ABSTRACT
Public policies, in general, are proposed as government plans, which begin from the identification of a problem that requires an intervention from the State for its solution and the assurance of a better quality of life for the population. With this, in Brazil, the National Plans of Policies for Women (NPPW) were put forward as a way to systematize the actions intended for Brazilian women. The present work has as objective to analyze the III NPPW (2013-2015), especially the first chapter named “Equality in the labor market and financial autonomy”, based on the three analytical dimensions from Peter et al. (2007) – the descriptive, the conceptual and the normative ones. The results show that women are the majority in the Brazilian population and, still, even nowadays they suffer with gender inequality, spending the greatest part of their time taking care of the house and kids and being paid lower salaries than men. From the first chapter, autonomy and equality are the main values used to justify the actions towards women’s empowerment, so that opportunities in the labor market and income are created to reduce the situations of poverty and social vulnerability which they are in.

KEYWORDS
Autonomy; equality; women; National Plans of Policies for Women; labor.

Introduction
This work is articulated to a network research denominated “Public policies of social inclusion and gender transversality: emphasis, pressures and present challenges”, which involves a team of researchers from four Brazilian Universities (UFRGS, UNISINOS, UNIJÚI and UFRB). Specifically, in this research we analyze the first chapter “Equality in the labor market and financial autonomy” of the National Plan of Policies for Women (NPPW) regarding the period between 2013 and 2015, understanding it as an educative instance and as a document for gender production.

Plans may differ according to their intention, ranging from business plans, school plans, financial plans, government plans, among others. Sanches (1997, p. 192) defines government plans as a document where a certain government entity “defines the politic-pragmatic expression of its actuation, expressing by means of strategies, guidelines, programs and local...”

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5 We worked with this chapter because it is directly related to the theme of our research in the Post Graduation Program in Education in Sciences of UNIJÚI.
or regional objectives its main concerns and the emphasis that will be given to its actions in a certain period of time”.

But, according to Vieira (2003, p. 21), a plan is more than that: “it is the result of a transformation of the political program (...) by means of planning techniques, into a governmental instrument. This, being a more rigorous and precise scheme is, now, a calculation to support the action”.

To Ferreira (1994, p. 59), a notion of plan is “the systematized and justified presentation of the decisions made, related to the actions to be taken. That is, the plan is a document that says what will be done, as well as when, how and by whom, to reach a certain result”. A plan may also contain “the explanation for the reasons why the decisions were made: research elements, studies and analyses carried out to come to those decisions” (Ferreira, 1994, p. 59).

In Brazil, policies for women are guided by the schedule of the National Plans of Policies for Women. Until this moment, three plans were elaborated, resulting from the 1st, 2nd and 3rd National Conference of Policies for Women (NCPW), organized by the Secretariat of Policies for Women (SPW)\(^6\), which took place in 2004, 2007 and 2011, respectively. So, in 2014, the NPPW celebrated its first decade of existence.

In this context, this research seeks to analyze the first chapter of the III NPPW (2013-2015), based on the three analytical dimensions from Peter et al. (2007) – the descriptive, the conceptual and the normative ones. The descriptive dimension identifies relevant key-elements, while the conceptual dimension explains values, principles and suppositions present in the object of the research, in this case, the NPPW (2013-2015). The normative dimension, in turn, involves the evaluation of principles and values that must guide the public policy and its application. This type of analysis must highlight the values found after the descriptive and conceptual analyses are carried out.


The NPPW (2013-2015) consists of a plan from the Brazilian Government and, thus, deals with the systematization of actions intended to be developed, as well as the information and principles that guide and support these actions. It is a guideline, presented as a written document, which makes formal all the different moments of the decision making process. Therefore, it is constituted as a structural element in the configuration of a democratic State.

