emergency institutional welcoming deployment for small groups, temporary housing accommodation and accommodation in hotel chain.**

64. The emergency institutional welcoming deployment for small groups should preferably be limited to serving up to 10 women. These services will be an alternative to meet new demands for inclusion in a host service during the pandemic period, so that adequate social isolation is guaranteed in suspected or confirmed coronavirus infection cases, which do not require hospitalization or relocation of women welcomed in pre-existing host units, as well as being an emergency measure to reduce crowding in host units, aiming to mitigate risks of transmissibility.

65. In turn, the accommodation of women and their children, when applicable, in temporary housing, may occur through the provision of resources in cash that enable women to autonomously rent temporary housing and temporary rental by the government housing that meets the emergency requirements of women and their families.

66. The hotel-chain using for the reorganization of part of the welcomed people in institutional host services or accommodation for new women who need care during the pandemic may also be considered as an alternative in this scenario.

67. Thus, in order to offer this type of reception, the Ministry of Citizenship determines: that it is important to guarantee facilities in hotels for Unified Social Assistance System (SUAS) professionals can take care of the women welcomed, in order to guarantee psychosocial monitoring, protection and necessary referrals; that specific hotels are destined for the isolation of quarantined welcomed women due to the suspicion or confirmation of COVID-19 or, in their impossibility, that wings or floors be separated exclusively for this purpose, avoiding, especially in these cases, the transit of people between the environments; and that the guidelines regarding non-agglomeration of people are respected, in addition to a constant articulation with the Unified Health System (SUS).

68. The Ministry of Citizenship highlighted that, in this type of reception, users' protection and confidentiality of their permanence in such places must also be ensured.

69. It should be noted that, despite the emergency implementation of new welcoming modalities, the physical space organization of the units where the services will be offered must follow the same parameters established for the adjustments that will be carried out in the existing units for tackling COVID-19 in host services.

70. The Ordinance also regulates the articulation between the social assistance network and the Unified Health System (SUS) in assisting women victims of domestic and family violence in the context of COVID-19, among which are highlighted the relevance of integrated planning actions joint with Social Assistance Surveillance and Health Surveillance, in order to map risks and situations that may intensify vulnerability and risk for women in the context of the COVID-19 pandemic.

71. In addition, Ordinance nº 86/2020 from the Ministry of Citizenship provides guidance to the Social Assistance Reference Centers (CRAS), by directing the teams of Protection and Specialized Service to Families and Individuals (PAEFI) from the Specialized Social Assistance Reference Centers (CREAS) with regard to the care of women in situations of domestic and family violence. Recognizing that, in the absence of another reference service, CREAS must act to articulate the different actors who work with women in situations of domestic and family violence.

72. The Ordinance in question emphasizes the relevance of adopting strategies to identify vulnerabilities in the context of COVID-19 pandemic and of offering support to soften their impacts on survival conditions and on family relationships, mitigating the violence risk, family and community bonds disruption and demands for host services.

73. Another point of great prominence in the Ordinance nº 86/2020 from the Ministry of Citizenship is the qualification to promote offering of remote assistance for social assistance services, considering local reality. As an example, it is observed that the assistance provided by Specialized Social Assistance Reference Centers (CREAS) includes the following principles:

“Regarding remote psychosocial care for women under domestic and family violence, it is recommended that professionals

a) Arrange previously with the women/families days and times for contact, maintaining a routine;

b) Only carry out remote psychological and social care under previous agreement with the woman, by establishing an individual, personalized

and practical security plan, which ensures the victim has necessary privacy and is in safe conditions for receiving support;

c) Begin to perform remote individual care for victims who were receiving support as part of a group, in order to ensure secrecy and privacy, in the remote mode;

d) Prioritize face-to-face individual assistance in situations: when the aggressor is cohabiting with the woman; when the user reports the precariousness of Information and Communication Technologies (ICTs) tools; and/or situations of seriousness and complexity that justify the preferential use of this type of service, through careful professional evaluation.”

75. Still regarding remote calls, the Specialized Social Assistance Reference Centers (CREAS) will be able to provide emergency telephone numbers or *WhatsApp* numbers to which women can call after the closing in-person service hours, available for service on call.

