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**ANNEX**

to the Commission Implementing Decision on the financing of the annual action plan in favour of Paraguay for 2023 – part 1

**Action Document for Violence against women and girls in Paraguay: improving prevention and attention services**

**ANNUAL ACTION PLAN**

This document constitutes the annual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

**1. SYNOPSIS**

**1.1 Action Summary Table**

<b>1. Title/ CRIS/OPSYS No. business reference</b> <b>Basic Act</b>	<b>Violence against women and girls in Paraguay: improving prevention and attention services</b> Ref. OPSYS ACT-61758 Financed under the Neighbourhood, Development and International Cooperation Instrument ( <u>NDICI-Global Europe</u> )/ Overseas Association Decision/European Instrument for International Nuclear Safety Cooperation Regulation
<b>2. Team Europe Initiative</b>	Yes. Team Europe Initiative: Fighting against inequalities in Paraguay
<b>3. Zone benefiting from the Action</b>	The action shall be carried out in Paraguay
<b>4. Programming document</b>	Multi-annual Indicative Programme 2021-2027
<b>5. Link with objectives/ expected results from MIP Paraguay</b>	Fight against Inequalities-Enhance gender equality and non-discrimination.
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>6. Priority areas/ sectors</b>	15180 Ending violence against women and girls (DAC) 15170 Women's rights (DAC)
<b>7. Sustainable</b>	SDG 1: End poverty

<b>Development Goals</b>	SDG 5: Gender equality SDG 8: Economic growth SDG 10: Reduced inequalities SDG 16: Peace, justice and strong institutions <sup>1</sup>			
<b>8.a) DAC Codes</b>	15180-violence against women and girls 75% 15170-the women's rights organisations and movements, and government institutions- 25%			
<b>8.b) Main Delivery Channel</b>	13000 - Government of a Third Party State (Delegated Cooperation)			
<b>9. Targets/ Goals</b>	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input type="checkbox"/> Social Inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
<b>10. Markers (from DAC form)</b>	<b>General policy objective @</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not</b>	<b>Significant</b>	<b>Principal</b>

<sup>1</sup> The Action helps meet three Sustainable Development Goals: 5, 10 and 16. In terms of SDG 5, the Action supports Target 5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation. The Programme Impact Indicator corresponds to SDG Target 5.2.1: Proportion of ever-partnered women and girls aged 15 or older subjected to physical, sexual, or psychological violence by a current or former intimate partner in the previous 12 months, broken down by the type of violence and by age. In terms of SDG 10, the Action provides support for Target 10.3. Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies, and practices and promoting appropriate legislation, policies, and action in this regard. For SDG 16, Peace, justice and strong institutions, the Action supports Target 16.1 Reduction of all forms of violence; Target 16.2 End abuse, exploitation, and trafficking of children; and Target 16.3 Promote the rule of law at the national and international levels and ensure equal access to justice for all.

		<b>targeted</b>	<b>objective</b>	<b>objective</b>
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>11. Internal markers and tags</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital entrepreneurship	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital skills/literacy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	Connectivity @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	digital connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	energy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	Transportation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	health	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	education and research	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	Migration @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	COVID-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>BUDGET INFORMATION</b>				
<b>Amounts concerned</b>	Total estimated cost: EUR 5 200 000 Total amount of EU budget contribution: EUR 4 000 000 Budget line: 14.020140 This action is co-financed in joint co-financing by: - Spain: EUR 1 200 000			
<b>MANAGEMENT AND IMPLEMENTATION</b>				
<b>Type of financing</b>	<b>-Indirect management</b> with Spain: AECID (Agencia Española de Cooperación Internacional) and FILAPP ( Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas)			

## 1.2 Summary of the Action

The Action “Violence against women and girls (VAWG) in Paraguay: improving prevention and attention services” will help Paraguayan women and girls live a life free of violence. The Action will contribute to the country’s efforts in this area, supporting the implementation of Law 5777/2016 for *Comprehensive Protection for Women against all types of Violence*.

The Action takes a holistic approach that addresses VAWG as a multidimensional problem that deserves a multi-actor solution involving non-traditional actors (private sector, religious organisations, etc.) together with traditional actors (public institutions, and civil society women’s organisations). The Action aims at tackling the root causes of VAWG to gradually change discriminatory patterns that legitimise and exacerbate violence.

The Action will be national in scope, with a regional focus on the Departments of Alto Paraná, Asunción Metropolitan Area and Central, where violence against women and girls is most prevalent according to the available data. It will have 2 (two) Specific Objectives (SOs).

The main focus of the Action will be on **prevention and awareness-raising (Specific Objective 1)**. To that end, a Social Covenant/Pact against violence will be promoted, involving a variety of government and non-governmental actors. The Action will also support evidence-based and quality information and awareness campaigns. It will include specific work with men and youth, through reflections and debates on new masculinities, in order to modify violent behaviour towards women and girls. Lastly, it will strengthen civil society organisations, especially women’s and grassroots organisations (in rural, indigenous, and marginalised areas of cities), given the greater impact of VAWG on specific population groups due to multi-dimensional discrimination.

The Action’s second objective (**Specific Objective 2**) **focuses on improving response and attention services for women and girls** who are victims of violence. To that end, it is key to strengthen the Ministry of Women, which is the mandated Institution. It will also strengthen public services in the targeted Departments and support CSO’s that provide services, especially psychological and legal assistance. The programme will also facilitate the financial independence of women survivors by improving their employability.

The programme will involve the following stakeholders: i) government actors at the national and departmental levels, with special emphasis on the Ministry of Women; ii) non-governmental actors organisations (i.e. women’s organisations, NGOs, peasant organisations, indigenous organisations, etc.); (iii) non-traditional actors that have been less involved in this issue, such as artists’ organisations, journalists, youth associations, religious organisations and private companies.

The Programme is part of the Team Europe initiative to reduce inequalities in Paraguay and thereby contributes to the second priority area (fight against inequalities) of the EU’s Multiannual Indicative Programme 2021-2027. It therefore addresses the high inequalities persisting in Paraguay, with particular focus on the most vulnerable groups of women and girls such as indigenous women and girls and those from marginalised groups. They will be specifically targeted under one of the Action’s specific objectives. The programme contributes to the human development chapter of the Global Gateway.

## 2. RATIONALE

### 2.1 Context

Paraguay is a politically and macro-economically stable country with a solid economic growth until 2019 (4% of GDP growth on average) that contributed to raising living standards of Paraguayans. However, inequalities remain high and have been further exacerbated by COVID-19 and recent inflation with a Gini Coefficient of 42.6 (2021). The country ranks 105 out of 191 countries on the UNDP development index. Despite a reduction of income inequality between 2003 and 2020, significant inequality persists. 1% of the population holds almost 20% of national income, with the top 10% holding more than 50%<sup>2</sup>. Indigenous people (120,000 representing 1.6% of the population) are the most affected by different types of inequalities.

Women and girls also suffer different types of inequalities. Gender index for Paraguay show inequalities in different spheres. Gender index gap for 2022 is 0.71 (80 out of 146 countries, the 6<sup>th</sup> worst country in LAC region). Major gaps exist in the area of political empowerment (participation of women in politics) as well as in the economic sphere. Gender inequality is strongly linked to income inequality, as women have less access to basic services (education, health, etc) which are key determinants of wage gaps, and have lower labour force participation. Women labour force participation is 60% vs 87% for men and more than 50% of women work in low productivity, informality and precarious sectors. One of the main barriers to employment and equal opportunities is that they women devote double the time than men to unpaid reproductive tasks and caregiving work. According to the Encuesta del Uso del Tiempo (2016) on average, unpaid work represented close to 14.7 hours a day for a woman compared to 6.4 hours for men. Unpaid work affects young Paraguayan women's ability to enter the labour market, constrains women's ability to spend time earning an income, preventing women in abusive relationships from exiting those.

