

Paraguay

Country Assessment on Violence Against Women



UNFPA (United Nations Population Fund)

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Abbreviations

AECID	Spanish International Development Cooperation Agency
APREVIM	Assistance, Prevention and Rehabilitation of Male Violence
AVINA	Leadership for Sustainable Development in Latin America
BECA	Bilingual Education for Central America
CDE	Documentation and Studies Center
CEAMSO	Centro de Estudios Ambientales y Sociales (Environmental and Social Studies Center)
CEAPRA	Children's and Adolescents' Care and Assistance Center
CECTEC	Center of Peasant Education, Training and Technology
CEDAI	Comprehensive Assistance Center
CEDAW	Committee on the Elimination of Discrimination against Women
CEPEP	Paraguayan Center for Population Studies
CLADEM	Latin-American Campaign on Women's Rights
CMP	Women's Coordinating Commission of Paraguay
CODEHUPY	Coordinating Committee on Human Rights of Paraguay
CODEMU	Women's Rights Advisory Council
CODENI	Municipal Advisory Councils on the Rights of Children
CSE	Commercial Sexual Exploitation
DGEEC	General Directorate of Statistics, Surveys and Census
EDAI	Centro de Asistencia Integral (Comprehensive Assistance Center)
ENDSR	National Survey on Demography and Reproductive Health
ENSMI	1998 National Survey on Child and Mother Health
ENDSSR	National Survey on Demography and Sexual and Reproductive Health
EOP	Equal Opportunity Plan
IDB	Inter-American Development Bank
INTERMON	Spanish NGO of Oxfam International Confederation
ILO	International Labour Organisation
IOM	International Organisation for Migration
IPEC	International Program on elimination of Child Labour
IPS	Social Welfare Institute

MAJUVI	Improvement of Access to the Legal System of Women Victims of Domestic Violence
MEC	Ministry of Education and Culture
MIDAMOS	Measurement of the municipalities by established indicator
MSPyBS	Ministry of Public Health and Social Welfare
MoH	Ministry of Health
NGO	Non-governmental Organisation
POA	Plan Operativo Anual (Annual Operation Plan)
PRAVICOM	Program for Prevention of Intra Family Violence
PRIOME	National Program for Equal Opportunity and Results for Women in Education
PROMUR GES	Center for Women's Promotion and Social Management
SCJ	Supreme Court of Justice
SEDAMUR	Attention (care) Service for Women
SMPR	Secretary of Woman of the Presidency of the Republic
SNA	Secretariat for Children and Adolescents
TEKOPUAHU	(Word in Guaraní, the country's native language, that means "Renovation")
UN	United Nations
UNDP	United Nations Development Program
UNESCO	United Nations Education, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
VAW	Violence Against Women

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INTRODUCTION

Over the last 20 years, violence against women (VAW) has been increasingly recognized as a major health, human rights and development issue. The Secretary General's in-depth Study on all forms of violence against women (A/61/122/Add.1, and Cor.1) recommends intensified action to eliminate VAW at all levels. The General Assembly's resolution urges United Nations (UN) entities to enhance coordination and intensify their efforts to eliminate VAW in a more systematic, comprehensive and sustained manner. It further calls upon UN entities to orchestrate initiatives to assist States in their efforts to eliminate VAW women via the establishment of an Inter-agency Task Force on VAW. Via this Task Force, a pilot program on VAW has been initiated for 10 countries which include Burkina Faso and Rwanda from Africa, Jamaica from the Caribbean, Paraguay and Chile from Latin America, Fiji from the Pacific, Philippines from Asia, Jordan and Yemen from the Middle East and Kyrgyzstan from Central Asia. The Task Force will assist these States by supporting comprehensive national approaches on VAW women like designing and implementing national action plans prior to which, a country assessment on VAW women becomes a priority. It is within this framework that this country assessment on VAW women has been undertaken. The Paraguay country assessment on VAW will emphasize the nature and extent of following issues:

- Identifying the forms of violence, victims, perpetrators and consequences ;
- Existing relevant policies and laws pertaining to VAW;
- Stakeholders and their capacities; challenges and gaps in addressing VAW; and,
- Identifying priorities for interventions.

1.1 COUNTRY PROFILE

1.1.1 Geographical location

Paraguay is located in South America between two big countries, Argentina and Brazil. It shares borders with Bolivia in the north, Brazil in the south-west and Argentina in the east. Its name in Guarani language means “from a great river”. This name refers to the Parana River which Paraguay shares with Brazil. It has one of the biggest hydroelectric power plants in the world called Itaipu.



It is a landlocked country located at 23° S, 58° W latitude and longitude. It has a sub-tropical climate, with the Tropic of Capricorn passing through the city of Belen- Concepción Province, in the north of the country.

Paraguay has a total surface area of 406.752 square kilometers (15 inhabitants per square kilometer). It is divided by the Paraguay River into the prosperous Oriental Region in which 98% of the population lives and in the arid and dry Occidental Region, in which 2% of the population lives.

The total population of the country is more than 6 million people (of which 51% are men and 49% are women). 57% of the population lives in urban areas, while 43% lives in the countryside. A noteworthy fact about the population is the large youth population (with 70% of the population being under 35 years old).

Paraguay has two official languages: Spanish and Guarani, spoken by nearly 90% of the population. Spanish is used more in the urban areas, while Guarani is pre-dominant in rural areas of the country.

1.1.2 Administrative structure

Paraguay is a democratic country and is divided into 17 departments for administrative purposes. These departments have their own elected regional representatives. Asuncion, as the country's capital, houses the main branches of the legislature, the judiciary and the executive.

1.1.3 Key development indicators

Some of the Key Development Indicators for Paraguay are as follows:

Population	6,127.1
Total Fertility Rate	2.9
Population under 25 years	70
Adult literacy	94
Poverty line	35.6
Infant mortality rate (under 5, per 1,000 live births)	23
Maternal mortality rate(per 100,000 live births)	174
Urban population	57
Annual population growth rate	2.5
GDP per capita	1.928 USD
Population aged 65 and above	5
Physicians per 10,000 people	6.3
Population using improved water sources	77
Population using electricity at national level	96

1.2 Concepts related to violence against women

All the below discussed concepts are interrelated and often used interchangeably. Hence, it becomes important to define them clearly and arrive at a common understanding.

The term **violence against women (VAW)** refers to “any act that results in, or is likely to result in, physical, sexual and psychological harm to women and girls, whether occurring in private or in public. Violence against women is a form of gender-based violence and includes sexual violence”.

“**Gender-based violence (GBV)** is an umbrella term for any harmful act that is perpetuated against a person’s will, and that is based on socially ascribed (gender) differences. It may include physical violence, sexual exploitation, abuse and forced prostitution; domestic violence, trafficking, forced marriage or child marriage and harmful traditional practices such as female genital mutilation, honor killings, widow inheritance, and others.”

“Sexual violence, including exploitation and abuse, refers to any act, attempt or threat of a sexual nature that results, or is likely to result, in physical, psychological and emotional harm. Sexual violence is a form of GBV”.

II. METHODOLOGY

The methodology used to furnish this report in terms of data collection, data analysis and data presentation is as discussed in the following section.

2.1 Data collection

- Documentary review of:
 - Policies and legal frameworks
 - Studies conducted on VAW
 - Documents and publications of NGOs working on VAW
- The use of questionnaires to collect data from:
 - the Women's Secretariat of the Presidency of the Republic (SMPR)
 - NGOs
- Telephone and personal interviews with key people of governmental and NGOs

2.2 Data analysis

Data analysis essentially consisted of a thematic analysis of the emerging themes based on the data collected using the various above mentioned data collection methods.

2.3 Data presentation and interpretation

The collected data can be classified into the following categories:

- Forms of VAW, their location, causes, perpetrators, and consequences;
- Existing policies and laws on VAW;

- Stakeholders involved and their interventions:
 - i) Major government stakeholders (various line Ministries and their related public sector department) addressing issues related to VAW
 - ii) Judicial and related laws enforcement agencies (the police, for instance) active in addressing VAW
 - iii) UN agencies that have on-going programs focusing on VAW
 - iv) Civil Society actors (national and non-governmental organisations, community based organisations, trade unions, teachers associations, media, etc.) that work on issues related to VAW

- The financial, technical and human resources that the different stakeholders (public, civil society and UN organisations) have allocated to programs addressing VAW

- Capacities to address issues related to VAW:
 - i) Constraints to implementation of programs on VAW
 - ii) Capacity gaps of identified stakeholders that need to be strengthened to more effectively implement programs
 - iii) Strategies required to develop stakeholders' capacities

- Priorities for action.

