



# Convention on the Elimination of All Forms of Discrimination against Women

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## Committee on the Elimination of Discrimination against Women

### List of issues and questions in relation to the eighth periodic report of Paraguay\*

#### Visibility of the Convention, the Optional Protocol thereto and the Committee's general recommendations

1. Please provide information on:

(a) How the inter-institutional mechanism for the systematization, monitoring and coordination of activities to ensure the fulfilment and implementation of commitments and recommendations on human rights (SIMORE Plus) mainstreams gender and intersectionality and contributes to the implementation of the Committee's concluding observations ([CEDAW/C/PRY/CO/8](#));

(b) Activities raising awareness for Afrodescendent women, women with disabilities, migrant, asylum-seeking and refugee women, rural women, Indigenous women, women in detention, women adolescents and older women about their rights under the Convention and the Committee's general recommendations;

(c) Steps taken to translate the Convention and other relevant international human rights instruments into Indigenous languages and to make them available to women and girls, including those with disabilities, in accessible formats, including in Braille and audiovisual materials;

(d) Court judgments invoking the Convention and the Committee's jurisprudence and capacity-building for the judiciary and law enforcement on the Convention.

#### Legislative framework and definition of discrimination against women

2. Please provide the Committee with information on:

(a) Progress on the development of a constitutional definition of discrimination against women that encompasses direct and indirect discrimination, de facto and de jure equality in the public and private spheres, as well as intersecting forms of discrimination, in accordance with articles 1 and 2 of the Convention, and steps to expedite the issuance of the bill against all forms of discrimination;

\* Adopted by the Committee at its ninety-first session on 18 June 2025.



(b) Measures to ensure that Law No. 6940/2022 to prevent and punish acts of racism and discrimination against people of African descent, mainstreams gender and intersectionality, and statistics on Afro-descendent women accessing such law;

(c) Legal remedies available to women who have been subjected to any form of gender-based discrimination, including women belonging to ethnic and minority groups, migrant, refugee and asylum-seeking women, women with disabilities, older women and women and girls living in rural areas.

### **Access to justice and legal complaint mechanisms**

3. Please provide information on:

(a) Women receiving State-provided legal aid disaggregated by age, disability, region, type of complaint and outcome;

(b) Judges, prosecutors and law enforcement that have received capacity-building on women and girls' rights, gender-responsive investigation and trauma-informed interrogation methods, as well as indicators to measure progress and effectiveness thereof;

(c) The implementation and results of the Supreme Court of Justice's resolution No. 1506/2021 on the establishment of protocol for cases of domestic and family violence against women;

(d) Updated results on the Houses of Justice and mobile House of Justice initiative and National Houses of Justice Programme and explain how the Training Centre of the Public Prosecution Service mainstreams gender and intersectionality;

(e) Measures to ensure that the Public Defender's Office has sufficient human and financial resources to carry out its mandate, in particular for the protection of the rights of women and girls;

(f) Mechanisms to ensure that any alternative dispute resolution available in the justice system is aligned with the Convention, that it is not used in cases of gender-based violence, that it does not imply a renunciation or substitution of access to justice, and to ensure that women provide their free and informed consent when accessing them;

(g) Measures to ensure access to justice for disadvantaged groups of women, including women and women with disabilities, as well as the availability of access to justice in Indigenous languages, as well as accessibility measures and reasonable procedural accommodations in place.

### **National machinery for the advancement of women**

4. Please inform the Committee about:

(a) Steps to strengthen and solidify the role of the Ministry for Women and to ensure that it has sufficient financial and human resources to carry out its mandate. Please also inform the Committee on the allocation of gender-sensitive budgeting to all public institutions;

(b) Mechanisms to ensure that any reform to the national machinery for the advancement of women is aligned with the Convention, as well as plans to revise Law No. 7278/2024 on regulating the administrative organization of the State, legislative initiatives proposing the merger of the Ministry for Women with other Ministries and circular No. 005/2022 of the Ministry of Foreign Affairs requesting information on whether officials avoid the use of terms such as intersectionality, diversity, sexual and reproductive rights and physical autonomy;