Women's political participation is low (far from parity - 17% presence in Parliament) with almost inexistent participation of indigenous groups.

Violence against women and girls is both a cause and a consequence of gender inequalities. This kind of violence is widespread in Paraguay. Recent data from the Survey on the Situation of Women (ENSIMUP 2022) are extremely worrying, 78% women have experienced some type of violence and 60% have suffered sexual violence. Rooted harmful social norms and stereotypes discriminate women. This results in greater difficulty in obtaining income, one of the key factors in breaking out of the cycle of violence. To address these gender gaps and violence against women, in the last years, Paraguay has advanced important legislation; however, some challenges remain in terms of full implementation.

The fight against inequalities and the promotion of gender equality are core values of the EU and its Member States, including in their relations with partner countries. This is reflected in the European Consensus on Development, adopted in 2017 by the EU and its Member States (MSs), guiding the shared vision and framework for action for development cooperation. Rights, gender equality, and the empowerment of women and girls and their protection are considered priorities. The EU and its MS also support the 2030 agenda for the UN Sustainable Development Goals. The action will directly contribute to SDG 5 (gender equality) and SDG 16 (peace, justice and strong institutions), while indirectly benefiting almost all the other SDGs, particularly SDG 10 (reduction of inequalities). Violence against women and girls is an accelerator of poverty and furthers the marginalisation of women and girls (SDG 1). The action also contributes to creating a world where women and girls live free from threats to their

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<sup>2</sup> World Inequality Database

security, especially in urban contexts (SDG 11) and at work (SDG 8). The Action supports women and girls to become productive and active citizens, which in turn contributes to promote sustained, inclusive and sustainable economic growth (SDG 8).

The action contributes to the MIP 2021-2027 Priority Area 2-Fighting against inequalities, and in particular to Specific Objective 3: to enhance gender equality and to reduce gender based violence. It complements other “equality builders” under the same priority areas such as social protection and education.

The proposed Action is one of the core actions of the Team Europe Gender Action Plan in Paraguay (CLIP). The action also contributes to the Gender Action Plan III, specifically supporting the GAP III’s first priority “Ensuring freedom from all forms of gender-based violence.”<sup>3</sup>

## 2.2 Problem Analysis

Paraguay shows high rates of feminicides and violence against women and girls (1.0 per 100,000 women in 2021). Official national figures also show high rates for VAWG, being Alto Paraná and Central the Departments with most occurrences. In 2022, the Ministry of Women’s Observatory reported 36 femicides committed in Paraguay. Twenty-two of the 36 cases in 2022 occurred in the Departments of Alto Paraná and Central (Gender Violence Observatory, CDE). In 2021, the Public Prosecutor handled 35 cases of femicide, with the largest number of cases occurring in the Departments of Alto Paraná and Central.

With respect to domestic violence, in 2021, the Office of the Public Prosecutor received almost 30,000 reports –an average of 80 cases per day– representing an increase of 158% since 2015. The Ministry of Health (MSPBS) statistics, in turn, record 1,707 cases of mistreatment and abuse in 2020, and 1,438 in 2021. In both years, the Departments of Central and Alto Paraná recorded the greatest number of cases. Central is also the Department where the Peace Courts issued the greatest number of measures in 2022 to protect victims of domestic violence or violence against women: a total of 11,470 protective measures. The GBV statistics from government institutions are not always updated and suffer from underreporting. Considering these figures, this Action will focus on Departments where VAWG is most prevalent: Alto Paraná and Central (including Asunción metropolitan area).

The Survey on the Situation of Women (ENSIMUP, 2022) confirms the administrative records, showing that 78.5% of surveyed women have experienced gender-based violence in their lifetime, and 40.6% report having experienced violence in the last 12 months. In addition, younger women seem to suffer even more: almost 90% of women between 18 and 29 years of age report experiencing gender-based violence. Sexual violence is the most common: 60.9% of the surveyed women reported having experienced it, of which 25.5% in the last 12 months. These figures are even higher amongst young and urban women (ENSIMUP, 2022). This suggests that the multidimensional problem of violence against women and girls is aggravated by age and social class. This is evidenced by the information indicating its greater occurrence in the women living in urban suburbs and girls and adolescents suffer more from sexual violence, also resulting in high rate of pregnancies in those age groups.

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<sup>3</sup> The [Gender Action Plan III](#) is a Joint communication by the Commission and the High Representative of the Union for Foreign Affairs and Security Policy which was welcomed through [EU Presidency Conclusions](#) of 16 December 2020. Drafting was led by European Commission in close consultation with EU Member States, EEAS, civil society organisations, partner governments, and international organisations (UN entities, International Finance Institutions among others). The different parties contributed to the drafting of the document through meetings and through responses to a survey conducted during the process.

A variety of discrimination factors lead to vulnerability to violence in a society that continues to struggle to establish adequate care mechanisms for dependent persons. Girls face multidimensional discrimination, based on their ethnic group, disability and poverty situation. The Programme will address multiple forms of discrimination using specific instruments that identify these inequalities, such as protocols and specific guidelines.

VAWG not only violates the rights of women and girls, but it also produces costs for the country as well. In 2018, the GIZ study, *'The country costs of violence against women in Paraguay. A causal-multilevel estimate of the economic impact of violence against women in intimate partner relationships'*, estimated the cost in 1,450.6 million US dollars, equivalent to 5.12% of Paraguayan Gross Domestic Product.

The causes of VAWG are linked to the deeply rooted machismo culture, with strong gender stereotypes that justify the appropriation of women's bodies and their punishment. Most women victims of violence do not report. Cultural norms and traditional patterns on the social role of women persist and perpetuate violence. There is a common acceptance of some forms of violence against women, even among the victims.

Paraguay has an extensive legislative/regulatory framework and policies addressing Violence Against Women and Girls (VAWG). The country Constitution integrates a number of International Conventions such as the *CEDAW* Convention on the Elimination of All Forms of Discrimination against Women (1986), *the Convention of Belém do Pará* (1995). The *law for the comprehensive protection of women against all forms of violence* (Law 5777/16,2016) gives the State the responsibility of establishing policies and strategies for the prevention of violence and for the protection and care of women and girls exposed to different forms of violence in the public and private spheres. The law confirms and expands the role of different government institutions responsible for supporting women and girls, such as the Ministry of Public Defence. It also provides for the creation of new specialised services, such as shelters managed by the local authorities, a unified and standardised system for recording incidents of violence, and an Observatory.

Despite important progress on legal and policy framework, some other important challenges persist. Limited inter-institutional coordination, poor production of unified data and limited scope in coverage and quality of services (hotline, shelters, psychological support, etc) are serious challenges. On the prevention side, there have been a few campaigns to raise awareness about violence against women. The impact of these campaigns has not been assessed. There is interest on the part of the Ministry of Women's Affairs to promote work directed at men and to work on new masculinities. Work with young people started with some campaigns ("dating without violence"). Given the demographic profile of Paraguay (60% of the population under 30 years of age), more work with young people is needed.