III. VIOLENCE AGAINST WOMEN IN PARAGUAY

3.1 Forms and incidences of violence against women

Existing data on the forms and prevalence of VAW in Paraguay is available through a range of sources. The Documentation and Studies Center (CDE) has systematically documented cases reported in the press from 1989 till date. The *Kuña Aty* Foundation¹ also documents and files the cases of VAW reported to the organisation, as well as, from popular media. The annual reports of the Human Rights Coordinating Commission of Paraguay (CODEHUPY) echo the data registered in the Attention Service for Women (SEDAMUR) - an institution of the Women's Secretariat (SMPR) - and that of police records. Through its Public Relations Department, the Statistics Department of the National Police systematically records complaints made to Police Stations. SEDAMUR publicizes the data in various official and unofficial reports.

National and local level surveys are also valuable sources of information on occurrences of VAW. The Paraguayan Center for Population Studies (CEPEP, acronyms in Spanish) included modules on VAW (ENDSSR, 2004:291) in the 1995/1996 National Survey on Demography and Reproductive Health (ENDSR); in the 1998 National Survey on Mother and Child Health (ENSMI) and in the 2004 National Survey on Demography and Sexual and Reproductive Health (ENDSSR). In 2001, the CDE National Survey on domestic and intra-family violence gathered opinions, knowledge, reactions and experiences on the issue.

Although unification of data and its analyses is still pending, it is possible to provide an overview of the situation based on the available records and data. According to the Attention Service for Women (SEDAMUR) of the Women's Secretariat, the figures received as of the year 2000 are as follows:

Table 3.1 Number of cases of violence against women per year

¹ Kuña Aty Foundation is a non-governmental organisation that works on assisting women suffering from various forms of violence.

YEAR	NUMBER OF CASES
2000	420
2001	623
2002:	1303
2003	1404
2004	1214
2005	2033
2006	1557
2007 to October	1390

Source: Document provided by the SMPR for this report

According to data of the ENDSSR (2004), 33.4 % of women between 15 and 44 years of age, married or living with their partners, say, they suffered verbal violence; 19.3% reported physical violence and 7.6% reported sexual violence. The same source reports that 6.5% of surveyed women stated having been raped (with penetration) at some point in their lives. The document estimates that 78,000 women between the ages of 15 and 44 had been raped in the country in the year 2004(ENDSSR2004:299). Of these women, almost 60% (59.1%) were under 19 years of age when raped for the first time, and 20.1% were under 14 years of age.

SEDAMUR classifies VAW women into *physical violence*, *psychological violence*, *economic violence*, *sexual harassment* and *death threat*. A sample of the relevance of each category may be observed in the data collected in 2007 of the table transcribed in the Recitals of the *Bill to Suppress All Forms of Violence Against Women* submitted in December 2007 by Senator Carlos Filizzola to the Senate (given below):

Table 3.2 Types of violence reported at SEDAMUR

Type of violence	Physical	Psychological	Economic	Sexual	Sexual Harassment	Death Threats

Number of cases	274	545	502	34	7	28
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Source: Directorate, Support Service for Women (SEDAMUR), 2007

The following table summarizes the data provided by the Department of Public Relations of the National Police to this research of the cases reported as Sexual Coercion and Intra-family Violence in 2006, 2007 and 2008:

Table 3.3 Types of violence reported with the National Police

Year	Sexual Coercion	Intra-family Violence
2006	–	388
2007	348	441
2008: January & February	68	

Source: Nacional Police, data from the years 2006, 2007, 2008.

Data systemized by the CDE, regarding femicides indicates that 316 women died in circumstances related to domestic, intra-family and sexual violence in the 1995-2005 period.² *Kuña Aty* Foundation reported that 30 murders of women were recorded during 2006 (while the press had reported 15 cases of murdered women).³

Numerous reports of VAW were received during the first months of 2008 of which only some data was made public. In January 2008, the Women's Secretariat attended to 167 cases of violence. They can be classified as psychological violence (72 cases), physical violence (35), economic violence (54) and sexual violence (6).⁴ However, the press only reported 3 cases of murder that took place within days of each other in January.

An analysis of the reports of VAW cases received by SEDAMUR from January to September 2008 reveals reports coming in from women of all ages, but the maximum reported were from women aged 26 to 35.

Table 3.4 Types of violence reported by victim's age (in %)

² Shadow Report to the International Covenant on Civil and Political Rights (2006:84).

³ Included in the Recitals of the Bill to Suppress All Forms of Violence Against Women.

⁴ Written report delivered by the Women's Secretariat for this research.

Ages	Total no. of Victims	TYPES OF VIOLENCE REPORTED			
		Physical %	Sexual %	Psychological %	Economic %
0 to 15	1	0.1	-	-	-

Educational background	Total of Victims	TYPES OF VIOLENCE REPORTED			
		Physical %	Sexual %	Psychological %	Economic %
Primary	227	47	14	97	78
High School	277	46	16	98	78
Tertiary	36	42	17	100	78
University	50	48	6	96	56
Total	590				

Source: SEDAMUR, January to September 2008

Table 3.5 Types of violence reported based on educational background

16 to 25	148	44	14	96	83
26 to 35	206	45	28	88	76
36 to 45	141	58	23	99	72
46 to 55	75	47	17	97	72
56 and more	18	33	-	94	78
w/d	1	0.1	-	-	-
Total	590				

Source: SEDAMUR, January to September 2008

An analysis of the victim's education level reveals that women - regardless of their education levels - have filed complaints, although number of women with an educational level of a primary and high school education has filed the maximum number of complaints.

Table 3.6 Types of violence reported based on number of children that the victim has

Number of Children	Total of Victims	TYPES OF VIOLENCE REPORTED			
		Physical %	Sexual %	Psychological %	Economic %
None	31	55	29	100	45
One	167	40	10	96	89
2 to 3	253	44	13	98	77
4 to 5	89	86	25	100	72
6 and more	31	52	32	100	51
w/d	19	42	11	95	78
Total	590				

Source: SEDAMUR, January to September 2008

The numbers of children that the victim has are concentrated between 1 to 3 children per woman, but there are also women without children and women with more than 4 children, who have also reported violence against them.

Table 3.7 Types of violence reported based on victim's occupation

Occupation	Total Victims	TYPES OF VIOLENCE REPORTED			
		Physical %	Sexual %	Psychological %	Economic %
Housewife	255	52	11	87	69
Domestic Worker	51	49	12	84	71
Street Seller	33	39	9	67	48
Employed	101	36	9	86	67
Public Employed	61	56	16	80	54
Independent employed	59	42	17	85	73
Student	18	44	-	83	67
Unemployed	12	67	8	17	17
Total	590				

Source: SEDAMUR, January to September 2008

Women victims have different occupations, although those who declare themselves as homemakers are the most among the victims.

The following table reveals that husbands and former husbands of women are the commonest perpetrators of violence.

Regarding the different types of violence reported, in all cases, psychological violence is the most common, followed by economic and physical violence.

Table 3.8 Types of Violence reported, according to based on victim's relationship with the perpetrators

Relationship	Total of Victims	TYPES OF VIOLENCE REPORTED			
		Physical %	Sexual %	Psychological %	Economic %

Husband-ex husband	206	48	18	99	71
Concubine and ex-concubine	265	46	15	97	84
Ex boyfriend	49	16	2	71	76
Father/mother/Step father	8	100	25	100	88
Sons/daughters	9	89	-	100	44
Brothers/sisters	3	67	-	67	-
Boss	3	33	67	100	-
Other/family	47	34	28	91	36
Total	590				

Source: SEDAMUR, January to September 2008

3.2 Existing policies and laws on violence against women

Paraguay's policy framework has dealt with the issue of VAW since late 1980s. Throughout the 1990s, women's organisations proposed and drafted changes to civil and criminal legislation that discriminated against women. Several legal modifications were made during this time.

Created in 1986, *Colectivo 25 de noviembre* was the first NGO formed with the specific commitment on addressing VAW issues. Subsequently, the Women's Coordination of Paraguay (CMP) - a network of women's organisations - was created in 1987. Following the proposal drafted by the CMP, the Civil Code was reformed in 1992 to comprise legislation to safeguard women from economic dependency and subordination in the domestic sphere. In 1993, also following the proposal of the CMP, the Women's Secretariat of the Presidency (SMPR) was created. In 1996, the concept of sexual harassment was incorporated in the

Labor Code and in 1997, the Criminal Code was modified to include several references where VAW is a crime⁵.

Regarding policies, the Women's Secretariat of the Presidency (SMPR), established the eradication of VAW as a key point on its 1997-2001 *Equal Opportunity Plan* (EOP). The 2001-2008 and the 2008-2013 versions continue to stress on this issue. The National Plan for Prevention and Punishment of VAW was designed in 1994. Law 1600 on VAW received approval in 2000. This proposal was also drafted by the CMP. Subsequently, specific indicators and protocols were established for the treatment of VAW such as the *Protocol of Assistance to Victims of Violence* in health services⁶. The National Plan for Sexual and Reproductive Health, implemented from 2003 through 2008, introduced concrete indicators on VAW, for the first time.