76. It is worth reminding the norms and guidelines are directed to states, municipalities and the Federal District, entities that have legal competence to coordinate and execute social assistance services in these locations. Thus, it is up to these entities to define the best strategy to guarantee the continuity of the services offered, depending on the conditions of each location to organize them according to the recommendations of the Federal Government.

77. The National Secretariat of Policies for Women (SNPM) has also elaborated guidelines and measures on COVID-19 prevention in *Casas Abrigo* (Shelter Houses, in this case specially directed to woman), issued by the Ministry of Woman, Family and Human Rights (MMFDH), for the purpose to prevent the spread of the virus and protect users and professionals working in these units, considering infection risks of in collective service environments.

78. Through the Public Note with Recommendations for Services of the Service Network for Women Under Violence in the Context of COVID-19 Pandemic, mentioned in the point 5 of this document, SNPM guided the Policy Organizations for Women (OPMs) and the Service Network to continue essential services for preventing violence and protecting women.

79. It should be noted that, for the purposes of the aforementioned Technical Note, the following specialized services are considered to be members of the Service Network

for Women Under Violence: *Casas da Mulher Brasileira* (Houses of Brazilian Woman); Specialized Women's Service Center (CEAM); Shelter Houses (for women in situations of violence); Specialized Police Station for Woman (DEAM); Maria da Penha's Patrols; Special Domestic and Family Violence Courts; Specialized Centers for Service to Women in the Public Prosecutor; Specialized Service Centers for Women in the Office of the Public Defender; Reference Health Services to Assist People in Situations of Sexual Violence.

80. The Technical Note guides the Policy Organizations for Women (OPMs) to develop guidelines for the operation of their local services; to encourage the specialized services of the Women's Service Network - especially Specialized Police Station for Woman (DEAM) - to include in their service protocols the "Risk Assessment National Form"; to encourage the development of new communication channels with services; to encourage the development and using of new remote communication channels between OPMs and services;; to support and subsidize, as far as possible, new manners of articulation and networking to monitor services; to contribute to the dissemination of new and old remote service channels (analogue or digital) in operation; to support and subsidize, when possible, the digitalization of services whose remote service is possible, seeking support from the federal government when necessary.

81. Regarding *Casas Abrigo* (Shelter Houses), the National Secretariat of Policies for Women (SNPM) reinforces the content of the joint Public Note issued through a partnership between Ministry of Citizenship and the Ministry of Woman, Family and Human Rights (MMFDH), as well as adding some guidelines, among which the prevention of stigmatization and exclusion of symptomatic women, or the ones who tested positive for the new Coronavirus, by services and other welcomed people in a shelter house

82. Thus, the aim is to contribute to the development of strategies and to the adoption of measures that can assist in maintaining service provision in the current context of pandemic.

83. Finally, the provision of online educational material on assistance to women in situations of domestic violence is made available to professionals in the services' network, owing to the correlation of COVID-19 pandemic with increase of this phenomenon.

V – Are protection orders available and accessible in the context of the COVID-19 pandemic?

84. The National Secretariat of Policies for Women (SNPM) has been continuously articulating with the Ministry of Justice and Public Security (MJSP) with regard to the protection of women victims of violence, such as promoting the electronic recording of domestic violence against women police report across the national territory.

85. In addition, articulation was carried out between the SNPM, the MJSP, and the states' governments, for the intense dissemination of *Ligue 190* (number to call in case of police emergency and conflict mediation) and all the service applications for assisting women used by the Military Polices of Brazil.

86. On the other hand, SNPM has also been working in partnership with the Brazilian Judiciary to facilitate the granting of protective measures by electronic means, the sharing of decisions by *WhatsApp* application directly with claimants and the extension of terms of protective measures in force until the end of the pandemic, unless the protective measure is already longer than the end of COVID-19 pandemic.

VI – What are the impacts on women's access to justice? Are courts open and providing protection and decisions in cases of domestic violence?