(c) Mechanisms to ensure that all its policies and programmes, including the National Equality Plan 2018–2024, the National Plan for Indigenous Peoples 2020–2030, Law No. 7239/2024 on the social emergency declaration in response to violence against women, girls, boys and adolescents under and the social protection system “¡Vamos!”, mainstream gender and intersectionality and incorporate gender-sensitive indicators for measurement of progress;

(d) The establishment of a National Care Policy, an inter-agency commission on care and its associated action plan and how women have been involved in their development;

(e) The implementation of the Gender Equality Seal for the Public Sector certification and entities that have obtained it thus far;

(f) Measures to issue a new national action plan for the implementation of United Nations Security Council resolution [1325 \(2000\)](#) and how it is planning to involve women in the development of its women and peace and security agenda;

(g) Measures taken to strengthen the collaboration and support with women’s civil society organizations and with other civil society actors in developing and strengthening the national machinery for the advancement of women.

#### **National human rights institution**

5. Please inform the Committee on steps taken to implement the recommendations of the Sub-committee on Accreditation of the Global Alliance of National Human Rights Institutions to maintain and strengthen the A status of the Defensoría del Pueblo under the principles relating to the status of national institutions for the promotion and protection of human rights (the Paris Principles; General Assembly resolution [48/134](#), annex).

#### **Gender stereotypes**

6. Please provide information on:

(a) Measures to counter traditional gender norms and cultural barriers that associate women with unpaid care work and related stereotypes hindering the full enjoyment of women’s rights;

(b) The underlying reasoning for the elimination of inclusive and gender-sensitive language in legislation and public policies.

#### **Gender-based violence against women**

7. Please provide the Committee with updated information about:

(a) The implementation of Law No. 5777/2016 on the integral protection of women against all forms of violence and progress of legislative amendments to include digital violence as a form of violence against women therein;

(b) The implementation of Law No. 6806/2021 declaring a national emergency on the grounds of femicide, including data on main outcomes and activities to address root causes leading to femicide;

(c) The establishment of a national plan to combat violence against women for the period 2021–2032;

(d) The implementation of the Public Prosecution Service’s protocol for criminal investigation of the crime of femicide, the Action Protocol for public defenders specialized in Act No. 5777/2016 and the Protocol for Inter-institutional

Action for Prevention and Comprehensive Care in Cases of Femicide and High-Risk Violence against Women (PROMUVI-Mujer 2023);

(e) The implementation of a virtual hearings system in judicial proceedings on violence against women or family violence and mechanisms to ensure that rural and Indigenous women and women with disabilities have access to such system;

(f) Specialized programmes in place for Indigenous girls and adolescents survivors of sexual abuse and main results;

(g) Results of the inter-institutional road map for a comprehensive response to the sexual abuse of children and adolescents, as well as other policies aimed at addressing the high prevalence of sexual abuse against girls and updated statistics thereof;

(h) Measures taken to address violence against children as a form of violence against women (“vicarious violence” or “violence by proxy”), including the use of children to control, coerce or harm their mothers, and protection mechanisms for children who witness domestic violence;

(i) Efforts to improve data collection on all forms of gender-based violence as recommended by the Committee (CEDAW/C/PRY/CO/7, para. 21) disaggregated by age of victim, disability (whether congenital or acquired as a result of gender-based violence), Indigenous affiliation, type of violence and relationship between victim and perpetrator, including data on protection orders issued.

### **Trafficking and exploitation of prostitution**

8. Please provide updated information on:

(a) The implementation of the National Plan for the Prevention and Combat of Trafficking in Persons 2020–2024 and the establishment of the National Programme for Prevention, Suppression and Support for Victims of Trafficking in Persons;

(b) Statistics on investigations opened into trafficking and its procedural status, as well as further information on the 11 judgments on trafficking reported to the Committee, including if they are convictions or acquittals, sanctions imposed and reparations provided to victims;

(c) The strategy for the approval of the draft law that guarantees the right of children and adolescents to protection from unpaid domestic child labour (*criadazgo*);

(d) Results of the National Strategy for the Prevention and Eradication of Child Labour and for the Protection of Adolescent Workers in Paraguay 2019–2024 and plans to expand it beyond 2024;

(e) Measures taken to protect women from disadvantaged groups, including Indigenous women, women with disabilities and Afrodescendent women, from exploitation of prostitution.