Lastly, the Ministry of Women, the lead institution on gender violence policy faces serious budgetary, human resources and capacities constraints. Dialogue and complementarity of services between the Ministry of Women and women's and feminist organisations that have taken action against GBV for several decades could be further developed.

### Stakeholders

Both for prevention and attention/response, two types of actors are key: state and non-state actors. **The main state actor is the Ministry of Women**, which is the governing body mandated for the national gender policy and gender-based violence. Non-state actors are two

folded: civil society organisations/women's organisations and non-traditional actors<sup>4</sup> such as private sector, religious organisations, artist, etc.

### State Actors

The **Ministry of Women** is the mandated body for gender policy, including gender-based violence. It was created in 1992 as the Secretariat for Women, and since 2012 has the status of Ministry. It has a Vice-Ministry for the Protection of Women's Rights. Law 5777 created the PREVIM Working Group as a coordinating body on violence against women, made up of 18 government institutions under the leadership of the Ministry of Women. This Ministry has very limited financial resources and poor technical capacity. Its budget is of approx. 2,800,000 euros/year, of which only 400,000 euros allocated to GBV policies, does not allow the Ministry to fulfil effectively its mandate.

The **Ministry of Information and Communication Technologies (MITIC)** is an active member of the PREVIM Working Group. It is responsible for awareness raising non-discrimination campaigns through the National Communication System. It also develops and implements protocols for the detection and prevention of new forms of violence against women related to the use of information and communication technologies (ICT).

**Local authorities in departments targeted by the Programme (Alto Paraná and Central).** These authorities have the responsibility for services such as providing shelters for women in situations of violence in their respective regions. Limited political will, as well as limited technical and financial resources hamper their work.

The **Ministry of Public Health and Social Welfare (MSPBS)** plays a key role in detecting and providing assistance in response to VAWG. Family Health Units (USF) provide immediate assistance (contraception, treatment for STDs) and guide to access the justice system.

The **Ministry of Children and Adolescents (MINNA)** is on the front line of attention to violence experienced by children and adolescents, with its 147 hotline.

The **Ministry of Public Defence** is responsible for providing legal assistance and legal representation to women in situations of violence (Article 38, Law 5777). Since the law came into force, 17 specialised public defenders have been appointed nationwide to provide guidance, legal advice, legal representation and intervention in criminal cases. The MDP is one of the few public entities that declares attention to women in situations of violence to be a priority. It extends its mandate, advocating in favour of victims of violence and other vulnerable groups in.

The **Ministry of Labour, Employment, and Social Security (MTESS)**, is part of the PREVIM working group. This Ministry's support is important to help women in breaking the cycle of violence. It helps providing alternatives for employment and financial independence and raises awareness of businesses community on the need to prevent violence in the workplace.

The **National Institute of Statistics (INE)** is in charge of "managing and conducting the production of official statistics for Paraguay." It was responsible for the first official Survey on the Situation of Women (2022) conducted with women over 18 years of age in 4,000 households. It is a member of the national PREVIM Working Group.

Other state actors with significant participation in the national violence response system are: the **national police** (one of the entry points for women victims of violence), the **Office of the**

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<sup>4</sup> Non-traditional actors refers to stakeholders that have not been historically actively involved in fighting gender violence. They are defined in contraposition to traditional actors in this field, namely public institutions and civil society organisations (NGOS, women's and grassroots organisations).



**Public Prosecutor** (for investigation and prosecution), *the Ministry of Education and Science (MEC)* and *the Ministry of Finance*.

#### Non-state actors

This category is composed of two groups: a) Women's, feminist, and gender/women empowerment organisations (GEWE); and b) Non-traditional sectors.

**Women's, feminist, and GEWE organisations** have been working on GBV in Paraguay for a long time, generating knowledge, providing prevention actions and assistance, and engaging in advocacy with the public authorities. In the area of prevention, the role of these organisations is key for training and for awareness raising on gender-based violence issues. As for attention and response, several organisations provide direct assistance, with telephone hotlines to help with shelter and legal and psychological services. Sustainability is a challenge for these organisations. It is hard for the smaller ones to obtain legal recognition, get stable and manage resources, while those that are legally recognised and can manage resources typically for short-term projects that do not fully ensure their sustainability

**Non-traditional actors** include business, religious, co-operative, athletic, artistic and other private actors. Some of them, such as some business organisations, have taken actions in fighting against GBV.

There is great diversity in the **media**. Local and community media have the potential to disseminate relevant messages to help developing an enabling environment to fight against VAWG. The journalists in the Network of Communicators and Journalists and the Union of Journalists of Paraguay are also key actors.

### 3. DESCRIPTION OF THE ACTION

#### 3.1 Objectives and Expected Outputs

**The Overall Objective** of the Action is to ensure that women and girls in Paraguay live a life free of violence.

**The Specific Objectives** of this action are:

SO1. *To increase the engagement of public institutions, the private sector and citizens in the fight against all types of gender-based violence and the stereotypes that perpetuate violence against women and girls.*

SO2. *To improve services for women and girls who are victims of violence, with particular emphasis on the most vulnerable groups.*

The Outputs to be delivered by this action contributing to Specific Objectives 1 are :

1.1 Strengthened and/or create public-private cooperation mechanisms (i.e signature of covenants/pacts) at national and departmental level for a Paraguay free of all types of violence against women and girls.

1.2 Increased awareness among citizens and other public-private actors of the inequalities, risks and situations of all types of violence faced by women and girls.

1.3 Increased availability of quality information for citizens and public-private actors on the perception and situation of victims and survivors of VAWG.

1.4 Increased capacities of Civil Society Organisations and other relevant organisations addressing VAWG to effectively support public authorities and victims of violence.

1.5 Improved knowledge and tools for men and youth to engage in combating violence against women and girls.

The Outputs to be delivered by this action contributing to Specific Objectives 2 are:

2.1 Improved capacities of the Ministry of Women and other key stakeholders to meet their goals and competencies in the framework of Law 5777 and other related policy instruments on VAWG.

2.2 Increased capacities of the competent institutions and/or the service providers at national, departmental and community level to increase coverage and effectiveness of key attention services for victims of VAWG.

2.3 Improved instruments for public-private cooperation on employment services and socio-labour inclusion of women addressing VAWG<sup>5</sup>.

Actions under SO2 will be focusing on Central Department/Metropolitan Area of Asunción and Alto Paraná Department, where most of the victims are.

### 3.2 Indicative activities

The indicative activities for each output are as follows:<sup>6</sup>

Activities related to Output 1.1 *Strengthened and/or create public-private cooperation mechanisms (i.e signature of covenants/pacts) at national and departmental level for a Paraguay free of all types of violence against women and girls.*

1.1.1 Facilitate the signing of Covenants/Pacts (at national and departmental level) to address VAWG.

The Covenants/Pacts at national and departmental (Alto Paraná and Central) level will be based on partnerships promoted by the Programme. Particular attention will be paid to involve new actors who currently have no representation in the coordinating inter-institutional structures, such as the PREVIM Working Groups. Organisations and non-traditional actors such as artists, journalists, athletes, young women and men, and churches will also be involved.

Activities related to Output 1.2 *Increased awareness among citizens and other public-private actors of the inequalities, risks and situations of all types of violence faced by women and girls.*

1.2.1 Develop strategies and actions with media to disseminate information on existing specialised services and to raise awareness about VAWG at national, departmental and local level.

The Programme will develop strategies jointly with national and local media. The strategies will consist of articulated plans and specific actions to address GBV.