As mentioned, the national policy on gender equality is the *Equal Opportunity Plan* (EOP) prepared by the Women's Secretariat of the Presidency of the Republic. At present, the second EOP is in effect. According to information provided, the SMPR is updating the Plan through a consultancy as it has expired. This Plan includes the elimination of VAW as a core theme and establishes strategic lines in this regard⁷.

The National Plan of 1994 for *Prevention and Punishment of Violence Against Women* estimated a 3 to 5-year execution period with annual assessments. According to information collected, this instrument is also being revised. One of the Plan's initiatives is to set up an Inter-agency Commission for its execution. This Commission, which had been inactive for several years, was reorganized in 2005 and is now functional. The information provided by the SMPR indicates that as a result of the Commission's work, an agreement has been signed with the Judiciary on the execution of a single form to be completed at Magistrate's Courts as a basic element for a unified record/evidence. The generation of this single record for the systematization of cases is an SMPR goal for 2008. Also, in 2005, the SMPR presented the manual *Design of an Alternative Model of Prevention and Comprehensive Care for Intra-family Violence* that describes concrete methods and contents for action.

⁵ See human rights reports of CODEHUPY and the Women's Yearbooks of the Documentation and Studies Center.

⁶ This document was designed in 2004 by the MoH and published in 2006 by CEPEP.

⁷ Up to date, the third version of the Plan was presented and is now under revision by those responsible for the same.

Others significant plans that address sexual exploitation and trafficking have been designed during this decade. One of the instruments is the *National Plan for Prevention and Elimination of Sexual Exploitation of Girls, Boys and Adolescents*, designed by the Coordinating Commission on the Rights of Children and Adolescents, and approved by the Executive in 2003. Other programs include *Program for Prevention and Eradication of Exploitation of Children and Youth in the Tri-Border Area* and the *2006 Plan for Reintegration of Victims of Trafficking in Persons*. Those plans are in effect although no reports on their execution have been received as yet. The Secretariat for Children and Adolescents (SNA) also reported that the Council for Children and Adolescents approved a *Plan for the Eradication of Child Mistreatment* in March 2008, which was designed by the NGO – BECA - and is currently being disseminated. The following table provides a list of these plans and programs.

Table 3.9. Plans and programs addressing violence against women

Year	Plan/Program	Agency
1994	National Plan for Prevention and Punishment of Violence Against Women	Women's Secretariat
2003	National Plan for Prevention and Elimination of Sexual Exploitation of Girls, Boys and Adolescents	CDIA
2003-2007	Plan for Equal Opportunity between Women and Men	Women's Secretariat
2005	Intervention Proposal on "Design of an Alternative Model for the Prevention and Comprehensive Care to Intra-family Violence"	Women's Secretariat.
2006	Plan for Reintegration of	Women's Secretariat

	Victims of Trafficking in Persons	
2006	Intervention Manual on Trafficking in Persons	Women's Secretariat
2007	Plan for Eradication of Child Mis-treatment and Protocol	Secretariat for Children and Adolescents

In the sphere of health, the public sector has most policies establishing the approach to VAW as a specific action, although there is no extensive knowledge of said policies or consistent practices on the part of the staff in this regard. Indeed, the *2003-2008 National Plan on Sexual and Reproductive Health*, the *National Plan on Comprehensive Care to Women*, the *National Health Policy* and the *National Policy on the Comprehensive Health of Adolescents* include references to the treatment of VAW victims by the health sector. In addition, a *2004 Protocol for Care to Persons in Situation of Sexual Violence* establishes the procedures for the provision of comprehensive care to victims of sexual violence.

The following table provides a list of these plans and the references to VAW:

Table 3.10 Planning instruments for the health sector with reference to violence against women

Name	Reference to gender violence
National Health Policy. 2005 – 2008: <i>Building a State Policy on “Health for All with Equity” together</i>	This is among the national programs mentioned by the policy as a priority
2003-2008 National Sexual and Reproductive Health Plan	Establishes prevention of sex-related violence, and its physical and mental treatment establishes an indicator referring to violence: <i>Percentage of mistreated women due to sex-related violence</i>
National Plan for Comprehensive Care to Women 1999	Among the specific plan, mentions the Plan for the Eradication of Violence Against Women

National Policy of Comprehensive Health of Adolescents – 2006, Ministry of Health	Includes a component on violence; this plan is being publicized, mainly through the Coordinating Committee on the Rights of the Child and Adolescent
Protocol of Care to Persons in a Situation of Sexual Violence, 2004	Establishes the steps that health staff must take in cases of sexual violence

As mentioned above, these plans and programs are barely known to the health care providers of the public health delivery system. This is apparent in the study on health programs performed in 2006⁸ by interviewing the people responsible in six identified regions of the country. It has been established as well in the research *La descentralización sanitaria en el Paraguay ¿Un aporte a la igualdad de género?* performed by the Documentation and Studies Center (CDE) in 10 municipalities of the country (currently in the finalization stage).

The Ministry of Internal Affairs is implementing the *Program for the Prevention and Care of Violence Against Women* (PRAVICOM) that, according to SEDAMUR, consists of a filing system. According to the information received, this program functions in the Centers of Primary Care to Victims of Violence in Precincts 1, 12 and 15 of the Metropolitan Police and Precincts 1, 3 and 7 of the Central Police.⁹

There are also plans and policies of State Secretariats that require the incorporation of indicators of VAW, such as the recently drafted *Indigenous Health Policy* (2007).

As for the legal framework, besides the laws approved in the 1990s, a number of bills to address VAW have been submitted to Parliament recently (post 2000). The Parliamentary reaction to the bills has varied according to the content and force of each proposal. The *Bill*

⁸ Soto, Lilian 2007 *Final Consultancy Report of the Program A Comprehensive Health for Men and Women* [Asunción: Unpublished].

⁹ At this point it is important to describe the experience of this consultant, a representative of CLADEM and a member of the Feminist *Forito* who went to the 12th Precinct in order to learn about the situation of two women in jail for murdering their partners; both the women publicly declared they had acted in self-defense in the face of situations of violence. On January 31 2008, when the aforesaid women were in the 12th Precinct, the police officer at the front desk received a call and immediately asked if we could respond to the call as it was a case of violence/harassment. Taken aback, Elba Núñez from CLADEM took the call and tried to guide the woman who was asking for help. We are describing this situation in order to depict the lack of training of one of the police institutions (which supposedly is in charge of responding to requests for help of women in violence situations). CLADEM also reports having observed deficiencies/lack of capacities of the National Police in this regard. In its Activity Report, it says that in the 12th Precinct “we witnessed the inconvenience of the place where reports are received; in fact, while we were waiting, a woman came to report the disappearance of her daughter and she had to do so right there in the corridor in front of ten strangers”.

to Create the National Program for Prevention and Assistance to Victims of Crimes against Sexual Autonomy and Against Minors and the *Bill on Sexual, Reproductive and Prenatal Maternal Health* - both submitted by Senator Carlos Filizzola - were rejected after a short-lived debate and at the request of fundamentalist sectors of a number of churches. The *Bill on Protection in Criminal Proceedings of Girls, Boys and Adolescents Victims of Violence and Sexual Abuse*, although passed by Parliament, was vetoed by the Executive. The *Bill against All Forms of Discrimination* and the *Bill to Suppress All Forms of Violence Against Women* were submitted in 2007 and are presently under review in Parliament.

The laws, bills and policies on VAW have been proposed, and in some cases incorporated, in the context of Paraguay's signing onto a number of international human rights conventions. Some of them are the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in 1987, the American Convention on Human Rights in 1989, the International Covenant on Civil and Political Rights in 1992, the Inter-American Convention on Prevention, Punishment and Eradication of Violence Against Women (known as the "Belém do Pará Convention") in 1995, the San Salvador Protocol in 1997, the Protocol to Prevent, Suppress and Punish Trafficking in Persons in 2004, among others¹⁰. In addition, articles 46 and 48 of the 1992 National Constitution institutionalize equality between men and women, and article 60 establishes the obligation of the Paraguayan State to formulate policies against intra-family violence.

Table 3.11 Laws and Bills mentioning violence against women

Name	Current Situation
Labor Code. Law 496/95	In effect
Law 1600/2000 – Against Domestic Violence	In effect, with observations and modification bill prepared by consulting firm
Modification Bill of Law 1600/2000	Submitted by the Secretary of Woman to the Commission on Gender Equity of the

¹⁰ The list of these instruments, as well as their contents, can be found in several documents, for example in the book *Normas internacionales de Protección de los derechos humanos. el Compendio temático para defensores de derechos humanos* (CODEHUPY, 2002).