### **Equal participation in political and public life**

9. Please provide information on:

(a) Steps taken to pass the bill to prevent, sanction, and eradicate political violence against women on the basis of gender, stalled in Congress since 2021;

(b) The implementation of Law No. 6279/2019 establishing the mandatory incorporation of Indigenous professionals in public institutions, and the number of

Indigenous women currently working on public institutions, specifying the institution and position;

(c) The implementation of the National Equality Plan for 2018–2024, as well as plans to extend it beyond 2024;

(d) Policies to ensure 50/50 representation of women and men across all decision-making spaces, both formal and informal, as stated in general recommendation No. 40 (2024) on the equal and inclusive representation of women in decision-making systems.

### **Women human rights defenders and journalists**

10. Please inform the Committee about:

(a) Measures to support and strengthen women's organizations and to allow them to carry out their role as human rights defenders in an environment free from harassment and threats;

(b) Updated statistics of the number of investigations opened into crimes committed against women journalists and human rights defenders, their procedural status and outcome;

(c) How the Specialized Human Rights Unit from the Public Prosecution mainstreams gender and intersectionality in the investigation into crimes committed against women human rights defenders and journalists;

(d) The implementation of the safety protocol for journalists in high-risk situations of the Ministry of the Interior (resolution No. 538/2017) through a gender and intersectionality lens;

(e) Progress in the approval of the draft law on the protection of journalists and human rights defenders and similar legislative initiatives, as well as plans to review Law No. 7363/2024 on establishing control, transparency and accountability of nonprofit organizations, in the light of the Convention.

### **Nationality**

11. Please inform the Committee about:

(a) Results of the programme “Seamos ciudadanos” of the Ministry of the Interior, including information on how many national identity cards have been issued for girls, adolescents and older women, Indigenous women and women in rural areas since its launching;

(b) Implementation of the Refugee Law No. 251/2002, as well as information on the application its principle of favourable treatment for girls and women, as well as status of the issuance the Law's regulations;

(c) Programmes in place to guarantee access to training, work, education and health opportunities for women migrants, asylum-seekers and refugees;

(d) Implementation of Law No. 1938/2002, on the protection and facilities for the naturalization of Stateless persons, including the timeline for the issuance of its regulations. Please provide examples of how it mainstreams gender and intersectionality in practice.

**Education**

12. Please provide information on the measures taken to:

(a) Ensure that all educational policies are gender-sensitive, intersectional and disability inclusive and to mainstream gender equality into the education curricula, including measures addressed to teachers;

(b) Repeal resolution No. 29664/2017 of the Ministry of Education and Sciences prohibiting the dissemination and use of educational materials referring to, among others, “gender theory”;

(c) Provide age-appropriate sexual and reproductive education at all levels ([CEDAW/C/PRY/CO/7](#), paras. 36, 37 and 43) and revise the material entitled “Twelve sciences for the education of sexuality and affectivity” (resolution No. 933/2023 of the Ministry of Education), in the light of the Convention;

(d) Implement Law No. 4084/10 on the protection of pregnant students and students who are mothers and the guidelines and indicators for identifying sexual abuse or harassment of children and adolescents in educational settings (resolution 8353/2012 of the Ministry of Education);

(e) Increase the enrolment of Indigenous girls in primary, secondary and tertiary education and address school dropout of girls, particularly rural, Indigenous girls and girls with disabilities, and provide updated statistics on their current enrolment in all levels of education;

(f) Address cases of adolescent girls that neither work nor study owing to, among others, unpaid caregiving responsibilities at home, and policies to ensure that they can attend school and have prospects for a future professional life;

(g) Ensure the continuing provision of accessible and disability inclusive water, sanitation and hygiene services in schools, including safe drinking water, hand washing facilities with soap and water, functional toilets and menstrual health and hygiene management, including affordable and/or free-of-charge menstrual products.