1.2.2 Organisation of debates, meetings, and workshops to with political actors, civil servants, journalists and civil society to raise awareness about VAWG.

Training modules will be developed to strengthen the technical competencies of healthcare and justice operators and key actors in the public sector and in civil society.

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<sup>5</sup> Financial independence here is understood from a broad perspective in all relevant sectors. It involves working on coordination between public and private sectors, as well as on possible incentives and awareness-raising of private sector.

<sup>6</sup> The activities will be described further in the Programme's annual plans, the first of which will be formulated at the beginning of the inception phase.

Activities related to Output 1.3 *Increased availability of quality information for citizens and public-private actors on the perception and situation of victims and survivors of VAWG.*

1.3.1 Support the inter-institutional design of the RUVIG (Unified Registry of gender violence) as an integrated information system.

Support will be provided to the Ministry of Women for the conceptual and technical design of the RUVIG, in view of the construction of the registry. The national office of statistics will also be involved in this activity.

1.3.2 Support the development of the Observatory on women by the Ministry of Women.

Support will be provided for modernising the existing Observatory, to keep it continuously updated on all forms of GBV, and to make it a reference point for information on data and policies (expanding its current scope).

1.3.3 Support to data and information on gender-based violence, including the second National Survey on the Situation of women in Paraguay (ENSIMUP) and/or the Equality and Non-Discrimination Survey.

The Action will promote a second version of these surveys, in order to assess changes in the prevalence and perceptions of GBV from the first edition (in 2022).

1.3.4 Generate greater knowledge and awareness about VAWG and national and departmental care services.

The programme will promote GBV studies and research, including analysis of critical paths and obstacles.

Activities related to Output 1.4 *Increased capacities of Civil Society Organisations and other relevant organisations addressing VAWG to effectively support public authorities and victims of violence.*

1.4.1 Strengthen women and youth organisations and networks involved in addressing VAWG.

Training activities, debates, awareness raising campaigns, and dissemination of information will be supported. Women and youth organisations to raise awareness on issues such as the causes of VAWG, the sociocultural construction of gender and its expressions, and the new masculinities and involvement of men. New leaderships (especially in youth organisations) and advocacy to fight GBV will equally be promoted. The Programme will also support self-care actions by feminist and women's organisations.

1.4.2 Improve community-based mechanisms for raising alerts regarding VAWG.

GBV-focused community-based women's organisations will be supported to expand their work in the communities to prevent violence, strengthen early warning mechanisms, and create an enabling environment to prevent and react to GBV.

Activities related to Output 1.5 *Improved knowledge and tools for men and youth to engage in combating violence against women and girls.*

1.5.1 Promote the organisation of workshops, meetings and debates on new masculinities.

The Action will support reflection activities for men and aggressors on harmful gender norms. Activities with fathers and couples to end intergenerational cycle of violence. Work with adolescents' boy to promote gender equality and respectful relationships.

1.5.2 Support the development of innovative activities for youth, with a focus on VAWG: artistic activities, digital functions, sports events, camps, and others.

The Action will support initiatives led by civil society organisations and by government agencies.

Activities related to Output 2.1 *Improved capacities of the Ministry of Women and other key stakeholders to meet their goals and competencies in the framework of Law 5777 and other related policy instruments on VAWG.*

2.1.1 Technical Assistance for budgeting and implementation under Law 5777 and VAWG policies.

The programme will provide technical assistance for developing and implementing annual operation plans. The process for allocating funds to tackle gender violence will be supported with the involvement of the Ministry of Finance.

2.1.2 Technical Assistance to the Ministry of Women and the national and departmental PREVIM working groups.

The action will help the PREVIM better structure its internal mechanisms and better function, including in the way it works with the working groups.

Activities related to Output 2.2 *Increased capacities of the competent institutions and/or the service providers at national, departmental and community level to increase coverage and effectiveness of key attention services for victims of VAWG.*

2.2.1 Improve services and establish referral centres and shelters to accommodate victims at the central and departmental levels.

The Programme will increase the capacity of existing services by improving some of the existing structures and providing new structures to attend to the needs of women and girls exposed to violence in Asunción Metropolitan Area, Alto Paraná and Central.

2.2.2 Strengthen tools for improving the quality of attention to the victims and survivors of VAWG

Support will be given for the formulation and roll out of instruments such as referral guidelines, protocols, assistance registration forms with information broken down by ethnicity or racial group, rural or urban origin, disability, etc.

2.2.3 Strengthen mechanisms at the departmental level for free legal services for women who are victims of violence.

The Programme will help CSO's and pro bono initiatives in providing legal assistance to women and children who are victims of GBV, especially in locations where there is an excess of demand or an absence of specialised government services. All activities will be coordinated with the Ministry of Public Defence.

2.2.4 Support psychological assistance services for victims of gender-based violence and their children.

The Programme will support CSO's that offer individual and group, face-to-face and online psychological assistance to women and girls in situations of violence, by improving the organisations' capacities and strengthening coordination with government services.

Activities related to Output 2.3 *Improved instruments for public-private cooperation on employment services and socio-labour inclusion of women addressing VAWG*

2.3.1 Provide guidance on active employment policies (vocational training, placement, job search, and self-employment promotion) for women victims of VAWG.

For women referred by assistance services and those directly seeking out employment services, the Action will promote the positive discrimination for victims to benefit from employment services, and greater dissemination of information about job offers, opportunities for job training, and assistance for entrepreneurs. Work will be done with existing MTESS employment services in Alto Paraná and Central, along with that of government services for women in a situation of violence.

#### 2.3.2 Create specific tools for improving employment promotion.

Inter-institutional dialogue for developing these tools and disseminating information about them will be promoted.

#### 2.3.3 Develop cooperation between government employment programmes and private initiatives to facilitate hiring of women victims of violence.

The Action will provide inputs for a possible debate on the viability of tax incentives for companies that participate in government employment programmes that give priority to hiring women in situations of violence.

#### 2.3.4 Promote best practices for social corporate responsibility (protocols for detection and action at the workplace, quality seals, awards, etc.)

The Action will promote training on the prevention of GBV in companies, as well as the adoption of protocols for detecting and sanctioning violence at the workplace. The ProIgualdad Award for best practices will be awarded annually in cooperation with public and private institutions such as the Office for Attention to and Prevention of Workplace Violence at the MTESS's General Office for the Promotion of Working Women, Codeleste, and the media.

### **3.3 Mainstreaming** (climate change, environmental protection, human rights, democracy, gender equality, inequalities).

This Action helps Paraguay to meet its international commitments related to the human rights of women, and in particular the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women (Convention of Belém do Pará). The Action is also relevant to meet the Agenda 2030 target 5.2 of SDG 5 on elimination of all forms of violence against women and girls.

In addition, the Action recognises that GBV is aggravated when combined with other forms of discrimination based on ethnicity, race, religion, sexual orientation, age, disability and other discriminations. Urban or rural location, lack of financial independence, poverty and marginalisation are complicating factors. ENSIMUP survey (2022) showed that women living in marginalised urban areas in overcrowded environments/housing are more vulnerable to violence (8% more of prevalence). In Paraguay, indigenous women and girls are one of the population groups that suffer more inequalities. This group is also more vulnerable to GVB and have less access to government's care and protection services. While figures of prevalence of gender violence for this population are not available, other data reflect this vulnerability. For example, cases of poverty and extreme poverty among indigenous peoples are 75% and 34% respectively, which are much higher than the national average (26% and 3% respectively). Among indigenous, women and children suffer most. Children under five, the extreme poverty rate is 63%, compared to 26% for the national average, while the chronic malnutrition rate is 41.7%, compared to 17.5% for the national average. Around two indigenous girls (10-14 year) give birth per day being most of the pregnancy result of abuses. These figures demonstrate the deep inequality gap that separates indigenous peoples from the rest of the population.