The NPPW (2013-2015) is organized in ten chapters as follows: 1) Equality in the labor market and financial autonomy; 2) Education for Equality and Citizenship; 3) Women’s health, sexual rights and reproductive rights; 4) Fighting all types of violence against women; 5) Empowerment and participation of women in spaces of power and decision; 6) Sustainable development with social and economic equality; 7) The right to the land with equality between women from countryside and jungle areas; 8) Culture, sports, communication and media; 9)

\(^6\) The current SPW, today with Ministry status, was, in 2002, linked to the Ministry of Justice and named as Special Office of Policies for Women. In 2003, it was transformed in Special Secretariat of Policies for Women and considered a branch of the Presidency of the Republic. It was only in 2010 that it got the current name – Secretariat of Policies for Women, having as objective “to promote equality between men and women and fight all kinds of prejudice and discrimination inherited from a patriarchic and excluding society” (SPM, 2015, no p).
Fighting racism, sexism and lesbophobia; and 10) Equality for young and elderly women and for women with disabilities (Brasil, 2013).

As mentioned above, we are especially focused on the first chapter, named “Equality in the labor market and financial autonomy”, since it is our interest to research programs that intend to include women productively in the public labor market7, such as the National Program of Access to Vocational Education and Labor Market, The “Mulheres Mil” Program and the Pro-Equality of Gender and Race Program.

Using the three analytical dimensions from Peter et al. (2007), we identify, by means of the descriptive dimension, relevant key-elements in the NPPW (2013-2015), a document that was elaborated within an unprecedented historical and social context in the country, governed for the first time by a woman and where the women are more than 52% of the Brazilian population and subjects of their own lives. Besides this, this document is inserted in a scenario of women’s claims such as the construction of day care centers, the combating of violence against women, the pursuit of equal salaries between men and women, etc.

Chapter 1, “Equality in the labor market and financial autonomy”, reassures the importance of the continuity of policies for financial autonomy and equality between men and women in Brazil, with emphasis in the public labor market. Such policies aim at reaching financial independence by means of professional training for women to work in rural and urban productive sectors, as well as the access to the labor market and the guaranty of their rights.

In Brazil, according to the Summary of Social Indicators (IBGE, 2014), Brazilian women are 79.9 million of the working-age population (WAP) in the country. From these, 44.4 million constitute the economically active population (EAP) and 35.5 million are the economically inactive population (EIP), while men are only 15.6 million of the same population.

Other figures that call our attention are the ones related to double shifts done by women in Brazil. Many of them perform their activities at work and after that they have to take care of household tasks and kids at home. According to data collected by IBGE (2014) the number of women who have double shifts is higher than men who do the same, corresponding to 35.7 million and 25.2 million respectively.

Even with the growing participation of women in the public labor market, the number of employed women is eminently urban. It is necessary to give more attention to the data regarding the participation of women in activities in rural areas, since a great part of these activities are intertwined with the care given to the family and the house and is classified as “domestic chores”. Thus, the real contribution from these women to the production and family income is misinterpreted (Brasil, 2004).

Besides the figures for economically active women in Brazil, one of the most significant evidences of the gender inequality in the public labor market is the difference in the average income for men and women. While women get an average salary of BR$ 1,614.00 (one thousand, six hundred and fourteen Reais), men get BR$ 2,146.00 (two thousand, one hundred and forty-six Reais) (IBGE, 2014).

7 We use the term “public labor market” according to the feminist approach as opposed to the terms private, domestic or familiar labor. The labor in a private space “(...) has posed as confining and restrictive, a space from which women must migrate out in order to break free and carry out the freedoms men take in the public space. This public space figures as one of freedom and emancipation, and it is characterized by the opportunity for work and education and by the protection of the law” (Chanter, 2011, p. 28). According to this author, the private work is marked by the feminine, while the public work is marked by the masculine.
Thus, it is possible to point out that public policies in Brazil are not neutral; they are governmental strategies to try to solve a social problem that affects mainly women from lower social classes. In this perspective, the policies for employment, labor and income have been implemented based on a demand for social inclusion, and they are present in the official discourse under the prerogative of minimizing the unequal gender division in the labor market and assure the women’s participation in the development of the country.

In this context, it is justified the importance of this first chapter of the NPPW (2013-2015), which has as objective

To promote equality in the labor market and the financial autonomy of women from the city, the countryside and forest areas, considering the inequality between men and women, the inequality of races, ethnicity and social classes, and developing specific actions that contribute to the elimination of the unequal gender division in the labor market, with emphasis in policies of eradication of poverty and valorization of the women’s participation in the development of the country (Brasil, 2013, p.14).