	Senate
Bill to Create the National Program for the Prevention and Assistance to Victims of Crimes Against Sexual Autonomy and Against Minors	Rejected by Parliament in 2005
Bill on Protection in Criminal Proceedings of Girls, Boys and Adolescents Victims of Violence and Sexual Abuse	Submitted in 2006 by Senator Filizzola, the Senate remitted it for treatment in conjunction with the reform of the Criminal Code
Bill on Sexual, Reproductive and Pre-natal Maternal Health	Rejected by Parliament in November 2007
Law that modifies Criminal Code N° 3440	Approved on December 20, 2007, with partial veto by the Executive remitted in March 2008. Currently being studied by the Congress
Bill to Suppress All Violence Against Women	Submitted to Parliament, currently being studied by the commissions

Law against Domestic Violence

A consulting firm contracted by the Women's Secretariat has studied Paraguay's Law 1600/2000 Against Domestic Violence. The document proposes modifications that were submitted on November 25 2008 to the Commission on Gender Equity of the Senate. The Women's Secretariat has announced that it will initiate a discussion process with civil society. Recently, the first punishment meted due to an instance of domestic violence was publicized.¹¹

Law that modifies the Criminal Code

During 2007, a study was made for modification of the 1996 Criminal Code. After a lengthy process, the Senate approved the Law on December 20, modifying 57 articles, some of which had been proposed by human rights organisations. The criminalization of child pornography is among these noteworthy modifications. Others, such as forced prostitution, were not incorporated. In January 2008, the Executive vetoed 3 articles referring to sexual

¹¹ See clippings of newspapers dated February 27, 2008.

procurement (pimping) and child pornography; this veto is currently being studied by Parliament.

Regarding family violence, according to the analysis of CODEHUPY, the reform “*does not adjust and modify the criminalization of the crime of family violence (Art. 229), in the terms determined by the CEDAW. The Final Observations of the 32nd Session Period of the CEDAW to Paraguay state: “The Committee observes with concern that the provisions of the Criminal Code relating to domestic violence and sexual abuse penalize these acts inadequately”, and therefore “urges the State Party to adopt a comprehensive approach to VAW women and girls” and “to undertake, without further delay, the revision of Article 229 of the Criminal Code and Articles 136 and 137 to adapt them to the Convention and General Recommendation N° 19, to effectively fight all forms of physical, psychological and economic violence against women, ensuring that the perpetrators of such acts shall be prosecuted and punished and that women are effectively safeguarded from retaliation”.*¹²

Rejected Bills

Two key bills to address VAW have been rejected by the National Parliament. The bill creating the Program of Assistance to Victims of Crimes Against Sexual Autonomy was rejected in 2005 and the Bill on Sexual, Reproductive and Pre-natal Maternal Health was rejected in 2007. In both cases, the arguments used for the rejection were based on the existence of bills mentioning freedom of sexual option and the gender perspective.

Bill to Suppress All Forms of Violence Against Women

In December, Senator Carlos Filizzola submitted the *Bill to Suppress All Forms of Violence Against Women*. On March 25, 2008, a public hearing was held to discuss the proposal submitted.

Finally, it is important to acknowledge that momentum for government redress on issues relating to VAW came from civil society, predominantly NGOs, feminist organisations, and the women’s movement. The *Kuña Aty* Foundation, for instance, is well-known for strong social activism on VAW.¹³ *Colectivo 25 de noviembre* has also been a pioneer in the fight against VAW; this organisation has been the first in providing support to women suffering

¹² Analysis of CODEHUPY.

¹³ According to the National Survey on Domestic and Intra-family Violence ,almost 80% of the people who mention private institutions who provide services on this issue, mention the *Kuña Aty* Foundation.

violence through legal and psychological assistance, as well as via rallying meetings and demonstrations, thereby bringing the issues to the discussion table.

Inter-agency committees and networks of social organisations also carry out work to address VAW. For instance, 2005 witnessed the establishment of the *Interagency Commission of the National Plan for Prevention and Punishment of Violence Against Women*, as well as and the *Interagency Committee for Prevention and Fight against Trafficking of Persons in the Republic of Paraguay*, created by decree in 2005. The *Interagency Commission of the National Plan for Prevention and Punishment of Violence Against Women* meets twice a year, and on an impromptu basic when necessary. The *Interagency Committee for Prevention and Fight against Trafficking in Persons* holds monthly plenary meetings.

3.3 The main stakeholders and their interventions

There are a sizable number of organisations that are involved in addressing VAW. Those include (but are not limited to) the following actors working at different levels:

3.3.1 Public stakeholders

Women's Secretariat of the Presidency of the Republic (SMPR)

The formulation and implementation of public policy on VAW is the mandate of the Women's Secretariat. This State agency has a service called SEDAMUR, which is a Center that provides direct care to women who are victims of violence. It carries out a wide range of activities and has signed agreements with several ministries, institutions and authorities. Created in 1997 as a Care Center for Women, SEDAMUR then became a Directorate (called Unit of Support Service for Women). It encompasses the Care Center, the Center for References of Trafficking in Persons and Area VI "A Life Free of Violence".

SEDAMUR provides:

A Care Center with professionals (Psychologist and Attorney): Psychological Care is provided through consultations and legal aid consists of counseling on violence reports and child support. Care is not provided 24 hours a day. According to the information on the SMPR webpage, reports can be made by filling in the form on the web.

Telephone Care: There is a widely publicized telephone number. It is not a hotline because the calls are answered by any office employee; it is not free either. At present, it is available only during office hours. There are reports that they are working on making the telephone line available 24 hours a day.

Receipt of forms on reports of violence cases from the Magistrate's Courts: At this juncture, there are no verifiable sources on the flow of information or the procedures for the forms to reach the SEDAMUR.

Center of References on People Trafficking: A shelter home has been opened victims of trafficking with resources of the US Embassy and State counterpart funds. According to the SMPR, the shelter is relatively well equipped.¹⁴ Public dissemination and prevention campaigns have been carried out on the issue of trafficking. Furthermore, in 2005, the Inter-American Development Bank (IDB) approved a non-reimbursable loan for the same. According to information collected, negotiations in this regard begun in June 2006 and were completed in 2007; at present, the project has been set up and the preliminary conditions demanded by IDB are being met so as to initiate the execution.

Shelter for Mistreated Women¹⁵: As of 2004, SMPR has worked for constructing a shelter for mistreated women. The Spanish International Development Cooperation Agency (AECID) is the lead funder with a contribution of Euros 400,000. The first stage, financed with half the amount (200,000 Euros) consists of the construction of the building on a plot donated by the Ministry of Economy. The Technical Planning Secretariat (STP), responsible for managing the funds, summoned a bid process for this purpose. The process was suspended in 2007; no tenders were received once the call for bids had been made. According to those from SMPR responsible for the project, this suspension was because the budget for the construction that had been designed was higher than the amount of the cooperation and according to the STP, several adjustments are required. Likewise, the SMPR has been requested a series of procedures - such as the exemption of the property and construction tax as requirements in order to reopen the bid process. All these procedures have been completed; however the STP has not reopened the bid. The second disbursement of the AECID cooperation is required to finance a small proportion of the purchase of furnishings and a greater percentage for training the actors involved. This amount has also been paid out. According to recent reports, a soil

¹⁴ Electronic communication with Marta Diarte of the SMPR.

¹⁵ Information provided by Ramona Aranda, responsible for the SMPR project.

study on which the construction will be made is required in order to be able to give way to the bidding process.

Agreements with other institutions: According to SMPR, the agreements that this institution has signed on the elimination of VAW are as follows:

- Interagency Cooperation Agreement between the Ministry of Internal Affairs, the National Police, the Ministry of Public Health and Social Welfare and the Women's Secretariat of the Presidency of the Republic.
- Cooperation Agreement between the Ministry of Justice and Labor, the church *Centro Familiar de Adoración* and the Women's Secretariat.
- Memorandum of Understanding and Interagency Cooperation between the Association of Judges of Magistrate's Courts of Paraguay and the Women's Secretariat.
- Agreement between the Center of Environmental and Social Studies (CEAMSO) and the Women's Secretariat.
- Framework Agreement between the Supreme Court of Justice and the Women's Secretariat.
- Agreement between the Program Assistance for Male Violence Rehabilitation (APREVIM) and Women's Secretariat.
- Agreement between the *Colectivo de Mujeres 25 de Noviembre* and the Women's Secretariat.
- Framework Agreement between *Kuña Aty* Foundation and the Women's Secretariat.

The previously mentioned agreements have allowed the incorporation of certain specific actions to counter VAW in other public institutions. There are also entities providing direct care, such as the National Police. It is important to underscore the role played by the National Police 911 system that, as mentioned above, receives a great proportion of domestic violence reports; even so, this system does not have the specific skills to meet the needs of the cases of VAW.