Equality is mainstreamed and included as a significant objective of this action (Inequality marker 1). Specific objective 2 focus in improving services for victims with particular emphasis in disadvantages groups, mainly indigenous. Indicators include disaggregation to measure this target.

In recognition of and contribution to the core themes of the IV Equality plan (PlanNI) for the elimination of stereotypes and an intercultural and bilingual approach, the Action can contribute to strengthening indigenous women's organisations and networks. Preventive action, information on and delivery of care and protection services will be provided taking into account the specific needs of women and girls in most vulnerable situations. The Action will also help to gradually change the sociocultural patterns that sees GBV as a private matter, and to prevent violence that discourages women and girls from aspiring to leadership positions. GBV acts as a barrier to women's political participation and representation in Paraguay, with the country ranking 144th out of 190 countries in terms of women's representation in the legislature.

Outcomes of the EIA (Environmental Impact Assessment) screening .The EIA (Environment Impact Assessment) screening classified the action as Category B (not requiring an EIA, but for which environment aspects will be addressed during design).

The Climate Risk Assessment (CRA) screening concluded that this action is no or low risk (no need for further assessment).

Gender equality and empowerment of women and girls. As per the OECD Gender DAC codes identified in section 1.1, this action is labelled as G2. This implies that gender equality is the principal objective of the action.

The Action pursues gender equality and human rights, strives for transformative change and applies gender mainstreaming and the human-rights-based approach in every component. Advancing economic and social rights of women and combating and prevention of violence against women and girls are at the core of the action, with the human rights-based approach being the programming principle in implementation of the action.

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0. However, the need to take into account disabilities will be considered along the Action, which will ensure that rights of women and girls with disabilities will be respected, and the planned activities related, evaluations and others are disability inclusive. The Action will encourage partners and participants to take the initiatives to protect persons with disabilities and invite organisations representing people with disabilities.

### 3.4 Risks and Lessons Learned

Category	Risk	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
1-external environment	The 2023 elections will entail certain changes in the administration, at central and local level. Availability of staff can be a challenge during the transition period. Delays may occur.	HIGH	MEDIUM	It is possible that the technical staff with whom the Programme has been designed will remain. New staff will be immediately involved, also working with transition teams. Some flexibility in the contracting calendar may be

				needed.
1-external environment	Political discourse and campaigns against gender equality by anti-rights ultra-conservative groups in society and institutions, including in Congress, will continue.	HIGH	MEDIUM	Public awareness campaigns will be promoted and evidence-based information will be disseminated in order to gradually change these stereotypes. Equal access to these information campaigns will be ensured through careful attention to communication channels, language, and culturally sensitive messages.
2-planning, processes and systems	Resource, capacity and political constraints of the Ministry of Women may hamper its capacity to coordinate and lead complex consensus-building processes with all relevant actors (public and private).	HIGH	MEDIUM	The Ministry of Women has received technical support through AECID and FIIAP in recent years, and the Programme will continue providing TA to strengthen the Ministry's capacities at different levels.
3-people and organisations	Lack of interest of non-traditional actors to get involved in Action.	LOW	MEDIUM	During formulation non-traditional actors showed interest in participating in the Action.
3-people and organisations	Key actors may not prioritise the Action due to the long gap between the formulation phase, the contracting, and the start of activities.	MEDIUM-LOW	LOW	Continuous dialogue will be ensured in 2023 with all relevant stakeholders.

#### **Lessons learned:**

This action is guided by European Union/United Nations experience with the Spotlight Initiative (2017-2021) to eliminate all forms of violence against women and girls. In particular, the regional study “Preventing Gender-Based Violence: Experiences and Lessons Learned in Latin America and the Hispanic Caribbean” has been taken into account during formulation. The priority given to implementing VAWG laws, strengthening institutions, and preventing violence through campaigns and actions to educate boys and men to transform cultural patterns are a result of this. Lesson learned on the need to improve comprehensive care services, production of key data, and the active participation of women's movements and organisations have also been taken into account. Furthermore, the need for continuous dialogue between governmental agencies and women's movements/organisations in order to foster political commitments and change stereotypes has also been considered when developing the Action.

AECID's experience with the establishment of the first shelter for victims of violence, and the creation of female specialised police stations. Most recently through the Project “Promoting social and institutional awareness of gender-based violence against women” in five municipalities in the Department of Itapúa, has guided the design of this Action. This will ensure complementarity with Spain's bilateral cooperation. The experience also taught that strengthening local inter-institutional working groups requires first strengthening the national PREVIM working group, which is also addressed by this Action. There is a need to diversify ways to raise awareness of VAWG with different

audiences, and for a unique graphic identity for campaigns and messages in order to produce a greater impact.

FIIAPP's experience with the SDG programme. FIIAPP experience with the implementation of EUROSociAL, with an emphasis on gender, governance, and social policies, will be a great help. FIIAPP is also implementing the project “Agenda 2030 in Paraguay”, which has a strong component on gender and works with the Ministry of Women. SDG 5 is one of the project's four priority SDGs, giving FIIAPP a unique experience with mainstreaming to strengthen governance and improve public policy with the Ministry of Women. FIIAPP also maintains contact with local authorities, the judiciary, and CSO's. Within the framework of the regional El PAcTO Programme, FIIAPP contributed to the approval of the Agreement on Protection Measures for Women in Situations of Gender Violence in Mercosur and its Associated States in 2022.

Other lessons learned from previous relevant initiatives are:

- Importance of working at policy level, including through strengthen existing policies that are currently fragile as a result of cuts in budget and staff.
- Systematise GBV response strategies implemented by each key institution participating in the Action in the baseline study during inception phase and update during Programme implementation.
- Recognise that public institutions and authorities have their own realities and dynamics (so?)
- Have strategies to strengthen local entities (women's secretariats, PREVIM working groups, etc.), recognising the differences from national government.

### 3.5 The Intervention Logic

The overall objective of the Action has a clear focus on contributing to national efforts to address and eradicate VAWG. The Action will provide support for the implementation of Law 5777 and related policies, and will focus on inequalities.

The Programme has a holistic intervention logic that understands GBV as being multidimensional and multi-causal, and therefore deserving of a multi-actor approach involving non-traditional agents of change. The action has a gender transformative approach tackling root causes of VAWG and aims to change discriminatory sociocultural patterns that legitimise and exacerbate violence. The Action is geared toward contributing more intensively in the arenas of prevention and attention to VAWG.<sup>7</sup>

The Action will seek to work with all relevant public and private actors and to promote inter-institutional partnerships: Work with civil society dialogue public—private will be key to strengthen authorities' role in promoting and ensuring the respect of women and girls' rights.

The two specific objectives of the Action are articulated based on these premises, the first focusing on prevention, and the second on response for victims and survivors (attention services).