87. The National Council of Justice (CNJ), under the coordination of the Permanent Commission on Policies for Prevention of Victims of Violence, Witnesses and Vulnerable People, which acts as the National Judicial Policy on Tackling Violence against Women supervisor, has acted in several campaigns and actions, aiming to bring to everyone knowledge about the theme's importance, the need to register a report against the aggressors and protect the victims, as well as the different ways and channels of communication of violence cases in this pandemic period, whether by women or by third parties, aiming to promote access to justice for women during the COVID-19 pandemic.

88. In this context, the CNJ sent a letter to the State Coordinators for Women in Situations of Domestic and Family Violence from States Justice Courts and the Federal District Justice Court, so that they would publicize the Campaign widely, both on the official channels of the Court (website, *Facebook*, *Instagram*), and in newspapers, TVs and public spaces. The

Campaign was developed by the National Council of Justice (CNJ) to warn people the Judiciary is still acting and appreciates Urgent Protective Measures (MPU), with disclosure of domestic violence reporting channels, such as *Ligue 190*, for urgent cases, *Ligue 180* and regional contacts (through applications or *WhatsApp*).

89. It was also determined that the report on statistics on data on the occurrence of domestic violence in each state and in the Federal District should be sent weekly to the Office of the Permanent Commission for the Prevention of Victims of Violence, Witnesses and Vulnerable People Policies. The office has to monitor and analyze the statistics and adopt measures and creation of public policies aimed at solving the problem, as well as **guidelines were issued for the judges, individually, according to the motivated conviction and the specifics of the case, to grant or extend Urgent Protective Measures (MPU) for an indefinite period.**

90. Furthermore, aware of the increase in domestic violence as a result of social isolation, it was created, through the Ordinance nº 70/2020 from CNJ, of April 22, 2020, a Working Group for the elaboration of studies and measures with the indication of emergency solutions aimed at priority, speed and effectiveness in the assistance to victims of domestic and family violence that occurred during this pandemic period.

91. Among the duties of that group are:

I- Conduct studies and present diagnostics on data that lead to the improvement of legal and institutional frameworks on the subject, within the scope of the Judiciary;

II- Suggest measures to ensure greater effectiveness and priority in service for domestic and family violence victims during social isolation due to the pandemic;

III - To present proposals for judicial public policies that aim to modernize and make the Judiciary more effective in assisting domestic and family violence victims."

92. The first Working Group meeting was held on April 27, 2020, in a virtual room, in which emergency strategies were defined, such as the determination that domestic violence against women police reports can be registered electronically and the creation of an advertising campaign to publicize the "Red Sign for Violence against Women", whose objective is to provide victims who cannot digitally report, a safe way to ask for help without exposing

themselves to risks, in which it spreads that the woman in this situation shows the hand containing a red X made of lipstick to the attendant of a pharmacy or drugstore, or another place of public access, which would call the police, in urgent cases, or other mechanisms of the protection network.

93. Another focus theme of the Working Group is the magistrates number expansion and their awareness, through Judicial Schools, on the importance of giving priority and humanized assistance to domestic and family violence women victims, avoiding, this way, the phenomenon of revictimization.

94. Finally, it is clarified that the Judiciary continues to act to protect domestic violence women victims, effectively, through judicial shifts, an opportunity in which Urgent Protective Measures (MPU) are analyzed and deferred, as provided for in the Law 11.360/2006 (*Maria da Penha's Law*), and the Court's multidisciplinary teams, composed by psychologists and social assistants, who continue to remotely assist victims.

95. In turn, the National Secretariat of Policies for Women, with regard to the role of the Judiciary, reaffirmed the provisions of the "Recommendations of the Federal Council of Psychology on the preparation of psychological documents for the Judiciary in the new Coronavirus pandemic context".