Below is a list of the public institutions that address VAW issues:

Table 3.12 Public institutions addressing the issue of violence against women and related action plans

Institution	Actions
Ministry of Health & Public Welfare (MoH)	<p>The Social Welfare Institute maintains a community care center that was the headquarters of the <i>Regional Pilot Program for Prevention and Care to Intra-family Violence against Women</i>.</p> <p>It was initially set up by the SMPR with IDB assistance in order to create capacity to cover the needs of VAW victims. The center, called TEKOPUAHU, operates on the premises of the Child and Mother Hospital of Loma Pytá, now under the sole responsibility of the MoH. It provides pre-judicial service to cases of violence and child support. According to SMPR, this center has an interdisciplinary team: psychologists, attorneys and social workers and is served by officials reporting to the Social Welfare Institute of the MoH. Reports indicate that two more centers were opened, one within the Health Service N° 9 and another in the Santa Teresita Shelter.</p> <p>In 2004, the <i>Protocol for Care to Persons in Situation of Sexual Violence</i> was designed within the 2003-2008 National Sexual and Reproductive Health Plan – printed by CEPEP in 2006.</p> <p>The Medical Emergency Center has a <i>Unit for Care to Victims of Intra-family Violence</i>, to which the cases of the medical service are referred and which has 2 professional psychologists providing psychological care.</p> <p>There is no information on the existence of some specific area to attend cases of violence at the Social Welfare Institute (IPS).</p>
Ministry of Foreign Affairs	<p>There is an <i>Interagency Committee for Prevention and Fight Against People Trafficking for sexual exploitation</i> created by decree, including its functioning regulations.</p> <p>Via Decree N° 8063 dated August 21, 2006, the Presidency of the Republic</p>

	<p>authorized the Ministry of Economy to sign a US\$ 150,000 non-reimbursable technical cooperation agreement with the IDB Special Operations Fund in the framework of the international organisations country strategy for Paraguay in the 2004-2008 period, to be executed by the SMPR for the support program to fight against people trafficking, specially of women and children¹⁶; in 2007, the amount was entered into the Nations General Budget but has yet to be executed.</p>
Ministry of Internal Affairs	<p>The Department of Family Affairs of the National Police provides free legal advice to cases of domestic violence and child support.</p> <p>The Women's Secretariat and <i>Kuña Aty</i> Foundation has provided training to police officers and the officers of the Specialized Urban Police.</p> <p>Pursuant to Resolution N° 309 dated August 10, 2006, of the National Police Main Office, Primary Care Centers are implemented in certain precincts, although normally the reports are received in all precincts according to the information collected.</p> <p>The National Police 911 System, according to the justification of the bill to suppress all forms of VAW recorded 11,691 calls from women victims of domestic violence from January to October 2008. This equals 85% of the calls answered according to sources of SEDAMUR". According to information provided at the National Police, the system is activated with the call to 911, then the data is entered, the transmission of the request by radio takes place and the patrol car is sent to the location. According to the person who provided the information "often by the time the patrol car arrives the problem 'has been solved'; if it is not 'solved' the precinct of the jurisdiction intervenes, which contacts the Public Prosecutor's Office. This reveals that no personnel have been trained for cases of violence (because supposedly, the household itself has to solve its problem).</p>
Ministry of Justice	<p>The Ministry has a Directorate of Social Promotion of Working Women, but the objective of elimination of all forms of violence against working women is not</p>

¹⁶ January-November 2006 report on the Actions of the Women's Secretariat.

& Labor	<p>present in its work operations.</p> <p>In 2004, the Women’s Secretariat signed an agreement with the Ministry of Justice and Labor to articulate policies for women deprived of their freedom, mainly for them to learn a trade.</p> <p>In 2005, the Women’s Secretariat and the <i>Colectivo 25 de Noviembre</i> carried out a campaign “You harass, I accuse” to encourage reports of sexual harassment.¹⁷ No other actions were taken afterwards.</p> <p>The cases of violence suffered by women deprived of freedom are not addressed.</p>
Ministry of Education	<p>It has the PRIOME and now a report on its revision has been concluded. Among its achievements is the setting up of a <i>program of reporting harassment, abuse, violence and exclusion against girls, young women and women in the educational system, which is producing its first results.</i>¹⁸</p> <p>According to the SMPR, the Ministry of Education and Culture (MEC) has the so-called <i>Center of Administration of School Disputes</i> directly dependant of the Minister’s Office and has a phone number (0800 11 55 00) to receive reports of any kind of complaints. Many people call that number for information purposes. Very few calls are reports of harassment, sexual aggression or abuse and if so, they are referred for legal counseling.¹⁹ This Ministry also states: “<i>The issue of violence is briefly addressed in the national curriculum in the 1st and 2nd cycles of basic education while gender is a crosscutting component, in the 3rd cycle of basic education (4th and 5th cycles does not talk about it). At the level of intermediate education (6th, 7th and 8th grades), it is included in social sciences, mathematics, language and literature, arts and its technologies, and in sciences, in the health module. The teacher training curriculum talks about the rights of women and children are discussed. The teachers’ specialization course in ethics studies deals with women’s rights in details. At present, a new curricular plan is</i></p>

¹⁷ Women’s Secretariat – 2005 Yearbook

¹⁸ Reports of the Member States on the implementation of the Inter-American Program on the Promotion of Women’s Human Rights and Gender Equity and Equality (IAP) - Paraguay’s report to the second women’s ministerial meeting, April 2004.

¹⁹ Electronic communication with Marta Diarte of the SMPR.

	<i>being prepared for teacher-training, which will give stronger emphasis to the issue of violence and sexual and reproductive health.”</i>
Judiciary	<p>The Human Rights Directorate has been functioning since year 2000 with a focus on women’s issues, the objective of which is to detect the main obstacles of the administration of the justice for women victims of violence.</p> <p>The Public Prosecutor’s Office has a Women’s Department – Tutelary Area - but further information on this Department is not been made available.</p> <p>The Women’s Secretariat and CLADEM have fostered the training of judicial officials and provided training to the different regions. In May 2005, the agreement signed between the SCJ and CLADEM was publicized in order to continue this training process.</p> <p>In terms of the agreement between the Supreme Court of Justice and the SMPR, the Court announced the compulsoriness of filling in the Violence Filing Form at Magistrate’s Courts.</p>
Ombudsman’s Office	<p>The Women’s Rights Department is part of the Directorate of Analysis and Reports and according to information unofficially provided, it assists victims of violence by providing free legal counseling and drafting documents for submittal to the judicial system. Cases for child support claims are also covered.</p>

Provincial Governments

Through the Decentralization Directorate, the Women’s Secretariat has fostered the creation of 17 Provincial Women’s Secretariats. The Provincial Secretariats, in turn, facilitate Municipal Secretariats for Women in their respective areas of jurisdiction. Some of those secretariats address VAW.

During telephonic consultations made with various government departments, it was revealed that only the Governments of Central and Itapúa Departments indicated they had an Annual

Operational Plan or a Work Plan. In general, the Women's Secretariats are departments of the Social Development Directorate and the issue of VAW is addressed in the health area. The areas of intervention on the issue of violence consist mainly in training and counseling for referral of cases to Magistrate's Courts. Only the Women's Secretariat of Amambay indicated that it follows up on serious cases.

The Government of the Central Department indicated it had even made efforts to find shelter for cases of women and their children in serious danger, as well as legal counseling for reports and the provision of child support. The Provincial Government has also set up Municipal Women's Secretariats in 11 of the 19 municipalities that make up the jurisdiction of the Provincial Government, stating that the main problems are the Mayors who do not assign importance to the issue because they "have other priorities".

In the Provincial Government of Itapúa, only two Municipalities have not managed to set up Women's Secretariats.

In the Provincial Government of Boquerón, the women's area is run in conjunction with the area of Indigenous Affairs, and efforts are being made train officials of the other municipalities of the jurisdiction.

All the contacts expressed that they suffer budgetary difficulties and that they work with the Women's Secretariat and, in some cases, with non-governmental organisations such as *Kuña Aty* or *Colectivo 25 de Noviembre*.

Municipalities

Of the Provincial capital cities, the Municipalities of Asunción and Encarnación have Gender Policy Departments or Directorates that include the VAW component. Interestingly, according to the MIDAMOS Project (measurement and ranking of the municipalities according to established indicators), the Municipalities have indicated that they refer the cases of violence to the Magistrate's Courts.

Municipality of Asunción

Until 2006, the Gender Policy Directorate of the Municipality of Asunción had and a hotline for registering VAW cases, answered by a professional psychologist. However, since 2007,

these are no longer functioning. At present, training workshops are only held in schools upon request. This training is carried out with material from the Women's Secretariat or other organisations. In 2006 and 2007, a budget was available to set up a shelter for women victims of violence and a house was rented for this purpose. However, the project was completely left aside at the end of 2006 and in 2007, it was not a priority for the Municipality and the contract with the proprietor was terminated. In 2008, there was no budgetary allocation for this project.

Municipality of Encarnación

The Women's Rights Municipal Advisory Council (CODEMU) is part of the Municipality of Encarnación. It collaborates with other organisations, such as *Kuña Roga*, and functions like a community intervention network (the webpage of the Municipality provides a detailed report on its activities). As per their explanation, CODEMU's work focuses on the provision of care and as a pre-judicial body. Services are provided by one lawyer and two psychologists. The cases are not followed up once they are referred to the Courts, unless the Judge determines the need for *family therapy*. All the reports are recorded and an assistant is mostly responsible for their verification. CODEMU has its own resources assigned by the Municipality (although activities are carried out with other organisations through agreements). The deficiency is the lack of job alternatives for women victims, as a result of which women find it difficult to cut ties with the aggressor or withdraw the report due to lack of resources.