Under **SO1 (Prevention)** a National Pact for a Paraguay free of violence against women and girls will be promoted, seeking commitment of key traditional actors (Institutions, police, the Legislative, women's organisations and CSO's) and other non-traditional actors from public and private sectors that can support fight against VAWG: artists, journalists, athletes, youth, clergy, and business owners. This objective also includes generation and dissemination of better quality and evidence-based information. This will also help in gradually changing the

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<sup>7</sup> The action does not address specifically prosecution, justice, remedies/reparation for the victims. It does cover certain protection measures and remedies under the attention services (i.e support to financial independence as part of a reparation path)



stereotypes on the victims and survivors of VAWG. The objective also includes the need to strengthen and support actors and civil society that generate knowledge and work on prevention through training and the dissemination of key concepts related to GBV. Finally, it includes an approach to new masculinities and work with men and youth to help modify violent behaviour toward women and girls. This multisector approach to GBV is an essential strategy for promoting a comprehensive preventive action.

**SO2 aims at ensuring quality attention services** for women and girls victims of violence, with emphasis in ensuring respect of their rights, avoiding re-victimisation and ensuring a culturally adapted response. To this end, support will be given VAWG policy instruments. In the Departments of Alto Paraná and Central, coverage of response services will be expanded and the quality of attention will be improved at existing referral centres and shelters. The possibility of opening a new shelter in the Department of Alto Paraná will also be explored. To promote the use of shelters, the network of services that report cases needs to be strengthened. Reinforcement of the psychological and legal assistance provided by civil society supplementing/complementing actions from government is also necessary. This objective will also stimulate coordination between services provided by civil society and by institutions such as the Ministry of Public Defence. Moreover, approval of joint action protocols as strategic instruments for inter-sector articulation will consolidate the legislative framework for the prevention of and attention to violence, and embed this comprehensive and multi-sector approach in the institutions.

Finally, this objective will support projects of women survivors of GBV ( considering their differences of age, ethnicity, disability, location, socioeconomic status,etc) by improving employability and by promoting greater social responsibility of private sector in the fight against GBV. More effective frameworks for action and cooperation between government employment programmes and private initiatives as well as best practices in the business sector for the detection of in-house cases of violence and for the employment of women will be promoted.

### **3.6 Logical framework matrix**

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g., including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

	Results chain:	Indicators	Source of Data	Assumptions
<b>Impact (Overall Objective)</b>	O.O To ensure that women and girls in Paraguay live a life free of violence.	0.1-Number of people benefiting from the actions of the programme against violence against women and girls. 1.2-Proportion of ever-partnered women and girls aged 15 and older subjected to physical, sexual, psychological, and/or economic violence in the previous 12 months, by type of violence and by age.	Programme progress report Data portals and reports by international organisations (Global SDG Indicators Database) Next National Survey on the Situation of Women (2nd ENSIMUP).	<i>Not applicable.</i>
<b>Results (Specific objective 1)</b>	SO 1- To increase the engagement of public institutions, the private sector and citizens in the fight against all types of gender-based violence and the stereotypes that perpetuate VAWG	1.1-Number of declarations, agreements, and conventions by and between policy makers, community and religious leaders, national and local media/influencers, the business community, academia, and other actors with a public profile, that publicly condemn violence against women and girls (disaggregated at least by sex). 1.2-Percentage of people who consider it justifiable for a person (a man) to perpetrate violence against an intimate partner, broken down by gender and by age of the person surveyed	Ad hoc report generated by the Programme on the media. Programme progress report National Survey on Equality and Non-Discrimination at baseline and at the conclusion of the Programme <sup>8</sup>	Most social and economic actors and government institutions promote the programme-supported cultural change and sustain this promotion over time.
<b>Outputs</b>	1.1 Strengthened and/or create public-private cooperation mechanisms (i.e., signature of covenants/pacts) at national and departmental level for a Paraguay free of all types of violence against women and girls 1.2 Increased awareness among citizens and other public-private	1.1.1-National Covenant achieved (yes/no) 1.1.2-Number of institutions, organisations and/or service providers that have been involved in the partnerships and/or the networking strategies to address VAWG related issues 1.2.1- Number of people who have raised their awareness <sup>9</sup> (or are better informed) on VAWG and the available specialised services through prevention strategies and campaigns. Disaggregated by sex, age, and region	Programme progress reports Data Ministry of Women	Sectors not traditionally involved in addressing and fighting VAWG will get involved with the Programme and the Covenant.

<sup>8</sup> Verification source not updated or established on Programme's formulation date.

<sup>9</sup> Directory of indicative outcomes of Spanish Cooperation, 2019; Institutional Strategic Plan (PEI), Ministry of Women

	Results chain:	Indicators	Source of Data	Assumptions
	<p>actors of the inequalities, risks, and situations of all types of violence faced by women and girls.</p> <p>1.3 Increased availability of quality information for citizens and public-private actors on the perception and situation of victims and survivors of VAWG</p> <p>1.4 Increased capacities of Civil Society Organisations and other relevant organisations addressing VAWG to effectively support public authorities and victims of violence</p> <p>1.5 Improved knowledge and tools for men and youth to engage in combating violence against women and girls.</p>	<p>1.2.2-number of stakeholders at national, departmental, and community level that join the campaigns</p> <p>1.3.1-Database existing (yes/no) / unified registry of gender violence<sup>10</sup>. Joint database of crimes related to gender-based violence accessible to operators<sup>11</sup></p> <p>1.3.2-Degree to which the partner country's national statistics office, police, judicial sector, healthcare institutions and others collect quality, globally comparable annual data, broken down by gender at the least, in line with international standards, regarding the prevalence and incidence of gender-based violence and harmful practices, as applicable.<sup>12</sup></p> <p>1.3.3- Number of citizens reached out through the ENSIMUP and the Equality and Non-Discrimination surveys conducted during the intervention</p> <p>1.4.1-Number of grassroots civil society organisations benefiting from (or reached by) EU support (GERF 2.28)<sup>13</sup></p> <p>1.5.1-Number of men and youth who have raised their awareness on VAWG and the cultural patterns that encourage those behaviours through specific workshops and/or debates.</p>		
<b>Indicative Activities</b>	<p>1.1.1 Facilitate the signing of Covenants/Pacts (at national and departmental level) to address VAWG.</p> <p>1.2.1 Develop strategies and actions with media to disseminate information on existing specialised services and to raise awareness about VAWG at national, departmental, and local level.</p> <p>1.2.2 Organisation of debates, meetings, and workshops to with political actors, civil servants, journalists, and civil society to raise awareness about VAWG.</p>			

<sup>10</sup> Multi-annual Indicative Programme (MIP), Paraguay 2021-2027

<sup>11</sup> Directory of indicative outcomes of Spanish Cooperation, 2019.