96. Also, considering that Specialized Police Station for Woman (DEAMs) and Maria da Penha's Patrols are the services from the Women's Service Network that provide services in the area of Public Security, SNPM, through the Public Note with Recommendations for Services of the Service Network for Women Under Violence in the Context of COVID-19 Pandemic, understands the following measures as fundamental to the functioning of this equipment in this period of social isolation:

a) Maintain on-call shifts at the DEAMs and the Urgent Protective Measures' patrols as priorities for "preventing and responding to gender-based violence in communities affected by COVID-19", as recommended by UN Women (2020)²⁶;

b) To ensure prompt and comprehensive service to all demands presented, especially those that involve death risk and/or risk to the integrity of the woman;

c) Provide remote service to register and classify domestic and family violence against women reports;

d) Responding to women's requests for help and reports of violence, although apparently harmless or of low risk, since at that moment, there may be difficulties for the victim to speak in a safe and distant place from the aggressor;

e) Fill out a police report and request for Urgent Protective Measure (MPU) through remote access (when available);

f) Include, in their attendance protocols, the "National Risk Assessment Form", as established by the National Council of Justice (CNJ) and the National Council of the Public Prosecutor in Joint Resolution nº. 5/2020, attached to this note.

VII – What are the impacts of the current restrictive measures and lockdowns on women's access to health services? Please specify whether services are closed or suspended, particularly those focusing on reproductive health.

97. Brazil's Government articulated with other government bodies to enable the sending of health safety items to *Casas da Mulher Brasileira* (Houses of Brazilian Woman) and Shelter Houses.

98. Regarding the protection of women's health, the National Secretariat of Policies for Women (SNPM) prepared, with contributions from the National Council for the Rights of Women (CNDM) and the Ministry of Health, the Guidebook "Women in COVID-19", in which, among other topics, there is guidance for women to maintain a healthy diet, active mind and, as far as possible, physical activities during the pandemic period. This document also contains guidelines on how to talk to children about preventing COVID-19, which also contributes to improving the coexistence in the domestic environment during the period of social isolation.

99. Still about health, it was prepared by SNPM, with Ministry of Health validation, a Letter containing specific information on care for pregnant women, lactating women, and puerperal women during the coronavirus epidemic in Brazil. The Letter was sent to all policy bodies for women at the states' level, as well as private sector institutions which work with

this target audience (doulas¹ associations, associations that promote women's rights and health, among others).

100. In addition, about the topic of maternity protection during the COVID-19 pandemic, a campaign was carried out on social networks to spread the quality information for pregnant women and mothers, with the issue of information cards.

101. The National Secretariat of Policies for Women issued, in a Technical Note, recommendations for service managers and health professionals who provide women's health care services, considering the publication of FIOCRUZ (2020) “ Mental Health and Psychosocial Care in the COVID-19 Pandemic: Domestic and Family Violence in COVID-19 ”and that women in violence situations can seek assistance in the care services for people in situations of sexual violence, understanding as fundamental in this period of isolation the following measures:

“a) Maintain the practice of reporting violence against women cases, through the Interpersonal/Self-Evoked Violence Notification Form to be inserted in the Grievances of Notification Information System (SINAN NET);

b) Provide shelter, guidance, and support to women in violence situations and maintain follow-up in the intersectoral protection and care network (FIOCRUZ, 2020);

c) When making the referral to the intersectoral network, find out about the functioning of the protection network for women in violence situations during the pandemic in order to “not make vulnerable or expose even more those who demand care” (FIOCRUZ, 2020);

d) Respect the women’s autonomy and their right to choose and follow the regulations of the Ministry of Health regarding assistance during the pandemic;

e) Assess signs of domestic and family violence and other forms of violence, in any and all health care services - even those in which the main complaint is not violence;

f) Maintain mandatory, comprehensive and multidisciplinary services available for people in sexual violence situations, as provided by the Law 12.845/2013”.

102. Finally, the National Secretariat of Policies for Women also articulated actions in partnership with *Correios* (national post office company) and “*Pátria Voluntária*” program (a national government initiative aiming to encourage volunteering actions) to donate fabric

¹ Labor-support professionals

for making protective masks, mobcaps for personal use and other items that can be distributed to the most vulnerable population during the new Coronavirus pandemic.

VIII – Please provide examples of good practices to prevent and combat violence against women and domestic violence and to combat other gendered impacts of the COVID19 pandemic by Governments.

105. As a good practice carried out by the Brazilian State, the elaboration of a Contingency Plan for Domestic Violence Against Women in the context of COVID-19 is presented in this section.