3.3.2 UN agencies

Different UN agencies are involved in addressing VAW in various ways and at different levels. The agencies whose mandate directly covers VAW include UNFPA, United Nations Development Fund for Women (UNIFEM), United Nations Children's Fund (UNICEF), International Labor Organisation (ILO) and United Nations Development Programme (UNDP).

UNFPA supports the reinforcement of policies, at a national level, to prevent GBV with technical and financial support. It pays special care to the promotion of reproductive rights and the treatment of sexual violence based on gender. This is a crucial part of its country program and is the reason why all the operations are driven to create programs and strategies in the field focused on young women, sexual violence, and activities for men and boys.

UNICEF implements different programs to improve children's quality of life and achieve the comprehensive exercise of their rights. It has achieved advances on the conformation of the National System of Promotion and Protection of Children rights with national, regional and local instances of detection, protection, and prevention of violent situations against children, adolescents and woman, as well as to protect them in cases of vulnerability of their rights. It also develops law processes, strengthen the capacities to protect and promote children and adolescents rights (and via putting a strong emphasis on vulnerable groups).

UNIFEM financially and technically cooperates for institutional strengthening of women's organisations and NGOs and their actions, emphasizing the institutional objective of putting an end to VAW. Its technical capacity to promote gender equality and women's rights enables them to act on areas such as the eradication of poverty, reduction of VAW, increase women's political participation and to establish working alliances with social and feminist organisations. This emphasis has been demonstrated via the successful implementation of the project: "Monitoring and training to improve the access to justice of women victims of violence" as well as the Latin American and the Caribbean Committee in Defense of Women's Rights, granted by the Fiduciary Fund to fight against violence, 2006.

ILO works in Paraguay through its sub-regional office in Santiago, Chile and a project office in Asunción. The activities are part of the Program of Decent Work agreed on with the Government. The goals are: institutional strengthening, creation of quality job opportunities and the improvement of respect for labor laws. Among the noteworthy achievements are programmes addressing HIV/AIDS at the work place (2007) and employment policy for equal opportunities (2006). It has had a long history of promoting gender equality, cooperating technically with "International Roundtable to Fight Against People Trafficking" and helping to improve the domestic employment labor conditions in the country. During the last years, five massive campaigns have been developed addressing the problems of domestic work, with a special focus on young female domestic workers.

UNDP works in Paraguay to achieve development objectives by strengthening democracy and representative national institutions. One of the main programs is "Governance and State Modernization", which resulted into higher budgetary allocations for social issues during 2005 and 2006. This was achieved through the inter-agency project called "Invest in People" with UNICEF and UNFPA and with support to the Minister of Internal Affairs on civilian

security. Under this umbrella, VAW became an important issue for creating data and developing consciousness about this major human rights problem.

UNIFEM, ILO, UNDP, UNFPA and UNICEF are part of the Inter-agency Gender Group, which have taken VAW as the most important issue for action. This group is promoting the National Committee - recently formed to lead the joint programming activities on VAW in Paraguay.

3.3.3 International organisations

International organisations such as Diakonia and Canada Fund have been promoting local initiatives to eliminate VAW. One of Diakonia's priorities is on achieving gender equality. Within gender issues, elimination of VAW is an important goal. Canada Fund also includes work on gender issues and most of the initiatives implement activities to eliminate VAW.

3.3.4 Civil society/local organisations

Civil society organisations have been pioneers in the work of addressing VAW. Their studies, as well as the actions they carry out, began in the 1980s, prior to the downfall of Stroessner's dictatorship. Alongside work on their distinct mandates, a number of the various NGOs and committees that address VAW in Paraguay worked together on the *Campaign of 16 Days of Activism Opposing Violence Against Women*. This campaign, was part of the international campaign *16 Days of Activism Against Gender Violence* and was financed by UNIFEM. It gathered 27 Paraguayan organisations, among which were human rights organisations and women's organisations. The campaign's main actions consisted of street actions and demanding answers from public institutions such as the police and the Women's Secretariat, among others.

The table below provides information on the organisations working on the VAW women issue in Paraguay.

Table 3.13 Organisations working on issues of violence against women

Name of the Network/NGO	Tasks and Actions
Amnesty	Has lead an international campaign "STOP violence against women",

International	with mass dissemination materials produced for the purpose.
APREVIM (Assistance for the Prevention and Rehabilitation of Male Violence)	<p>The organisation begun in 2003 at the request of the Supreme Court of Justice in order to organize programmes targeting male aggressiveness.</p> <p>The idea of setting up the organisation was rooted in the conviction for reducing the violence rates and which cannot be achieved solely through the empowerment of women but also by incorporating the ‘other side of the coin’, i.e. those responsible for the violence: the male aggressor; hence a programme targeting male violence has been implemented.</p> <p>The organisation has established agreements with the Association of Judges of Magistrate’s Courts of Paraguay, the Women’s Secretariat, Public Prosecutor’s Office, Criminal Courts of Guarantees, in order to implement the treatment system at extremely low cost for users of the service. Training projects have also been provided in conjunction with the Women’s Secretariat targeting judges, police officers and physicians. Work has also been done through a consultancy for the construction of the New Masculinity in Latin America, contracted by Diakonia. Additionally it has collaborated with the preparation of the Sexual and Reproductive Health Plan.</p> <p>According to the Director, the organisation is involved in the following areas: systems/methods of prevention; treatment and rehabilitation of male violence; and, training and research.</p> <p>APREVIM is part of the Interagency Committee on the Fight Against People Trafficking, Harmonization of Women’s Economic, Social and Cultural Rights, among others.</p>
BECA (Educational and Community Support Basis)	<p>Created in 1991, its specific objective is the promotion of the prevention and Care to intra-family violence, mistreatment, abuse and sexual exploitation through networking. From 1993 to 2003, it implemented the project “Strengthening local and community care service to victims of intra-family violence in the Bañado Sur district</p>

	<p>of Asunción, the towns of San Bernardino and Caacupé. It systematized the experience in the book <i>“La atención intermedia frente a la violencia intra-familiar”</i>.</p> <p>At present, it is working in teacher-training through a project on Sexuality Education from the rights perspective, made up of modules containing themes such as abuse, mistreatment of minors, domestic violence and so on.</p> <p>Likewise, with Plan International, it is working with Municipalities in 8 communities within a network creation project that incorporates community actors, such as police officers, magistrate’s courts, hospitals, schools, etc. to sensitize them on the issue of mistreatment due to intra-family violence.</p>
<p>Campaign on “16 Days of Activism Opposing Violence Against Women” by a network of 25 organisations</p>	<p>Dissemination of information, sensitization, questioning of public authorities responsible for the implementation of actions related to VAW are some of the activities undertaken by the network in this regard.</p> <p>An issue that has awakened interest is violence against migrant women and receives support from UNIFEM.</p>
<p>Latin-American Campaign on Women’s Rights- CLADEM Paraguay</p>	<p>Their areas of intervention are: Training, monitoring of the State’s activities in this regard, litigation, and the issue of violence and sexual and reproductive rights.</p> <p>The organisation was set up in 1987 and at present has branches in an array of countries; at the national level, harmonization is the responsibility of the Association of Lawyers of Paraguay, the <i>Colectivo de Mujeres 25 de Noviembre</i>, <i>Kuña Aty</i> and individual members.</p> <p>As of 1990, work focused on training to disseminate the Declaration of Human Rights from a gender perspective. In 2000, work was</p>

	<p>undertaken on the General Regional Balance on the issue of violence and on the report on Paraguay continued in 2004 on the 2nd Regional Balance.</p> <p>Training on violence was provided to administrators of the law in 2005 followed by support of the United Nations Inter-agency Trust Fund, administrated by UNIFEM, for the execution of the <i>Project on Monitoring and Training for the Improvement of Access to the Legal System by Women Victims of Domestic Violence</i> (MAJUVI)²⁰ in 2006. One of the expected results has been the sensitization of judicial personnel in relation to GBV and women's human rights encompassing the districts of Alto Paraná, Itapúa, Caaguazú and Amambay. The project is near completion.</p> <p>The proposal to implement the MAJUVI II project has been submitted to UNFPA in 2008, aiming mostly at the sensitization of the personnel of the judicial system and of the Public Prosecutor's Office of the districts of Ñeembucú, Concepción, San Pedro, Guairá and the capital city.</p> <p>CLADEM receives annual resources from the Regional Network that usually do not exceed USD 4000 but as each branch is autonomous, it is able to negotiate funding from other sources, focusing on the themes the organisation works on.</p>
CDE (Documentation and Studies Center)	<p>It carries out research on GBV.</p> <p>It has publications on GBV, such as the "2003 National Survey on Domestic and Intra-family Violence".</p> <p>It publishes an informative magazine "<i>Mujer</i>" that includes articles on violence.</p>

²⁰ Dissemination material of the project.