To achieve the proposed goals and the fulfillment and effectiveness of public policies, this chapter presents seven courses of action and 46 actions that guide the development of programs, projects and political and cultural actions to assure the valorization, recognition and promotion of women in Brazil, summarized as follows:

1) Insertion and permanency in formal employment relationships and in management positions: In this perspective, some points are established, such as: offering of vocational courses, campaigns for the valorization of women’s work, promotion of women’s insertion in the labor market, wage equality, production of statistical data about the work carried out by women;

2) Technical assistance and rural extension services, access to funding and credit, support to entrepreneurship, associations and cooperatives and to product trading: It may be understood as an instrument to the promotion of practices in solidarity economy, both in urban and rural areas.

3) Offering of public facilities and increase of free time: It involves the construction of daycare centers, nursery schools, full-time schools, universalization of maternity leave and extension of paternity leave, promotion of the culture of sharing household tasks between men and women, offering of social facilities that contribute to socially share household tasks, access to low-cost food, support to the provision and consumption of food (popular restaurants, community kitchens, food banks, among others);

4) Encouragement to professional qualification: It is similar to item 1, with an emphasis in training and education for the public labor market, in jobs and professions that do not reinforce the gender division;

5) Formalization of domestic workers’ rights: The guidelines proposed here aim at assuring to the domestic workers the same rights established in the Consolidation of Labor Laws (CLW) as to the other wage workers;

6) Protection and social security: It is an instrument to value the unpaid domestic work, assuring the right to pension for low income housewives and extend the registrations of women in the Brazilian social security system.
7) Obtainment of civil and legal documents: It is related to initiatives regarding the free issuing of Birth Certificates and other basic documents for women.

We highlight the importance of the first course of action, since the social, politic and economic differences between the genders, which are discussed in the first chapter of the NPPW (2013-2015), are confirmed in Wangari Maathai’s words, Peace Nobel Prize winner, who stated that “the closer to the top we get, the less women we meet there” (Adiche, 2014, p. 6).

We also highlight that all the guidelines consider the non-discriminatory work on account of gender, origin, race, ethnicity, social class, age, sexual orientation, gender identity or disability, and the responsibility for their implementation falls on different government offices\(^8\), which leads us to the second analytical dimension: The conceptual one. This dimension explains the values, principles and suppositions of the NPPW (2013-2015). According to Yeo (1996, p. 18), the conceptual analysis is used “to sort out the various meanings of key concepts and to unpack terms loaded with values and questionable assumptions”.

When analyzing the first chapter of the NPPW (2013-2015), we understand that it is inserted in the shared responsibility paradigm – intersectoriality\(^9\) - not fitting only to specific bodies of public policies for women to promote gender equality and autonomy, but also to all offices and agencies, in the three federative levels, both horizontally (among ministries) and vertically (at state, district an municipal levels). It is a task for the SPW the horizontal coordination, it being responsible for the articulation of the other offices and agencies, the organization of the developed work, and the follow up and evaluation of the results.

Besides the different offices and agencies involved, the III NPPW encompasses programs and actions that consider multiple women, in their differences and inequalities – intersectionality\(^10\) - as women from different social classes and educational levels, women from urban and rural areas, young and elderly women, women with disabilities, women from different races and sexual orientation.

On the other hand, the normative analysis involves the evaluation of principles and values identified which must guide the first chapter of the NPPW (2013-2015) and its application. By means of this analysis it is possible to describe the values that were chosen to inform the critiques and recommendations that follow the descriptive and conceptual analyses. In this plan, the guiding values and principles of the first chapter are: autonomy, labor, equality, education/qualification, valorization, solidarity economy, assurance of rights, and gender division of labor.

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\(^8\) Ministry of Education (MEC), Ministry of Social Development (MDS), Secretariat of Policies for Women (SPM), Department of International Relations (SRI), Ministry of Labor and Employment (MTE), National Youth Secretariat in the General Secretariat of the Presidency of the Republic (SNJ/SG/PR), Ministry of Foreign Affairs (MRE), Secretariat of Policies to promote Racial Equality (Seppir), Ministry of Agrarian Development (MDA), Secretariat of Human Rights (SDH), Secretariat of Social Communication (Secom), Ministry of Tourism (MTur), Ministry of Social Security (MPS), Department of the Treasury (MF).