106. Taking into account principles as security, respect, confidentiality, cooperation, empowerment and a cross-sectional approach, the Contingency Plan aims at the strengthening of the confrontation to domestic violence against woman during the period of COVID-19 pandemic, considering the social isolation and confinement requirement, which can lead to an increase in the number of violence against women cases.

107. Foreseeing goals to be implemented throughout Brazil during the period of confrontation to the COVID-19 pandemic by the federal government bodies and institutions, also by the Network on Tackling Violence against Women, the Plan is based on 4 structuring axes, based on the National Policy on Tackling Violence against Women (2011):



108. The Contingency Plan advocates actions to be developed in each of these axes and, furthermore, it explains the governance process required for this purpose. Its management takes place in three spheres: the Federal, through the National/Federal Management Committee on the Domestic Violence Contingency Plan against Women; the states' sphere, through the State/District Management Committees on the Domestic Violence against Women Contingency Plan; and the Municipal, through the local Networks on Tackling Domestic Violence against Women.

109. In this context, the National Secretariat of Policies for Women (SNPM) coordinates the Contingency Plan, in partnership with the National Management Committee on the Domestic Violence Contingency Plan. The Committee is composed by representants from different federal bodies (the Ministry of Justice and Public Security, the Ministry of Health, the Ministry of Citizenship, the executive Office's Chief of Staff) and from judicial bodies (the National Council of Public Prosecutor, the National Council of Justice and the National Council of General Public Defenders).

110. The Ministry of Health, the Ministry of Citizenship, the Ministry of Justice and Public Security, the executive Office's Chief of Staff, the National Council of Public Prosecutor, the National Council of Justice, the National Council of Civil Police's Chiefs, the National Council of General Commanders, the National Council of General Public Defenders, the Organizations of Policy for Women (OPMs), the states and municipalities are all involved in the actions provided by the Contingency Plan.

111. Another good practice developed by the Brazilian State to be highlighted is the payment, during the period of three months, of an **emergency aid in the amount of R\$ 600.00 (six hundred reais) per month** to the worker who cumulatively complies with the requirements provided for in Article 2 of Law nº 13,982, of April 2nd, 2020. The Article 2, in its Paragraph 3, sets **the woman providing single-parent family will receive two installments of emergency aid payment per-month instead of one**, during the same three months. It demonstrates a special concern of the legislator with the guarantee of protection for women in social vulnerability situations brought by the COVID-19 pandemic.

IX – Please send any additional information on the impacts of the COVID-19 crisis on domestic violence against women not covered by the questions above.

113. During the quarantine period, the mapping of the equipment of the Service Network for women victims of violence and the services of *Casas da Mulher Brasileira* (Houses of Brazilian Woman) was intensified. This intensification has the objective to monitor the interruption or continuity of services and the conditions of service provision.

114. A guidebook on the different types of domestic violence against women, the Maria da Penha's Law and services available to tackle violence against women has been released and particularly disseminated on the internet and on essential services that remain active, such as supermarkets, pharmacies etc.

115. Another Guidebook entitled: "Domestic Accidents' Prevention & Quick Guide to First Aid" was prepared, foreseeing the possibility of an increase in the occurrence of accidents within home due to children and adolescents' confinement in their homes, who are usually under women's care (mothers, grandparents, sisters, aunts, etc.).

116. This material intends to contribute to families' safety during quarantine and social isolation caused by new Coronavirus (Covid-19). It brings important guidelines regarding domestic accidents that can happen more frequently, due to the greater time families have been spending at home. It was produced in a partnership between the National Secretariat of Rights of Children and Adolescents (SNDCA) and the National Secretariat of Policies for Women (SNPM), both members of the Ministry of Woman, Family and Human Rights (MMFDH).

117. Also, a Technical Cooperation Agreement was signed between MMFDH and *Caixa Econômica Federal* (a state bank) to carry out actions aimed at creating an environment favorable to banking inclusion and financial independence for women. *Caixa* will provide, starting June, virtual financial education workshops exclusively for women.