	<p>It records cases of violence reported in the written press as of 1989.</p> <p>It conducts trainings on sexual and reproductive rights, including GBV.</p>
CEAPRA (Children's and Adolescents' Care and Assistance Center)	It works on the issue of trafficking (commercial sexual exploitation) with girls, boys and adolescents (including transgender and indigenous girls).
CECTEC (Center of Peasant Education, Training and Technology)	<p>It has women and rural Development component, and a GBV component within the training package.</p> <p>Projects underway are: “Young Peasant Women”, “Strengthening the Leadership of Rural and Indigenous Women”, “Sexual Education for Young Couples in Rural Areas”, and “Sexual and Reproductive Health for Men and Women in Rural Areas”.</p>
CEDAI (Comprehensive Assistance Center)	The Women’s Secretariat refers to CEDAI as the organisation working on issues of psychological assistance.
CEPEP (Paraguayan Center of Population Studies)	<p>It published the National Demographic Survey on Sexual and Reproductive Health with a module on violence.</p> <p>It has printed the Protocol of Care to People in Situation of Sexual Violence.</p> <p>It has a “Gender-based Violence Detection Tool” and a Reference Guide of Institutions which people can turn to in the event of violence.</p> <p>It publishes mass dissemination material, including: “Sexual and Reproductive Rights”, “Rights YES, NO to Violence!”, “Women. Your life is yours, the decision too”, a mini guide of where to turn to in cases of violence and so on.</p>

	<p>It provides training to Health Ministry personnel, as well as to Medicine and Nursing students and resident physicians of the Paraguayan Red Cross and the Faculty of Medicine of the “<i>Universidad Nacional de Asunción</i>” on the use of the Protocol for Care to Victims of Sexual Violence and the use of the Emergency Pill in the 4 regions of influence of CEPEP’s “Family Clinics” (Asunción, San Lorenzo, Ciudad del Este, Encarnación). However, at present it has no resources to continue this activity.</p> <p>It also undertakes research on GBV issues.</p>
<p>COLECTIVO 25 de Noviembre</p>	<p>At the beginning, it worked on providing care to VAW victims.</p> <p>One of the first projects included financing a professional lawyer and was funded by the Swiss Bar of Lawyers.</p> <p>In 1990, funding was obtained for setting up a cultural arena (physical space/house) which would also double up as a space for greater privacy to attend to women victims. As of 2000, after the Beijing conference -where it participated with the support of Diakonia - it decided to give greater emphasis to prevention actions. As a result of this, training workshops were provided in the western region of the country, as well as in the eastern region. The greatest difficulty was the lack of funding for projects relating to care VAW for victims.</p> <p>Currently, more work has been undertaken in areas of economic empowerment with INTERMON’s (Spanish NGO of Oxfam International Confederation) support. The project, called Sustainable Means of Life²¹, discusses economic justice, citizen participation and women’s rights as a means to achieve women’s empowerment. The issue of targeting areas pertaining to VAW was requested by a group of women members of the Regional Peasant Organisation from the city of Concepción. They expressed interest in learning more about</p>

²¹ According to the report supplied by the women responsible for INTERMON programs.

	<p>VAW issues, mechanisms for the implementation of Law 1600, intra-family violence pertaining particular to economic violence (to deal with the fact that women CANNOT make decisions in relation to farm production, or about what is on the farm, or about selling their produce).</p> <p>INTERMON will also provide support - together with AECID's cooperation and in conjunction with other organisations – for work to be carried out on overcoming poverty. The <i>Colectivo</i> is responsible for the area of training on gender issues, to be provided to any of the program's counterparts and work will focus mostly in San Pedro de Ycuá Mandiyú.</p> <p>It has produced in the past and continues to produce a lot of training and sensitization material. Work now focuses on prevention and on elaborating women's human rights in a practical way. It no longer provides care services, although when women approach the <i>Colectivo</i> for help, it is not denied.</p>
KUÑA ATY	<p>It engages mainly on legal assistance, psychological support, medical services and training on violence, rights and health.</p> <p>It engages psychologists, physicians and lawyers. It provides direct care to cases of violence, performs consultancies, and even acts as a bank for provision of child support. It is one of the few NGOs that provide direct service. It does not have a shelter for women victims.</p> <p>It has its own records but these have not been analyzed. In 2004, it had over 20,000 dossiers of cases it had attended to. However, it has carried out certain studies, such as the one on femicide.</p>
Global Infancia	<p>It focuses on areas related to prevention, punishment and eradication of trafficking of girls, boys and adolescents. Projects are financed by Leadership for Sustainable Development in Latin America (AVINA), UNICEF, Plan Paraguay, Save the Children – Sweden, ILO-IPEC, UNESCO and the Canada Fund.</p>

LUNA NUEVA Group	It works with girls and adolescents in situation of commercial sexual exploitation
PROMUR GES (Center for Women's Promotion and Social Management)	It has published "Laws... what we need to know" – these are legal instruments focusing on ensuring the rights of women and families in Paraguay and undertaken with the support of Conrad Adenauer Stiftung.
Soroptimist - Paraguay	It has worked on training practitioners on trafficking issues with IOM funding.

3.4 Resources available

The form and scope of policies and actions to address VAW in Paraguay is significant, and implemented in both government and non-governmental spheres. However, there are a number of deficiencies in the existing legal framework, as well as resource deficiencies with regards to the production of knowledge and the formulation of new policies and innovative action.

3.4.1 Absences and levity of the punishment

There are very few preventive measures for addressing VAW women in the existing legislation. The Criminal Code, as well as Law 1600, specifies only minimal punishment for VAW perpetrators. The proposed modifications to these legal instruments call on the government to increase the specified punishments. Law 1600 does not include economic violence and the proposal to Modify Law 1600 criminalizes economic violence as "patrimonial violence".

3.4.2 Scarce knowledge and enforcement in the judicial sphere

The enforcement of Law 1600/2000 has been inconsistent. Proceedings of cases on VAW women are often delayed, and cases are regularly dropped or withdrawn. Judicial personnel are not sufficiently trained to deal with cases of VAW women.²² This is crucial in terms of adequate interpretation of laws, prosecution of crimes, and enforcement of punishment.

3.4.3. Absence of indicators of gender-based violence in key policies

²² Arrúa includes police officers, prosecutors and judges in the list of judicial personnel.

The Code for Children and Adolescents does not address violence against girls, boys or adolescents. In addition, there are no references to violent adolescent relationships. The Sanitary Code, the Indigenous Health policy, the Municipal Organic Law do not address VAW issues. The Proposal to modify the Municipal Organic Law and the Sanitary Code are currently under discussion in Parliament.

3.4.4 Voids in knowledge

Though it is necessary to regularly publish and analyze existing records of VAW women, they are published irregularly.

Additionally, new data and analysis must be produced, instances being as follows:

- 1) Comparative data on the number of cases of VAW reported through various means, and the number of sentences given.
- 2) Systematic monitoring of the impact of the enforcement of Law 1600.
- 3) The intersection between VAW and beliefs surrounding masculinity in the context of Paraguay.
- 4) Analysis or record-keeping mechanisms for suicide attempts, or intentional damage to children by mothers, resulting from intra-family violence
- 5) Factors that may lead to VAW and factors found to decrease the incidences of VAW. Personal stories from women who have experienced various forms of violence also need to be documented.
- 6) The significance of the damage caused by VAW and the legal reparation needed.
- 7) The relationship between intra-family violence and economic dependency.
- 8) Human trafficking.

On the other hand, there is also a great need to study some good practices at local levels, such as the one of the Municipality of Encarnación.

3.5 Capacities to address issues related to violence against women

3.5.1 Weaknesses in policies, plans, programs, projects and actions

Plans addressing VAW are macro and are insufficiently applied at the micro level: communities, health services, schools and workplaces. The approach to dealing with GBV issues is minimal at the local level. Furthermore, public services are concentrated in

Asunción, the capital cities of the departments and urban centers while very little care is provided in rural areas.

In addition, no differentiated programs have been found dealing with violence against older adult women or against children and adolescents, for instance.

As for actions taken for victims of VAW, these are scarce in the areas of care provided by the public sector, such as via the health and judicial sectors and the police. There are no epidemiological watchdog observatories on violence; nor is there information available on the compliance of public plans and projects relating to violence.

Some specific weaknesses by sector that must be stated are the following:

In the health sector: There are no systems to detect VAW in primary healthcare - the Protocol for Care to Victims of Intra-family Violence does not differentiate care in cases of girls, adolescents, adult women and senior women victims of violence.

In the field of the law and direct care: Administrative or legal procedures in the receipt of reports do not establish differentiated treatment for boys, girls and adolescents. Police officers are not prepared to deal with cases of violence. Police officers have been targeted but these become purely anecdotal if no permanent training is provided. There are no specific provisions in relation to adequate police procedures in cases of violence or disappearance of women. Care for victims of violence by SEDAMUR is not round the clock.