<sup>12</sup> GAP III - Ensuring freedom from all forms of gender-based violence (GAPIII-GBV)

<sup>13</sup> OPSYS system: Global Europe Result Framework (GERF) 2.28

	Results chain:	Indicators	Source of Data	Assumptions
	1.3.1 Support the inter-institutional design of the RUVIG (Unified Registry of gender violence) as an integrated information system 1.3.2._Support the development of the Observatory on women by the Ministry of Women. 1.3.3._Support to data and information on gender-based violence, including the second National Survey on the Situation of women in Paraguay (ENSIMUP) and/or the Equality and Non-Discrimination Survey. 1.3.4._Generate greater knowledge and awareness about VAWG and national and departmental care services. 1.4.1 Strengthen women and youth organisations and networks involved in addressing VAWG. 1.4.2 Improve community-based mechanisms for raising alerts regarding VAWG. 1.5.1 Promote the organisation of workshops, meetings and debates on new masculinities. 1.5.2 Support the development of innovative activities for youth, with a focus on VAWG: artistic activities, digital functions, sports events, camps, and others.			
<b>Results (Specific objective 2)</b>	SO 2- Improved services for women and girls who are victims of violence in the Metropolitan Area of Asunción, Central Department, and Alto Paraná Department, with particular emphasis on the most vulnerable groups.	2.1-Number of women accessing assistance services in the Metropolitan Area of Asunción and the Departments of Central and Alto Paraná (disaggregated at least by age, place of residence, and vulnerable groups) 2.2- Number of women filing a report out of those who access assistance services in the Metropolitan Area of Asunción and the Departments of Central and Alto Paraná (disaggregated at least by age, place of residence, and vulnerable groups)	Data from the Ministry of Women and other government agencies and civil society organisations Programme progress reports	Government institutions will give priority to attention as a fundamental part of safeguarding the rights of women and girls, rights recognised by International Law and the Laws in force in Paraguay.
<b>Outputs</b>	2.1 Improved capacities of the Ministry of Women and other key stakeholders to meet their goals and competencies in the framework of Law 5777 and other related policy instruments on VAWG 2.2 Increased capacities of the	2.1.1-Degree to which legislation and/or policies have been developed, strengthened, and/or implemented that prohibit or address violence against women and girls <sup>14</sup> 2.2.1-Number of referral centres and shelters that have been rehabilitated, equipped and/or implemented with the support of the intervention <sup>15</sup> .	Programme progress reports Data Ministry of Women Data Ministry of Public Defence Data Ministry of	The Ministry of Women's steering role will be recognised, and it will take sustained action to improve services, broaden their coverage, and provide appropriate guidelines for addressing VAWG. The programme's lifespan is sufficient to accommodate the complete process

<sup>14</sup> EU OPSYS system: FPI Results Framework (FPI RF); GAP III - Ensuring freedom from all forms of gender-based violence (GAPIII-GBV); GAP III-FPI (GAPIII-FPI)

<sup>15</sup> Directory of indicative outcomes of Spanish Cooperation, 2019

	Results chain:	Indicators	Source of Data	Assumptions
	<p>competent institutions and/or the service providers at national, departmental and community level to increase coverage and effectiveness of key attention services for victims of VAWG</p> <p>2.3 Improved instruments for public-private cooperation on employment services and socio-labour inclusion of women addressing VAWG</p>	<p>2.2.2-Number of departmental and municipal PREVIM working groups that operate regularly with adequate structure<sup>16</sup></p> <p>2.2.3-Number of people directly benefiting from legal aid interventions supported by the EU (GERF 2.25)<sup>17</sup></p> <p>2.2.4-Number of indigenous women and girls from vulnerable communities who access services.</p> <p>2.3.1-% of women survivors that access labour insertion programmes</p> <p>2.3.2-Number of job offers identified, processed, and offered to women survivors.</p> <p>2.3.3-Percentage of women who have broken free from the cycle of violence who were assisted by gender-based services<sup>18</sup></p> <p>2.3.4-Number of companies awarded the “Safe company free of violence and discrimination against women” seal.<sup>19</sup></p>	Labour Data Ministry of Women	<p>to attain financial independence for women survivors of VAWG.</p> <p>The National Job Promotion Service (SNPP) and the National Job Training and Education System (SINAFOCAL) will expand and formalise their interaction with the Ministry of Women and with the business sector to mobilise and channel sufficient job offers.</p> <p>There is a regular report on the number of users served who gain access to their resources.</p> <p>Specialised services will give priority to financial solutions for women survivors.</p>

<sup>16</sup> Strategic Institutional Plan (PEI), Ministry of Women, Paraguay.

<sup>17</sup> Directory of indicative outcomes of Spanish Cooperation, 2019; OPSYS system: Global Europe Result Framework (GERF) 2.25

<sup>18</sup> Strategic Institutional Plan (PEI), Ministry of Women, Paraguay.

<sup>19</sup> Strategic Institutional Plan (PEI), Ministry of Women, Paraguay.

	Results chain:	Indicators	Source of Data	Assumptions
<b>Indicative Activities</b>	<p>2.1.1 Technical Assistance for budgeting and implementation under Law 5777 and VAWG policies.</p> <p>2.1.2 Technical Assistance to the Ministry of Women and the national and departmental PREVIM working groups.</p> <p>2.2.1 Improve services and establish referral centres and shelters to accommodate victims at the central and departmental levels.</p> <p>2.2.2. Strengthen tools for improving the quality of assistance to the victims and survivors of VAWG (referral guidelines, protocols, assistance registration forms with information broken down by ethnicity or racial group, rural or urban origin, and other variables related to vulnerability)</p> <p>2.2.3 Strengthen mechanisms at the departmental level for free legal services for women who are victims of violence.</p> <p>2.2.4 Support psychological assistance services for victims of gender-based violence and their children.</p> <p>2.3.1 Provide guidance on active employment policies (vocational training, intermediation, job hunting, and promotion of self-employment) for women survivors of VAWG, with consideration of details related to ethnicity and race, urban or rural origin, and other variables related to vulnerability.</p> <p>2.3.2 Create specific tools for improving employment promotion.</p> <p>2.3.3 Develop cooperation between government employment programs and private initiatives to facilitate hiring of women victims of violence</p> <p>2.3.4 Promote best practices for social corporate responsibility (protocols for detection and action at the workplace, quality seals, awards, etc.)</p>			

## **4. IMPLEMENTATION AGREEMENTS**

### **4.1 Financing Agreement**

In order to implement this action, it is envisaged to conclude a Financing Agreement with Paraguay.

### **4.2 Indicative Implementation Period**

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

### **4.3 Implementation Modalities**

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures

#### **4.3.1 Indirect management with an entrusted entity(ies)**

This action may be implemented in indirect management with entrusted entities. This implementation modality entails the whole action and the entrusted entities will implement both the part related to specific objective 1 (prevention actions) and the part related to specific objective 2 (response and attention services). Both entities (AECID and FIIAPP) will implement part of the output under objective 1 and part of outputs under objective 2. The division of labour will be done according to their expertise and comparative advantage.

The envisaged entities are selected using the following criteria that are applicable to the whole action and to both objectives :

- experience in the field of the action (gender violence);
- experience working with public institutions and stakeholders relevant in this sector;
- capacity to mobilise pertinent expertise for short term and long term assignments;
- experience and presence in the country.

This action may be implemented in indirect management with AECID and FIIAPP (both pillar assessed entities) because both entities have extensive experience in the thematic in the region and in Paraguay. In addition, both entities have long-standing relations and cooperation with actors involved in gender violence, namely, Ministry of Women, Ministry of Health, Ministry of Public Defense, Public prosecutor. Furthermore, AECID has experience working and supporting civil society organisations. AECID and FIIAPP have demonstrated their capacity to mobilise expertise in previous and on-going projects in Paraguay. Finally, regarding their presence in the country, AECID has a cooperation office in Asuncion, while FIIAPP has a project office in the country.



In case the envisaged entity (ies) would need to be replaced, the Commission's services may select a replacement entity using the same criteria. If the entity is replaced, the decision to replace it needs to be justified

#### 4.3.2 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances

In case of exceptional circumstances, where it is not possible to continue the implementation through indirect management, the Commission will implement the action in direct management mode, through procurement: 900 000 EUR (technical assistance to public institutions); and grants: 2 000 000 EUR (to civil society organisations). Both modalities will be used to achieve both objectives of the actions.