118. The Guidebook on Women's Economic Autonomy was prepared containing guidelines on entrepreneurship and work during the COVID-19 pandemic. It prescribes actions to be taken by the Federal Government to reduce the impact on the productive sector.

119. The Virtual Forum on "Economic Autonomy of Women in COVID 19 Times" will be held by the National Secretariat of Policies for Women (SNPM), in order to motivate the inclusion of women's economic life in the debates during preparation of recovery plans in national, state and municipal governments spheres, during and after the pandemic. The Forum also aims to socialize experiences and good practices developed by organized civil

society that guarantee the economic autonomy of women in times of pandemic and post pandemic and discuss new ways of including women in the formal and informal labor market.

120. At the end of the Forum, it is intended to prepare a document with a summary of the good practices presented and its main recommendations.

121. Regarding budgetary resources, the Ministry of Woman, Family and Human Rights (MMFDH) adopted measures that resulted in an increase of the resources available to the National Secretariat of Policies for Women for the year 2020 by more than 300% compared to the year 2019.

122. Among the measures, it is worth noting the articulation, during 2019, between SNPM and the National Congress. Due to these measures, and reflecting a joint effort between the Executive and Legislative powers, especially the Women's Bench and several parliamentarians, SNPM has R\$ 126 million available for programs and policy actions aimed at women to be carried out in 2020, against the budget of R\$ 30 million in 2019.

123. The use of resources resulting from parliamentary amendments depends on the Ministry of Economy, the body responsible for fiscal balance in the public coffers of the federal government. This year, the first budget window for the analysis of proposals by individual amendments was completed on May 15th, in addition to the resources from rapporteur and commission amendments being blocked due to the COVID-19 pandemic. Thus, the budget was only authorized in May, which resulted in the execution of only R\$ 5 million in the first half of the year.

124. However, the National Secretariat of Policies for Women foresees greater budgetary execution for the second half of 2020. An example is the forecast of undertaking the construction of nine *Casas da Mulher Brasileira* (Houses of Brazilian Women), located in Cuiabá (in the state of Mato Grosso), Japeri (in the state of Rio de Janeiro), Manaus (in the state of Amazonas), São Raimundo Nonato (in the state of Piauí), Cidade Ocidental (in the state of Goiás), São Sebastião (in the Federal District), Sobradinho II (in the Federal District), Sol Nascente (in the Federal District) and Recanto das Emas (in the Federal District) until the end of July this year.

125. In this regard and with respect to tackling violence against women and, furthermore, supporting women in situations of social vulnerability, it is emphasized that the largest portion of the SPNM budget will be allocated to the expansion of *Casas da Mulher Brasileira* (Houses of Brazilian Woman). About R\$ 61.2 million is allocated to the development

of this program, which corresponds to double the resources allocated to SNPM as a whole in the last year. Of that amount, R\$ 10 million will be invested in the maintenance of *Casas da Mulher Brasileira* (Houses of Brazilian Woman) units.

126. It should be noted that the implementation of *Casa da Mulher Brasileira* (House of Brazilian Woman) was reformulated in the current government. Also, the initiative, which allows welcoming and humanized care for women in violence situations will be expanded up-country, considering that there was a reduction in costs for the construction of new units. Thus, the implementation of 25 new houses is expected in the next two years.

127. In this context, it is worth remembering that six Brazilian states already have *Casas da Mulher Brasileira* (Houses of Brazilian Woman). There are units in operation in Campo Grande (in the state of Mato Grosso do Sul), São Luís (in the state of Maranhão), Boa Vista (in the state of Roraima), Fortaleza (in the state of Ceará), Curitiba (in the state of Paraná) and São Paulo (in in the state of São Paulo).

128. The SNPM budget also forecasts the development of initiatives such as the provision of training for women to gain space in the labor market and their consequent economic autonomy. The estimated amount for this action is R\$ 10 million.

129. Through these individual amendments to SNPM, measures must also be taken to strengthen black women, purchase basic materials for support centers, make campaigns and collect data through a digital platform. Another initiative planned in the budget is to carry out educational actions for the population in violence context, in addition to special training for health professionals in the service network for women under violence situations and basic education professionals also.