**Employment**

13. Please provide the Committee with information on:

(a) The timeline for the approval of bills S-199205 and S-2211034 establishing equal pay for men and women in the public and private sectors, and measures to address horizontal and vertical segregation in the labour market;

(b) The implementation of Law No. 6338/2019 amending Law No. 5407/2015, setting forth a legal minimum wage for domestic work, and how many women domestic workers have been protected through it;

(c) Measures to repeal resolution No. 894/2021 from the Ministry of Labour, Employment and Social Security that maintains wage inequalities with respect to rural Indigenous and non-Indigenous workers;

(d) Combat pregnancy- and maternity-based discrimination in recruitment and promotion processes, as well as sexual harassment in the workplace;

(e) Extend labour protection to women working in the informal economy and facilitate their transition to the formal economy;

(f) Implementation of Law No. 7383/2024 establishing work permits for pregnant workers.

## Health

14. Please describe the measures taken to:

(a) Amend the Penal Code to legalize abortion and decriminalize it in all cases and ensure that women and adolescent girls have adequate access to safe abortion and post-abortion services to ensure full realization of the rights of women, their equality and their economic and bodily autonomy to make free choices about their reproductive rights; and strengthen measures to counter the alarming rate of maternal mortality;

(b) Ensure the availability, accessibility and affordability of contraceptives, including for women with disabilities, women migrants, asylum-seekers and refugees, rural and Indigenous women;

(c) Reduce the prevalence of syphilis and eliminate mother-to-child transmission;

(d) Increase access and coverage of maternal and child healthcare in rural and Indigenous areas;

(e) Implement the laws for the prevention, early detection, treatment and provision of psychological support for women and girls with cancer through a gender-sensitive and intersectional lens, including Law No. 6266/2018 on comprehensive care for people with cancer, Law No. 6949 (amending articles 11 and 13 of Law No. 3331/2007) establishing the National Programme for the Prevention, Early Detection and Treatment of Cervical and Breast Cancer, as well as measures to ensure the availability of the human papillomavirus (HPV) vaccine, including in Indigenous and rural areas;

(f) Implement of Law No. 6993/2022 on the free provision of period products, and its main outcomes;

(g) Reduce maternal mortality and prevent unintended pregnancies among adolescents and girls, including Indigenous girls, rural girls and girls with disabilities;

(h) Provide mental health services available to women victims of violence and trafficking for their comprehensive rehabilitation. Please indicate how mental health services take gender issues into account and whether they are available in the community.

## Economic empowerment of women

15. Please provide information on:

(a) Outcomes of the 2020–2022 productive investments of the Ministry of Agriculture and Livestock aimed at women and specify how many women have benefited from them, as well as goals and indicators for success;

(b) The 2023 policy of the National Institute for Rural and Land Development to reduce interest rates for women landholders, the Guarantee Fund for Women to improve access to credit for women entrepreneurs and business owners, the “ProMiPymes (Mujer)” programme, granting preferential interest rates for women entrepreneurs and the partnership with the National Development Bank to promote access to credit and entrepreneurial training for women, including the “Kuña Katupyry” credit line programme. Please inform how these policies include women working in the informal sector, women heads of households, how many women have benefited from them and measures to ensure their continuity;

(c) The implementation of Law No. 5446/2015 on public policies for rural women and how the Sustainable Rural Development Project and the National Livestock Development Programme mainstream gender and intersectionality.

**Rural women**

16. Please provide the following information:

- (a) Policies to ensure equal access to land for women and to increase women's land ownership and land titles;
- (b) Results of the "Sape'a 2.0" project of the Ministry of Labour, Employment and Social Security that provided capital to a set number of rural women entrepreneurs, as well as results of programmes to bring jobs in rural areas into the formal sector.