In the field of education: Participation of the education sector is still minimal on this issue. It is remarkable that there are no protocols to detect situations of violence neither in the educational sector nor for procedures in cases of sexual harassment. Increasing awareness-raising, including the incorporation of modules on VAW in school and university curricula, should be a priority.

Other important weaknesses can be detected related to labor areas and the press. For instance, there are no procedures for cases of sexual harassment ensuring the permanence of women in their workplaces, and no actions have been detected on the treatment of the issue in the press.

Finally, from the budget perspective, there is dependence on international cooperation. There is little institutionalization of the treatment of violence as a national issue.

3.6 Priorities for actions

In spite of numerous actions to eliminate VAW, there are still many voids and weakness that must be pointed out in the formal framework, in the production of knowledge, and in policies and actions. This part of the document is enriched by the different contributions from the Workshop on Violence against Women, which was held on November 6, and 7, 2008, in Asunción under the Inter-agency Task Force on VAW.

3.6.1 Support for improvement of the formal framework and for institutionalization

- Prevention mechanisms established in laws, for instance, to ensure the inclusion of VAW in the formal education curricula.
- Foster public advocacy campaigns for approval of bills being studied at present dealing with VAW: Modification of Law 1600, the Law to Suppress All Forms of Violence Against Women and the Law Against All Forms of Discrimination.
- Support the revision and modification of the Sanitary Code (Law 836/1980). This Law has been in effect for 28 years and has not been framed with a gender perspective. An updating process is underway and can be supported so as to incorporate this perspective.
- Support the revision and modification of the Labor Code, Law 213/1993 on VAW. The establishment of provisions and mechanisms for women NOT to abandon their jobs in various cases and for their permanence to be ensured needs to be considered.
- Foster the design of Community Plans for the *Promotion of Forms of Coexistence, Free of Violence*, with which the application of plans on the issue at the micro level could be fostered.
- Foster the design of accords with host countries of Paraguayan migrants for dignified treatment of women migrants.

- Support the sensitization of political decision-makers for relevant public policy budgeting.
- Coordinated work within Secretariat of Children and Adolescents, and the Children Councils - to review the Code of Children and Adolescents, to incorporate the issue of violence against girls, boy and adolescents.
- Strengthening of women's networks to monitor the State's compliance of its functions.
- Strengthening the work on the impact of social organisations.
- Consideration of the issue on the Indigenous Health Policy, paying special attention to needs of indigenous women and children.

3.6.2 Support for cultural change

- Support social change movements of social organisations.
- Sensitization of citizens for zero tolerance through mass campaigns.
- Foster the inclusion of the issue in the school curricula.
- Foster the inclusion of the issue in the university curricula of the Schools of Law, Medicine, Social Work, via teacher training and other means.
- Foster the creation of post-graduate courses on violence at universities.
- Support the incorporation of the issue in the New Teacher-Training Curricular Plan, currently being prepared.
- Support training and education on GBV issues of social and community organisations.

- Support the work of men networks in ending VAW.
- Support the design of public policies that address violence based on masculinities.
- Support the production of unified data.
- Support the production of knowledge/research in the aforesaid void areas, considering age and ethnic aspects, the presence of factors such as HIV/AIDS, among others.
- Observatory against violence that gathers, systematizes and publishes data.
- Foster work with the mass media on the treatment of GBV; for example, the adoption of a dialogue similar to that drafted by the group of journalists *Argentinos en Red* seeking journalism without sexism.
- Foster work with trade unions to address sexual harassment and GBV.
- Addressing the issue via work with women's regional organisations.
- Addressing the issue via collaborations with peasant organisations.

3.6.3 Support to direct care

The public sector has the main responsibility on provisioning direct care to victims of VAW. Therefore, public officials must be trained to detect cases of violence and to generate conditions for a life free of violence. This implies the need for support to:

Training public servants in conceptual frameworks and existing policies:

- Training in gender and GBV issues for teachers, law enforcement officials, judicial personnel, healthcare workers and so on.
- It is a key factor to address the communication of the issue and to incorporate the issue at all levels of the process.

- Dissemination and training for application of plans with emphasis on the specific role of each public body.
- Dissemination and training of the health sector in the Protocol for Assistance to Victims of Violence.
- Dissemination and training of teachers of the PRIOME.

Training public servants in designing policies such as:

- Drafting of the *Protocol of Police Procedures* in cases of violence and disappearance of women.
- Harmonization of the National System of Protection of Children and Adolescents with the system of detection and care of cases of VAW women, bearing in mind that many of the cases attended by the CODENI (Municipal Advisory Councils on the Rights of the Child) are linked to situations of VAW women and girls.

Training public servants in supporting victims:

- Efficient reporting systems: effective functioning of Primary Care Centers, including appropriate treatment and immediate contact with the relevant persons that are receiving counseling and development of adequate care skills on behalf of the 911 System and of the SNA telephone.
- Work must to be undertaken include legal counseling in the private health certificate in cases dealing with VAW.
- It is important to include the Secretariat of Children and Adolescents in the process, as it is vital to regard an adolescent that will become a woman (hence, the life-cycle approach should be considered).
- Detection of situations of mistreatment at the primary levels - health, education, etc. – needs to be undertaken.

- Support the free and permanent functioning of the Women's Secretariat's hotline.
- Psychological and legal assistance for child support and provisions for filing of lawsuits for aggression.
- Setting up and maintenance of shelters/homes for mistreated women at the local level.
- Support economic independence with income generating projects/provision of jobs to women victims of violence.
- Support the activation of community self-help networks that work on addressing VAW issues.

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XIII. ANNEXES

Annex 1: Summary

The development of public policies for the elimination of VAW in Paraguay began in the 90s, after the downfall of the dictatorship that ruled the country for over three decades. The changes in the legal framework, with the reforms of the Civil and the Criminal Codes in 1992 and 1998, were the first steps of the fight against GBV.

That same decade, the design of plans and projects seeking to tackle the issue was initiated. The first 1997/2001 Plan for Equal Opportunity between Men and Women (EOP) of the Women's Secretariat—containing a chapter on GBV - and the National Plan for Prevention and Punishment of Violence against Women (1994) were formulated. However, the first Law Against Domestic Violence was only enacted in 2000. Law 1600/2000 is now being revised.

In the last 5 years, the issue of trafficking of women, children and adolescents in situation of commercial sexual exploitation has been addressed by laws, policies and specific actions. Furthermore, the protocols and mechanisms for direct care to victims of domestic and sexual violence have been developed in health services and the Judiciary (such as the Protocol of Assistance to Victims of Sexual Violence). None of the aforesaid are well known by the population or by the officials responsible of their hands-on implementation.

Other important bills addressing VAW have been presented to Parliament, but none have been approved to date. The Bill to Create the National Program for Prevention and Assistance of Victims of Crimes against Sexual Autonomy and Against Minors and the Bill on Sexual, Reproductive and Pre-natal Maternal Health were rejected in 2006 and 2007 respectively. At present, two bills addressing VAW women are being studied by Parliament: the Law to Suppress All Forms of VAW Women –related to femicides- and the Reform of the Law on VAW Women.

The Women's Secretariat of the Presidency of the Republic (SMPR) is the main public institution carrying out actions on this area. The SMPR established the fight against GBV as a key strategy of the II EOP. The SEDAMUR (Care Service for Women) is the institution that addresses the issue; it provides a hotline, but only during the day, as well as legal and psychological assistance. With international cooperation, SEDAMUR has also opened a

shelter for women victims of trafficking; it has signed agreements with other Ministries addressing VAW women, and it has announced the opening of a shelter for women victims of violence. The lack of unified quantitative data is still a pending duty of the public sector.

There are also several NGOs and women's networks dealing with the issue through studies, sensitization, training and direct actions. Indeed, their work has put VAW issues on the public agenda and they have been relentless in their demands, reports and actions since the 1980s. Most of them work on the issue of violence with short-term and specific projects.

Annex 2. Work Methodology

To perform the analysis and draft this document along strategic lines, firstly the formal instruments as well as actions referring to GBV issues undertaken by public bodies and NGOs were studied. This work has been carried out in three stages.

First stage – taking stock of the information:

- Bibliography on the issue
- Laws and bills with references to GBV and VAW
- Plans, policies and programs of the public sector addressing VAW
- Governmental entities –national, provincial and local- implementing programs on VAW
- Civil society organisations working on areas related to VAW and GBV

Second stage – collecting informative material

- Publications/printed materials
- Information available on the web pages
- Telephone or personal interviews

Third stage - contacting those responsible (the main representatives of organisations)

The information gathered consists basically of:

- Laws and related draft modifications
- Bills submitted to Parliament on GBV and VAW
- List of public institutions, NGOs and networks working on the issue
- Identification of the work carried out by each institution, public body, NGOs and so on (including their plans, programs and projects)
- Collection of information of each institution, body and organisation: revisiting web pages, telephonic communications, collection of written/printed materials and the like.