\(^9\) According to Heilborn, Araújo and Barreto (2011, p. 37), “intersectoriality” is understood as the promotion of integrated actions among the different offices and agencies (…) allowing a better use of the accumulated knowledge and experiences, and collaborating to reach common goals, under such a coordination that aggregates all the contributions”.

\(^10\) Intersectionality considers the existence of subordination axes, which generate situations of inequality and discrimination such as racism, patriarchy and class oppression (Heilborn et al., 2011).
These principles constitute fundamental elements to eliminate the unequal gender division of labor, with emphasis in the eradication of poverty, the valorization of the work performed by women and in the assurance of their autonomy and participation in the country’s development.

In this first analytical phase we point out the values of equality and autonomy as the conductors of the justifications of the areas of action of the first chapter of the NPPW (2013-2015), which reinforces that these areas deserve to be extended “in order to build permanent, democratic and transparent bonds” (Silveira, 2003). In an initial effort to understand it, we may say that the term “equality” is generally linked to the negative prefix “in-equality”.

Great part of the arguments in the justification of the chapter is based on the arguments of “in-equality” of power between men and women, and for this reason they legitimate actions that are justified in the sense of public policies that ponder the different impact for both, moving towards the changing in the gender inequality.

We also point out the importance of labor as a way to provide women’s autonomy, present since the I NPPW (2004), considering that it must be assured to women the power to decide about their lives and their bodies; it must be assured the conditions to influence the events in their communities and in their country as well as the conditions to break the historical legacy, with the cycles and spaces of dependency, exploitation and subordination that constrain their lives in the personal, economical, political and social plans.

We observe that the III NPPW, in its first chapter, refers mostly to strengthening the participation of women as subjects of rights. So, it takes the different groups of women – white, black, Amerindian, young, elderly, disable, socially vulnerable, homosexual, heterosexual, etc. – as the subjects of the transformation, and the practices of the policies are thought in the sense of extending their autonomy.

The III NPPW acknowledges the legitimacy of specific actions to the empowerment of women who, as a social group, claim that they are still under conditions of subordination in the contemporary society. Agamben (2009, p. 59) discuss the singular relationship [between men and women] “with the time itself, which adheres to this and, at the same time, takes distance from it”. Therefore, in the present days, it is necessary to rethink cultural processes as areas of political actions, since the relationships, social positions and priorities have changed as time passed.

The first chapter of the NPPW emphasizes that the effective space of women in the economic work set in Brazil is recent, so that women need to be assisted by public policies. It considers that the logic that permeates the political propositions, even now, is that women and men play different roles in the contemporary society and, because of that, they have different needs.

Thus, we understand that public policies involve choices, disputes for power and

[...] they are not incidental neither they answer to ineluctable necessities of the government. Consequently, the fact that some questions (and not others) become object of decisions and public actions is something that needs to be explained in each specific situation and it is related to the social construction of proposals in the corporate and government contexts (Menicucci, 2006, p. 143-144).
So, the public policies to the development of autonomy and insertion of women in the public labor market, such as the NPPW (2013-2015), are not mere incidental facts, but indeed, they are an attempt by the Brazilian government to give an answer to the articulation of women for a change in the discriminatory practices and standards, resulting in the creation of policies and programs for the productive inclusion of women and the assurance of employment and income.

Conclusion

The NPPW (2013-2015) is a technical, strategic and political instrument that commits public officials and managers to the introduction and implementation of public policies for Brazilian women. In its first chapter, it reassures the guiding principles of the National Policy for Women, such as: the autonomy of women in every dimension of their lives; the search for effective equality between men and women, in all ambits; the respect to the diversity and the fight against all types of discrimination; the active participation of women in all phases of the public policies (Brasil, 2013).

By means of the analysis based on the three dimensions of Peter et al. (2007), we notice that all of them – the descriptive, the conceptual and the normative – present concepts, principles and values that are separated for analysis and classification, but constantly interact so that the public policies for women may be put into practice, and the financial autonomy and the equality in the public labor market become assured rights for Brazilian women, minimizing this way the situation of poverty and social vulnerability which they are in.

References