**Indigenous women**

17. Please provide the following information regarding Indigenous women:

- (a) The implementation of the Committee's recommendation to adopt a comprehensive policy to combat racism, racial discrimination ([CEDAW/C/GC/39](#), para. 23), as well as the issuance of policies to address the historical violence experienced by Indigenous and Afrodescendent women;
- (b) Measures to reduce inequality and poverty among Indigenous women and girls and main outcomes;
- (c) Legislative and administrative measures to ensure and protect Indigenous women's right to land, territories and resources, including by way of legal recognition of property;
- (d) Mainstream gender and intersectionality in the implementation of all pending aspects of the judgments of the Inter-American Court of Human Rights;
- (e) The issuance of the updated diagnostic report on gender violence against Indigenous women in Paraguay.

**Women with disabilities**

18. Please provide the following updated information on women with disabilities:

- (a) The implementation of Law No. 2479/2004 on access to employment in public institutions for persons with disabilities and of Decree No. 3379/2020 on incentives for employers to encourage the employment of persons with disabilities in the private sector, as well as the issuance of the regulations of Law No. 4962/2013, which introduces incentives for employers to encourage the employment of persons with disabilities in the private sector;
- (b) Updated statistics on women with disabilities currently employed in the public sector;
- (c) The results of the implementation of the seal for inclusive companies ("Empresas In" programme), as well as companies certified under this programme;
- (d) The implementation of the National Action Plan for the Rights of Persons with Disabilities 2015–2030, the involvement of organizations for women with disabilities in its development and monitoring;
- (e) Results in the implementation of the guide titled "Towards inclusive care" on sexual and reproductive healthcare for adolescents with disabilities.

**Lesbian, gay, bisexual, transgender and intersex women**

19. Please inform the Committee about the procedures for collecting data related to discrimination and violence against lesbian, gay, bisexual, transgender and intersex women and on the implementation of the Protocol for the Care of LGBTI Persons (Resolution No. 1287/20 of the Ministry of Public Defense).



**Women in detention**

20. Please provide the following information on women in detention:

- (a) Updated statistics on the number of women in detention, disaggregated by type of facility, status of judicial procedure, nationality and disability;
- (b) Programmes to reduce the overrepresentation of women in the penitentiary system, as well as in criminal offences related to drug law violations;
- (c) Actions to address the concerns from the Defensoría del Pueblo on the situation of women deprived of liberty in the village of Caazapá;
- (d) The domestic implementation of the United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules) and United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (the Bangkok Rules).

**Climate change**

21. Please provide updated information on the implementation of the National Plan for Gender and Climate Change to 2030, the strategy of the Ministry of Environment and Sustainable Development to mainstream gender in the planning of policies and measures to address climate change and the platform for women leaders in the sustainable commodities production chains.

**Marriage and family relations**

22. Please provide updated information on:

- (a) Steps to repeal article 20 of Law No. 5419/15 that allows marriage at the age of 16 with the consent of a parent, guardian or judge, as well updated statistics on early marriages, including in Indigenous areas;
- (b) Measures to reverse cultural and social acceptance toward early and forced unions, particularly in rural and Indigenous communities;
- (c) Awareness-raising and training programmes to ensure that a gender-sensitive approach is applied in family law cases and on the availability of free legal assistance and protection for women facing discriminatory practices in family matters, such as inheritance, custody determinations, alimony, economic consequences of separations and divorces, and provide updated statistics on court cases related to these matters.

**Data collection and analysis**

23. Please provide the Committee with:

- (a) Updated statistics on the current situation of women and girls in the State Party, disaggregated by sex, age, disability status, ethnicity, geographical location and socioeconomic background;
- (b) Information on how statistical instruments and policies improve the collection of data on areas covered by the Convention through an intersectional lens, including the national survey on the situation of women, the Public Prosecution Service's crime monitoring centre, the Gender Observatory of the judiciary and upcoming standardized registry on violence against women;
- (c) Further details on the removal of the self-identification variable for Afrodescendants in the 2022 Population and Housing Census.