Procurement will be used to provide technical assistance to public institutions in charge of prevention of violence ( i.e Ministry of Information and Communication, Ministry of Women) and to public institutions in charge of providing services for victims ( i.e Ministry of Women, Police, Judiciary, etc).

The purpose of the grants will be to contribute to specific objective one on prevention of violence through awareness activities and to specific objective two, supporting civil society organisations in providing service (i.e legal, psychological) to victims of violence. The type of organisations targeted are legal entities or groupings without legal personality, non-gouvernemental and non-profit making. The organisations shall be selected based on following criteria: operational and financial capacity, experience in the thematic of violence against women and girls in the area of intervention.

#### 4.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased are defined in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

#### 4.5 Indicative Budget

Indicative budget components	EU contribution (amount in EUR)	Indicative third party contribution (EUR)
<b>Implementation modalities – cf. section 4.3</b>		
<b>Objective # 1:</b> <i>To increase the engagement of public institutions, the private sector and citizens in the fight against all types of gender-based violence and the stereotypes that perpetuate violence against women and girls</i>	<b>2 300 000</b>	<b>600 000</b>
<b>Indirect management with entrusted</b>	2 300 000	600 000

<b>entities – cf section 4.3</b>		
<b>Objective # 2:</b> <i>To improve prevention and response services for women and girls who are victims of violence, with particular emphasis on the most vulnerable groups</i>	<b>1 600 000</b>	<b>600 000</b>
<b>Indirect management with entrusted entities – cf section 4.3</b>	1 600 000	600 000
<b>Evaluation – cf. section 5.2</b>	100 000	
<b>Audit – cf. section 5.3</b>		
<b>TOTAL</b>	<b>4 000 000</b>	<b>1 200 000</b>

#### **4.6 Organisational set-up and responsibilities**

A management team based in Asunción will handle the technical and operational management of the Programme, responsible for implementation, monitoring, and regular reporting on the Programme's status.

A Steering Committee, which will meet at least once a year, will set the strategic direction and make strategic decisions for the programme. It will be chaired by the Ministry of Women and will include government institutions and civil society organisations, as well as DUE, and representatives from the entrusted entities implementing the action (indirect management). As necessary, other relevant partners and beneficiaries may be invited to participate.

A Technical Committee will oversee the programme's implementation and annual work plans to guarantee coordination and coherent action among implementing partners. This Technical Committee will meet at least every two months, and will be made up of the technical liaison from the Ministry of Women and other relevant institutions/organisations and representatives from the DUE, the entrusted entities implementing the action.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

#### **4.7 Preconditions**

There are no legal preconditions.

## **5. PERFORMANCE MEASUREMENT**

### **5.1 Monitoring and Reporting**

The day-to-day technical and financial monitoring of Action implementation will be a continuous and ongoing responsibility of the implementing partner. To this end, the implementing partner(s) shall set up a permanent and unified internal technical and financial monitoring system for the Action and shall prepare regular progress reports (at least annually) and a final report. Each report shall give an accurate account of implementation of the action, difficulties encountered, changes introduced, and the degree to which results (outputs and direct outcomes) have been achieved as measured by the corresponding indicators, using – at a minimum – the log frame matrix indicators.

The Commission may make additional visits to monitor the project, both by its own staff and by independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Monitoring and reporting shall assess how the action is considering the principle of gender equality, human rights-based approach, and rights of persons with disabilities including inclusion and diversity. Indicators shall be disaggregated at least by sex, ethnicity and disability.

The Distributional Impact Assessment tool (DIA) could be applied, as a data source whenever other sources (national, regional, local data) are not available to monitor whether expected outputs have, to a large extent, benefited the bottom poorest 40 % income or wealth, or socio-economically disadvantaged groups, households and individuals. The DIA can also be performed at the start of the implementation phase to a) locate where the most vulnerable live and target them geographically; b) identify main drivers of inequalities (e.g. reasons for not accessing some services) c) unveil multiple discriminations (e.g. bottom 40 income who are women, children etc.)

### **5.2 Evaluation**

Having regard to the nature of the action an independent external mid-term and/or final evaluation will be carried out for this action or its components through an implementing partner or independent consultants.

If the evaluation is contracted by the Commission, the Commission will inform the implementing partner(s) at least 3 months in advance of the dates foreseen for the evaluation missions. The implementing partner(s) shall collaborate efficiently and effectively with the evaluation experts and, inter alia, provide them with all necessary information and documentation, as well as access to project facilities and activities.”

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluation and, where appropriate, apply the necessary adjustments.

Evaluation services may be contracted under a framework contract.

The evaluation plan (or component in the foreseen evaluation) could assess the distributional impact of activities undertaken on the bottom (poorest) 40 per cent or socio-economically disadvantaged individuals, households or groups. This can be done through the Distributional Impact Assessment tool (DIA). The DIA analysis looks at the effective targeting of

beneficiaries of development interventions, identifying if more than 40 per cent of beneficiaries are at the bottom two quintiles of the income or wealth distribution. It also allows to evaluate whether effective targeting has been done towards women, children and youth or other disadvantaged groups (e.g. ethnic minorities) or at territorial level.

### **5.3 Audit and Verifications**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

## **6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY**

The 2021-2027 EU Programming Cycle adopted a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

In line with the 2022 document “[Communicating and Raising EU Visibility: Guidance for External Actions](#)”, it is a contractual obligation for all entities implementing EU-funded external actions to inform relevant audiences of the EU’s support for their work by displaying the EU emblem and a short funding statement, as appropriate, in all communication materials related to the actions in question. This obligation will continue to apply regardless of whether the actions in question are implemented by the Commission, partner countries, service providers, grant beneficiaries, or commissioned or delegated entities such as UN agencies, international financial institutions, and EU Member State agencies.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

## Appendix 1 REPORTING IN OPSYS

A Primary Intervention<sup>20</sup> (project/programme) is a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Identifying the level of the primary intervention will allow for:

Articulating Actions or Contracts according to an expected chain of results and therefore allowing them to ensure efficient monitoring and reporting of performance;

Differentiating these Actions or Contracts from those that do not produce direct reportable development results, defined as support entities (i.e. audits, evaluations);

Having a complete and exhaustive mapping of all results-bearing Actions and Contracts.

Primary Interventions are identified during the design of each action by the responsible service (Delegation or Headquarters operational Unit).

The level of the Primary Intervention chosen can be modified (directly in OPSYS) and the modification does not constitute an amendment of the action document.

The intervention level for the present Action identifies as (tick one of the 4 following options);

<b>Action level (i.e. Budget Support, blending)</b>		
<input checked="" type="checkbox"/>	Single action	Present action: all contracts in the present action
<b>Group of actions level (i.e. top-up cases, different phases of a single programme)</b>		
<input type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSYS#):
<b>Contract level</b>		
<input type="checkbox"/>	Single Contract 1	
<input type="checkbox"/>	Single Contract 2	
	(...)	
<b>Group of contracts level (i.e. series of programme estimates, cases in which an Action includes for example four contracts and two of them, a technical assistance contract and a contribution agreement, aim at the same objectives and complement each other)</b>		
<input type="checkbox"/>	Group of contracts 1	

<sup>20</sup> For the purpose of consistency between terms in OPSYS, Commission services have harmonised 5 key terms, including 'Action' and 'Intervention' where an 'Action' is the content (or part of the content) of a Commission financing Decision and 'Intervention' is a coherent set of activities and results which constitutes an effective level for the operational follow-up by the EC of its operations on the ground. See more on the concept of intervention.